

**Rail Ticketing System (RTS) A Public Service Reformation to Improve the Railways System in Indonesia  
(Case Study in PT. Kereta Api Indonesia (Persero) Regional Operation 8, Surabaya Gubeng Station)**

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**ABSTRACT:**

*PT. Kereta Api Indonesia (Persero) is one of the state-owned enterprises in Indonesia that provides railway transportation services. Unfortunately, the service is still far from comfortable. In line with that issue, it requires a public service reformation aimed at improving the passenger service. As an example, by maximizing the information technology utilization which in this case is the online ticket sales called Rail Ticketing System (RTS). This study aims to determine the RTS public service reformation and RTS public service quality in order to improve the railway services in PT. Kereta Api Indonesia (Persero) Regional Operation 8, Surabaya Gubeng Station. It was performed by using qualitative descriptive study with the data analysis model of Miles and Huberman. This study captures the customer needs of RTS service from PT. KAI. In order to comply that requirement, PT. KAI has been providing a customer service in almost every station in Indonesia. There, we can get information, make complaints and give advices for the ticketing services. But unfortunately, based on several general indicators of public service quality, the RTS service is still has not delivered maximally by the officers and not all the passengers could utilize or operate this facility due to the lack of knowledge.*

**Keywords:** *Public Service Reformation, Rail Ticketing System (RTS), Railways.*

## 1. INTRODUCTION

The development of the community to have government services which becomes more complex triggered a public requisition for government's performance in maximizing its public services. We need a breakthrough alternative or a strategy that the government will be able to meet the public requirements, one of them is by doing a public service reformation. One of the government organizations that put "reformation" as the leading movement in the nation's development is *Badan Usaha Milik Negara* (State Owned Enterprises or BUMN). The continuity of public service reform is desperately needed, especially for the state-owned enterprises like BUMN. Without reformation, BUMN will be unable to compete with non-public sector and potentially detrimental for the country.

One of the state-owned enterprises which has implemented such public service reformation is PT. Kereta Api Indonesia (Persero). PT. KAI provides public transportation services in Indonesian railways system. It's not a secret, when the portrait of PT. KAI as a *service company* is far from the word "comfortable", especially in providing service to the passengers. Concerning with that, public service reformation is an urgent need to fire up the railways system in Indonesia. PT. KAI as the manager of the system also continued to do a public service reformation through information technology development. Maximum utilization of information technology aims to improve the passenger service, particularly in terms of ticket sales. Before PT. KAI had reformed, the ticket sales system or train ticket is far from easy, convenient, and fast.

One of the breakthrough techniques which has been applied by PT. KAI to improve public services is by enforcing Rail Ticketing System (RTS). RTS is a program that is capable to connect PT. KAI with non-public sector cooperation through external parties to extend the ticket sales channel. RTS has become the flagship product of PT. KAI in facilitating the passengers on online ticket reservations. Although PT. KAI has undergone many positive changes since the RTS-based public service reformation and generate a lot of awards, there still found some problems to be overcome.

First, the management has conducted socialization so that the people could take advantage of this RTS by not having to buy tickets at the station. But most people still prefer to come directly to the station to get a ticket. Second, it is difficult to change the mindset or culture of the community. Third, the ticket service sophistication which is provided by PT. KAI does not always get a positive response from the community. This is similar with the application of Go Show tickets for local train that has not been fully accepted by the people. Fourth, the presence of RTS will allow passengers to buy tickets anywhere. However, this advantage cannot be applied in Gubeng Lama Station and Gubeng Baru Station in which they separate the ticket purchasing system. Fifth, RTS is a great help for the passengers to reserve tickets. But sadly, when we have to canceled a ticket, it cannot be done through online. Sixth, the use of barcode scanner that is connected with RTS, especially in Gubeng Lama Station has not been implemented optimally.

Based on the problems above, researchers got interested in studying "Rail-Based Ticketing System (RTS), a Public Service Reformation to Improve the Railways System in Indonesia (A Study in PT. Kereta Api Indonesia (Persero) Regional Operation 8, Surabaya Gubeng Station)". According to the background that has been presented, then the formulation of the problems in this research is mentioned as follows:

1. How is the RTS-based public service reformation that is used to improve the railway services in PT. Kereta Api Indonesia (Persero) Regional Operation 8, Surabaya Gubeng Station?
2. How does the quality of the RTS-based public service reformation that is used to improve the railway services in PT. Kereta Api Indonesia (Persero) Regional Operation 8, Surabaya Gubeng Station?

## 2. REVIEW OF RELATED LITERATURE

The condition of the government that is increasingly complex in all aspects led to an act of change or reformation. A reformation could be interpreted as a gradual change agenda which was conducted through several strategies aimed to achieve certain goals. One of the reformations which have been aggressively implemented by the government is the administrative reformation. Gerald E. Caiden explained that administration reformation is the artificial inducement of administrative transformation against resistance, which contains several implications: first, administrative reformation is an activity that is made by man, it is not accidental nor automatic nor natural. Second, administrative reformation is a part of the process to create a clean government system. Third, the resistance walks hand in hand with the process of administrative reform (Zauhar, 2012: 6)

Public services have become increasingly urgent needs of the community where it should be distributed quickly, accurately, and with good quality. Based on the Law of Public Service No.25, 2009 about Public Services, public service is the fulfillment activity of the society's requirements through public goods, public services and administrative services in accordance with the laws for all citizens and residents which are provided by the public service providers.

The government as the service provider are required to keep on making such improvements through public service reformation. This public service reformation can be understood as the efforts of the governments to generate a planned improvement purposely to fulfill the public service requirements. The emergence of public service reformation is influenced by several major paradigms of developing public administration. Denhardt dan Denhardt (2004), divided the public administrative paradigm into three perspectives. The perspectives which are meant is the Old Public Administration (OPA), public organization is the most efficient organization which could operate as a closed system organization, so that the engagement of the citizens in the governance is limited with the New Public Management (NPM), the provision of services through market mechanisms and New Public Service (NPS) has prioritized the people as citizens in the context of governance.

Denhardt and Denhardt cited by Wijaya and Dana (2014: 15) classifies the paradigm differences of OPA, NPM and NPS as described in Table 1.

**Table 1. Paradigm Differences of OPA, NPM, and NPS**

Aspect	Old Public Administration	New Public Management	New Public Service
The theoretical basis and epistemology foundation	Political theory	Economic theory	Democracy theory
General rationality general and models of human behavior	Synoptic rationality (administrative man)	Technical and economic rationality (economic man)	Strategic rationality or formal rationality (political, economic, and organizational)
The concept of public interest	Public interest is manifested politically and expressed in the rule of law	Public interest represents the aggregation of individual interests	Public interest is the result of a dialogue with various values
To whom public service is responsible	Clients and constituent	Customer	Citizens
The role of government	Rowing (Designing and implementing policy)	Steering (Acting as a catalyst)	Serving (Building and bridging between the interests of society and the community by various way of grades)
The mechanism of goal achievement	Through the government	Through private and non-private organizations	Through inter-organizational coalition of public, non-profit and private
The approach to accountability	Administrative hierarchy prioritization in task completion	Accumulation of self-interests will generate the desires of most people (customers)	Multi-speculation, public services deal with legal, community values, political norms, professional standards
Administrative discretion	Limited discretion	Discretion broad dissemination	Discretion is required but restricted and full of responsibility
Organizational structure	Bureaucratic which is characterized by top-down authority	Decentralized organization with ultimate control in institutions	Collaborative structure with internal and external ownership share
Assumptions on the employees and administrators' motivation	Salaries and benefits, protection	The entrepreneurial spirit, the desire to reduce the size of government	Public services with a desire to serve the community

Source: Denhardt and Denhardt inWijaya and Danar (2014:15).

The government or non-government public service providers have a task to not only provide services, but also demanded to provide qualified public services with the aim of achieving the satisfaction of the citizen or customer. To assess the quality of public services itself, there are several indicators that can be used by Zeithaml, Parasuraman & Berry cited by Dwiyanto (2008: 145), namely:

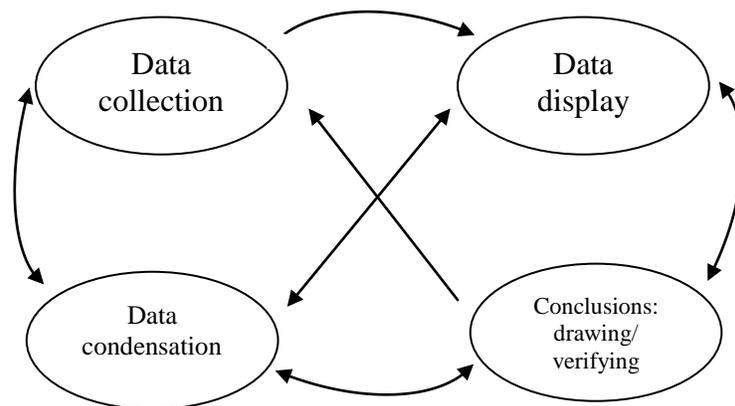
- a. Tangibles: the physical facilities, equipment, staff, and communication facilities owned by the service provider;
- b. Reliability: the ability to accurately deliver the service;
- c. Responsiveness: a willingness to help the customers and provide the service sincerely;
- d. Assurance: the knowledge, courtesy, and the ability of the service providers in giving credibility to the service users;
- e. Empathy: the ability to give attention to service users individually

### 3. RESEARCH METHOD

This study was used a qualitative descriptive research to find, understand, describe and analyze the hidden phenomena behind RTS-based public service reformation. The focus of this research was reviewed from several aspects, namely the RTS enforcement background, human resources (HR), accountability, PT. Kereta Api Indonesia (KAI) roles, systems, procedures and methods as well as RTS discretion service. Meanwhile, the focus on the quality of public services were tangibles (physical facilities, equipment, staff and communication facilities in delivering the RTS service), reliability which means the ability of service units which are Regional Operation 8 and Surabaya Gubeng Station), responsiveness or the willingness to help the consumer and the responsibility on the RTS service quality, assurance which covers knowledge, decency, and ability of the service providers in giving confidence to the RTS users or train passengers, empathy including the ability to give attention to RTS users or train passengers individually;

The research was located at Jl. Gubeng Masjid No. 1 East Surabaya / Gubeng. Data sources and types on this research were the primary data which have obtained directly from the employee or R6 staff (railroader jobholder). Then the secondary data such as documents were obtained from PT. KAI Regional Operation8, Surabaya and Surabaya Gubeng Station. The data collection was carried out by observation, interview, and documentation. The subjects of the research were the Marketing Department of Passenger Transportation, Services Section in Surabaya Gubeng Station, Public Relation Department, IT Section, Passengers in Surabaya Gubeng Station with tickets or the passengers who were going to do a booking code exchange. The analysis of the data used in this research is by Miles and Huberman (2014), which is described in Figure 1.

Figure 1. Data analysis model(*interactive model*)by Miles and Huberman (2014)



#### 4. RESULT AND DISCUSSION

RTS-based public service reformation by PT. KAI, Regional Operation 8, Surabaya Gubeng Station will be assessed based on several aspects, namely:

a. RTS enforcement background

The background of RTS enactment by PT. KAI is to improve the service to customers. The orientation of this cooperation is began to change from Product Oriented into Customer Oriented. Thus, PT KAI emphasizes the service into the passengers because the core business of PT KAI is a transportation service. Every necessities of the passengers will be prepared, including the ease of ordering or buying tickets. Following that statement above, there should be a network of train tickets or RTS.

b. Human Resources (HR)

The human resources of PT. KAI have the task and duty in each fields. The RTS services from PT. KAI in regional operation level are under the supervision of the passenger transportation marketing department and the system is performed by the IT department. While the operation in the field is the task of the operational unit and ticket counter in each stations. Then, the party who is in charge of disseminating the RTS program to the community is the public relation department. Whereas, the service directors of RTS service were under the control of Commercial Directorate as the policy makers that related to RTS.

In RTS, basically all KAI employees are the marketer who do not have to deal directly with customers but can also be in the form of support and service excellence of all supporting elements which it is being the responsibility of each staffs. The human resources in PT. KAI at least must know the basic rules of ticketing, in which all employees will certainly go into the field and it is very possible that the customer will ask about the system to them and assess their performance.

c. Accountability

All the service activities of PT. KAI, including the RTS services, are accounted in the form of reports, evaluations or monitoring. One of the accountability on the RTS service is delivered from the leader to the executor with a formal communication in the form of scheduled meetings both routine or non-routine and non-formal communication through email, text message and blackberry message. All sorts of information related to a lack of RTS service which were in the form of a report, are processed and then used by the leader as the basic information in determining the policy.

d. The role of PT. KAI

PT. KAI is being operated under the control of the Directors. On the RTS service, the role of PT. KAI is under the control of the directors who serve as the formulators or makers of policies, decrees, decisions, instructions directors, and telegram directors of RTS services. RTS is a ticketing system that is located inside the station and outside the station, the service that is provided for the customers is not delivered directly by the R6 staffs or PT. KAI jobholder. The ticket service involves private sector to provide such direct service for passengers. The services that are delivered by the clerk at station ticket counter are carried out by employees of Pekerja Kontrak Waktu Tertentu (Specific Time Contract Workers or PKWT) provided by the vendor or recruited by PT. KAI itself but the status of the employees is in contract. At the same time, the external channel ticketing can be done by the partner agencies of PT. KAI which are 121 contact center, internet reservation, mobile phone, as well as vending machine, through the cooperation pattern of B2B and B2C.

e. Systems, Procedures and Methods

RTS is a PT. KAI ticketing system which aims to improve the quality of the services for the public or customers. To achieve that objective, we need a mechanism through systems, procedures, and methods. In attempt to develop this RTS system, PT. KAI create a cooperation together with PT. Telkom (Persero) through the cooperation scheme of revenue sharing. The implementation of RTS-based services is set under the systems, procedures, and methods that must be followed by the service providers and service users. Systems, procedures and methods of RTS-based services are including ticket purchases, ticket cancellations and schedule delays. Purchasing a ticket can be done at the ticket counter in each stations, agents and partners which are in collaboration with PT. KAI such as website, mobile phone, as well as the vending machine. However, the ticket cancellations and delays can only be done at certain stations.

f. RTS Service Discretion

Discretion practice on the RTS service cannot be done by the parties, namely the Regional Operation 8 and Surabaya Gubeng Station. The operation of RTS as a ticketing system has been regulated by written provisions in the form of Decisions of the Director, Instructions of the Directors, and Directors Telegram as well as the Standard Operating Procedure (SOP). Therefore, any action must be based on these rules and attached with the provision. The regional operation area and station are not allowed to make their own policies, especially in terms of ticket services, all policies are determined by the central board only. When there is a ticket service issues, the solution should be based on the rules that have been regulated because everything has been anticipated on the rules. The regional operation parties and stations only the implementers and they were not authorized to do things outside the instructions or rules.

*The Quality of Rail Ticketing System (RTS) in PT. KAI Regional Operation 8, Surabaya Gubeng Station*

The quality of RTS service at PT. KAI Regional Operation 8, Surabaya Gubeng Station can be assessed based on the quality indicators of public services, namely:

Tangible, this indicator is related to the aspects of physical facilities, equipment, personnel and communication facilities in delivering the RTS service. In order to support RTS system, PT. KAI has provided some facilities and equipment in the form of ticket counter, Self-Printing Ticket (*Cetak Tiket Mandiri* or CTM), ticket sales monitor, vending machine which is provided by the second party, barcode scanner that is connected with RTS application for ticket inspection. PT. KAI also provides ticket services through external channel such as internet reservation, mobile application, partner / agent and contact center.

RTS consists of several personnel, clerk who is the front liner personnel served the tickets purchasing process. On the other hand, there is a supporting personnel called customer service officer who served the passengers with ticketing information. Next, a station officer who is the R6 employee or PT.KAI jobholder that carry a responsibility for the operational activities in the station include the ticketing service. Then there is a Polsuska (police who is in charge and guard the train) and other security officers at the station, where they direct the passengers that are confused about ticket service.

The form of communication on Rail Ticketing System (RTS) system is done through socialization, including ticketing information both internally and externally. Internal socialization is among PT. KAI by sending an email or broadcast. While the external dissemination is through various media and information boards at the stations.

Reliability, covering the clerk accuracy on delivering the service to customers, the clear standards and the ability of the personnel in utilizing the tools in the service process. RTS as a ticket service system if it is viewed from the aspect of the officers' austerity on performing the service to the customer, there are still found the officers who are not careful enough. The lack of austerity at ticket inspection will be resulted in double seat. Obviously, this is due to the lack of austerity of the ticket inspectors or human error.

RTS services have some standard services, it refers to Permenhub No. 48 Year 2015 on Minimum Service Standards (*Standar Pelayanan Minimum* or SPM), the Board of Directors Decision No. KEP.U / LL.003 / XI / 1 / KA-2015 on Conditions and Rates of Railways Passenger (*Syarat Dan Tarif Angkutan Kereta Api Penumpang* or STP), Standard Operating Procedure (SOP) of the Officer Counters, and Ticket Sales Work Instructions.

RTS services use supporting tools such as computers and printers at the ticket counter as well as computers and barcode scanners on the ticket examination gate. The ability of the officers on utilizing the tools at the ticket counter received good response. Passengers assumed that the clerk had served well. While the officer's ability to use barcode scanners on the ticket inspection gate, still less than the maximum.

Responsiveness, as a service improvement to the passengers. PT. KAI has been providing various alternatives to respond the customer needs about the information of railway services which one of them is the ticketing services. PT. KAI already provides a walk-in customer service at the station that serves the passengers who want to ask about some concerns, make a complaint as well as criticism. In addition to that, PT. KAI also provides online services which are 121 contact center, twitter, and facebook where in any time the customers can make complaints, criticism, praise, feedback, and suggestions. It is aimed to responsively provide solutions to any problems that arise during 24 hours a day.

Assurance includes the aspects of knowledge, courtesy, and the ability of the service providers in giving confidence to the RTS service users or train passengers. To increase the knowledge and insight of the employees, PT. KAI imposed a comparative study program about railways service in foreign countries. There

is also an internal training that is provided for the RTS officer. Another method to improve this RTS system is by conducting a routine competency test for the clerk. Meanwhile, from the aspect of the clerk civility in providing RTS services to passengers, it was already considered as a well-mannered officers based on the response of the passengers.

From the aspect of officers' ability on giving confidence to the RTS service users, the service is done urgently to address the problem that are complained by the passengers. Problems which are often complained by the passengers is the network interference problems or network trouble. RTS is a system that is connected to the internet, so that it is inevitable to have a network interference problem. PT. KAI anticipated when there is an interference with the online ticket services, and then it will still remain in the manual ticket services. When there is a disruption, the officers also immediately contact the IT Help Desk so that the disturbance will be addressed as soon as possible.

To increase the RTS user confidence, PT. KAI also imposed a sanction for the officers who are neglectful when serving the passengers; the sanctions are in the form of compensation and warning. Customers will get a commensurate compensation if something wrong is proven to be happened.

Empathy is the officer's willingness to give attention to the RTS users individually. The attention that is provided by the officers is by providing an assistance to teach the passengers about RTS so that they will be able to operate the system by themselves. Special attention is also given to the elderly and passengers with disabilities. Attention that was given by the officers is considered to be fair for the economic, business and executive train passengers; there was no difference in the treatment. However, the friendliness of the service personnel that is related with the ticketing system is still considered to be less friendly by some passengers, especially the clerk who is less friendly and fewer smiles.

#### *Discussion*

RTS-based public service reformation on PT.KAI Regional Operation 8, Surabaya Gubeng Station can be analyzed through several aspects of public service reformation as follows:

First, the background of RTS is more to the economic motives. As one of the state-owned enterprises, PT. KAI have the freedom to conduct such business that aims to make a profit. One way to do that is by doing a service redesigning into online-based ticket sales. This attractive offer is to attract people to use the train where it will affect the company's revenue. This kind of practice is more to the economic concept or theory. Because basically, RTS service is not only to meet the needs of the public service, but also to increase the company's profits.

Secondly, on the application of RTS, the job of human resources is more technical and has economic rationality. It is technical because the RTS service is the company's operational activities which are handled by certain sections. While the job of human resources is more on the economic rationality, because all PT.KAI employees that have a part on the RTS services are the marketer's agents. These characteristics are more emphasized on the practice of New Public Management (NPM).

Third, the accountability approach which is applied by PT. KAI in terms of RTS service is more on the NPM approach. The accountability approach in this paradigm emphasizes that the accumulation of personal interest will generate the desires of most people or customers. This may imply that the report results, monitoring, and evaluation of RTS services in the field will be considered for the leader to make instruction, decision or policy in order to fulfil the customer desires.

Fourth, the role of PT. KAI on the RTS service is as a steering. The employees of PT. KAI, from directors until the operational level, not directly working to provide such RTS services to the passengers. PT. KAI is just as a catalyst that is the RTS policy makers, directors, supervisors, and ticket service controllers. Here, the ticket service is directly delivered by another party or private sector.

Fifth, the mechanism of RTS service in achieving its goal is through the implementation of systems, procedures and methods through private and non-private organizations, this practice is more on the perspective of New Public Management. RTS service is performed through the cooperation with several agents or partners, while the system management is done through the cooperation with non-private sector namely PT. Telkom.

Sixth, the discretion practice of RTS services are only limited to the operational area and station. All decisions related to the ticketing system should not be out of the rules and this rules are applied strictly. This kind of practice is more on the perspective of the Old Public Administration (OPA).

RTS service quality in PT. KAI Regional Operation 8 Surabaya Gubeng Station is assessed based on several indicators of the public service qualifications. First is the tangible, the facilities which are provided seem to be less and still not been fully utilized by the user. Second is reliability, some of the officers are still not careful especially at the ticket inspection section. RTS services also have clear standards, the ability of the officers in providing such services is already good but it just still less than the maximum.

Third is the responsiveness, PT. KAI provide a customer service counter at each stations and online services to facilitate the passengers to get information and submit complaints or suggestions. Fourth is assurance, officers are being upgraded through comparative studies, training and competency testing. The ability of service providers to increase the confidence of the service users is carried out by immediately anticipating and addressing the ticketing system problem that often arises which is an error internet connection. Fifth, an indicator of empathy, the clerk gives such attention for the passengers of direct support to the users who experience difficulties in the ticketing, the clerk also gives a special attention to the elderly and users with disabilities as well as providing an adequate service without concerning the class of the train.

## **5. CONCLUSION**

RTS-based public service reformation is reviewed from several aspects: the background of the RTS implementation is more on the economic practice because RTS is also aimed to improve the financial performance of the company. While the behavior of human resources manpower is more on the economic rationality, because all PT. KAI employees concerning this Rail Ticketing System service are act as the marketer's agents, in which the salary of the employees is affected by the ticket sales revenue.

The accountability of the RTS service is in the form of reports, monitoring, and evaluation in which the results will be considered for the leaders to make instruction, decision or policy in order to fulfil the customer desires. The role of PT. KAI in this Rail Ticketing System is only as an advisor and catalyst, it only acts as the policymakers while the direct service is handed over to the private sector. In the other hand, the mechanism to achieve its goals is performed through the systems, procedures and methods by private and non-private organizations. The discretion on the RTS service is handed over with such limitation to the operational area and station.

RTS service quality is measured based on several indicators which can be concluded that from the tangible indicators, RTS has equipped with several facilities and personnel. However, the amount of those supporting facilities and labor are considered to be still low where not all passengers are able to utilize these facilities due to the lack of knowledge of the operation. Communication is done internally and externally. The reliability indicators showed that the officers who are providing service in this Railways Ticketing System are still not really careful. RTS services already have clear standards such as the directors' decision and standard operating procedure.

In this context, responsiveness indicators are indicated to support the customer needs. PT. KAI has provided a customer service counter at each stations as a place to get information, make a complaint and advice. In addition to that, assurance indicators imply that to increase the knowledge of the employees in providing RTS services, it is necessary to do a comparative study to foreign countries, do an internal training and do a competency testing. Empathy indicators in this terms showed that it is essential to give an attention and assistance for the users who are confused to operate the RTS facilities and give special attention to the elderly and passengers with disabilities. RTS services already enforced fairly, there is no difference in the treatment either for economy class, business class or executive class passengers.

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