Customer Service at the Records Management Unit of Botswana Ministry of Labour and Home Affairs

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Abstract

The aim of this study was to assess customer care services provided by the Records Management Unit of the Ministry of Labour and Home Affairs headquarters in Gaborone, Botswana. This was an exploratory study which used a case study design. The study was guided by customer relationship management theory which emphasises that organisations can achieve quality customer service through customer, product, channel and infrastructure strategies. The broader aim of the study was to assess the customer services as it relates to the current records management services provided by the Records Management Unit (RMU) within the Ministry of Labour and Home Affairs (MLHA). The population of the study consisted of 52 respondents - 5 records officers and 47 action officers from the Ministry of Labour and Home Affairs Headquarters in Gaborone. Quantitative data was collected through questionnaire while qualitative data was collected through nonparticipant observation, document analysis and interviews. The major finding of the study indicates that there is some level of quality in the services provided by the RMU at the MLHA but a lot can still be done for the services to be of high quality level. The study recommends that the RMU of MLHA formulates a well-defined customer care programme supported by service standards, customer charter and professionally trained officers in order to enhance quality customer service.

Keywords: Customer Care, Records Management Units, Records Management, Botswana

Introduction

According to The Chartered Institute of Marketing (2009) customer service, is "what your business delivers to achieve customer satisfaction". This shows that customer service is concerned with the provision of quality service so that the customers are contented, become loyal, and keep coming. It is the provision of quality services to an extent of going beyond the customer's expectations or what the customer asked for. Smith (2003) argues that "effective customer service is establishing what the customer wants, prioritising it, and delivering as much of it as possible". The customers should be satisfied to the extent that they market and recommend an organisation's services to other people. Edvardsson (1998) argued that "satisfied customers spread the good news quickly, something which is satisfying for the employees and most likely for the owners". Principles of service quality include: open communication, consultation and responsiveness, equity and consistency of treatment, effective use of resources, involvement of people, and innovation and improvement (Archives New Zealand, 2006).

According to Sridhar (2001), quality in service is a customer-oriented phenomenon because it is defined, judged and deduced by a customer based on his/her experience, expertise, service process, environment, and more. This shows that the customer is the one who eventually defines service quality regardless of an organisation's internal quality specifications. Customer satisfaction is what a customer expects and how he perceives that service received lived up to those expectations. In order for the staff to be able to provide quality customer service, they should be professionals with appropriate qualifications, necessary skills and experiences to enable them execute their duties. The customer is very critical to the practice of records management because all the processes associated with records management revolve around the customer. As such, it is important that the staff of the RMU relate well with customers in a pleasant, friendly and efficient manner because their business is to satisfy the customers.

Any given organisation has both internal and external customers. Internal customers work for organisations and they require and bank on services of their co-workers to be in a position to serve the general public (external customers). Jun and Cai (2010) argued that internal customers are equally important as external customers, and that successful internal customer service may result in more internal exchanges between various organisational members and departments, lower waste and costs, and improved external customer service quality. For purpose of this study, internal customers are public servants who act as action officers in different departments within the MLHA (Ministry of Labour and Home Affairs).

Botswana Public Records Management Units

Records Management Units in Botswana public service are given professional advisory services and guidance on the care, custody and control of records by Botswana National Archives and Records Services (BNARS). As part of its mandate, BNARS has statutory responsibility for ensuring that public records are created, maintained, used and disposed of in an organised way, following international best practice that promotes efficient handling of information. The Organisation and Methods Unit (1992) observed that registry operations in the public sector in Botswana were the subject of bitter complaints by action officers for their inefficiency and ineffectiveness. The 1985 Organisation and Methods Review of the MLHA on records services revealed that public records management services in Botswana were poor. Specifically, the review revealed that:

- The manual system in registry operation was lacking in development and as such subject to error;
- There were delays in mail circulation leading to misfiling of correspondence, loss of files, casual opening and closure of files, and keeping of files for too long by Action Officers;
- There was inadequate office equipment for registry work and records management operations in general;
- Records were haphasardly housed;
- Space allocated to registry work was inadequate; and as a result, movement of registry staff, mail, materials and equipment adversely affected the effective functioning of a modern public registry;
- There was lack of a programme for the proper upkeep, maintenance and preservation of current and semi-current records in government records. Most files were in a state of neglect, torn and worn out;
- Indiscipline and poor supervision of the registries were common which resulted in registry problems such as misfiling, delays in mail circulation;
- Records services were manned by personnel of a very low calibre in terms of academic and professional qualifications, training and experience; and
- There was lack of appreciation, understanding and cooperation on the part of action officers.

As a result of these concerns, the mandate of BNARS which was previously restricted to the management of archives was extended to include the management of current and semi-current records throughout public RMUs. This study, therefore sought to assess the customer service quality of the RMU (Records Management Unit) of the Ministry of Labour and Home Affairs (MLHA) Headquarters in Botswana with a view to determining whether the RMU complies with the standards and guidelines provided by (BNARS) for provision of records management services).

Statement of the Problem

Records management is a vital tool for good governance, transparency, accountability, protection of citizen's rights and entitlements, improved service delivery, the rule of law, management of state resources, anti corruption measures, foreign relations and international obligations (International Records Management Trust, 1999). In order for these roles to be achieved, there should be effective management of records. Good records and information management play significant role in combating corruption. Okello-Obura (2012) asserted that records and information provide verifiable evidence that can lead investigators to the root cause of fraud. Ngoepe (2008) argued that good service delivery begins with good record keeping. The International Records Management Trust (2002) affirmed that "records support all business functions and are critical to the assessment of policies and programmes and to the analysis of individual and organisational performance. IRMT further pointed out that "without reliable records, government cannot administer justice and cannot manage the state's resources, its revenue or its civil services. It cannot deliver services such as education and health care to its people. Without accurate records and effective systems to manage these records, governments cannot be held accountable for their decisions and actions, and the rights and obligations of citizens and corporate bodies cannot be upheld." Records help to demonstrate accountability, transparency and corporate governance and are the source of information for the citizens in the context of open government.

Records management units, traditionally known as registries, provide records and information services to action officers who are their internal customers. Action officers have the right to consult records in order to offer services to the general public, which underpins the importance of service quality by the RMUs. As such, action officers are "supposed" to come first. Despite this, the 1985 Organisation and Methods Review of the MLHA on records services in Botswana observed that operations of RMUs were always a subject of bitter complaints by action officers for the inefficiency and ineffectiveness of RMUs throughout the public service.

Mnjama (2010) argued that, for a long time, archivists and records managers have paid little attention to providing service quality to their customers. In addition, Sibanda's study (2005) concluded that moving towards delivering service quality is a challenge facing public archival institutions in Zimbabwe. Despite the 1985 Organisation and Methods Review, no study was done to find out the status of customer service in public RMUs in Botswana. Botswana government is committed to providing efficient service delivery and productivity in the public sector which are partly dependent on quality customer service that is given to the action officers by the RMUs. This was also emphasised by Smith (2003) who stated that the archive domain as a whole has echoed central and local government's commitment to delivering high quality services.

This study, therefore, sought to determine whether the problems that were identified by the 1985 Organisation and Methods Review regarding the services provided by public registries in Botswana still exist. The study sought to find out the extent to which the RMU at MLHA comply with the records management procedures manual provided by BNARS (Botswana National Archives and Records Services) to guide public RMUs, as it was recommended by the review. The records management procedures manual which was developed in 2009 was meant to enhance the management of records in the public service, promoting efficiency and effectiveness in public service delivery, which is a concern for the government (Botswana National Archives and Records Services, 2009).

Aims and Objectives

The broader aim of the study was to assess the customer services as they relate to the current records management services provided by the RMU within the MLHA. The study sought to come up with recommendations on measures to improve customer

services with regard to records management services provided by the RMU at the ministry. Specifically the study sought to:

- 1. Examine the customer product, channel, and infrastructure strategies of the RMU at the MLHA.
- 2. Establish the level of compliance by the RMU with the records management procedures manual provided by BNARS.
- 3. Identify the challenges of Records Management Unit in providing good customer service and those faced by their customers in trying to access the records services.
- 4. Make recommendations on measures to improve customer services as related to records management services provided by the RMU at the ministry and measures to address the challenges.

Methodology

This study was carried out at the RMU of the MLHA in Gaborone, Botswana over a period of four months between December 2012 and March 2013. This was a qualitative study that made use of a case study strategy. The target population consisted of fiftytwo officers of the MLHA comprising five records officers and forty-seven action officers. A questionnaire which was the principal instrument of data collection was hand delivered to all the 52 participants. Out of the 47 copies of the questionnaire distributed to the action officers, only 31 copies were completed and returned, giving a response rate 61%. The five copies of the questionnaire given to the records officers were all completed and returned, giving a response rate of 100% for this group of respondents. Records officers were given copies of the questionnaire by the researchers in the RMU while the action officers were given the questionnaire in their respective offices by the researchers with assistance of two records officers. The researchers made use of semi-structured interviews after administration of the questionnaire as a follow up to clarify issues raised through the questionnaire. The officers interviewed were the Records Manager and the Chief Records Officer. There was no need to interview the action officers since their responses to the questionnaire were very clear and basically the same. The researchers made use of an interview guide and captured responses by taking down notes. Non-participant observation was used to collect data on interactions of service providers and their customers, physical appearance, competence in provision of service and compliance with Records Management Procedures Manual. An observation checklist was used for observation.

Findings and Discussion

The results of the study are presented according to the objectives of the study.

Strategies of Customer Relationship Management (CRM)

According to customer relationship management theory the customer, product, channel and infrastructure strategies could help a researcher to have a holistic view of customer service of an organisation. These different strategies are helpful in determining the status of customer service of an organisation. Based on this theory, the first objective of this study sought to examine the customer product, channel, and infrastructure strategies of the Records Management Unit of the MLHA Headquarters in Botswana. Respondents were asked to indicate how often they used the services of the Records Management Unit. The findings indicated that all the 31 respondents in the category of action officers indicated that they used the services of the Records Management Unit on a daily basis showing the need for service providers to know their customers' needs and strive to satisfy them.

The respondents were required to indicate whether their customer service standards were documented or not. The findings revealed that all five records officers indicated that their customer service standards were documented. A follow-up interview revealed that their RMU did not have its own specific customer service standard. They used generic customer service standards meant for the entire Ministry which did not necessarily address service standards requirement of the RMU. The document analysis revealed some of the values of the Ministry relating to provision of service to include:

(i) Service excellence (our responsibility, commitment and relationship with our clients

is respective, open, collaborative and beyond expectation).

(ii) Integrity, honesty, modesty and botho (mutual respect, responsibility and accountability)

Sensitisation Workshops

Respondents were asked to indicate whether the RMU conducts sensitisation/training sessions on records management issues or not. The findings revealed that all the five records officers and 22 (79%) action officers indicated that sometimes their RMU did conduct sensitisation/training sessions on records management issues. Four action officers indicated that these sessions were done frequently; and two did not know how the sensitisation was carried out. A follow-up interview with records officers revealed that since 2009, no records management workshop had been held by the RMU. Mnjama (2010) argues that information users and consumers of public services should expect full and accurate information about the services they are entitled to receive. The findings reveal that the customers were not provided with sufficient/enough information since the sensitisation workshops were not held regularly and in a consistent manner.

Furthermore, the findings revealed that all the records officers indicated that the RMU did not even orientate action officers on arrival to the Ministry on records management procedures, expectations and service standards; 20 (71%) of action officers indicated that orientation was never carried out; while four indicated that it was done; another four did not know whether it was ever carried out or not. A follow-up interview with the Records Manager revealed that sometime there was an induction of new members of staff by all heads of departments including the Records Management Unit but the RMU never carried out orientation programme for newly appointed action officers.

Marketing of Services and Feedback

It is advisable that service providers should carry out marketing activities for their services. Based on this understanding, the study sought to determine if the RMU at MLHA ever marketed its services. The findings revealed that there was no form of marketing of records management services that was taking place at the MLHA

In addition, respondents were asked to indicate how often their RMU sought customer assessment of their customer service. The findings revealed that out of 28 action officers, 15; (54%) indicated that their RMU never sought assessment of customer service: while seven indicated that the RMU sometimes sought customer assessment of their service; and six indicated that RMU frequently assessed customer service. The respondents who indicated that they did assess customer service identified the following as channels used by their RMU to get feedback from customers: feedback forms, listening to complaints, surveys and meetings. All the five records officers, indicated that assessment of customer service was sometimes conducted, and only surveys and listening to complaints were the channels to obtain feedback from the customers.

A follow-up interview with the Records Managers revealed that even though the RMU administered the customer satisfaction forms, it was not all of the records officers who took cognisance of the importance of customer assessment. They viewed the completing forms to give feedback as waste of time. The results generally revealed that there was very little customer service assessment going on at the RMU of the MLHA and the RMU did not therefore benefit from feedback of customers which is vital for improving customer service. Feedback from customers can help service providers to monitor and detect changes in customer needs so that necessary adjustments could be made.

Customer Segmentation

The customer strategy calls for segmentation of customers. For this reason, respondents were asked to indicate whether their RMU segmented customers or not in providing service. The findings showed that all the five records officers indicated that they did not segment their internal customers. A follow-up interview revealed that the RMU did not see any need to segment customers because they considered their informational needs were the same.

Dealing with Customer Complaints

The study sought to establish whether the RMU had procedures for dealing with customers' complaints. The findings showed that two of the five records officers indicated that their RMU did not have any procedures for dealing with complaints; three indicated that they had them. Out of 28 action officers, 22 (79%) indicated that they did not have forums for airing their complaints while six indicated that they had forums of airing their complaints which included heads of units meetings, and discussion with RMU supervisor, and their supervisors.

A follow-up interview with the Records Manager revealed that the RMU lacked procedures for handling customers' complaints. They listened to the complaints and sometimes they notified the senior management to advise on appropriate action. Though the RMU at MLHA did not have a clearly defined system for handling complaints of customers, 25 (89%) of action officers (customers) indicated that they were satisfied with how customer complaints were handled.

Product Strategy and Organised Information

Respondents were asked to indicate if the RMU was conveniently located and easy to reach by all action officers in the Ministry. The findings revealed that all 28 (100%) action officers indicated that the Records Management Unit was conveniently located, and it was easy to reach it in person and through the use of a telephone.

When asked if organised information was always available, 16 (64%) of the action officers indicated that it was always available; seven indicated that sometimes it was available; and four indicated that they did not know whether it was always available or not. Personal observation and inspection of files indicated that the RMU of MLHA put a lot of effort in availing organised information. The records officers (100%) indicated that they processed and passed mail to action officers the very same day it had been received unless the file was misplaced. This was corroborated by observation throughout the data collection period, that there was no backlog on processing of mail.

Promptness and Criteria for Provision of Service

Concerning whether their records services were timely, 18 (64%) of the action officers indicated that the services provided by the RMU was timely while 10 (36%) indicated that the services were not timely.

Those who indicated that the service was not timely argued that the delays were mainly caused by shortage of staff in the RMU. The researchers also observed that on a number of occasions the requests for files overwhelmed the records officers leading to delays in retrieving of those files. Personal observation also revealed that due to inadequate staffing at the RMU, sometimes, customers did not get immediate service because the records officers could be out of the RMU doing other duties related to records management such as file census and tracking down misplaced files.

When records management personnel were asked how they decided how to provide services to customers, a records officer indicated that it was done in response to customers' demands; while two indicated that this was done based on the records management manual and the other two indicated that this was done based on management thinking and on the records management procedures manual. This shows that the service providers did not base their services on the demands of their customers. A followup interview with the Records Manager revealed that some of the demands of the customers did not benefit or improve the RMU service, in anyway and they could make the RMU to go against the standards that guide them.

Consultation with Customers

When respondents were asked whether the RMU consulted and involved customers in the process of records service improvement, 10 of the action officers indicated that customers were consulted and 18 (64%) indicated that customers were never consulted nor involved in initiatives aimed at improving records management services in the ministry. The action officers indicated that they were consulted through meetings and briefings on records service improvements being undertaken.

Those respondents, who indicated that they were consulted, stated that they were consulted on classification of records relating to specific departments, and filing of certain documents. It was further argued that the RMU sought customers' opinions on things they want to implement by circulating a request for information for users to have an input. A follow-up question which sought to find out whether action officers' ideas and suggestions were appreciated revealed the following: 13 (46%) of the action officers indicated that sometimes the RMU staff listened to customers and acknowledged their comments; 14 (50%) indicated that they listened to customers always; and one was not sure.

Information Needs

Respondents were asked to indicate whether the services provided by their RMU matched the customer needs or not. The findings revealed that 24 (86%) action officers indicated that the records services provided by the RMU matched their customer needs while only four indicated that the service did not match their needs. When asked whether their customer needs were met, 26 (93%) respondents indicated that their customer needs were met and only two of the respondents indicated that their customer needs were not met. The two who said that their needs were not met indicated that their complaints were never attended to, and there was no response to issues they had raised with the RMU. In addition, 19 (70%) respondents indicated that their service providers fully understood informational needs of customers while eight indicated that their records officers understood informational needs just averagely.

Channels of Communication

Respondents were asked to indicate the channels of communication used by the RMU staff to communicate with customers. The findings indicated that all the records officers and 28 (100%) action officers indicated that the main channels of communication used by their RMU staff to interact with customers were 'face to face' and telephone. Some action officers 11(39%) further identified staff memos as one of the channels of communication being sometimes used.

Most of the customers 26 (93%) were satisfied that their RMU used channels that gave them easy access to records services. The above findings were supported by observations made by the researchers who witnessed that most customers made requests over the telephone and the records officers acted promptly to those requests and kept customers updated with progress relating to their requests.

When asked to state their preferred channels of communication, customers identified telephone,

face to face, Internet and emails as their preferred means of communication with the RMU. Based on this, respondents were asked whether their preferred channels of communication were used, 22 (79%) indicated that their preferred means were used (telephone and face to face) while six indicated that their preferred means such as the Internet and emails were not used.

Infrastructure Strategy

The human resource variable of infrastructure strategy emphasises that the service providers should be trained professionals with necessary skills and must be highly motivated to diligently serve the customers. Based on this, the study sought to determine the educational background of the records officers and whether they had the appropriate professional skills. Three (60%) respondents possessed university degrees; one had a diploma; and one had Certificate of Secondary School. It also shows that only two had been trained in records management and one had been trained in customer service. This shows that the majority of the records officers at the MLHA had not been trained in records management and customer service. They acquired the necessary skills through apprenticeship (learning on the job) and developed their skills through experience as shown by the number of years they have been serving as records officers. It has been established that (60%) of records officers had more than 6 years, work experience and two had been records officers for less than 5 years. Therefore, it can be concluded that most of records officers were experienced enough to provide some level of quality service.

Concerning if respondents were satisfied with staffing, all the records officers indicated that the RMU was not adequately staffed to serve the customers. The interview with the Chief Records Manager revealed that there were only three records officers and a Records Manager. Two records officers were responsible for managing the confidential RMU and the Records Manager assisted the other records officer to man the open Records Management Unit. The confidential RMU personnel managed 2500 files while the open RMU personnel managed 600 files. These records officers served about 47 internal customers. Even though most of the records officers had not been trained for the job, most of their customers 17(63%) strongly believed that they were competent, and 24 (86%) indicated that their records officers made few mistakes in their work. Personal observation also revealed that the service providers seemed to be competent and confident in providing service.

Action officers were also asked to indicate how they found their RMU staff in providing customer service. The results show that 22 (81%) of action officers were convinced that their service providers behaved in a professional manner. When asked whether records officers took pride in their job or not, the results showed that three of the five records officers indicated that they did take pride in their job. Action officers 22 (81%) respondents indicated that they thought their records officers took pride in their job while five thought they did not.

Assessment of Facilities

Tangibles in the form of physical facilities, equipment, personnel and communication materials have been identified in literature as one of the key service dimensions (Edvardsson 1998, Camgoz-Akdag and Zindelin, 2010, Parasuramann, Zeithaml, and Berry, 1988). Service facilities, documentation and personnel should be presentable at all times because facilities and equipment which are not neat may give the customers impression that services will be conducted in the similar manner. The findings indicated that the service providers were well groomed, and the RMU was clean with a good layout. The furniture used looked new and modern. The files were in good condition, and the storage facilities were properly organised with no files on the floor, tables or on top of cabinets. Their workroom was also spacious enough to allow easy movement, even though it housed the storage facility.

Respondents were asked to indicate the form of technology which their RMU staff used for records management. The findings revealed that all the five records officers and 16 (57%) of action officers indicated that their RMU had access to computers, printers, Internet and e-mail. A significant number of the action officers 12 (43%) indicated that there was no technology used for provision of records services. Personal observation and interviews revealed that all the records management processes and services at the RMU of the Ministry of Labour and Home Affairs were carried out manually despite the availability of modern technology in the form of computers, Internet scanners and printers. The technology which was currently used in the RMU was in the form of photocopying and binding machine.

Compliance with BNARS Records Management Procedures Manual

One of the objectives of the study sought was to find out the level of compliance by the RMU with the standards and guidelines provided by Botswana National Archives and Records Services. All the five records officers identified the records management procedures manual as one of the documents that guided them in their daily activities in serving their customers. Three (60%) respondents indicated that they always followed the set standards, while two indicated that they followed them sometimes. When asked if they found BNARS Procedures Manual useful, all the five records officers indicated that they found the standards very useful.

Records Management Policy

Respondents were asked to indicate if their RMU had an approved Records Management Policy or not. The findings show that though two of the records officers indicated that they had an approved records management policy, interviews and personal observation revealed that they did not have it. The interview further highlighted that they were still working on development of a records management policy. These results suggest that during the period of study, there was no policy or regulation for the records management activities.

Mail Management

Records officers were asked to indicate how long they took to process mail on arrival. The findings revealed that all the records officers indicated that they took a day to process mail and pass it to action officers. The researchers observed that on receiving mail, the records officers processed it the very same day they received it. From the interview, it was obvious that the RMU had agreed that on receiving mail it had to be processed and passed to action officers that very same day but delays did occur in cases of files which were misplaced or locked in action officers' offices. All incoming mails were recorded in an incoming mail register as recommended by the records management manual. It was also observed that the RMU made use of a mail circulation box allowing mail to be circulated among action officers as recommended by the manual.

The interview with records officers highlighted that they had agreed to circulate mail on daily basis for only two hours and restrict it to the most senior officer in a unit/department so that they know what is happening in the Ministry. In practice, it was observed that the circulation of mail went well beyond two hours delaying passing of mail to action officers. In addition, personal observation revealed that the RMU also processed outgoing mail, and the tools they mainly used were outgoing mail register and hand delivery register/messenger's despatch book. They indicated the following information in the messenger despatch book: date of despatch, subject of the letter, reference number of the letter and where the letter is sent, name and signature of the receiving officer, and the date of receipt.

Quality of Service

Records officers were asked to rate the records management service they provided to the customers using the following descriptors: very good, good, neutral, poor, and very poor. The results showed that all the records officers indicated that the service was good. In responding to the same question, 18 (64%) action officers indicated that the customer service was good; seven indicated that the service was very good; and three did not indicate their position. The way they all responded showed that the RMU of the Ministry of Labour and Home Affairs provided satisfactory level of quality customer service which could still be improved upon.

Challenges of Providing Customer Service by Records Officers

This study also sought to establish the challenges faced by records officers in providing customer service. Records officers identified the following issues as the main challenges they experienced in trying to provide service to their customers:

- Lack of adequate storage space;
- Lack of cooperation from action officers;
- Lack of training for the records officers;
- Unreliable transport which results in mail and newspapers not delivered or collected;
- Documents/information sometimes misfiled making it difficult to retrieve it;
- No feedback on issues that action officers raise related to records management in their Ministry;
- Unwillingness by some records officers to take advice from action officers;
- Files are sometimes misplaced and never recovered;
- Files not available because other action officers have locked them in their offices;
- Delays in getting service from the RMU because the RMU is sometimes left unattended; and
- No storage for electronic records and audio visual material.

Conclusion and Recommendations

This study assessed customer care services provided by the Records Management Unit of the Ministry of Labour and Home Affairs headquarters in Gaborone, Botswana. The major finding of the study indicates that there is some level of quality in the services provided by the RMU at the MLHA but a lot can still be done for the services to be of high quality level.

The study recommends that the Records Management Unit should immediately consider implementing a number of changes. The Chief Records Manager and the MLHA Records Management Committee should develop a specific customer service standard. This would help customers to know what level and quality of service to expect. The study further recommends that the RMU should develop a records management policy which must be based on international best practice on records management. It is further recommended that the Ministry take practical measures to train service providers in customer service, conflict handling and records management. The training has to be an ongoing process so that they are able to put up with changes in the records management and customer service trends.

Additional research is needed to specifically address the following aspects which relate to customer care and records management in the public sector: the impact of internal customer service on the service delivery given to the general public and the level of motivation among records officers and its impact on the service they provide.

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