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Optimizing Visitation Service SOPs for a Clean and Serving Bureaucracy at the Class IIB Dumai Detention Center

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Abstract

This article examines the optimization of Standard Operating Procedures (SOPs) for visitation services at the Class IIB Dumai Detention Center to promote Clean and Serving Bureaucracy (Birokrasi Bersih dan Melayani, BBM). Visitation services represent a critical intersection of state authority, inmates' rights, and public expectations, revealing potential gaps between regulatory standards and administrative practices. Employing qualitative socio-legal approach, this study draws on in-depth interviews, participatory observation, and institutional documents. The findings demonstrate that SOPs function not merely as administrative guidelines but as normative infrastructure that distributes administrative burdens, regulates officers' discretion, and reinforces the perceived legitimacy of correctional authority. The implementation of "WAK LAWO," WhatsApp-based registration service, reduced registration time from five to six minutes to approximately two minutes per visitor and shifted around 80 percent of registrations to online channels. Nevertheless, several challenges persist, including disparities in digital literacy, dependence on network stability, limited visitation duration, the use of a shared channel for registration and complaints, and non-compliance with scheduled visitation periods. Furthermore, standardized provisions concerning personal belongings, visitor identification, and dress codes, supported by persuasive communication, enhance legal certainty and reduce opportunities for illegal levies. This study contributes to socio-legal scholarship by conceptualizing SOP optimization as an integrated process involving administrative burden management, digital discretion, and procedural legitimacy. It argues that effective visitation services require not only digital innovation but also consistent implementation, accessible complaint mechanisms, and transparent procedures. Such measures are essential to strengthening accountability, improving service quality, and advancing clean and responsive governance within correctional institutions.

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INTRODUCTION

Public service in a correctional setting is more than an administrative routine. It is a visible expression of how the state exercises authority over people deprived of liberty, and of how that authority

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is experienced by the families and visitors who stand outside the walls. In Indonesia, visitation sits at exactly this threshold. Law No. 22 of 2022 on Corrections treats contact between inmates and the outside world as part of the correctional process, while Law No. 25 of 2009 on Public Service requires providers to maintain clear service standards, procedures, and complaint mechanisms. The two regimes converge on a single question: whether the procedures that govern access to a right are clear, equal, and accountable in the way they are applied.

The question matters because visitation is not a peripheral privilege. A meta-analysis of the empirical literature has synthesized the evidence on the effect of prison visitation on reentry success,[1] research on spatial distance has examined how the gap between prison and home bears on inmate misconduct,[2] and recent work reports that disciplinary segregation may reduce the odds of visitation, so that access to visits can itself be curtailed as a collateral consequence of other measures.[3] If visitation carries this weight, the procedures that regulate it carry normative weight too: a poorly designed procedure becomes a barrier to a right, and a poorly enforced procedure becomes a market for favors.

The Class IIB Dumai Detention Center (Rutan Kelas IIB Dumai) illustrates the tension. The institution receives roughly 100 visitors per day, and the number fluctuates, which opens a gap between ideal regulation and field reality. Studies of organizational rules caution that formalization is not automatically pathological, but that structure and burdensome rules can become red tape that frustrates those who must comply, so that public organizations need to evaluate whether their rules actually work.[4] Indonesian scholarship likewise treats the SOP as a reference point for performance accountability in public service units, while noting that coverage across units can be uneven.[5] In detention centers the stakes are sharper, because illegal levies (*pungutan liar*, or *pungli*) persist where internal oversight is weak, sanctions are inconsistent, and a culture of tolerance prevails.[6] In September 2026 the Ombudsman publicly urged the Ministry of Immigration and Correctional Affairs to evaluate correctional governance, naming illicit levies, mobile phone use, and narcotics among the recurring entry points for maladministration.

Much of the visitation literature cited above concerns the effects of visits on inmates, such as recidivism and misconduct. The governance of access to visits, that is, the SOP that sorts, registers,

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[1] M. M. Mitchell et al., "The Effect of Prison Visitation on Reentry Success: A Meta-Analysis," *Journal of Criminal Justice* 47 (2016): 74–83, https://doi.org/10.1016/j.jcrimjus.2016.07.006.

[2] A M Lindsey et al., "In Prison and Far from Home: Spatial Distance Effects on Inmate Misconduct," *Crime & Delinquency* 63 (2017): 1043–65, https://doi.org/10.1177/0011128715614017.

[3] Claudia N Anderson, Joshua C Cochran, and John Wooldredge, "Is Reduced Visitation a Collateral Consequence of Restrictive Housing?," *Criminal Justice and Behavior* 49, no. 10 (2022): 1495–1515, https://doi.org/10.1177/00938548221105238.

[4] W Kaufmann, E L Borry, and L DeHart-Davis, "More than Pathological Formalization: Understanding Organizational Structure and Red Tape," *Public Administration Review* 79, no. 2 (2019): 236–45, https://doi.org/10.1111/puar.12958.

[5] Abd. Rohman Taufiq, "Penerapan Standar Operasional Prosedur (SOP) Dan Akuntabilitas Kinerja Rumah Sakit," *Profita: Komunikasi Ilmiah Akuntansi Dan Perpajakan* 12, no. 1 (2019): 56–66, https://doi.org/10.22441/profita.2019.v12.01.005.

[6] Gustiani Gustiani, Elok Hikmawati, and Agus Suprayogi, "A Civil Law Review of Fixed-Term Employment Agreements: Balancing Freedom of Contract and the Protection of Workers," *Jurnal Smart Hukum* 5, no. 2 (2026): 353–59, https://doi.org/10.55299/jsh.v5i2.1998.

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verifies, and admits visitors, has received less theoretical attention. Research on video visitation has begun to open this field by pointing to equitable access to technology, surveillance, and privacy as the central issues of digitized visits,[7] but the digitization of registration at the entrance of an in-person visit remains under-examined. This article therefore asks two questions. First, what constraints and obstacles do officers face in implementing the visitation SOP at the Class IIB Dumai Detention Center amid fluctuating visitor numbers? Second, how can the SOP be optimized so that visitation service becomes transparent, accountable, and consistent with a Clean and Serving Bureaucracy (BBM)? The article contributes a reading of the SOP as a normative infrastructure that allocates administrative burdens, calibrates officer discretion, and produces the legitimacy on which compliance depends.

METHODS

This study uses a qualitative socio-legal approach. It treats the SOP as law in action, that is, as a set of written procedures whose meaning is finally settled in the encounter between officers and visitors, and it therefore compares the procedures established on paper with the service practices observed in the field. Primary data were obtained through in-depth interviews with management, field officers, and visitors as service users. Secondary data were collected from internal documents, performance reports, and regulations on correctional services, including registration data for September to October 2026. Participatory observation was used to examine the alignment between established procedures and actual service practice. The use of several sources and techniques strengthens the validity of the findings through triangulation, because data from different sources complement one another and reinforce the analysis.[8]

The data were analyzed incrementally through sorting, organizing, and deriving meaning from the information obtained, and were compiled into a systematic narrative so that relationships among findings remain visible. Conclusions were drawn from the patterns, themes, and trends that emerged. Three analytical lenses guided the interpretation. The first is administrative burden, which conceptualizes the learning, compliance, and psychological costs that people bear in encounters with public services.[9] The second is street-level discretion under digitization, which asks how digital systems and frontline judgment shape each other. The third is legitimacy and procedural justice in custodial settings, which examines how the manner in which authority is exercised affects compliance.[10]

The scope of the analysis has limits. The study covers a single institution and a two-month registration dataset. It draws on the perspectives of management, officers, and visitors, and does not include the accounts of inmates. Its findings are therefore analytical rather than statistical generalizations, and the time-efficiency figures are those reported in the institution's registration data.

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[7] Dwayne Antojado and Nicole Ryan, "The Future of Prison Visits? An Autoethnographic Perspective on the Developments of the Digitisation of Prison Visits during COVID-19," *Journal of Criminology* 57, no. 3 (2024): 398–419, https://doi.org/10.1177/26338076241252181.

[8] Wafda Vivid Izziyana and Rahmat Dwi Putranto, *METODE PENELITIAN SOCIO-LEGAL DI INDONESIA*, n.d.

[9] Pamela Herd and Donald Moynihan, "Administrative Burdens in the Social Safety Net," *Journal of Economic Perspectives* 39, no. 1 (2025): 129–50, https://doi.org/10.1257/jep.20231394.

[10] Benjamin Steiner and John Wooldredge, "Prison Officer Legitimacy, Their Exercise of Power, and Inmate Rule Breaking," *Criminology* 56, no. 4 (2018): 750–79, https://doi.org/10.1111/1745-9125.12191.

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RESULTS AND DISCUSSION

The visitation service at the Class IIB Dumai Detention Center experiences a high volume of visitors, averaging approximately 100 people per day. This volume affects the registration process and can lead to queue congestion and long waiting times, which challenges the aim of services that are fast, effective, orderly, and comfortable. Innovation is essential to streamline registration and reduce visitor density. The sections below first describe how the SOP is implemented, then analyze the obstacles that remain, and finally discuss how optimization can be understood and pursued.

A. Implementation of the Visitation Service SOP

The Class IIB Dumai Detention Center has implemented significant changes in its visitation services to realize a clean and service-oriented bureaucracy. Its primary innovation is a WhatsApp-based digital service named "WAK LAWO," which functions as an online visitation registration system. The service reduces physical queues and mitigates the practice of illegal brokerage (scalping). The benefits of "WAK LAWO" are as follows:

1. Shorter waiting times: registration is conducted one day prior to the visit.
2. Faster process: registration at the counter takes approximately two minutes per person.
3. Reduced queues: overcrowding in the visitation area is minimized.
4. Easier data collection: officers obtain visitor data in advance.
5. Staff efficiency: document preparation and verification are more structured and well planned.
6. Easier access: WhatsApp is used without any specific additional application.
7. More orderly service: the flow of visitor arrivals is better organized.
8. Service digitalization: modern and responsive public service is promoted.

Registration data from September to October 2026 show a clear disparity between channels: 80 percent of visitors register through WhatsApp, while 20 percent register directly on site. Registration time has also changed markedly. Before "WAK LAWO," registration required approximately five to six minutes per person; it now requires about two minutes. This represents a time efficiency of 60 to 67 percent and allows more structured and well-planned document preparation.

The "WAK LAWO" service (0821-7816-616) includes four main features: (a) visit registration, which must be completed one day before the scheduled visit; (b) a complaint service, as a channel for feedback or complaints about services; (c) an information service, which facilitates public access to information on the services of Rutan Dumai; and (d) an integration service, which provides information on Parole (PB), Conditional Leave (CB), Leave Before Discharge (CMB), and related programs. Visitors can access the service by scanning the QR code available in the office area (Jl. Pemasyarakatan No. 01, Bumi Ayu Village, South Dumai District).

Alongside digital innovation, Rutan Dumai has upgraded its infrastructure by expanding the visitor registration area so that it is more representative and comfortable. Visiting hours run from Monday to Thursday, 09:00–11:00 WIB (Western Indonesian Time), with a duration of 15 minutes per visit, organized by block: Monday for Blocks A, E, and F; Tuesday for Block B; Wednesday for Block C; and Thursday for Block D.

Reading the service through administrative burden

These results can be read through the concept of administrative burden, which holds that people experience public services through learning costs, compliance costs, and psychological costs, and that

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such frictions can limit access to services to which people are legally entitled.[11] Seen this way, "WAK LAWO" does not remove burdens so much as relocate them. Learning costs fall because information and registration run through a channel visitors already use. Compliance costs fall at the counter because documents are submitted one day earlier. Psychological costs fall because uncertainty about waiting time shrinks. The relocation matters normatively as well as technically: scholarship on bureaucratic injustice argues that the burdens citizens face when they try to access public services can amount to an injustice that merits concern even within a purely distributive account of justice.[12] A visitor who cannot use the digital channel inherits the burden that the system removed for others, which is the problem examined in the next section.

The Dumai experience also fits a wider pattern in which governments adopt social media and messaging platforms to deliver services. A study of the Palembang city government in Indonesia examined how social media technology supports public service quality, user orientation, and openness,[13] comparative work has examined how European local governments deliver public services through social media,[14] and research on small local governments in Nebraska has related existing service provision to social media adoption.[15] Work on government social media engagement strategies and public roles directs attention to how an agency engages its audience as a deliberate design choice,[16] while research on trust links citizens' trust in government to good governance and the quality of information provided on social media.[17] For Dumai, the lesson is that a messaging channel is an institutional commitment, not merely a tool: its credibility rests on the quality and consistency of the information it carries.

Two cautions follow from the video visitation literature. Studies of digitized prison visits stress that equitable access to technology, appropriate surveillance, and privacy regulation determine whether digitization is humane, and prisoners' own accounts of remote video visitation combine appreciation for seeing loved ones from afar with criticism of technical and access problems.[18] "WAK LAWO" is a registration service, not a remote visit, but the same concerns apply: not every visitor has equal access to

[11] Herd and Moynihan, "Administrative Burdens."

[12] A Gunadi, S Johan, and A Sudiro, "Between the Job Creation Act and Labor Act: What's Specific Time Employee Agreement (PKWT)?," *Nagari Law Review* 5, no. 2 (2022): 160–70, https://doi.org/10.25077/nalrev.v.5.i.2.p.160-170.2022.

[13] Jumroh Jumroh et al., "Exploring the Impact of Social Media Technology on Public Service Efficiency: A Case Study of Indonesian Local Government," *Journal of Infrastructure, Policy and Development* 8, no. 8 (2024): 5181, https://doi.org/10.24294/jipd.v8i8.5181.

[14] J I Criado and J Villodre, "Delivering Public Services through Social Media in European Local Governments: An Interpretative Framework Using Semantic Algorithms," *Local Government Studies* 47, no. 2 (2021): 253–75, https://doi.org/10.1080/03003930.2020.1729750.

[15] X Gao and J Lee, "E-Government Services and Social Media Adoption: Experience of Small Local Governments in Nebraska State," *Government Information Quarterly* 34, no. 4 (2017): 627–34, https://doi.org/10.1016/j.giq.2017.09.005.

[16] C Wukich, "Government Social Media Engagement Strategies and Public Roles," *Public Performance & Management Review* 44, no. 1 (2021): 187–215, https://doi.org/10.1080/15309576.2020.1851266.

[17] M Mansoor, "Citizens' Trust in Government as a Function of Good Governance and Government Agency's Provision of Quality Information on Social Media during COVID-19," *Government Information Quarterly* 38, no. 4 (2021): 101597, https://doi.org/10.1016/j.giq.2021.101597.

[18] Murdoch and King, "Not Feeling like a Caged Animal."

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the channel, and registering through a messaging application places visitors' personal data in the hands of the institution. The Personal Data Protection Law of 2022 therefore frames how such data should be handled. Finally, the efficiency figure reported for Dumai captures one dimension of burden, namely registration time. Researchers have proposed short survey items that capture learning, compliance, and psychological costs at the end of an administrative process,[19] an approach that could complement time data at Dumai.

B. Challenges and Obstacles in Implementing the SOP

Despite these innovations, the execution of the visitation SOP at Rutan Kelas IIB Dumai still faces several challenges that hinder the realization of an ideal bureaucracy.

1. Digital literacy gap among visitors

Although "WAK LAWO" has simplified registration, a primary challenge involves visitors who lack proficiency in digital technology, which compels officers to provide manual assistance on site and in effect to do double work. The problem is not specific to Dumai. Cross-national analyses of e-government use in Europe identify the digital divide as a factor in non-adoption, including differences between older and younger citizens,[20] and panel evidence shows that use of e-government is shaped by supply-side evaluations, citizens' trust, and a divide associated with income and education.[21] Survey evidence from Croatia likewise reports differences in how groups used digital public services during the pandemic.[22] Research on human capital and administrative burden explains why this matters: groups with fewer cognitive resources struggle more with administrative processes and are therefore less likely to access the service.[23] The Palembang study reaches a consistent practical conclusion, namely that government employees remain an essential channel for people who cannot use technology effectively.[24] The implication for SOP design is that manual assistance should not be an informal exception that burdens individual officers but a formally recognized lane in the procedure.

2. Time constraints and visitor volume

The 15-minute visit duration often triggers tension between officers and the families of inmates. In accordance with the principles of responsive public service, officers are expected to be firm yet humane, and the pressure of managing dense queues within a short duration can strain that balance. The theoretical stakes are considerable. Evidence from Ohio prisons indicates that inmates who perceive

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[19] Sebastian Jilke et al., "Short and Sweet: Measuring Experiences of Administrative Burden," *Journal of Behavioral Public Administration* 7 (2024): 1–12, https://doi.org/10.30636/jbpa.71.340.

[20] Valerija Botrić and Ljiljana Božić, "The Digital Divide and E-Government in European Economies," *Economic Research-Ekonomska Istraživanja* 34, no. 1 (2021): 2935–55, https://doi.org/10.1080/1331677X.2020.1863828.

[21] Rosario Pérez-Morote, Carolina Pontones-Rosa, and Montserrat Núñez-Chicharro, "The Effects of E-Government Evaluation, Trust and the Digital Divide in the Levels of E-Government Use in European Countries," *Technological Forecasting and Social Change* 154 (2020): 119973, https://doi.org/10.1016/j.techfore.2020.119973.

[22] Sunčana Slijepčević, "Digital Divide and the Use of Digital Public Services During the COVID-19 Pandemic," *Naše Gospodarstvo/Our Economy* 69, no. 1 (2023): 19–28, https://doi.org/10.2478/ngoe-2023-0003.

[23] W Juliani and R Kusuma, "A Legal Review of Minimum Wage Provisions as an Effort to Protect the Welfare of Workers or Laborers According to Ministerial Regulation Number 18 of 2022 Concerning the Determination of the Minimum Wage in 2023," *Private Law* 5, no. 1 (2025): 167–77, https://doi.org/10.29303/prlw.v5i1.5018.

[24] Jumroh et al., "Exploring the Impact of Social Media Technology on Public Service Efficiency: A Case Study of Indonesian Local Government."

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officers' authority as legitimate commit fewer nonviolent infractions, and that the way officers exercise power, lawfully and fairly rather than coercively, matters for rule breaking. A qualitative study of Slovene prisons found that distributive justice, procedural justice, the quality of relations with staff, and staff effectiveness influence perceptions of legitimacy. Although these studies concern prisoners rather than visitors, they point to a transferable mechanism: people comply more readily with authority that they experience as fair. Because the visit itself is short, delays at the counter consume time that belongs to the visit, which is why registration efficiency protects the substance of the right and not only the comfort of the queue.

3. Technical and network infrastructure constraints

As a WhatsApp-based service, "WAK LAWO" depends on the stability of the internet connection. Technical disruption to the server or network in the South Dumai area can paralyze registration. Work on the use of artificial intelligence and digital tools in public services stresses that such tools bring both possibilities and pitfalls and therefore call for governance arrangements that anticipate failure.[25] Because citizens' use of e-government depends in part on how they evaluate the service and whether they trust it,[26] repeated outages risk eroding the very confidence that the channel was meant to build. A written contingency procedure, covering manual registration forms and an offline visitor list, would convert a system failure from a service breakdown into a managed event.

4. Challenges in complaint management

The integration of the complaint service with the visitor registration number (0821-7816-616) presents a distinctive challenge. Officers must quickly distinguish between registration requests and complaint reports, and the effectiveness of the complaint channel depends heavily on responsiveness. If officers are overwhelmed by the volume of messages, the complaint system loses its function as a tool of bureaucratic control. This sorting work is a form of digital discretion. Research on street-level bureaucracy shows that digitization reshapes rather than abolishes discretion: system-level and street-level discretion shape each other,[27] the assumption that automation curtails discretion needs empirical testing and may direct attention to broader effects on bureaucrats' behavior, and the exercise of discretion has been examined in relation to the characteristics of clients and the degree to which the digital tool has been institutionalized.[28] A systematic review adds that street-level bureaucrats increasingly become "screen-level" or system-level workers under new pressures.[29] Transparency research suggests a further point: a channel that exists is not enough, since even the latent availability of transparency mechanisms

[25] P. Henman, "Improving Public Services Using Artificial Intelligence: Possibilities, Pitfalls, Governance," *Asia Pacific Journal of Public Administration* 42, no. 4 (2020): 209–221, https://doi.org/10.1080/23276665.2020.1816188.

[26] Pérez-Morote, Pontones-Rosa, and Núñez-Chicharro, "The Effects of E-Government Evaluation, Trust and the Digital Divide in the Levels of E-Government Use in European Countries."

[27] Mohammad Alshallaqi, "The Complexities of Digitization and Street-Level Discretion: A Socio-Materiality Perspective," *Public Management Review* 26, no. 1 (2024): 25–47, https://doi.org/10.1080/14719037.2022.2042726.

[28] Rebecca Paraciani and Roberto Rizza, "Digital and Analogical Discretion: An Exploratory Study of Italian Street-Level Bureaucrats," *Journal of Innovative Digital Transformation* 2, no. 1 (2025): 37–49, https://doi.org/10.1108/jidt-07-2024-0018.

[29] Jörgen Johansson, "Research on Digital Discretion—The Subjectification of Street-Level Work in Public Administration," *Review of Policy Research* 42, no. 1 (2025): 122–48, https://doi.org/10.1111/ropr.12637.

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does not reliably raise trust in government.[30] Responsiveness, rather than mere availability, is what turns a complaint channel into a control mechanism. Separating complaint intake from registration, with a defined response time, would reduce the sorting burden on officers.

5. Compliance with block schedules

Another frequent obstacle is visitors' non-compliance with the predetermined block schedules. Visitors often arrive outside their scheduled days, which leads to overcrowding in the registration area. In the language of administrative burden, this is a learning-cost problem: knowing about the existence and requirements of a service is the first hurdle between a person and the service.[31] Dissemination of the schedule SOP therefore needs to be continuous and repeated at the point of registration, for example by including the visitor's block and day in every registration confirmation, so that public discipline is encouraged through clarity rather than sanction.

C. SOP Optimization as an Instrument for Security and Integrity

The optimization of SOPs at Rutan Kelas IIB Dumai is a crucial step in maintaining the balance between security and service. In realizing a Clean and Serving Bureaucracy, SOPs function not only as administrative guidelines but also as instruments for preventing security disturbances and acts of gratification. This dual function is consistent with the view that SOPs serve as a reference for the accountability of public service units,[32] and with research showing that transparency is effective for outcomes such as reducing corruption, although it is less effective at producing trust and legitimacy.[33] The Indonesian evidence on *pungli* in detention centers points in the same direction: written rules alone do not suffice where oversight is weak, sanctions are inconsistent, and a culture of tolerance persists. Optimizing the SOP therefore has two sides, namely clear procedure and credible enforcement.

Although the SOPs have been optimized, the main challenge remains educating parties who are not yet accustomed to such stringent rules. Rutan Kelas IIB Dumai conducts continuous socialization through social media and information boards in the registration area. A persuasive approach has proved effective in reducing the number of procedural violations by visitors and, at the same time, strengthens the institution's image as an orderly, secure, and transparent facility.

D. Implementation of Security and Visitation Order Procedures

As part of its efforts to support clean governance, Rutan Kelas IIB Dumai enforces strictly standardized visitation protocols. Three aspects are being optimized.

1. Management of personal belongings (sterilization of communication devices)

The SOP requires all visitors carrying mobile phones or other prohibited items to deposit them with the officers before entering the visitation area. The measure is a risk mitigation strategy against the smuggling of information and illegal communication that could threaten the security of the detention

[30] Stephan G Grimmelikhuijsen, Suzanne J Piotrowski, and Gregg G Van Ryzin, "Latent Transparency and Trust in Government: Unexpected Findings from Two Survey Experiments," *Government Information Quarterly* 37, no. 4 (2020): 101497, https://doi.org/10.1016/j.giq.2020.101497.

[31] Herd and Moynihan, "Administrative Burdens in the Social Safety Net."

[32] Taufiq, "Penerapan Standar Operasional Prosedur (SOP) Dan Akuntabilitas Kinerja Rumah Sakit."

[33] Maria Cucciniello, Gregory A Porumbescu, and Stephan Grimmelikhuijsen, "25 Years of Transparency Research: Evidence and Future Directions," *Public Administration Review* 77, no. 1 (2017): 32–44, https://doi.org/10.1111/puar.12685.

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center. Research on contraband cell phones supports the seriousness of the risk: studies have attempted to quantify the size of the contraband phone problem inside a penitentiary,[34] have examined how contraband phones are actually used,[35] and have analyzed facility-level correlates of contraband drugs, cellphones, and weapons across hundreds of prisons.[36] The usage study found that calling patterns mirror those of the general public, with phones used to keep in touch with a small intimate network, to pass time, or to manage finances. This suggests that part of the demand for illicit phones reflects ordinary communication needs, which is an argument for keeping legitimate visitation accessible while the visitation area itself is kept sterile.

2. Visitor identification system (hand stamps and numbered wristbands)

Hand stamps and numbered visitor wristbands serve as an innovation in physical surveillance. The system facilitates real-time identity verification by officers and ensures that all individuals in the visitation area are those who have been officially registered. It complements the digital registration described above, because the registered identity is matched to a visible, unique marker at the point of entry. The contraband research that adopts a management perspective treats facility-level organization as a determinant of security outcomes, and identification procedures are precisely the kind of managerial control that this perspective has in view.

3. Standardization of dress code

The requirement for modest attire and the prohibition of shorts for visitors are efforts to uphold the dignity of the institution and to respect the correctional environment. This aligns with the concept of public service excellence, in which adherence to norms of decency reflects a professional organizational culture. In legitimacy terms, the dress code works when it is announced in advance and applied uniformly, because people's perceptions of fairness and of the quality of their relations with staff shape whether they regard authority as legitimate.[37]

E. Impact Analysis on Clean and Serving Bureaucracy (BBM)

The optimization of SOPs at Rutan Kelas IIB Dumai has had a significant impact on fostering an environment free from illegal levies. With clear procedures in place, ranging from the deposit of personal belongings to visitor identification by officers, there is now a robust legal foundation for rejecting any form of intervention or violation of regulations. Such a foundation is what the Public Service Law demands when it requires clear standards and procedures.

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[34] Eric L Grommon, Jeremy Carter, and Charles Scheer, "Contraband Cell Phone Usage Patterns: An Exploratory Examination of Captured Transmission Data," *Justice Research and Policy* 17, no. 2 (2016): 100–122, https://doi.org/10.1177/1525107117725013.

[35] Eric Grommon, Jeremy G Carter, and Charles Scheer, "Quantifying the Size of the Contraband Cell Phone Problem: Insights from a Large Rural State Penitentiary," *The Prison Journal* 98, no. 5 (2018): 630–48, https://doi.org/10.1177/0032885518794116.

[36] Bryce E Peterson, Ki Deuk Kim, and Rochisha Shukla, "The Sociology of Contraband: Examining the Correlates of Illicit Drugs, Cellphones, and Weapons in U.S. Prisons," *The Prison Journal* 104, no. 3 (2024): 365–89, https://doi.org/10.1177/00328855241240143.

[37] R Hacin and G Meško, "Prisoners' Perception of Legitimacy of the Prison Staff: A Qualitative Study in Slovene Prisons," *International Journal of Offender Therapy and Comparative Criminology* 62 (2018): 4332–50, https://doi.org/10.1177/0306624X18758896.

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The consistent application of SOPs also provides service certainty for the public. When visitors understand that every rule, such as the prohibition on mobile phones and the requirement for modest attire, is applied uniformly to everyone without exception, public trust in Rutan Kelas IIB Dumai will increase. Two qualifications from the literature keep this claim measured. First, transparency does not automatically produce trust, and experiments suggest that the belief in its positive effect on trust deserves critical examination.[38] Second, comparative research on public-management reform examines how institutional design affects the quality of public services,[39] so Dumai's procedure-level reform should be understood as one contribution to service quality, not a complete explanation of it. What the Dumai case adds is a plausible mechanism: uniform application reduces the room for negotiation, and a procedure that cannot be negotiated cannot be sold.

F. Theoretical Implications: The SOP as Normative Infrastructure

Taken together, the findings suggest that the SOP at Dumai performs three functions that are usually discussed separately. It allocates administrative burdens, shifting learning and compliance costs between visitors and officers and, in doing so, determines who bears the cost of a digital transition.[40] It calibrates discretion, because registration rules at the system level and manual assistance, complaint triage, and enforcement at the street level continually shape one another.[41] And it produces legitimacy, because the manner in which rules are announced and applied influences whether visitors accept the authority behind them. Understanding the SOP as a normative infrastructure explains why optimization cannot be reduced to speed. A faster procedure that is opaque, inaccessible to some visitors, or unevenly enforced would improve the registration statistics while undermining the right of access and the legitimacy of the institution. It also explains why rules need periodic evaluation: formalization that no longer serves its purpose drifts toward red tape.[42]

G. Toward Further Optimization

The analysis points to several practical measures that follow from the obstacles identified above:

1. Formalize an assisted-registration lane for visitors who cannot use the digital channel, so that manual help becomes part of the SOP and not an informal burden on officers.
2. Separate complaint intake from visit registration, with a defined response time and a record of follow-up, so that the complaint channel functions as a control mechanism.
3. Adopt a written contingency procedure for network and server disruption, including manual forms and an offline visitor list.
4. Establish a protocol for the protection of visitors' personal data collected through the messaging channel.

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[38] Grimmelikhuijsen, Piotrowski, and Ryzin, "Latent Transparency and Trust in Government: Unexpected Findings from Two Survey Experiments."

[39] V Lapuente and S Van de Walle, "The Effects of New Public Management on the Quality of Public Services," *Governance* 33, no. 3 (2020): 461–75, https://doi.org/10.1111/gove.12502.

[40] Herd and Moynihan, "Administrative Burdens in the Social Safety Net."

[41] Alshallaqi, "The Complexities of Digitization and Street-Level Discretion: A Socio-Materiality Perspective."

[42] Kaufmann, Borry, and DeHart-Davis, "More than Pathological Formalization: Understanding Organizational Structure and Red Tape."

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5. Measure experienced burden, not only registration time, by adding short user-survey items on learning, compliance, and psychological costs.
6. Reinforce schedule compliance by stating each visitor's block and day in registration confirmations and by continuing socialization through social media and information boards.

CONCLUSION

This article asked what obstacles officers face in implementing the visitation SOP at the Class IIB Dumai Detention Center amid fluctuating visitor numbers, and how the SOP can be optimized to realize a Clean and Serving Bureaucracy. On the first question, the obstacles are a digital literacy gap among visitors, a short visit duration that sharpens tension at the counter, dependence on network stability, a complaint channel shared with registration, and non-compliance with block schedules. On the second, the evidence shows that optimization works through simplified service flows, a digitized registration channel, standardized security and order procedures, and strengthened staff integrity, and that its success depends on whether burdens are shared fairly, discretion is exercised consistently, and rules are applied uniformly enough to be regarded as legitimate.

Three further conclusions follow. First, the success of SOP implementation depends not only on the strictness of the rules but also on the effectiveness of their dissemination. The use of social media and visual information platforms has reduced visitor resistance by fostering understanding of why the rules exist. Second, the persuasive yet firm approach of the officers has created a balance between disciplinary enforcement and humane public service and has reduced procedural violations by visitors. Third, the detention center may recognize or educate compliant visitors, who can serve as information ambassadors for other visitors and accelerate a culture of compliance.

The study is limited to a single institution, a two-month registration dataset, and the perspectives of management, officers, and visitors. Future research could compare several detention centers, include inmates' own accounts, and test empirically how digital registration affects measures of experienced burden, perceived fairness, and trust.

Suggestions. Based on the discussion, two recommendations are proposed in addition to the measures listed in Section G. First, because staff are the frontline representatives of the institution, periodic training on service excellence and persuasive communication should be conducted so that officers consistently apply an approach that is firm yet polite to visitors of diverse backgrounds and temperaments. Second, data on violations should be evaluated periodically and used to refine the SOP and socialization materials so that they remain aligned with the evolving needs of visitors.

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