

Institutional And Governance Complexity Of Payangan Marine Jember Tourism

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Abstract

High enthusiasm for marine tourism has driven the development of this sector in many places, but suboptimal management, as in Payangan and Jember, is actually discouraging visitors from returning. The cause of this reluctance is suspected to be due to suboptimal governance and institutional management. This study uses Soft Systems Methodology (SSM) to analyze these complexities in six stages. The findings show that there are 24 problems in governance and institutions in Payangan, including a lack of formal regulation enforcement and barriers to local community participation. Management groups tend to prioritize economic gains over the overall well-being of the community. Based on the results of this study, it is concluded that consensus is needed in enforcing regulations (formal constraints) and community participatory activities (informal constraints) to achieve sustainable governance. The proposed conceptual model integrates governance and institutional concepts to strengthen regulation and participation, with a focus on collaboration between management groups and local communities. Comparison between the conceptual model and the field situation shows the need for systematic change implementation that considers the interests of all stakeholders. Thus, this study offers an SSM-based strategy to improve the effectiveness of governance and institutions in marine tourism management, especially in Payangan and Jember, by strengthening regulation and increasing community participation. These steps are expected to provide a stronger foundation for the sustainable development of the marine tourism sector in the future.

Keywords: Governance, Institutions, and Marine Tourism

Abstrak

Tingginya minat terhadap wisata bahari telah mendorong perkembangan sektor ini di banyak tempat, namun pengelolaan yang kurang optimal seperti di Payangan dan Jember justru membuat wisatawan enggan untuk kembali lagi. Penyebab keengganan ini diduga karena tata kelola dan pengelolaan kelembagaan yang belum optimal. Penelitian ini menggunakan Soft Systems Methodology (SSM) untuk menganalisis kompleksitas tersebut dalam enam tahap. Hasil penelitian menunjukkan bahwa terdapat 24 permasalahan tata kelola dan kelembagaan di Payangan, antara lain minimnya penegakan regulasi formal dan hambatan partisipasi masyarakat setempat. Kelompok pengelola cenderung mengutamakan keuntungan ekonomi daripada kesejahteraan masyarakat secara keseluruhan. Berdasarkan hasil penelitian ini, disimpulkan bahwa diperlukan konsensus dalam penegakan regulasi (kendala formal) dan kegiatan partisipatif masyarakat (kendala informal) untuk mencapai tata kelola yang berkelanjutan. Model konseptual yang diusulkan memadukan konsep tata kelola dan kelembagaan untuk memperkuat regulasi dan partisipasi, dengan fokus pada kolaborasi antara kelompok pengelola dan masyarakat setempat. Perbandingan antara model konseptual dan situasi lapangan menunjukkan perlunya implementasi perubahan sistematis yang mempertimbangkan kepentingan semua pemangku kepentingan. Dengan demikian, penelitian ini menawarkan strategi berbasis SSM untuk meningkatkan efektivitas tata kelola dan kelembagaan dalam pengelolaan wisata bahari, khususnya di Payangan dan Jember, melalui penguatan regulasi dan peningkatan peran serta masyarakat. Langkah-langkah ini diharapkan dapat memberikan landasan yang lebih kuat bagi pembangunan berkelanjutan sektor wisata bahari di masa mendatang.

Kata Kunci: Tata Kelola, Kelembagaan, dan Wisata Bahari

INTRODUCTION

The burgeoning enthusiasm of tourists for marine tourism has propelled the rapid growth of this sector in many countries (Atmodjo et al., 2020). Marine tourism offers excellent management and stunning beach beauty as its main attractions, including soft white sand, crystal-clear waters, and breathtaking natural scenery (Sulistiwati et al., 2020). Activities such as swimming and surfing offer exhilarating and enjoyable experiences for visitors (Hafel et al., 2021). Furthermore, convenient transportation access with well-developed infrastructure, such as adequate roads and the availability of public transportation, facilitates tourists' journey to marine tourism destinations, making the trip more comfortable and efficient (Restrepo & Clavé, 2019). The rise of social media has also played a significant role in promoting marine tourism, by enabling tourists to share their experiences and breathtaking photographs, inspiring others to visit the same destinations, and providing easily accessible information about locations, activities, and amenities available at marine tourism sites (Captivate, 2012).

The macro-level phenomenon of sound management has not yet been fully realized in many marine tourism destinations in Indonesia, particularly community-managed marine tourism sites like Payangan, Jember. The suboptimal management of marine tourism in these locations is attributed to the shortcomings of governance and institutional frameworks. Governansi refers to a network organization or arrangement between the government, civil society, and the private sector for the exchange of resources in support of public policy implementation (Michael Hall, 2011). Institutions, on the other hand, are composed of regulative, normative, and cultural-cognitive

elements that, along with associated activities and resources, provide stability and meaning to social life (Bartkowski et al., 2018) (Hindle, 2023) (Devi et al., 2023) (Supranoto, 2022).

The phenomenon of suboptimal governance in the maritime tourism of Payangan, Jember can be observed in three aspects: *First*, lack of coordination and collaboration, which includes: (a) Ineffective communication and cooperation between the government, civil society, and the private sector in managing maritime tourism. (b) Unclear roles and responsibilities of each party in the management of maritime tourism. (c) Lack of synergy in the planning, implementation, and monitoring of maritime tourism activities. *Second*, lack of accountability and transparency, which includes: (a) Insufficient transparency of information related to the management of maritime tourism to the public. (b) Lack of mechanisms to monitor and evaluate the performance of maritime tourism managers. (c) Insufficient accountability of maritime tourism managers to the public. *Third*, weak managerial capacity, which includes: (a) Inadequate human and financial resources to manage maritime tourism. (b) Insufficient capability and competence of government officials and maritime tourism actors. (c) Inadequate infrastructure and supporting facilities for maritime tourism.

The phenomenon of suboptimal institutional frameworks in the maritime tourism of Payangan, Jember can be observed in two aspects: *First*, the lack of a clear regulatory framework, which includes: (a) Insufficient clear and comprehensive regulations to govern the management of maritime tourism. (b) Legal and regulatory uncertainties that can hinder investment and development of maritime tourism. *Second*, weak norms and culture, which includes: (a) Lack of public awareness regarding the importance of preserving the maritime tourism environment. (b) Weak culture of collaboration and mutual assistance in the management of maritime tourism. (c) Lack of work ethic and professionalism in the management of maritime tourism.

Referring to the phenomenon of suboptimal governance and institutional frameworks in the maritime tourism of Payangan, it is important to analyze these complex issues using an appropriate research approach. The right approach will help in understanding the various dynamics and aspects that influence governance and institutions, which often involve social and human factors (Fernández-Palacios et al., 2023).

The author of this study has chosen to use the Soft Systems Methodology (SSM). This method is highly relevant because it is specifically designed to understand, analyze, and resolve complex problem situations that cannot be addressed with linear or conventional approaches (Barusman, 2017).

SSM enables the author to explore various perspectives from stakeholders, which is one of its main advantages. This approach not only focuses on technical aspects but also considers social, cultural, and political factors that influence governance and institutional frameworks.

By using SSM, the author can comprehensively identify the root causes of issues and potential improvements. This process includes mapping existing systems, analyzing the relationships between components, and testing alternative solutions. This approach ensures that the resulting solutions are not only efficient but also accepted by all relevant parties.

Therefore, an analysis using SSM is expected to significantly contribute to improving the effectiveness and efficiency of maritime tourism management in

Payangan. This approach can also serve as a model for analyzing and solving similar problems in other locations, making it a valuable tool for developing tourism destination governance in general.

LITERATURE REVIEW

1. Governance

The term "governance" has been popularized as a shift from the usage of "government" to "governance," signifying a new wave of government reform. Traditional terms such as "government reform," "democracy," and similar concepts are considered to have lost their impact and are no longer effective in driving the spirit of reform. Therefore, a new framing of government reform is necessary, distinguishing it from previous reforms. According to Rhodes (as cited in Pratikno, 2005), the use of the term "governance" emphasizes the necessity for a new direction and spirit in government reform. The term "governance" highlights the significance of transforming government processes, methods, and achievements.

According to Tiihonen (2004), governance represents "a new process of governing" or "a new method by which society is governed." Tiihonen further states that the concept of governance can be analyzed from multiple academic perspectives, including: (1) Public administration and public policy; (2) International relations; (3) European Union governance; and (4) Governance in political comparison.

Long before this, Rhodes (2017) explicitly stated that governance is characterized by organizational networks in which market demands and civil society interact to exchange resources in support of the government. Meanwhile, according to Supranoto (2022), an organization is a platform where individuals come together to achieve a common goal, requiring well-established rules to succeed. The concept of organizational networks, as understood by Rhodes (2017), represents the transformation from "government to governance," minimizing the role of the state (minimal state) in fostering participatory governance.

The characteristics of organizational networks, as described by Rhodes (2017), are as follows: First, interdependence between organizations. The concept of governance encompasses a broader scope than government, involving actors beyond the state, such as the private sector and civil society. Second, continuous interaction between organizations within the network, facilitating resource exchange and negotiations. Third, interactions are governed by trust and mutually agreed-upon negotiations between organizations. Fourth, no absolute authority exists within networks; rather, they maintain a significant degree of autonomy. These networks are not directly accountable to the government (state) but may be regulated indirectly and not entirely.

2. Institutional Framework in the Public Sector

Institutional frameworks play a crucial role in the field of Public Administration. According to Frederickson et al. (2018:11-13), Public Administration encompasses several fundamental theories, including:

1. The Theory of Political Control over Bureaucracy – A fundamental debate questioning the extent of discretion allowed for bureaucrats in a democratic government. Contemporary research in this area has contributed to the

- development of political control theory.
2. Bureaucratic Politics Theory – A dynamic and widely recognized set of theories reflecting the influence of political science within the domain of public administration.
 3. Institutional and Organizational Theory – Focusing on the structures where public administration operates, including formal and informal organizations. Over the past thirty years, this body of theory has evolved dramatically from organizational theory to institutional theory.
 4. Management Theory – Shifting the analytical focus from public administration to managing work within various domains. Management theory includes both classical works, such as scientific management, and contemporary theories, including leadership theories, Total Quality Management, and New Public Management.
 5. Post-positivist and Postmodern Public Administration Theory – Theories influenced primarily by contemporary sociology and philosophical trends. Among these, postmodern theory is the most normative.
 6. Decision and Action Theory – Serving as a crucial bridge to related fields such as planning, business administration, and operations research.
 7. Rational Choice Theory – A significant perspective in public administration, particularly reflecting the integration of social science and economics into public administration.
 8. Theoretical Perspectives on Governance – Emphasizing trends toward reducing state control and increasing the involvement of multiple stakeholders in managing public affairs.

According to Frederickson et al. (2018:69), one of the primary theories in Public Administration is institutional theory. This perspective is largely based on the institutional theory developed by North (1995), which examines institutions and governance structures. Institutions represent a set of assumptions guiding empirical research and theoretical development across various fields of public administration. This begins with the argument that collective action is fundamental to understanding political and social institutions, including economic structures, political organizations, and formal bureaucracies (Frederickson et al., 2018:70).

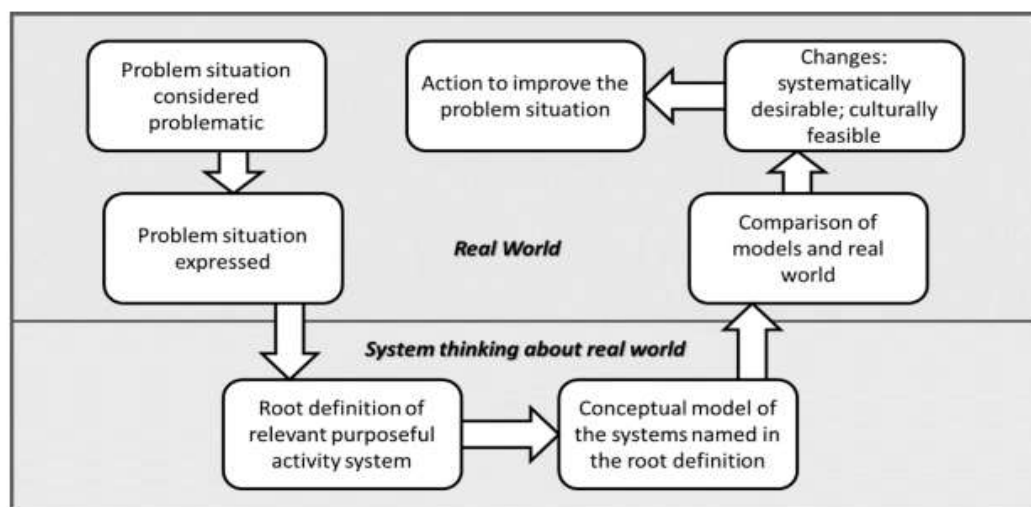
Institutional theory serves as a critical intersection where various disciplines converge in their analysis of complex organizations. As such, institutions encompass governmental jurisdictions, sub-jurisdictions, parliaments, bureaucracies, shadow bureaucracies, contractual arrangements, non-governmental organizations, universities, and private enterprises with clear public objectives. The essence of modern institutional theory extends beyond the study of governmental bureaucracies, evolving far beyond the traditional jurisdiction of public administration studies. Institutional theory views organizations as socially constructed entities bound by rules, roles, norms, and expectations that constrain individual and group choices and behaviors (Frederickson et al., 2018:68-69).

METHODS

The use of the Soft Systems Methodology (SSM) in researching the complexities of governance and institutional frameworks in the maritime tourism sector of Payangan, Jember, can be justified by several methodological reasons as follows (Hindle, 2023): *First*, SSM is often used to address complex problems, especially those involving multiple stakeholders and diverse perspectives. *Second*, SSM offers advantages in the analytical aspects of this research focus, namely governance and institutional frameworks, through its six stages, ranging from problem situation analysis to formulating change definitions. *Third*, in research involving many stakeholders and characterized by complexity, SSM can capture and provide comprehensive solutions aligned with the researchers' expected objectives.

Based on these three methodological reasons, the author's reference to SSM analysis as the epistemology of soft systems thinking is rooted in the paradigm of full complexity, where everything is systemic in a messy, ill-structured world. Therefore, it can only be explored through a learning system by modeling the typology of human activity systems amid the process of social inquiry (Barusman, 2017) (Sridan & Surapolchai, 2020).

To implement SSM in this research, the author utilizes the six stages outlined in SSM, as depicted in the following diagram (Hitchins, 2007).



Source: *Soft Systems Methodology: Systems Approaches to Managing Change*

Figure 1 Soft System Methodology Stages

The stages of SSM used in the study of the complexity of governance and institutional frameworks in maritime tourism of Payangan, Jember, within the Soft Systems Methodology, are as follows.

1. **Problem Situation:** In this initial stage, the author collects data and information related to the existing problem situation, following the structure and processes observed in the activities at the research site, aligned with the phenomena under study (Barusman, 2017) (Hitchins, 2007);
2. **Problem Situation Explanation:** In this stage, the author structures the problem situation faced by each maritime tourism site by referencing data and information related to the processes observed. This means that the problem

situation identified in the first stage can be classified into several key issues (Barusman, 2017) (Hindle, 2023);

3. **Definition of Root Problem:** In this stage, the author defines the problem to provide a detailed understanding of the crystallized problem situation. In SSM, to define the problem, the author utilizes the CATWOE tool (Customer, Actors, Transformation Process, Worldview, Owner, Environmental Constraints) (Barusman, 2017) (Sridan & Surapolchai, 2020);
4. **Conceptual Model:** The author constructs a conceptual model as a change in thinking process from what was explained in the second stage, which is the root definition. This conceptual model is formed using the formal system concept perspective, explaining the real issues experienced and efforts to resolve the problem situation by leveraging the framework of system thinking (Barusman, 2017) (Hitchins, 2007);
5. **Comparison of Conceptual Model and Real World:** In this stage, the author compares the existing issues in the field (real world) with the system thinking offered, aiming to generate solutions for the problems at hand. Subsequently, the author compares the conceptual model with the actual problem situation in the field (Barusman, 2017) (Hitchins, 2007), and
6. **Defining Systematic Implementation of Changes:** In this stage, the author defines and selects options to achieve the ideal condition systematically. If necessary to modify the current system, changes that can be implemented need to be identified (Barusman, 2017) (Sridan & Surapolchai, 2020).

Based on the six stages above, the SSM method aids in understanding the various dynamics and aspects that influence governance and institutional frameworks, which often involve social and human factors.

RESULTS AND DISCUSSION

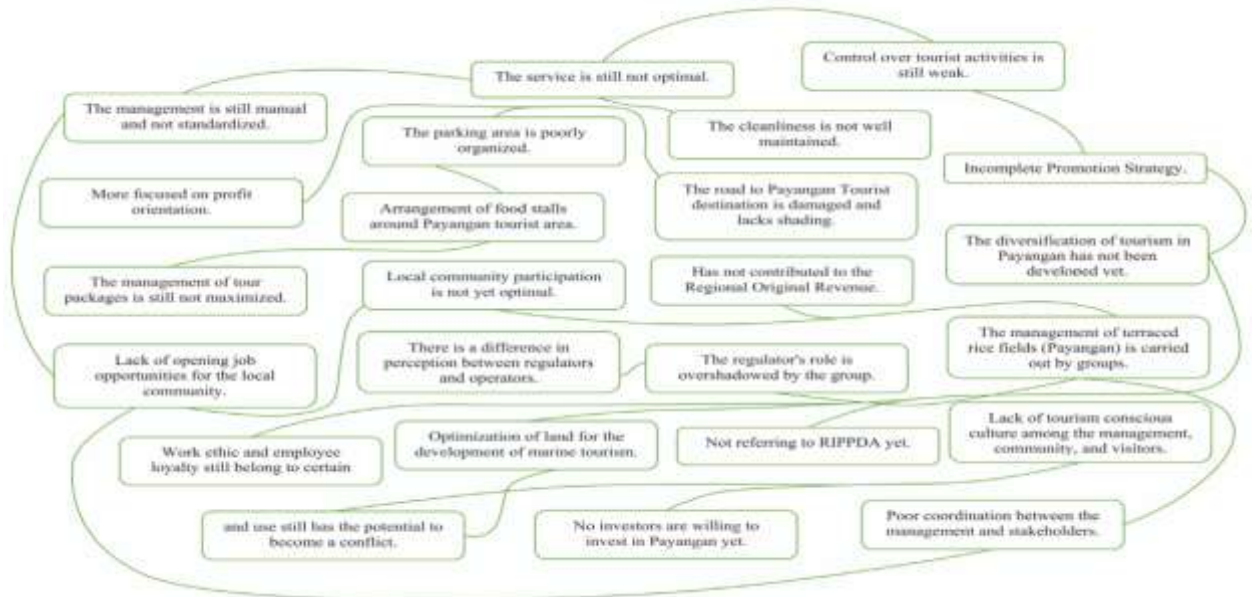
Governance and institutional frameworks are two essential elements in the management of maritime tourism, including in the Payangan area of Jember. Suboptimal management can impact the sustainability of operations. This phenomenon requires in-depth analysis to identify key issues and formulate effective solutions. Soft Systems Methodology (SSM) can be utilized as an approach to analyze the dynamics and aspects influencing governance and institutional frameworks, as this approach focuses on social and human aspects that often contribute to the complexity within management systems.

Below are the stages of SSM to understand the complexity of governance and institutional frameworks in Payangan's maritime tourism.

1. Problem Situations in the Government and Institutions of Payangan Marine Tourism, Jember

The problem situation in governance and institutional frameworks of maritime tourism in Payangan, Jember, refers to conditions considered problematic by various informants. However, these problem situations are often unclear or poorly defined. Therefore, the first step taken by the author is to comprehensively identify the issues through understanding and interpreting various informants' perspectives. This process involves gathering information from multiple sources such as interviews, observations,

and document reviews to obtain a comprehensive overview of the challenges faced (Hitchins, 2007). With this approach, the author can identify key elements contributing to the problem situation, including internal and external factors influencing governance and institutional issues. Furthermore, diverse interpretations from informants enable the author to examine the problem from various perspectives, thereby facilitating the development of more effective and comprehensive strategies to address the issues, as depicted clearly in the following figure.



Source: data processed by researchers, 2023

Figure 2 Problem Situation in Payangan

Based on Figure 2, there are 24 problem situations closely related to governance and institutions in Payangan, Jember. These issues reflect the complexity faced by the management of marine tourism in Payangan. The identified problem situations encompass various aspects, ranging from lack of inter-agency coordination, regulatory ambiguities, to inadequate community participation in decision-making. Additionally, issues related to human resources, funding, and infrastructure are also part of the existing problems. By understanding and detailing each problem comprehensively, it is hoped that the solutions implemented can be more effective in enhancing governance and sustainability of marine tourism in Payangan.

2. Explanation of Problem Situations in Payangan Maritime Tourism Governance and Institutions, Jember

Explanation of the problem situation is an important step in analyzing and understanding the issue at hand (Barusman, 2017). This process involves structuring problem situations based on the guidelines depicted in Figure 2. Through this structuring, we can identify key elements influencing the situation, root causes, and the resulting impacts. In Payangan, Jember, structuring problem situations includes comprehensive analysis of social, economic, and environmental conditions. This approach aids in formulating appropriate strategies to address the problems by considering various interconnected aspects, thus resulting in more effective and sustainable solutions

Table 1 Problem Situation Crystallization Matrix

Macro Problem Situations	No.	Problem Situation	Scope	Classification	Crystallization	Status
Governance of marine tourism in Payangan	1.	Payangan Tourism Services are still not optimal and in line with visitor expectations.	Governance problems in Payangan	Service quality	Complexity of Service Problems	Bad
	2.	Management is still manual and not yet standardized or certified.				
	3.	More <i>profit oriented</i> than the public.				
	4.	Tour package management is still not maximized.				
	5.	Control over tourist activities is still weak.				
	6.	Promotion strategies (communication and publication) are still lacking				
	7.	Tourism diversification in Payangan has not yet been developed.				
	8.	The parking lot is not well organized and is still managed by groups.	Tourism Facilities	Complexity of Facilities and Infrastructure Availability Problems	Bad	
	9.	Cleanliness is not maintained properly, reducing the beauty of Payangan.				
	10.	There is a need to organize stalls around Payangan Tourism.				
	11.	The road to Payangan Tourism is damaged and lacks shade.				
	12.	Local community participation has not been optimal in the development of Payangan.	Institutional Problems in Payangan	Participation	Complexity of the Problem of Lack of Participation	Bad
	13.	Has not contributed to Original Regional Income.		Regional Contribution	The Complexity of Minimal Contributions from External Parties	Bad
	14.	Lack of job opportunities for local communities.		Employment		

Macro Problem Situations	No.	Problem Situation	Scope	Classification	Crystallization	Status
	15.	Payangan Tourism Regulator, Sumberejo Village Government, while the operators are Pokdarwis or groups.	Institutional Problems in Payangan	Governance	The Complexity of Weak Internal Coordination of Payangan Tourism Managers	Bad
	16.	The role of the regulator is less dominant than that of the group.		Group Domination		
	17.	Payangan management is carried out by groups, although it is claimed to be under the coordination of Pokdarwis.				
	18.	Work ethic and loyalty are still to the group.		Employee Loyalty		
	19.	Optimizing land for marine tourism development.		Management Optimization	The Complexity of Weak Coordination of Payangan Management with External Parties	Bad
	20.	Not yet referring to the Regional Tourism Development Master Plan.		Planning		
	21.	Lack of tourism awareness culture among managers, communities and visitors.		Between Parties		
	22.	Land use still has the potential to become a conflict because it uses state land without appropriate procedures.		Land Status		
	23.	There are no investors who want to invest in Payangan yet.		No Investors		
	24.	Management coordination with stakeholders is not yet good.		Coordination		

Source: 2023 research results

Based on Table 1 regarding the problem situation crystallization matrix, there are six problem crystallizations: *First*, the complexity of service problems in Payangan. *Second*, the complexity of the problem of availability of facilities and infrastructure in Payangan. *Third*, the complexity of the problem of minimal stakeholder participation in Payangan. *Fourth*, the complexity of Payangan, Jember's minimal contribution to

external parties. *Fifth*, the complexity of the weak internal coordination of Payangan Tourism managers.

Fifth, the complexity of weak coordination between the managers of Payangan, Jember and external parties. These six crystallizations lead the author to arrange them in the form of a rich picture as follows.



Source: data processed by researchers, 2023

Figure 3 Rich picture Payangan Tourism

Based on the rich picture in Payangan, Jember above, the explanation of the situation of governance and institutional problems in Payangan, Jember shows that management groups do not enforce governance regulations, because each group only pursues economic profits. On the other hand, participatory involvement of local communities is hindered by the hegemony of management groups, so that local communities do not get maximum benefits.

3. Definition of Root Causes in Governance and Institutional Aspects of Marine Tourism in Payangan, Jember

Defining important problems in SSM is carried out to provide an in-depth understanding of the problem situation analyzed by researchers. This method uses CATWOE (Customer, Actors, Transformation Process, Worldview, Owner, Environmental Constraints) to analyze governance and institutional aspects. With this approach, the author can identify in more detail who is involved (Customers and Actors), the transformation process that occurs, the worldview that influences it, ownership of the problem, and the environmental constraints that influence it (Hitchins, 2007). This is crucial for comprehensively disentangling the complexity of the problem in the research context.

Table 2 Complexity of Governance Problems in Payangan, Jember

Nu.	Problem System Definition Components	Problem System Definition Results
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Nu.	Problem System Definition Components	Problem System Definition Results
1.	<i>The client</i> or party who benefits or suffers losses	<i>Clients</i> or parties who have benefited from Payangan Tourism governance so far are: 1. The Payangan Tourism management groups are the parties who have benefited so far, because they take direct economic benefits from visitors, both from entrance tickets and vehicle parking. Meanwhile, the parties who suffer losses from group-oriented governance: 1. The majority of local people do not have access to Payangan management, due to exclusive management. 2. Jember Regency Government, because Payangan land is State Land owned by the Jember Regency Government, however the Jember Regency Government is having difficulty accessing it because management groups are too dominant so they do not contribute to PAD. 3. Poor tourism management in Payangan means tourists will feel uncomfortable and unsafe on holiday.
2.	<i>Actors</i> or parties who will carry out activities (changes)	<i>Actors</i> or parties who will carry out activities (changes) in governance in Payangan, include: 1. Main elements: Sumberejo Village Government as regulator through BUMDes, and management groups on behalf of Pokdarwis as Payangan Tourism management operators. 2. Supporting elements: Jember Regency Government – Regent and DPRD – regarding land status and management of Payangan on state land.
3.	<i>Transformation process</i> or transformation process is an activity that changes input into output	<i>network</i> -based governance model between government, private sector and civil society to exchange resources to support good governance (Michael Hall, 2011).
4.	<i>Worldview</i> or perspective on reality, namely how various parties understand the existing reality	The understanding of the managers - BUMDes and Pokdarwis - regarding governance in Payangan is carried out exclusively or denies the spirit of being a <i>network organization</i> , so that its benefits are only for a few people or groups.
5.	<i>Owners</i> or owners. " <i>Those could stop</i> T (<i>Transformation</i>)" are parties who can stop the transformation	Sumberejo Village Head based on Law no. 6 of 2014 concerning Villages is the person with the highest responsibility for managing village assets.
6.	<i>Environmental constraints</i> are obstacles from external elements (the environment) that cannot be avoided	The obstacles faced in governance in Payangan so far are as follows. 1. Ineffective implementation of regulations regarding tourism in Payangan; 2. The quality of human resources is still inadequate; 3. Communication and publications are still lacking; 4. Inadequate infrastructure in Payangan; 5. There are no investors who want to invest in Payangan, and 6. There is still little attention to environmental aspects.

Root Definitions

Sustainable marine tourism governance (P) is a governance process that benefits all parties involved, local communities, government, private sector, and the ecosystem or environment (Q) by considering cultural, economic and environmental aspects as an inseparable whole (R)

Source: 2023 research results

Table 3 Complexity of Institutional Problems in Payangan, Jember

No.	Problem System Definition Components	Problem System Definition Results
1.	<i>The client</i> or party who benefits or suffers losses	Those who benefit from Payangan Tourism are still minimal or only a small group of Payangan people. The cause of the lack of people benefiting from the existence of Payangan Tourism is that the rules of the game, both formal and informal, are not enforced, so that the institution becomes exclusive.
2.	<i>Actors</i> or parties who will carry out activities (changes)	<i>Actors</i> or parties who will carry out activities or changes in institutions in Payangan, include: 1. Main element: Sumberejo Village Government. 2. Supporting elements: Management groups and local communities.
3.	<i>Transformation process</i> or transformation process is an activity that changes input into output	The institutional level model has a very strong influence on the functionality of the organization, so that it becomes a driver of change or transformation that is <i>steady</i> and in line with public needs (Williamson, 2000).
4.	<i>Worldview</i> or perspective on reality, namely how various parties understand the existing reality	The managers - Sumberejo and Pokdarwis Village Governments - still do not know the importance of institutions for the sustainability of Payangan Tourism, so they ignore the involvement of local communities who have informal rules (conventions, beliefs and social and cultural norms) that can support existing regulations.
5.	<i>Owners</i> or owners. " <i>Those could stop T (Transformation)</i> " are parties who can stop the transformation	Sumberejo Village Head based on Law no. 6 of 2014 concerning Villages are the highest responsible for conduciveness and harmonization as well as community welfare.
6.	<i>Environmental constraints</i> are obstacles from external elements (the environment) that cannot be avoided	The obstacles faced by institutions in Payangan so far are as follows. 1. Payangan Tourism Governance still does not place social and cultural conventions, beliefs and norms as values in its management, and 2. Payangan Tourism Governance is still unable to reduce uncertainty by forming a stable structure of community interaction.

Root Definitions

Marine tourism institutions are a system that facilitates (P) marine tourism activities by considering the resulting environmental and social impacts, as well as optimizing economic benefits for local communities (Q) by considering cultural, economic and environmental aspects as an inseparable unit (R)

Source: 2023 research results

Based on the CATWOE analysis of governance and institutional problems in Payangan, Jember, a root definition can be drawn up on the complexity of institutional problems in Payangan, Jember as follows: Marine tourism institutions are a system that facilitates (P) marine tourism activities by considering environmental and social impacts produced, as well as optimizing economic benefits for local communities (Q) by considering cultural, economic and environmental aspects as an inseparable unit (R).

The root definitions of governance and institutional issues are depicted in the following table.

Table 4 Root Definitions in Governance and Institutions in Payangan, Jember

No.	Problem	Root Definitions
1.	Governance	Sustainable marine tourism governance (P) is a governance process that benefits all parties involved, local communities, government, private sector, and the ecosystem or environment (Q) by considering cultural, economic and environmental aspects as an inseparable whole (R).
2.	Institutional	Marine tourism institutions are a system that facilitates (P) marine tourism activities by considering the resulting environmental and social impacts, as well as optimizing economic benefits for local communities (Q) by considering cultural, economic and environmental aspects as an inseparable unit (R).

Source: 2023 research results

Based on table 4 above, a conceptual model can be constructed based on root definitions, because root definitions are used as a basis for building a conceptual model that can help identify deficiencies or errors in existing governance and institutions in Payangan.

4. Conceptual Model

The analysis of Customer, Actor, Transformation, Worldview, Owner, and Environmental Constraint (CATWOE) in Payangan reveals that the regulatory framework, which serves as the mainstay of governance, is inadequately enforced by each management group in Payangan. Particularly lacking is the articulation of the interests and needs of the local majority. Therefore, a conceptual institutional model is needed to address these limitations by collectively enforcing both formal and informal constraints to achieve sustainable governance. The following is an institutional conceptual model for marine tourism which is managed by community groups based on the definition of the root of the problem.



Source: data processed by researchers, (2023)

Figure 4 Conceptual Model

This conceptual model is built upon a root definition stating that marine tourism managed by community groups needs to enforce governance regulations (formal

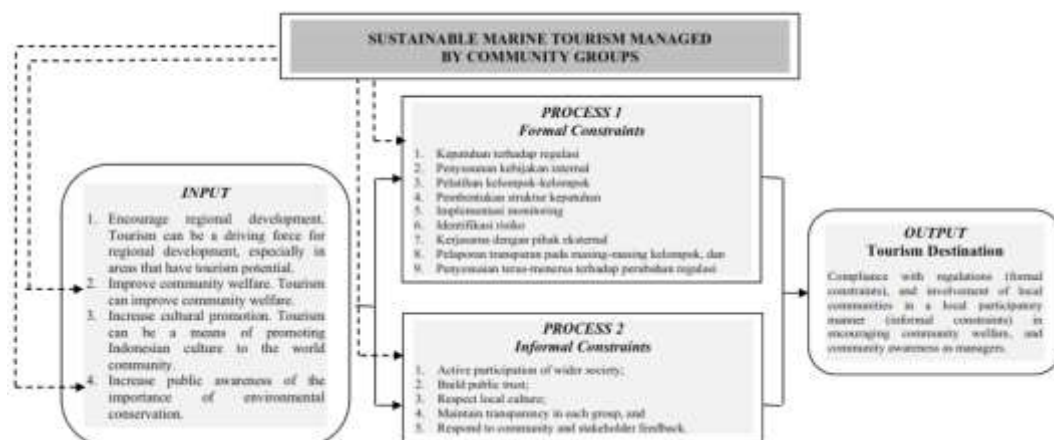
constraints) and engage local communities in a participatory manner, thus enabling the enforcement of both formal and informal constraints together.

The inputs to this model are: (P1) Community groups need to enforce governance regulations (formal constraints), and (P2) Community groups need to embrace participatory engagement of local communities as part of informal constraints. Based on these inputs, the processes include: (Q1) Formal Constraints: Community groups ensuring compliance and collaboration with governance regulations (formal constraints) by adhering to regulations, internal policies, team training, compliance structure formation, monitoring implementation, risk identification, external cooperation, transparent reporting, and continuous adaptation to regulatory changes. (Q2) Informal Constraints: Mechanisms for community groups to be open to participatory involvement of local communities through conventions, trust, and social and cultural norms held by the local community.

The outputs from both processes - Q1 and Q2 - are: Output (Q1): The formal process includes aspects of compliance with regulations and policies, with steps such as team training, compliance structure formation, monitoring implementation, risk identification, external cooperation, transparent reporting, and continuous adaptation to regulatory changes (R). Output (Q2): The informal process focuses on mechanisms for community involvement through conventions, trust-building through consistent actions, respecting local culture, maintaining transparency in communication, and responding to community feedback. The result of these processes is an integrated framework that creates a balanced environment between formal compliance and positive interaction with the local community (R).

The overarching theme of the statement above is that sustainable marine tourism management must integrate both formal constraints (related to governance regulation compliance) and informal constraints (related to favoring local communities). These two aspects complement and support each other in achieving the goal of sustainable marine tourism management.

This conceptual model is a development based on field findings, institutional theory, and institutional level theories (Williamson, 2000). The theories discussed pertain to first-level institutions. To apply the conceptual model, the author outlines it in the following scheme.



Source: data processed by researchers, (2023)

Figure 5 Schematic of the Conceptual Model

The conceptual model scheme is based on the premise that sustainable marine tourism management needs to consider two aspects: formal constraints and informal constraints. Formal constraints are related to compliance with governance regulations, while informal constraints involve favoring local communities (Morabi Jouybari et al., 2023).

Regarding formal constraints, marine tourism management must adhere to government regulations. To ensure this, management groups need to take steps such as regulatory compliance, internal policy formulation, team training, compliance structure establishment, monitoring implementation, risk identification, external collaboration, transparent reporting, and continuous adaptation to regulatory changes. These measures aim to ensure regulatory compliance, enhance integrity, and support the sustainable operation of marine tourism management (Antonio, 2019).

In terms of informal constraints, marine tourism management should engage local communities. This is crucial for establishing strong and sustainable institutions that respect the values and aspirations of local communities. To involve local communities, management groups can undertake initiatives such as active community participation, building trust, respecting local culture, maintaining transparency, and responding to community feedback. These steps aim to promote active participation of local communities in marine tourism management, build local community trust in management groups, strengthen local culture, maintain transparency in marine tourism management, and respond to local community feedback to enhance marine tourism management.

Based on the analysis of the above conceptual model, it can be concluded that sustainable marine tourism management can be achieved through two approaches: formal and informal. These approaches complement and reinforce each other. The formal approach ensures compliance with governance regulations, while the informal approach ensures the involvement of local communities in promoting community welfare and awareness as managers.

5. Comparison of Conceptual and Real World Models

This stage is conducted to compare existing field problems with the systems thinking approach proposed, thereby enabling the creation of solutions to these issues (Sridan & Surapolchai, 2020). The significance of this stage lies in its ability to identify gaps between the real-life situation in the field and the designed conceptual model (Tuna, 2012). By conducting this comparison, we can assess how well the conceptual model can be applied in a real-world context and how it can be adjusted to more effectively address the problems.

The following presents a comparison between the conceptual model and the actual field problem situation. Conceptual models typically encompass various components and relationships that are expected to systematically resolve issues. On the other hand, real-life situations in the field are often more complex and dynamic, involving various unpredictable factors (Rosli et al., 2023). Through this analysis, we can evaluate the effectiveness of the conceptual model, identify weaknesses or shortcomings, and make necessary adjustments. Thus, the solutions generated are not only theoretical but also practical and tailored to the real conditions in the field

Table 4 Comparison matrix between Conceptual Model and Definition of Complexity of Governance and Institutional Problems in Payangan

Activity model	How to do	By whom	RealWords	Input improvements or changes
Elaboration of the first level model or embeddedness with field findings (governance becomes institutional support)	There is a need to construct the reality that exists in Payangan, Jember objectively.	The Sumberejo Village Government is the regulator, and the Pokdarwis or management groups are the operators so that their orientation is not solely pursuing profit oriented.	The social construction of the management of Payangan Tourism, Jember is still exclusive or only managed by community groups that are profit-oriented by limiting the involvement of other parties, because they are considered to disturb the status quo that has pioneered Payangan Tourism. This pattern of domination by managing community groups means that network organizations cannot "live" and efforts to accommodate the interests of local communities through institutional involvement are hampered.	To perfect first-level institutions that place governance as institutional support, this is done by focusing on several things: 1. Reality Construction: Reality is influenced by social construction, groups, local communities and stakeholders, so their opinions need to be heard and involved in Payangan Tourism governance, Jember to improve several complex problems of services, facilities and infrastructure, participation, contribution and coordination in Payangan. 2. Social Networks: Social networks play an important role in shaping the perceptions of the parties involved and involved in tourism development in Payangan, so that improvements made need to be carried out inclusively by taking into account the interests of local communities, government and stakeholders by placing the parties proportionally in accordance with respective authorities in order to strengthen services, facilities and infrastructure, participation, contribution and coordination in Payangan.
	Jaringan sosial yang baik perlu dikembangkan oleh pengelola Payangan.	Organ pengelola Wisata Payangan, Jember – regulator – dan operator – perlu meningkatkan networking dengan masyarakat lokal sebagai upaya mengakomodir kepentingan subjek, dan memperkuat jaringan.	Peran regulator atau Pemerintah Desa Sumberejo tidak mampu melakukan pengendalian pengelolaan yang berorientasi kepentingan masyarakat lokal dan memperkuat jaringan dengan pemangku kepentingan eksternal lain, karena keberadaan regulator kalah dominan dibandingkan dengan operator yang terdiri dari beberapa kelompok yang mengklaim dirinya adalah Pokdarwis.	3. Path-Dependent: Path-dependent development in marine tourism development can be interpreted as utilizing historical traces and local experience to increase the attractiveness of marine tourism. The path-dependent concept shows that developments and decisions made previously influence the options currently available, so that the conceptual model prepared is a collaboration
	Adanya ketergantungan dengan realitas kelembagaan lain yang sudah ada.	Pengelola Wisata Payangan, Jember – regulator – maupun operator – dalam governansinya tidak bisa lepas dari lingkungan sebagai bagian	Governansi dan kelembagaan yang eksklusif serta dominan dilakukan oleh kelompok-kelompok kecil masyarakat saja, menjadikan pengelolaan Wisata Payangan, Jember berbeda atau melepaskan diri ikatan kelembagaan yang lebih besar yang dirancang oleh pemerintah untuk menjadikan	

Activity model	How to do	By whom	RealWords	Input improvements or changes
		dari kelembagaan partisipatif	governansi wisata bahari yang berkelanjutan.	between the reality of the good past, and the reality of the future which is the need for sustainable tourism development in terms of services, facilities and infrastructure, participation, contribution and coordination.

Source: 2023 research results

6. Defining Changes that are Implemented Systematically

The stages of change in sustainable marine tourism managed by community groups focus on the concept of change based on comparative outcomes to improve field conditions (Hindle, 2023). This concept of change should emphasize institutions managed by community groups that are responsive to the needs and interests of local communities (Endah Trihayuningtyas, 2018) (Khan et al., 2020) (Zaenuri et al., 2021).

In the context of marine tourism, local communities are key actors playing a crucial role in tourism management. They possess local knowledge and skills that can be utilized to develop tourism sustainably. Therefore, institutions managed by community groups must be capable of embracing local communities and providing space for their participation in decision-making processes (Peters & Pierre, 2006) (Anele & Sam-Otuonye, 2021).

Collaboration between formal constraints and informal constraints is key to achieving sustainable change. Formal constraints, such as regulations and policies, play a crucial role in providing legal certainty and protecting stakeholder interests. Meanwhile, informal constraints, such as norms and social values, are crucial in maintaining order and social harmony.

Therefore, in the management of sustainable marine tourism, community groups need to integrate formal constraints and informal constraints. This can be achieved by involving local communities in the formulation of regulations and policies, and by imparting an understanding to them about the importance of these regulations and policies.

CONCLUSION

Based on the research findings and discussions, the following conclusions can be drawn: Firstly, there are 24 governance and institutional problems in Payangan, Jember. These arise because management groups fail to enforce governance regulations (formal constraints) and encounter participation barriers from some local communities (informal constraints).

Secondly, the governance and institutional problems in Payangan, Jember indicate that management groups do not enforce governance regulations (formal constraints) due to their pursuit of economic profit. Conversely, the participatory involvement of local communities is hindered by the hegemony of these management groups, resulting in suboptimal benefits for the local populace. The neglect of both

formal and informal constraints contributes to poor institutional practices that impede effective governance.

Thirdly, the root problem definition for Payangan, Jember is that marine tourism managed by community groups with individual objectives requires consensus in enforcing governance regulations (formal constraints) diligently, and comprehensive involvement of local communities (informal constraints) to achieve sustainable governance.

Fourthly, the conceptual model for Payangan, Jember is derived from the root problem definition stating that marine tourism managed by community groups with individual objectives necessitates consensus in diligently enforcing governance regulations (formal constraints) and involving local communities comprehensively (informal constraints). The collaborative integration of formal and informal constraints builds upon field findings, institutional theory, and first-level institutional theories (Williamson, 2000).

Fifthly, comparing the conceptual model of marine tourism institutions with real-world conditions shows that the model needs to establish consensus and enforce governance regulations (formal constraints) while involving local communities comprehensively (informal constraints). The essence of this conceptual model is a responsive solution to the realities in Payangan, Jember, where managers prioritize personal interests without engaging the local community thoroughly, resulting in its deterioration.

Sixthly, based on the comparative outcomes, the concept of change to improve the situation in Payangan, Jember emphasizes the need for systematic implementation of collaborative changes, both partially and collectively. Collaboration between formal constraints and informal constraints by management groups is crucial to ensure fairness, lower transaction costs, and avoid detrimental asymmetric information for stakeholders, especially visitors and the local community.

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