

ANALYSIS OF PUBLIC SERVICE QUALITY AT DEPARTMENT OF POPULATION AND CIVIL REGISTRATION IN GORONTALO CITY

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Abstract: *Government as nation parent has an obligation to serve the public affairs. One form of government services is to provide administrative services by state apparatus. State apparatus should to have a qualified competence to serve the community. But the reality shows the services still less satisfactory some local. Departing from this problem, authors examine the public services quality. Research object is the Department of Population and Civil Registration in Gorontalo. The study population was the personnel and local residents. This research uses qualitative explanatory method. The data used is primary and secondary data. Data is collected by distributing questionnaires, interviews, observation and documentation. The data was analyzed by qualitative and explanatory method. Research results show the data public services quality and the affecting factors. Broadly speaking, service quality is 'very good'. While the affecting factors are knowledge, skills, self-concept, personal characteristics and motives of apparatus, respectively the averages value are 3.81, 3:52, 3.66, 3.91, and 3.60*

Keywords: *Quality, Public Services, Department of Population and Civil Registration.*

1. INTRODUCTION

A case of population administration has occurred in Indonesia at 2014. At that time, border areas between Indonesia and Malaysia (Borneo) have residents with two ID card (KTP). Both cards population came from Indonesia and Malaysia. Territorially, community is in Indonesia. But the surprising fact that the society has ID cards from Malaysia. If continued, it will make the communities border will switch the status to become Malaysia citizen.

These cases invite opinions from various perceptions. The cause still becomes a big question. The condition of double ID card is whether because provocation of Malaysia or Indonesia itself has low attention to the citizens. One conclusion is the importance of public service administration for citizens. In addition, Government role in population administration affairs is

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equally important. To get border administration, people deserve the best service from the government because the public has provided funds in taxes payment, levies, and various other levies paid to government.

Administration become the most important sector in governance of government administrative and population administration, especially those directly related to public as well as KTP, KK, Birth Certificate, Letter Moving and various forms of licensing. It is important because the existence of government is to serve the public bureaucracy, and bureaucracy is the biggest portion of work related to public services, one of them is citizen's administration.

The essence of public service as described in Act No. 25 of 2009 that Public Service is the service provision to community as an obligation of government apparatus as a public servant. Furthermore, according to Tamaruddin (2001: 3), public service is a way to serve, to help, to set up and to manage and to resolve the society needs, either an individual, group or class, organization or group of organizations.

Public services have standard activities that must be met. The service standards are stipulated in PermenPanRB No. 36 Year 2012 on technical guidelines preparation, determination and implementation of service standards. Service Standard benchmarks are used as guidelines for service delivery and benchmark of service quality assessment as an obligation and a promise the organization to public to give high quality service, fast, easy, affordable, and scalable.

Public service in Indonesia still has weaknesses in implementation. The following points are the disadvantages of public service that is still common in Indonesia. (1) Less responsive. This condition was occurred at all levels of service elements, starting at front line staff up to responsible agencies. The response to various complaints, aspirations and expectations of community are often slow or even ignored. (2) Less informative. Various information that should be conveyed to public is delivered slowly, discarded. (3) Less accessible. Various service implementation unit located away from the reach of public. It creates difficulties for those who need the service. (4) Lack of coordination. Various service units linked to each other in low coordination. (5) Too bureaucratic. Services, in particular the provision of licenses, generally done by going beyond the process that consists of several tables that must be passed, leading to too long completion of service. (6) Less want to hear any complaints/suggestions aspirations of people. Generally, ministry officials less concerned about the complaints suggestions/opinions

of community. As a result, services are provided as is, without any improvement over time. (7) Inefficient. Various requirements are needed, particularly in licensing waiters are often not relevant to services provided (Shukri: 2009: 17).

Related to above, Gorontalo is one of local government which organizes and provides services to public in order to achieve prosperity and a sense of justice in general and also carry out one of functions of government. Basically the government of Gorontalo has made various efforts to produce services in accordance with service standards that are expected, including faster service, precise, inexpensive and transparent. But the government's efforts seem to have not run optimally. Department of Population and Civil Registration (DPCR) in Gorontalo City is one of government agencies that administer public services in field of population and civil registration in city of Gorontalo, has a lot of efforts made by Department of Population and Civil Registry to optimize the operation of public services, but cannot achieved in accordance with desired expectations.

Preliminary observations in office of Department of Population and Civil Registration Gorontalo show that there are some problems faced by Department of Population and Civil Registry related to optimizing the process of public service. They are limited in human resources personnel competence and lack of awareness personnel to maintain conducive work environment, clean and healthy, as well as the conditions of facilities and support infrastructure are generally inadequate compared with needs of technology development and workload, among others, lack of capacity internet network. This is based on data Strategic planning achievement at Department of Population and Civil Registration Gorontalo City during the period 2008 – 2013. There are problems and optimal achievement as set forth in Law No. 24 Year 2013 concerning Population Administration, ie. "Provides data and population information through the registration of population and civil registration" (source: Strategic Plan at Department of population and civil registration 2014-2019).

The above phenomenon can become an obstacle in implementation of optimal public service. To support the implementation of public services and optimal standard of care, authority's role is needed. Authorities should have the competence to carry out the assignment. Competence is an important factor to give public service. Megginson et al (1993: 24) defines competence as the nature of one's personal knowledge that relevant to perform their duties effectively, or proficiency to do tasks, or have the needed skills and abilities. Robbins (1994: 29) mentions competence as an individual's capacity

competence to perform various tasks in a job. Departing from this problem, authors are interested to conduct scientific studies on public services quality at Department of Population and Civil Registration in Gorontalo city. The problem formulations are follows: 1) how to shape the public services quality at Department of Population and Civil Registration in Gorontalo City; 2) what are the determining factors of competence enhancement apparatus at Department of Population and Civil Registration in Gorontalo City. This study purpose is to provide an overview of services quality at Department of Population and Civil Registration in Gorontalo City and identify the cause factors.

2. LITERATURE REVIEW

People with competence are the two things that cannot be separated in world of work. Competence becomes an important part of human beings. A human can success or dropped depend on competence. Intense competition needs competence to become jewel that must be owned by everyone. McClelland (in Mitrani and Fitt: 1995) defines competences the fundamental characteristics of a person who directly affect or can be predicted from a very good performance. This opinion explained that competence becomes a factor that has a direct effect on an entity where the person works. The reciprocation of an entity depends on its human resources competence.

Competence as a tool that can be measured and having basis or commonly referred to as a standard competence. An entity has a standard competence when will receive a new employee in organization/company. Regarding the standard competence, Suprpto interpret it as a specification or something standardized, contains minimum requirements that must be owned by someone who will do a certain job to become competent to carry out the work with good results (Suprpto, 2002: 7). Walsh et al. (2001: 49) gives a more specific explanation about standard competence as wide-ranging skills of production and Technology Corporation that supports organizations to adapt quickly to opportunities as arise.

Standard competence are not only limited to competence to act (hard skills) only. Muins (2000: 40) explains it to understand and communicate with various cultures into one factor of a standard competence. In an entity, competence of Human Resources (HR) is not only about the competence of hard skills. Attitude also becomes one vital factor in determining the one's standard competence.

Another opinion regarding the standard competence is explained by Prayitno (BKN, 2003: 11 in Dedi Hadian et al., 2014: 8). Standard competence includes three things, which are abbreviated as KSA (Knowledge, Skills, and Attitude). Knowledge is the facts and figures behind the technical aspects. Skills are competence to do tasks at level of acceptable criteria and continuously accepted with least activity. Attitude is shown to customers and others person concerned in a work environment. This opinion looks standard competence in a broader perspective. This is consistent with Maarif (2003: 16) that standard-setting abilities can become prioritized on knowledge, skills and attitudes, both hard and soft competencies.

Spencer and Spencer (in Palan 2007: 9) explain the standard competence such as icebergs. There are hidden factors as a basis and factors that visible to human eye. The visible factors or iceberg is consist knowledge and skills. While invisible factors or base of mountain is the self concept, trait, and motive. With combination of these competences, a person became standards of real value in itself.

Broadly speaking, David Mc Clelland (in Mitrani and Fitt: 1995) has own views on key points in each standard competence. The determinants of human ability are six. (1) Skill to do something well. Example: The competence to drive. (2) Knowledge, including information owned/controlled by a person in a particular field. Example: Understand science of financial management. (3) The Role of Social, a projected image of one person to another ("the outer self"). Example: to be a follower, or a oppositionists. (4) Self-image is the individual's perception of himself ("the inner self"). Example: view/position himself as a leader. (5) Trait is a characteristic that is relatively constant on a person's behavior, for example: a good listener. (6) Motive includes thoughts or intentions of basic constant that encourages individuals to act or behave. Example: you want to always be appreciated, motivation to effect others.

This competence is important standard owned by any person working in entity/organization, including in a State Civil Apparatus (SCA). SCA has large task under the government to serve the community. Development and improvement of SCA become a very important aspect to be considered. It is because the SCA is part of government's main role to serve the community. Law No. 5 of 2014 concerning the State Civil Apparatus set about developing employee competence through education and training. Article 70 stipulates that every employee at State Civil Apparatus (SCA) has the right and opportunity to develop skills. The development of such competence is done through education and training.

Apparatus is generally classified into two types of positions, career and non-career positions. Provisions of Law No. 43 year 1999 established that career positions are structural and functional that only occupied by state civil servants (SCA). Group of non-career positions include state officials, members of parliament, heads village and village consultative members. Increasing the competence of personnel through the implementation of training strategy to do tasks both career and non-career should consider the interrelationships between field and skills needed.

Public service becomes important work in government regulations (the Act). Law No. 25 of 2009 is a law of Public Service. The public service is defined as: an activity or series of activities in order to meet the needs in accordance with laws of every citizen and resident in goods, services, and/or administrative services provided by public service providers.

The study of public services is also expressed by several figures. The first figure is Roth (1926: 1) to defines the public service as a service available to public, both in general (such as in a museum) or specific (like food restaurant). Lewis and Gilman (2005: 22) define public service as a public trust. Citizens expect public services can serve with honesty and management of income sources appropriately, and accountable to public. Fair and accountable public services will generate public trust. It becomes pillar of public service ethics and public trust as a basis to achieve good governance.

Services definition contains a condition that apparatus has a skill, expertise in particular. Based on skills and expertise, authorities have a position or value in a particular skill to provide assistance in completing individuals or organizations needs.

The two figure above explain public services as services, objects and shapes. Service is one of main tasks of government apparatus, including businesses. The objects served are public. The form of goods and services are in accordance with interests of needs of society and legislation in force. Thus the public service can become defined as a process to meet community needs, especially with regard to public interest of groups or individuals interest in form of goods and services and administrative services.

Basically, public service is very simple. The important variables are giver and recipient of service. It became complicated when related to aspects of assessment of services quality provided by service providers, since the service providers (government-bureaucracy) takes some prerequisites important that must be passed by service providers. The first prerequisite is

political process that must be done by service providers in order to truly respond to needs of society. The medium can vary, for example, community agreements, development planning meetings, hearings and so forth. Second prerequisite is lack of regulation in form of legal products to ensure certainty in pattern of relations between the recipient and service provider (Kurniawan et al: 2007: 12).

Furthermore, Tamaruddin (2001: 14) in *Development of Excellent Service Implementation* states that objective of excellent service is satisfaction and/or in accordance with customers need. Service quality is needed to achieve based on needs or desires of customers. Satisfaction is a form of expectations fulfillment in relation with reality. As expressed by Zeithaml et al., cited by Yun, Yong, and Loh (1998) that service quality is defined by customer, ie conformity between expectations and/or desires with reality. Therefore, excellent service is a service that consistent with customer expectation, in this case is the public.

Excellent service is closely related to service quality. Basically the service quality is an abstract and elusive concept (Tjiptono, 2004: 51). This is because the four characteristics of service uniquely distinguish, as goods is intangible, not separate between production and consumption, output is not standardized and cannot be saved. There are two (2) main factors affecting the service quality, they are expected service and perceived service (Kotler, 1997: 115).

In his duties as an SCA, high public services quality becomes one goal in the work. Zeithaml et al. (in Pasolong 2007: 135) argues that public services quality (SERVQUAL) is reflected by several factors as follows. 1) Tangibles are reflected in physical facilities, equipment, personnel and communication materials. 2) Reliability is competence to meet the promised service reliably. Responsiveness is willingness to help customers and provide the right services. 3) Assurance is knowledge of employees and their competence to receive the trust and secret. 4) Empathy is Individual attention is given by company to its customers.

The characteristics of a quality service which must be held by institutions providers of public services according to minister and RB (in Syukri 2009: 12) can be explained as follow. Simplicity, the procedures should be organized easily, smoothly, quickly, straightforward, easy to understand and applied. Clarity and certainty, procedures, technical and administrative conditions, public service tariffs and payment process, schedule and other should clear. Security, the process and results of public

services can provide security and comfort and can give law assurance. Transparency, the procedure/ordinances, requirements, work unit/officials responsible for public service providers, time and cost details/tariffs and other should be informed openly to be easily identified and understood by society, whether requested or not. Efficiency, it includes the requirements of public service is only limited to matters directly related to achievement of target service with regard to integration of requirements to product delivery of public services and preventing repetition process of service require compliance with other government offices. Economical, in sense that imposition of public service charge should be set appropriately with regard to value of goods or services to public, do not demand high fees above fairness, conditions and competence of customers (people) to pay and statutory provisions in force. Equal justice, scope or range of public services should be kept as broad as possible with equitable and fear treatment. On time, public service should be completed within a predetermined time.

Aspects of public services became the focus of attention. These cannot be separated to provide excellent service to public. Public service closely related to life aspects of state. In one country, government role will never be separated from the provision of services in accordance with level of community need. The level is very diverse in accordance with aspects of life. Therefore, every public service needs to look at aspects of public services in according to society needs. Aspects of public services have aim to satisfy the community. To that end, important aspects in public service are follows. (1) Transparency, services should open, easy and accessible to all those in need and provided adequately and understandable. (2) Accountability, service can become accounted in accordance with provisions of legislation. (3) Conditional, services should in accordance with conditions and competence of providers and recipients of services by sticking to principles of efficiency and effectiveness. (4) Anticipatory, services which can encourage community participation by taking into account the aspirations of needs and expectations of society. (5) Equal right, the service does not discriminate from the aspects of any particular tribe, race, religion, social status, and others. (6) Balance of rights and liabilities, services take into account the fairness between providers and recipients of public services.

Based on this long exposure, it can become concluded that SCA is required to have a good standard competence due they have the task to provide public service with go get people satisfaction. This condition has been listed in law, because SCA is a figure of government's competence to meet or serve the public.

3. PREVIOUS RESEARCH

Previous research that relevant to this study is conducted by Aminudin (2014) with title of Administrative Government Competence and Public Service (study in Kendari Southeast Sulawesi). The research aim is to analyze and describing the effect of government officials competence on public services quality in Kendari City. The research examines the dimensions of competence that include: knowledge, skills, self-concept, personal characteristics, motives and further public services quality; accountability, responsiveness, orientation to service and efficiency. The research uses descriptive method with quantitative approach. Data is collected by questionnaire that is supported by information from informants. Research in Kendari consists of 10 subdistricts that include 64 villages.

Research result shows that competence of government apparatus (knowledge, skills, self-concept, personal characteristics and motives) affect on public services quality in Kendari City. The most dominant dimension is motive, self-concept and value as well as knowledge.

Research on performance of local government bureaucracy in administering public services is performed by Aidinil Zetra et al. (2009) at Solok district government. This study found that basically the area of Solok district has undertaken various efforts to improve the management of services to achieve faster service, proper, humane, inexpensive, non-discriminatory and transparent. Service quality in this area has improved since regional autonomy. However, improvement efforts that have been taken by local government seem not optimal. This resulted in people's satisfaction levels of public services based on community satisfaction index, almost all indicators show the moderate category score.

Further research was conducted by Faiza Nurmasitha et al. about the effect competence employees and working environment on service quality at Department of Population and Civil Registration in Sidoarjo District. The study result show that competence of employees and work environment has a positive effect on equal service quality. So the competence of employees and work environment has a positive effect on implementation of service quality at Department of Population and Civil Registration in Sidoarjo. However, competence of employees has more dominant effect on service quality.

Several previous studies above have relevance to this research. This study used qualitative research methods with descriptive research. The object of research is the government apparatus as well as the problems that lift in this study related to competence of personnel who are critical success factors of process of public service performed by government.

4. METHODOLOGY

This research was conducted by exploratory qualitative method. Data is collected and then classified in according to indicators. The result is words and images. Conclusions are derived from the processing of data in form of words written or spoken of those that can be observed and processed. The research location is Department of Population and Civil Registration in Gorontalo City. The duration is four months starting from the September 2015 to December 2015. The population is all members Department of Population and Civil Registration in Gorontalo City. Furthermore, to cross check the service quality, general public as the receiver of service is also involved.

Primary and secondary data are used in this study. The primary data is obtained directly from observations, including data or information on competence of personnel in improving the public services quality at Department of Population and Civil Registration in Gorontalo City. Data is obtained through documents to capturing information, such as written policies, mechanisms and procedures, organizational structure, staff education, state employees, details of main tasks and functions, and strategic plans for 2014 - 2019 period, or other information related to apparatus competence and public services quality at Department of Population and Civil Registration in Gorontalo City. The data is collected by questionnaires, interviews, observation and documentation. Questionnaires can collect data related to competence and service quality. Interview was done openly, both to personnel and to public concerned. The observations were done to directly to research object. The goal is to obtain data that support the issue. Observations were done directly at Department of Population and Civil Registration in Gorontalo City. Documentation is used to get data from a study site through various documents to support the research.

The analysis is done by qualitative analysis and exploratory to explain the general issues and collect the necessary data. Data or information is separated or grouped by type and variety. Furthermore, data were analyzed quantitatively.

Exploratory models with frequency distribution analysis techniques are used to analyze data. The formulation is below.

$$P = \frac{f}{n} \times 100\% \quad (\text{Mahfoedz, 2004})$$

Description:

P = Percentage

F = frequency of each alternative answers

n = number of respondents

Table 1.
Category of respondents answers

<i>Criterion</i>	<i>Score range</i>	<i>Percentage (%)</i>
Very good	4.01 - 5.00	100 - 81 %
Good	3.01 - 4.00	80 - 61 %
Moderate	2.01 - 3.00	60 - 41 %
Bad	1.01 - 2.00	40 - 21 %
Very bad	0.01 - 1.00	- 0 %

Research conclusion is based on descriptive statistical analysis techniques proposed by Sudjana (2005: 6). The measures to analyze data as follows. (1) Giving weight to value of each alternative answer selected respondents on each item stated in questionnaire. (2) Calculating the frequency of each alternative answer. (3) Finding the number of selected respondents answer each question, by counting the frequency of respondents who chose the alternative answers, then multiplied by weight of value alternative. (4) Calculating the average value (x) for each item in questionnaire statement, using the formula Weight Means Score (WMS) as follows:

$$x = \frac{\sum x}{N}$$

Description:

X = Mean score

Σx = Total composite score (frequency results with weights)

N = Number of respondents

Table 2.
Calculation results of WMS calculation

<i>Score range</i>	<i>Criterion</i>	<i>Description</i>
4.01 – 5.00	Very good	Always
3.01 – 4.00	Good	Often
2.01 – 3.00	Moderate	Sometimes
1.01 – 2.00	Bad	Seldom
0.01 – 1.00	Very bad	Never

Source: (Sudjana 2012: 42)

5. RESEARCH RESULT

Table 3.
Average score of service quality

<i>No</i>	<i>Indicators</i>	<i>Average value</i>	<i>Category</i>
1	Tangible	4.41	Very good
2	Reliability	3.86	Good
3	Responsiveness	4.03	Very good
4	Assurance	4.24	Very good
5	Empathy	3.86	Good
	Total	4.08	Very good

Source: Data processed, 2015

Average score for public services quality at Department of Population and Civil Registration Gorontalo City can be explained as follow. The tangible is 4.41 or excellent, reliability is 3.86 or good, responsiveness is 4.03 or excellent, assurance is 4.24 or excellent, and empathy is 3.86 good category. The average score is 4.08 or excellent. It can become concluded that public services quality at Department of Population and Civil Registration Gorontalo City is very good.

Table 4.
Average score of factors affecting the competence improvement

<i>No</i>	<i>Indicators</i>	<i>Average</i>	<i>Description</i>
1	Knowledge	3.81	Good
2	Skill	3.52	Good
3	Self-concept	3.66	Good
4	Personal characteristic	3.91	Good
5	Motive	3.60	Good
	Total	3.70	Good

Source: Results of data processed in 2015

Average score for factors affecting the competence improvement at Department of Population and Civil Registration Gorontalo City can be explained as follow. Knowledge is 3.81 or good, skill is 3.52 or good, self-concepts is 3.66 or good, personal characteristics is 3.91 or good, and motive is 3.60 or good category. It can be concluded that above factors determine the competence improvement at Department of Population and Civil Registration Gorontalo City, with a total average score of 3.70 or in good category.

6. DISCUSSION

Improvement of public services at Department of Population and Civil Registration Gorontalo City for tangible indicator is 4.41 or good. This research is supported by interviews results from one respondent take ID card at Department of Population and Civil Registration Gorontalo City on October 15, 2015 at 09.30 pm.

The lounge area, counters, and service personnel appearance are pretty good, but the counters should be added, so there are no long queues. I fell satisfied to processed ID card here, but there should maintenance of these facilities. (MU-08, 15-10-2015).

The same thing is also expressed by one citizen who processes the documents at Department of Population and Civil Registration Gorontalo City. The interview was on October 15, 2015 at 10:30 pm, revealed that:

Service quality provided, especially from the aspects of facilities and personnel appearance is good enough. I feel that development of new lounge area decrease the accumulation of people in one room. The officer has pretty neat appearance. (HM-09, 15-10-2015).

These show that in order to improve the public services quality, especially on indicators of tangible (physical evidence) such as waiting service, service counter, and appearance of service personnel such as on above results, it can become explained by theory or opinion of experts, especially with regard to evidence of physical services (tangible). Berry, Parasuraman and Zeithaml (1994) explain that tangibles, or physical evidence is competence of a company to demonstrate its existence on external parties. Appearance and physical infrastructure and surrounding environment are tangible proof of services provided by service provider. These include physical facilities (building, warehouse, and others), technology (equipment and supplies used), and appearance. Service cannot be seen, kissed and touched, then the tangible aspects are important to

measure service delivery. Customers will use the sense of sight to assess a service quality.

Improvement of public services quality for reliability indicators shows that reliability of service personnel at Department of Population and Civil Registration Gorontalo City is in good category with average score of 3.86.

General public interview at October 15, 2015 at 11:30 pm revealed that:

Information about procedures to process documents at Department of Population and Civil Registration Gorontalo City is needed to facilitate the process. It is already visible on banner displayed at room service to explain mechanism or procedures, there is no trouble about the procedure, and also the reliability of clerk in providing services is good enough. (RH-010, 15-10-2015).

These show that in order to improve the public services quality, especially on reliability as officer's reliability to provide information services, service procedures smoothing and facilitate the technical services, it can be explained by theory or opinion of experts, especially regarding the reliability of service (reliability). Berry, Parasuraman and Zeithaml (1994) said that the reliability to provide services as promised should accurate and reliable. It should consistent with customer's expectation, timeliness performance, and service without fault, sympathetic attitude and high accuracy.

With regard to responsiveness indicators, research results showed that response of service personnel to suggestions, complaints and criticisms of citizens are in a very good with an average score of 4.03. It is consistent with above results. Interviews with one informant of service recipients on October 15, 2015 at 12:00 pm reveal that:

Community complaints about the service are often accommodated by at Department of Population and Civil Registration Gorontalo City. The complaints, suggestions, and criticisms from community are followed up, and there are just taken for granted. But public expectations over the process of service provided must be in accordance with applicable procedures. (KA-011, 15-10-2015).

This is also supported interviews result of citizen who processes the ID card at Department of Population and Civil Registration Gorontalo City on October 15, 2015 at 13:30 pm.

Fast and precise response is highly dependent on officer in providing services. With regulations regarding the maintenance procedure, I find

easiness to process each documents at Department of Population and Civil Registration Gorontalo City, it is also supported by good response of services personnel. (RH-010,15-10-2015).

These show that in order to improve the public services quality, especially for responsiveness indicator as a response or responsiveness of service personnel to complaints, suggestions, and criticisms of citizens, it can become explained by theory or opinion of experts. Berry, Parasuraman and Zeithaml (1994) explains that responsiveness is a willingness to help and provide fast and right service to customer, with delivery of clear information. Consumers who wait for no apparent reason can make a negative perception in service quality. Responsiveness is the competence of company performed by direct employees to deliver services fast and responsive.

With regard to improving the public services quality for assurance indicators, research results showed that the guarantee provided are administrative and technical competence of service personnel that very good with average score of 4.24.

Interview with citizen who process documents at Department of Population and Civil Registration Gorontalo City on October 15, 2016 At 11:30 pm is revealed below:

Apparatus that provide service should have administrative capacity and technical competence, especially at Department of Population and Civil Registration Gorontalo City to provide services in form of administrative services, so that people feel their needs are met when processing documents. (KA-010, 15-10-2015).

The interviews results with citizen on October 15, 2015 at 14:00 pm, found:

I feel there is assurance at Department of Population and Civil Registration Gorontalo City in associated with administration of citizen's documents. Citizen document processing procedure is without costs, it is consistent with Vision-Mission of Gorontalo Mayor. I am satisfied with assurances given by Department of Population and Civil Registration Gorontalo City. (RH-010, 15-10-2015).

These show that in order to improve the public services quality, especially for guarantee indicator, the competence of administrative, technical skills, and social skills of service personnel can be explained by theory or opinion of experts. Berry, Parasuraman and Zeithaml (1994) explained that assurance or guarantee that knowledge, politeness,

compensation and competence of company's employees can get customers to company. T consists of communication credibility, security, competence and courtesy.

Improvement of public services quality with empathy indicator show result that friendliness and courtesy of service personnel are in good category with an average score of 3.86.

Interviews conducted on October 15, 2015 at 09.30 pm are revealed below.

Officers at Department of Population and Civil Registration Gorontalo City are quite friendly in providing services. This is because they are also required by employer to become friendly, care, and attention to community service recipients. The forms of hospitality, care and attention given is often reminded of services to beneficiaries in order to complete the file first, the speak is quite polite. (MU-08, 15-10-2015).

These show that in order to improve the public services quality, especially for empathy such as workers care and politeness can be explained by theory or opinion of experts. Berry, Parasuraman and Zeithaml (1994) explain empathy as giving genuine concern and individual or individuals who are given to customers by striving to understand desire of consumers to which a company is expected to have an understanding and knowledge of customer, understanding customers' specific needs, and has the operating time that is convenient for customer.

7. CONCLUSION

The research conclusion can be explained below. Public services quality at Department of Population and Civil Registration Gorontalo City is consistent with expectations of citizens as service recipient. The results showed that aspects of total service quality has category of 'very good'. The details are: tangible 4.41 - very good, reliability 3.86-good, responsiveness of 4.03- very good, assurance of 4.24- very good, empathy of 3.86-good.

Determining factors of apparatus competence success are knowledge, skills, self-concept, personal characteristics, and motive. The results of this research showed that all these factors is 'good' with respectively average value of 3.81, 3.52, 3.66, 3.91, 3.60 and average value of 3.70. It can be concluded that competence success should be concerned and improved in implementation by leader at Department of Population and Civil Registration Gorontalo City. Every apparatus should follow education and training on technical service.

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