IMPLEMENTATION OF THE MINIMUM SERVICE STANDARD POLICY FOR TRANSPORTING PEOPLE BY TRAIN ON THE YOGYAKARTA-SOLO ELECTRIC RAIL TRAIN

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Abstract:
Transportation can be interpreted as the transfer of goods and people from the place of origin to the destination. The transportation process is a movement from the place of origin, where the transportation activity begins, then to the destination and ends at the end of the transportation activity. This research is a normative legal research that uses a conceptual approach. The understanding of the conceptual approach (conceptual approach) is to move from the views, doctrines that develop in legal science. Research related to the implementation of the minimum service standard policy for transportation of people by train on the Yogyakarta-Solo KRL uses secondary data in the form of laws and regulations, news or related cases on social media, previous research, and other supporting data. Based on observations in accordance with the Minimum Service Standards at PM Transportation Station No. 63 of 2019, it was found that there are two aspects, namely the reliability aspect and the convenience aspect that is in accordance between the implementation and the applicable SPM. The categories are quite appropriate on the safety aspect and the comfort aspect.

Keywords: policy implementation, service standards, railways, electric rail trains

Introduction

Transportation can be interpreted as the transfer of goods and people from the place of origin to the destination. The transportation process is a movement from the place of origin, where the transportation activity begins, then to the destination and ends at the end of the transportation activity. The government, in this case, the Ministry of Transportation launched the National Transportation System (SISTRANAS) to realize a good transportation system. With the aim is to realize an integrated transportation activity, synergistic, orderly, smooth, prioritize safety, produce good efficiency and others. The SISTRANAS is carried out in accordance with reference to several foundations, namely the ideological foundation of Pancasila, the constitutional foundation of the 1945 Constitution, the visional foundation of Wawasan Nusantara, the conceptual foundation of National Resilience and the operational basis of regulations in the field of transportation and other related regulations.

Railway transportation as one part of the transportation system has a main function that is service to customers, oriented to the market both goods and passengers they serve to move from the
place of origin to the destination. Rail transportation has energy-saving and environmentally friendly transportation characteristics, supports the smooth operation of land transportation and also acts as a liaison for other modes of transportation. (Saptono et al., 2013).

In the context of organizing railway transportation, transportation service managers are obliged to the minimum service standards for transportation of people by train. In this case PT. Kereta Api Indonesia DAOP VI Yogyakarta, which is one of the railway operators, is obliged to compile and implement Minimum Service Standards (SPM) for Transportation of People by Train as stipulated in article 133 paragraph (1) of Government Regulation Number 72 of 2009 concerning Railway Traffic and Transportation (Supplement to the State Gazette of the Republic of Indonesia Number 176).

The implementation of minimum service standards for transportation of people on trains is part of the overall operation of railways in order to improve the quality of railway services. This is certainly not a light matter to fulfill. Considering that on July 25, 2022, there was an incident of refusal of people with disabilities who wanted to ride the Yogyakarta-Solo electric rail train by officers. The incident was revealed from a social media account upload in the form of a video containing a conversation between two officers with people with disabilities in the name of inspiration to board the train. The officer explained that Ilham could not ride the train because the type of wheelchair was different. (Kompas et al., 2023) The incident shows how important the implementation of minimum service standards is to be implemented both from planning, implementing, monitoring and evaluating the performance of railway services. Therefore, coinciding with the location of the incident is in the working area of Operation Area (DAOP) VI Yogyakarta, the author considers it necessary to conduct research related to the implementation of minimum service standards for transportation of people by train by taking the title "Implementation of the Policy of Minimum Service Standards for Transportation of People by Train on the Yogyakarta-Solo Electric Rail Train"

Research Objectives and Output Targets

The objectives to be achieved in this legal research are as follows:

1. Know how to implement the Regulation of the Minister of the Republic of Indonesia Number 63 of 2019 concerning Minimum Service Standards for Transportation of People by Train on the Yogyakarta-Solo Electric Rail Train.
2. Review what are the obstacles faced by PT Kereta Api Indonesia DAOP VI Yogyakarta in implementing the Minister of Transportation Regulation Number 63 of 2019 concerning Minimum Service Standards for Transportation of People by Train on the Yogyakarta-Solo electric railway.
3. Reviewing how the efforts made by PT. Indonesian Railway DAOP VI Yogyakarta to overcome these obstacles.

The target achievement plan in this study is as follows:

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Policy Implementation

In Webster’s dictionary it is stated that Implementation means Put rules into actions or apply theory into practice. According to (Nurahmah & Arifin, 2020) states that policy implementation is a way for policy to achieve its goals. So that the elaboration of policy implementation is the application of what is mandated by a policy properly and correctly in order to achieve the objectives of the policy. (Fatih et al., 2010) The implementation of this policy is one of the variables that determine the success or failure of achieving policy goals. It's just that in reality this is still not done optimally. By (O’Toole Jr, 2000), It is revealed that there are 4 (four) styles of implementation, namely:
1) Defiance (challenge), which is a delay in implementation accompanied by changes that result in disruption of goal achievement.
2) Delay, i.e. delay in implementation without changes.
3) Strategic Delay, which is a delay in implementation accompanied by changes aimed at helping successfully achieve goals.
4) Compliance, namely compliance with the implementation of a policy as it should.

Railways

Land transportation began to be developed with simple drive technology (means) in the form of wheels, which subsequently produced several types and sizes. In line with the development of automotive, metal, electronic and information technology, humans have succeeded in utilizing the available natural resources to create various types of transportation modes and locomotives. Land transportation until now has been developed in 2 types of transportation modes, namely road transportation modes and rail / railway road transportation modes.

Railways are a unified system consisting of infrastructure, facilities, and human resources, as well as norms, criteria, requirements, and procedures for the implementation of rail transportation based on article 1 regarding general provisions in Law Number 23 of 2007 concerning Railways. Railways are environmentally friendly transportation, with small exhaust emissions and the development of train technology based on electrical energy, allowing it to be a mode of transportation that is able to answer human environmental problems in the future. Can be used as a special activity service, because of its large carrying capacity, and has its own line, so that the journey of a special activity is carried out without much social impact. (AL FARUK, 2021).

Minimum Service Standards for Transporting People by Train

As stated in the Regulation of the Minister of Transportation Number PM 63 of 2019 which is a substitute for the Regulation of the Minister of Transportation Number PM 9 of 2011, the operation of railways must meet the Minimum Service Standards that have been set. The minimum service standard in question is a reference for the implementation of infrastructure and operators of railway facilities in providing services to railway service users who carry out transportation of people by train. (Sedayu, 2014).

The service standards for the implementation of transportation of people by train, as stated in article 3 of the Regulation of the Minister of Transportation Number PM 63 of 2019, consist of minimum service standards at stations and minimum service standards on the way. In order to improve and develop, the community has the right to provide suggestions and input on the minimum service standards that have been set either orally or in writing to the minister.
and/or through the director general. (Ministry of Transportation, Minister of Transportation Regulation Number PM 63 of 2019, 2019)

METHOD
Approach Method
This research is a normative legal research that uses a conceptual approach. The understanding of the conceptual approach (conceptual approach) is to move from the views, doctrines that develop in legal science. By studying the views and doctrines in legal science, researchers will find ideas that give birth to legal understandings, legal concepts, and legal principles that have relevance to the legal issues faced. (M. Marzuki et al., 2009)

Data Type
The types of data used in research are usually field data / field studies (primary data) and literature data (secondary data). As for this study, researchers used secondary data, namely data obtained by conducting a literature study, namely carrying out a series of reading, quoting, recording books, and reviewing laws and regulations related to research problems. (M. A. B. Marzuki et al., 2022)

Data Sources
A data source is where the data is obtained. The data source used consists of a primary data source and a secondary data source. Primary data sources are data obtained directly from the community to be studied. Primary data sources are also called basic data or empirical data. Primary data sources are objects, sites, or people obtained directly from the field. While secondary data sources are data obtained from library materials or literature related to the object of research. (Ishaq & Dincer, 2020), In normative legal research, the main source of data comes from literature data. And in legal literature, the source of the data is called legal material. As for this study, the author uses primary legal materials, including the Regulation of the Minister of Transportation Number 63 of 2019 concerning Minimum Service Standards for Transportation of People by Train, standard documents for operating safety procedures within PT Kereta Api Indonesia DAOP VI Yogyakarta, etc. And secondary legal materials, including previous research results, journal articles, etc.

Data Collection Methods
Data collection is closely related to research methods. There are several types of ways to obtain data, namely literature studies / document studies, interviews (interviews), observations (observations) and documentation (taking pictures). (Siddiqui et al., 2020) In this study, the author collected research data using data collection techniques using snowball sampling, namely by determining the initial small sample, then this sample chose its friends to be used as more and more samples. (Lindsay & Creswell, 2017) The data collection technique is carried out in the following ways:

a. Observation (observation)
That is by recording all behavior and legal events that occur related to the implementation of minimum service standards for transporting people by train on the Yogyakarta-Solo electric railway.

b. Interview
It is an oral question and answer process between two or more people directly about information or information related to the application of minimum service standards for transportation of people by train on the Yogyakarta-Solo electric railway.

c. Documentation (shooting)

It is a process of taking documentation / images on research objects related to the implementation of minimum service standards for transporting people by train on the Yogyakarta-Solo electric railway.

Data Processing and Presentation

After the data is collected from the field through data collection activities, it will be processed through data processing which includes editing, coding and tabulation activities. In this study, the author in editing activities will check again about the completeness of filling out questionnaires, readability of writing, clarity of the meaning of answers, accuracy and suitability of answers to each other, relevance of answers, and diversity of data units.

When the editing stage is complete, the author categorizes the data by providing codes or symbols according to the criteria obtained on the question list or what is called coding. And after the coding stage is complete, the author continues with the tabulation stage, which is compiling data in the form of tables. Then the data is presented in text form.

Data Analysis Methods

This research uses qualitative analysis methods, namely a data analysis used for normative (juridical) legal aspects through descriptive analysis methods, by describing an overview of the data obtained relating to the application of minimum service standards for transportation of people by train on the Yogyakarta-Solo electric railway, which then connects them to one another to get clarity on a truth or vice versa, so as to obtain a new picture or strengthen an existing picture or vice versa.

RESULTS AND DISCUSSION

Research related to the implementation of the minimum service standard policy for transporting people by train on the Yogyakarta-Solo KRL uses secondary data in the form of laws and regulations, news or related cases on social media, previous research, and other supporting data. Researchers observe the findings of supporting data with components of applicable minimum service standards. Data related to suggestions and criticisms of service and service conditions by passengers are the basis for researchers to assess the suitability of Yogyakarta-Solo KRL service standards. This research focuses on two minimum service standards of Yogyakarta-Solo KRL both at the station and while traveling.

In Appendix II of the Minister of Transportation Regulation No. 63 of 2019 related to the minimum service standards of accountants of people with trains at stations, it explains in detail related to the type of service, description, indicators, and benchmarks, as well as supporting information that is used as a guideline in increasing public satisfaction with KRL as public transportation. The components examined on the Yogyakarta-Solo electric train refer to 6 aspects, including aspects of safety, security, reliability, comfort, convenience, and equality specifically for facilities at the station. In the safety categories at stations that need to be observed related to (1) availability of emergency rescue information and equipment, (2) information and health facilities, (3) the presence of lighting as a prevention of criminal acts, (4)
there are platforms parallel to the train floor, (5) the existence of platform canopies to protect from hot and rainy weather, (6) the availability of gathering points in emergencies.

In addition, observations of the assessment of security categories at stations focused on (1) security facilities (such as CCTV), (2) the availability of security officers who are ready to stand by and ready to help, (3) ease of access to information on disturbances that occur, and (4) the availability of lighting in public areas. The reliability aspect also focuses on the following categories (1) the availability of train ticket sales and exchange services, (2) the availability of train operation and service schedule maps, and (3) the availability of information on the arrival and disruption of train travel. Meanwhile, comfort at the station that needs to be considered is related to the availability of waiting rooms, boarding rooms, toilets, prayer rooms, lighting lamps, air circulation in the waiting room, cleanliness of the station, the presence of trash cans, and appeals for a ban on smoking. The convenience aspect at the station also has an important role including sufficient service information, travel disruption information, connecting transportation information, complaint services, parking lots, special pedestrian access, and directions. Finally, the equality aspect relates to service users with disabilities and other special needs, including (1) facilities for passengers with special needs (seats, ramps, and pedestrian paths with guiding blocks), (2) the availability of special counters, and (3) breastfeeding rooms.

Based on observations, researchers found that KRL officers were quick to help and assisted in the availability of adequate health facilities. Evidently, on February 26, 2023 (Jawapos) revealed that there was a passenger giving birth to a daughter safely at the Tugu Jogja health post with the help of competent health workers. This incident began with the passenger getting off the Palur-Jogja KRL and taking the time to sit in the waiting seat, then the officer found the passenger looking in pain so he was quickly directed to the station's health post. However, there are also reports that station staff services are not good for users with disabilities. This incident occurred in July 2022 where KRL officers refused passengers with disabilities (people with cerebral palsy) because they used wheelchairs that were too long. This incident became an evaluation material for KRL to continue to improve debriefing and training for station officers to be more proactive and sensitive to passengers with special needs.

Appendix III of the Minister of Transportation Regulation No. 63 of 2019 related to the minimum service standards for accountants of people by train on the trip, there are 6 aspects that need to be met so that the trip is in accordance with the rules. First, related to the safety category includes information on the availability of emergency rescue, health facilities, and passenger doors functioning properly. Second, the security aspect consists of monitors during the trip, security officers available, disturbance information, and lighting. Furthermore, related to the reliability aspect that covers the accuracy of train schedules. Fourth, it focuses on comfort aspects related to comfortable seats, functioning toilets, air circulation regulators, restoration facilities, hand rail and hand grips, luggage racks, and train cleanliness. Fifth, the convenience category includes information on the next station, disturbance information, information on fire names and other identities, and train glass with dark levels of glass. Finally, the equality aspect consists of priority seats available, and a special space for wheelchair users.

The fact revealed from the implementation of KRL drinking service standards was found to be the incident of the KRL door opening by itself during the trip. The train door opening incident occurred on February 7, 2022 while traveling from Solo Balapan station to Purwosari station. The event was caused by technical problems that potentially endangered KRL service
users. However, the driver swiftly coordinated to move passengers on the spare train and continue the journey to Yogyakarta station.

In addition, in the service category during this KRL trip, there are also things that need to be considered, as follows: satisfaction with the performance of KRL officers regarding the services provided to service users. It was proven in September 2022 that service users judged that officers briefed the placement of passenger seats in impolite language. This makes passengers less comfortable with the behavior of the KRL officer concerned. The incident on October 11, 2022 also reflects that the supervision and control of the use of seats during the trip by KRL officers is not optimal because there are still passengers carrying children (priority passengers) who do not get seats. The rest is in accordance with the minimum standard of service on the Yogyakarta-Solo KRL.

**Discussion**

The description of the results of this study will be discussed in detail in accordance with the problem formulation and the findings of the researcher. The subject to be discussed is related to the results of the implementation of PM Transportation RI No. 63 of 2019, the obstacles faced during operations, and solutions sought in overcoming so that minimum service standards both at stations and on trips can be achieved.

**a. Implementation of the Regulation of the Minister of Transportation of the Republic of Indonesia No. 63 of 2019 concerning Minimum Service Standards for Transportation of People by Train on the Yogyakarta-Solo KRL.**

Researchers examined 6 aspects that must be met so that the implementation of KRL operations is considered to be in accordance with PM Transportation No. 63 of 2019 both at the station and on the way. In the category at the station, there are 2 aspects that are in accordance with the applicable minimum service standards, namely aspects of reliability and convenience. In the reliability aspect, there are findings that are in accordance with SPM rules, including (1) there is an information board at the KRL station and the conductor always announces through the loudspeaker for the next stop station, (2) officers who always remind, and (3) the applicable KRL tariff is also appropriate. In agreement with Muafa (2022) and Paradhiba (2023) who found the fact that there is information on ticket availability, availability of service schedules and other supporting information, and providing information on travel disruptions that need to be improved. While the convenience aspect is also considered in accordance with the rules of the minimum standard of service that applies, namely the availability of notice boards regarding prohibitions while on the train. Muafa (2022) also found that there are service schedules and information to support the convenience aspect.

Second, safety aspects and comfort aspects are considered sufficient in accordance with the PM of Transportation of the Republic of Indonesia No. 63 of 2019. Researchers found that safety aspects at the station have been implemented by KAI Commuter officers who are quick to bring pregnant women who are about to give birth to the Tugu station health post and survive when given birth assisted by competent health workers. However, there are sources (people with disabilities) who say that there are still obstacles when exiting the carriage with jostling, especially on holidays. That made him get off at the next station. In addition, some stations the height of the platform is not level with the carriages. In line with the findings, Muafa (2022) stated that adequate protection against crime while in the station waiting area has not been good.
Meanwhile, in terms of comfort, the station is considered to have toilet facilities that are quite clean and comfortable, and there are operational schedule boards and KRL service network schedules that make it easier for passengers (Paradhiba, 2023). However, there are still some things that need to be improved, one of which is when exiting the train and tapping the card causes a crowd. Muara (2022) found that the waiting area has not been in accordance with passenger expectations regarding safety, cleanliness, and quality, and the departure waiting area and the stop drop-off area are considered not strategic and have not been in accordance with passenger expectations or perceptions.

Furthermore, the aspects of security and equality are considered not in accordance with the minimum standards of service. This is because the security category at the station still found assessments of (1) quite satisfied with the performance of officers in responding to difficult passengers, and (2) less friendly service, especially for groups with special needs related to unusual wheelchair use. This finding is supported by Muara (2022) and Paradhiba (2023) which states that the readiness of KRL staff in helping passengers is still not as expected and is the category with the last increase of the assessment, and the availability of CCTV in stations also needs to be improved.

Aspects of minimum service standards on the road are also important to be evaluated for implementation to improve the performance results of KRL as land transportation. There are two aspects that are evaluated not in accordance with the PM of Transportation of the Republic of Indonesia No. 63 of 2019, namely the safety aspect and the equality aspect. Fatal things happen to passenger safety aspects, such as the incident of KRL doors that do not function properly, which opens by itself while on the way. Although, there are things that are appropriate regarding adequate protection against crime while on KRL and the availability of fire extinguishers, emergency buttons, emergency levers, automatic doors, and evacuation instructions (Muafa, 2022; Paradhiba, 2023).

Meanwhile, the aspect of equality remains a big concern in treating passengers with special needs. Things that make it not in accordance with the equality aspect are judged from there are still incidents of priority passengers carrying children not getting seats, and there are still passengers with disabilities who stand because priority seats are used by normal people. This incident prompted the assumption that the officers were swift in bringing order to the conditions, especially the priority of passengers to get seats. In addition, some stations have not been equipped with guiding blocks as a means of assisting disability groups.

The assessment on the security aspect is quite in accordance with the applicable SPM (minimum service standards) because there are complaints that there are officers on the train who allow passengers to change seats with disrespectful language, causing a negative assessment of the performance of KRL officers. However, there are several positive assessments such as an appreciation of service during the pandemic related to the firmness of officers for health processes, quite satisfied with the performance of officers in responding to difficult spillovers, such as pregnant women, the elderly, or people with disabilities, a ban on passengers from carrying sharp weapons and items with a pungent smell, a ban on carrying pets, and not allowed to eat or drink during the trip, and adequate CCTV is available.

There are 3 aspects that are in accordance with the rules of SPM KRL on the trip, namely aspects of reliability, comfort, and convenience. These three aspects are considered appropriate based on the results of the assessment of hitchhikers and the results of previous research.
(Wiyono, 2022) and (Fadillah et al., 2023) revealed that in the aspect of reliability, barrier-free travel is encountered, vehicles arrive at their destination on time, and operational performance, namely travel time and delay time according to reference. This is also in accordance with the statement of (Teiwilang et al., 2022) that the KRL travel time is faster than the time of gilding other land transportation modes so that it is very helpful for Jogja-Solo KRL commuter travelers. While the suitability of the comfort aspect of KRL on the trip can be seen in the affirmation of the rule that passengers are not allowed to sit under / lesehan, prohibition of eating and drinking during the trip, the availability of comfortable seats and equipped with special handrails for standing passengers, the presence of air conditioning that makes air circulation good. The category in the convenience aspect is proven by (1) the manager actively communicates with the user community in optimizing services, (2) the existence of route extensions that make people in eastern Solo and Karanganyar districts have many choices of time in using KRL services, (3) the availability of special manuals containing guidelines on procedures for using KRL services, (4) service schedules and information are available, and the presence of notification information when there is a travel disruption although it still needs to be improved.

b. Obstacles faced by PT Commuter Line Yogyakarta-Solo in Implementing the Regulation of the Minister of Transportation of the Republic of Indonesia No. 63 of 2019 concerning Minimum Service Standards for Transportation of People by Train

PT Commuter Line Jogja-Solo always improves in order to provide public transportation facilities in accordance with the expectations and needs of KRL service users. The operational basis of KRL is in accordance with minimum service standards because it is the right of service users to get the best service. The Yogyakarta-Solo KRL Station has implemented PM Transportation No. 63 of 2019 relating to Minimum Service Standards for Transportation of People by Train at the station and on the way. However, there are still implementation constraints related to communication, resources, and disposition.

Communication. The successful implementation of minimum service standards is influenced by the delivery of information to all interested parties. Communication is an important factor in establishing a good relationship between service recipients and users. However, there is an important point to note that there are still some officers in conveying information considered impolite, causing disappointment and inconvenience to service users.

Resources. All officers have carried out their respective duties and functions, but there needs to be increased coaching and training for officers to be more friendly with people with disabilities, especially for field officers. Field officers only receive guidance related to standard operational procedures on a regular basis, but the coaching material tends to be on general matters, especially related to changes in train services. In addition, technical problems on the train also occurred causing one of the doors in the carriage to open by itself while on the way. These incidents are very unfortunate to occur so that they become material for evaluating KRL performance in order to improve better resources.

Disposition. Each officer has been equipped with an understanding of operational and service standards in accordance with their respective duties, but there are still passengers with special needs, such as people with disabilities and mothers carrying children who do not get priority seats while traveling. In addition, there are still officers who are considered not to meet expectations in helping service users' difficulties and there are no control officers when passengers exit the train and tap cards, causing crowds.
c. Efforts to Overcome Obstacles in Implementing the Regulation of the Minister of Transportation of the Republic of Indonesia No. 63 of 2019 concerning Minimum Service Standards for Transportation of People by Train

Based on the results of observations on the operational performance of the Yogyakarta-Solo KRL and Yogyakarta-Solo stations, it is known that there are still some performances that have not met the satisfaction and expectations of service users. The following are alternative solutions for components that have not met the minimum service standards of PM Transportation No. 63 of 2019, as follows:

Communication. Regular training and briefing are very useful to remind the duties and responsibilities of each officer both at the station and on the train to always provide excellent service to KRL service users regardless of conditions and social status. How to behave in providing direction and information to service users is very influential on the assessment of officer performance. The more friendly and responsive officers are in communicating, the better the assessment of officer performance which has an impact on improving the image of the agency.

Resources. The lack of understanding of field officers on services for passengers with special needs still needs to be considered so that incidents of refusal of disabled passengers do not recur. Special training and coaching should be held intensely in increasing sensitivity for people with disabilities. Main facilities such as the condition of the train that will operate are also important to check the engine and other supporting conditions so that during the trip avoid potential accidents. In addition, if efforts to ensure the condition of the train have been carried out but there is an incident of open doors during the trip, a swift and responsive attitude from KRL officers is needed to immediately transfer passengers to a safer and more comfortable spare KRL.

Disposition. Priority seat regulation is very necessary so that those in need get rights and a sense of comfort during the trip. Therefore, train officials must increase their alacrity in managing and supervising each car regularly to ensure that people with special needs get priority seats. In addition, there needs to be clear information and flow along with accompanying station officers so that there are no crowds when queuing for tickets and tapping cards. In accordance with the statement of (Harahap et al., 2022) that officers at stations must be more responsive to swiftly assist train passengers.

CONCLUSION

Based on observations in accordance with the Minimum Service Standards at the PM Transportation Station No. 63 of 2019, it was found that there are two aspects, namely the reliability aspect and the convenience aspect that is in accordance between the implementation and the applicable SPM. The categories are quite appropriate on the safety aspect and the comfort aspect. Meanwhile, security aspects and equality aspects are considered not in accordance with applicable minimum service standards. Based on the assessment of travel performance in KRL, it is concluded that there are three aspects that have met the minimum service standards, including aspects of reliability, aspects of comfort, and aspects of convenience. Aspects that need to be improved such as security aspects are factors that affect the satisfaction and choice of service users. Meanwhile, there are two aspects that are considered not in accordance with the applicable SPM, such as the safety aspect and the equality aspect.
BIBLIOGRAFI


