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Building Tourism from Within: Mobilizing the Lens of Social Innovation on Pasaran Island

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Abstract

The identification of tourism attractions and supporting tourism-related infrastructure in small urban islands is often preceded by an unawareness of the existing social and institutional capacity. This study scrutinizes existing livelihoods practices, community networks, environmental initiatives and the governance on Pasaran Island, a small Indonesian island with high tourism potential. A qualitative research approach used with 13 semi-structured interviews, non-participant observation and analysis of relevant government and institutional documents. Mobilizing the lens of social innovation, findings were interpreted from community-based tourism and destination governance perspectives. Livelihoods in the fisheries and fish processing sectors possess the knowledge, skills and business structures that can support future visitor-oriented activities. Existing community-based producer groups and SEA MAMA—a women initiative group, recycling community have shown emerging capacities for collective actions and environmental stewardship. Formal planning mechanisms and government facilitation provide further institutional entry points, despite limiting community influence over decision-making. These capacities are subject to weak access to capital, underused facilities, fragmented environmental management, dependence on local champions, and the absence of integrated tourism governance. The study argues that Pasaran Island is best understood as a pre-destination community in which livelihood assets and institutions form tourism-enabling social capacity but have not yet developed into destination-level institutionalization.

Keywords: *social innovation; community-based tourism; small island; destination governance; sustainable livelihoods; tourism readiness*

INTRODUCTION

Small islands are particularly relevant to tourism development, as constraints on land availability, ecological sensitivity, local social relations, and resource availability mean economic opportunity is inextricably linked to local control and environmental responsibility (Nurhasanah & Van den Broeck, 2022; Nurhasanah et al., 2024). Tourism can diversify island livelihoods, but growth does not necessarily translate into poverty reduction, equitable benefit distribution, or greater community agency (Scheyvens & Momsen, 2008a, 2008b). Findings from Indonesian islands also suggest that tourism-led livelihood transitions may generate additional income but also increase dependency, competition, and exposure to volatile visitor markets (Lasso & Dahles, 2018).

Pasaran Island is an urban island covering approximately 14 hectares in Bandar Lampung City. Its economy relies on capture fisheries, aquaculture, anchovy processing, and related micro-enterprises. Its settlement system faces spatial pressure, coastal vulnerability, uneven access to

resources, and institutional fragmentation (Amanda et al., 2025; Iqbal et al., 2024; Zaini et al., 2023). Previous research also notes potential for community-based marine tourism on the island, suggesting that fisheries, coastal life, local food, and community activities could be developed as visitor experiences if local capacity and environmental conditions are strengthened (Noor et al., 2021). With these characteristics, Pasaran Island is an important case to study before it becomes a full destination.

Community-based tourism is not defined by residents' geographical location in a tourism area. It involves meaningful community participation, some level of local control over planning and management, and a fair distribution of tourism costs and benefits (Okazaki, 2008; Scheyvens, 1999). The small-island ecotourism review also highlights that participation, community capacity, political empowerment and bargaining power are core but still underdeveloped dimensions of tourism governance (Nurhasanah, Angely, et al., 2025; Nurhasanah et al., 2024). When community participation goes beyond consultation to give residents the power to influence priorities, organise enterprises and keep value within the locality, it becomes more meaningful (Scheyvens, 1999; von Jacobi et al., 2024). This principle is especially important for small islands where external investment or rapid promotion of destinations can displace existing livelihoods and weaken the social institutions upon which island resilience depends (Lasso & Dahles, 2018; Scheyvens & Momsen, 2008a, 2008b).

Social innovation offers a useful lens for tracing how this capacity was constructed before tourism's formalisation as a sector. Moulaert and MacCallum (2019) conceptualise social innovation as interlinked processes of responding to unmet needs, changing social relations, and enhancing collective agency. However, in the present study, the routine livelihood activity is not considered an innovation simply because it is locally embedded. Practice becomes analytically relevant as social innovation when it changes how collective needs are met, how relationships or coordination are organised, or the scope of community agency. Similar patterns appear in tourism research, where participation becomes transformative when it produces new collaborative practices, organisational arrangements, and bargaining capacities, rather than simply enrolling residents in externally designed projects (Malek & Costa, 2015; Nurhasanah & Van den Broeck, 2022; Wirth et al., 2023).

In that context, community-based tourism also involves attractions. It relies on social capital, collective organization, enterprise routines, knowledge exchange, and institutions that can keep value locally (Jones, 2005; Mendoza-Moheno et al., 2021; Burton et al., 2025). Sustainable livelihoods perspectives provide an important boundary: tourism should supplement existing economic practices, not replace them or create dependency on uncertain visitor markets (Lasso & Dahles, 2018; Scheyvens & Momsen, 2008a). Fisheries, fish processing, culinary practices, and recycled handicrafts on Pasaran Island should therefore be read first and foremost as livelihood and community assets. Their importance for tourism is potential and conditional, but not evidence that tourism products are available.

Destination governance is the institutional connection between these assets and any future tourism system. Destinations are increasingly recognised as adaptive systems generated by interactions among resources, institutions, public policy, firms, and communities, rather than as collections of attractions (Jovicic, 2016). Literature on destination emergence describes institutional change and state action as generators of new tourism pathways, while literature on institutional bricolage describes how actors reconfigure existing rules, relationships, and resources when formal arrangements are incomplete (Belay & Adu-Ampong, 2023; Mzembe et al., 2019). Readiness studies also highlight the importance of local institutions and community capacity before implementing tourism development (Prayitno et al., 2022). These processes involve cooperation among community groups, fisheries agencies, support for MSMEs, environmental services, planning authorities, and tourism actors for a small urban island within municipal administration (Bramwell & Lane, 2011; Hall, 2011).

Taken together, these literatures point to a three-level process. Assets such as community and livelihood assets (skills, enterprises, networks, environmental practices and public facilities) do not necessarily translate into tourism capacity. They become tourism-enabling social capacity when collective organisation, responsibility for the environment, locally retained value, learning, and community voice enable those assets to be mobilised without undermining everyday livelihoods. An additional stage of destination-level institutionalisation – representative governance, community consent, visitor management rules, benefit sharing arrangements and inter-agency coordination – translates that capacity into an organised destination system. It is a conditional and iterative relationship, not a linear one: attractive assets may break the process, weak environmental management may break it, or fragmented governance may break it.

Most tourism studies begin once the tourism actors, products or destination organisations have already emerged (Burton et al., 2025; Junaid et al., 2021; Malek & Costa, 2015; MendozaMoheno et al., 2021; Wirth et al., 2023). What is an under-explored theoretical issue is how institutions that are not originally tourism institutions – livelihood systems, producer networks, environmental initiatives, and local planning arrangements – become capacities that can enable a community-controlled tourism pathway? Small-island research has focused on empowerment, bargaining power, environmental vulnerability, and alternative governance, but less on this pre-institutional stage of destination formation (Nurhasanah, Angely, et al., 2025; Nurhasanah et al., 2024). Pasaran is a valuable case, as tourism remains prospective and the social and institutional conditions for its development are already visible.

This study thus asks: how do localised social innovations transform non-tourism assets and institutions into tourism-enabling capacity before destination-level institutionalisation on a small urban island? The four empirical domains – livelihoods, community networks, environmental practices and local governance – are sensitising domains for the organization of evidence, not pre-assumed outcomes. This study contributes to the conceptualisation of Pasaran Island as a pre-destination community and differentiates three levels of analysis: tourism-relevant assets, tourism-enabling social capacity, and destination-level institutionalisation. This gap helps separate what exists, what is still possible for tourism, and what institutional conditions would need to be negotiated to successfully develop community-based tourism responsibly.

METHODS

Research design and analytical scope

This qualitative study uses a theory-informed, primarily deductive design grounded in Moulaert and MacCallum's (2019) social innovation framework. First-cycle coding examined basic-needs satisfaction, social transformation, and political empowerment. A second interpretive cycle organized the material through four tourism-relevant sensitizing domains—local livelihoods, community networks, environmental practices, and local governance. These domains guided comparison but were not treated as predetermined findings. Material that qualified, complicated, or contradicted the initial framework was retained as analytically meaningful rather than forced into a confirming account. The units of observation were residents and institutional actors involved in Pasaran Island's development; the unit of analysis was the set of practices, relationships, and institutional arrangements that may enable or constrain community-based tourism before tourism itself becomes an established sector.

The research process shown in Figure 1 therefore combines a deductive first cycle with iterative comparison across interviews, observations, and documents. The purpose is not to measure tourism performance, but to trace how non-tourism assets and institutions may acquire tourism relevance and where that process remains incomplete.

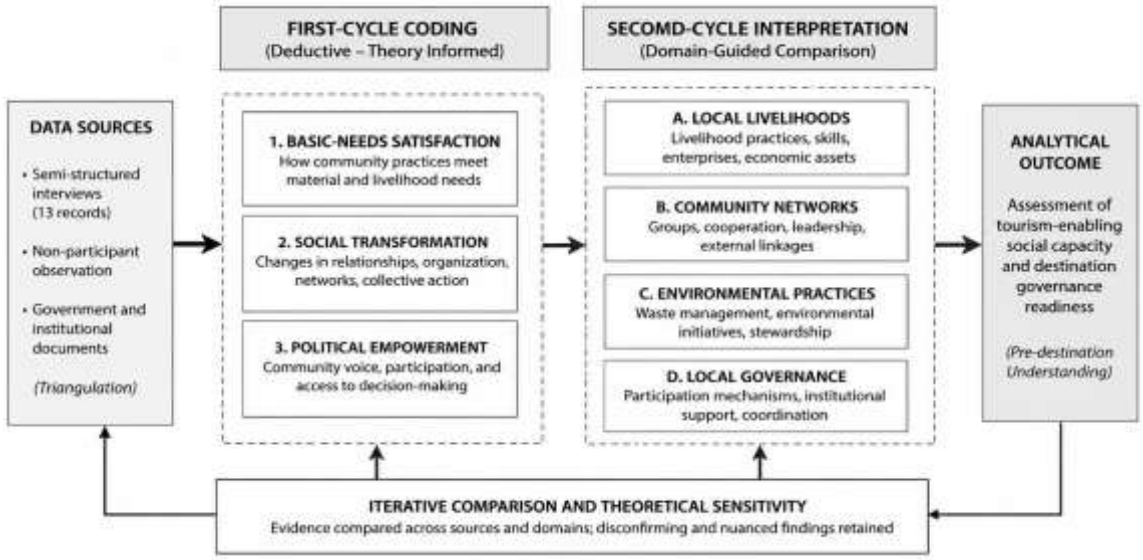


Figure 1. Research Design and Analytical Stages
Source: Research data, 2026

Data collection

The study combined semi-structured interviews, non-participant observation, and document review. Fieldwork took place over three weeks, from 5 to 24 January 2026. Interviews examined livelihood practices, collective organization, environmental initiatives, institutional support, and participation in local development. Non-participant observation during the same fieldwork period focused on livelihood activities, community interaction, environmental conditions, participation, and physical facilities; observational material contextualized interview accounts and helped distinguish existing practices from tourism possibilities inferred by the researchers. The field toolkit included an interview guide, observation sheets, consent forms, a document checklist, a mobile phone for documentation and audio recording, and a laptop for data processing.

The researchers purposively selected interviewees, prioritizing actors whose knowledge was directly relevant to the study's analytical purpose (Ahmad & Wilkins, 2025). The roster covered district and neighborhood leadership, a capture fisher, fish-processing MSME operators, a local environmental organization, and representatives of the Marine and Fisheries Agency, the Cooperatives and MSMEs Agency, Bapperida, and the Environmental Agency. The informants (chosen actors) were guided by information sufficiency rather than a fixed numerical target: fieldwork ended when repeated accounts were adding limited new analytical detail across the core domains (Hennink et al., 2020). The chosen interviewees provide broad institutional coverage, but they skew toward formally connected actors; less-connected residents, informal workers, youth, and residents skeptical of tourism were not systematically represented.

Table 1. Interview-Record Selection Criteria

Record category	Selection criteria
Teluk Betung Timur District official	1. The informant works for the district government. 2. The informant holds a position related to community development, the local economy, or regional development. 3. The informant understands district policies and programs relevant to Pasaran Island. 4. The informant has participated in inter-agency coordination concerning social or economic interventions in coastal areas.
Head of the Pasaran Island neighborhood unit	1. Understands the social conditions of the Pasaran Island community. 2. Is directly involved in local organizations and community activities.

Record category	Selection criteria
Fisher or fisher-group leader	1. Participates in the local fisheries production chain. 2. Has direct experience of socioeconomic change and social innovation.
Fish-processing MSME operator	1. Operates a community-based small enterprise. 2. Actively undertakes fish production or processing on Pasaran Island. 3. Has experience in local business practices, marketing networks, and community-based divisions of labor.
Local community organization	1. An individual or group active in social or environmental activities on Pasaran Island.
Bandar Lampung Marine and Fisheries Agency	1. Holds a position related to fisher development, fish processing, or fisheries supply-chain improvement. 2. Understands fisheries policies, programs, and assistance provided to Pasaran Island. 3. Has provided mentoring or training to fisheries groups or fisheries-based MSMEs.
Bandar Lampung Cooperatives and MSMEs Agency	1. Works in the agency's MSME development division. 2. Has detailed knowledge of MSMEs operating in the fish-processing sector on Pasaran Island. 3. Has participated in mentoring, monitoring, or facilitating small-business operators on Pasaran Island.
Bandar Lampung Regional Development Planning, Research, and Innovation Agency (Bapperida)	1. Contributes to development planning, particularly for Pasaran Island. 2. Understands the direction of regional development policy, including policy affecting Pasaran Island. 3. Understands or is involved in program integration.
Environmental Agency	1. Has experience managing coastal or urban environmental issues, particularly on Pasaran Island. 2. Understands waste-management conditions on Pasaran Island.

Source: Research data, 2026

Based on these criteria, the role-based interview records included in the study are summarized below:

Table 2. Anonymized Interview Records

Interview record	Actor category	Gender	General role	Primary evidence contribution
G01	Local government	Female	District development official	District programs and inter-agency coordination
C01	Community leadership	Male	Neighborhood leadership	Community conditions, local deliberation, fisheries organization
F01	Livelihood actor	Male	Capture fisher	Capture-fisheries livelihood practices
M01	MSME	Male	Fish-processing operator	Processing enterprise and extension support
M02	MSME	Male	Fish-processing operator	Intergenerational processing livelihood
M03	MSME	Male	Fish-processing operator	Intergenerational processing livelihood
M04	MSME	Female	Fish-processing operator	Group membership and enterprise organization
	Community organization	Female	Environmental/community initiative	Waste reuse, environmental learning, network formation
G02	Government agency	Male	Fisheries-sector representative	Fisheries facilities, programs, and infrastructure use
G03	Government agency	Male	MSME-sector representative	Enterprise support and capital constraints

Interview record	Actor category	Gender	General role	Primary evidence contribution
G04	Planning agency	Female	Planning/economy representative	Local economy, planning, and participation channels
G05	Planning agency	Female	Planning/research representative	Development coordination and planning documents
G06	Environmental agency	Male	Environmental-management representative	Waste-management conditions and service gaps

Source: Research data, 2026

The field roster contains 13 role-based interview records: two Bapperida records; one record each from the Marine and Fisheries Agency, the Cooperatives and MSMEs Agency, the Environmental Agency, and Teluk Betung Timur District; one neighborhood-leadership record; four fish-processing MSME records; one local community-organization record; and one fisher record. Eight records are male, and five are female. To protect confidentiality, the revised manuscript reports anonymized codes and generalized roles rather than names and highly specific job titles. The interview lasted about an hour, was conducted in Bahasa, and was then transcribed. We also translated the English quotations.

The secondary data included local MSME data, fisheries-assistance materials, activity reports, government and institutional records, planning documents, the Review Study on Coastal Area Planning in Bandar Lampung City, and previous research on community-based marine tourism on Pasaran Island (Bandar Lampung City Government, 2025; Noor et al., 2021). We included documents that provided evidence on livelihoods, enterprise support, environmental management, Infrastructure, governance, or prior tourism-related planning. Table 3 summarizes the substantive domains covered by the semi-structured interview guide.

Table 3. Condensed Interview Domains

Domain	Indicative interview focus	Main record categories
Livelihoods and basic needs	Livelihood continuity; production and processing; enterprise constraints; facilities and institutional support	Fisher; MSME operators; fisheries and MSME agencies
Community networks and social transformation	Group membership; collective action; peer learning; leadership; external networks	Community leadership; MSME operators; community organization
Environmental practices	Waste practices; environmental initiatives; learning; service and infrastructure gaps	Community organization; environmental agency; community leadership
Governance and political empowerment	Participation channels; government facilitation; influence over decisions; coordination	Neighborhood leadership; district; Bapperida; sectoral agencies
Tourism-related reflection	Possible visitor-facing uses of existing assets; activities that should remain protected; safeguards and benefit considerations	Relevant community and institutional records

Source: Research data, 2026

Analytical framework and components

The analytical framework separates ordinary community practice from social innovation and separates both from destination formation. We treated practice as social innovation only when evidence showed at least one substantive change in how collective needs were met, how relationships or organizational arrangements worked, or how community agency and access to decision-making were strengthened (Moulaert & MacCallum, 2019). Routine fishing, fish

processing, kinship, or participation were therefore not classified as innovation simply because they were local. These practices first enter the analysis as community and livelihood assets. They become tourism-enabling social capacity only where organization, learning, environmental stewardship, locally retained value, or community voice enables collective mobilization. Destination-level institutionalization is a further analytical level requiring representative governance, community consent, visitor-management rules, benefit-sharing arrangements, and inter-agency coordination (Bramwell & Lane, 2011; Hall, 2011; Okazaki, 2008).

Table 4. Integrated Analytical Framework

Analytical level	Definition	Empirical indicators	Boundary / caution
Social innovation process	Change in needs satisfaction, social relations/organization, or collective agency	Collective enterprise arrangements; new networks; environmental learning; expanded participation	Routine local practice alone is not social innovation
Tourism-relevant assets	Existing non-tourism resources and practices with possible tourism relevance	Fisheries, processing knowledge, local food, facilities, groups, environmental initiatives	An asset is not a tourism product and does not imply resident willingness to host
Tourism-enabling social capacity	Collective ability to mobilize assets while protecting livelihoods and local control	Organization, learning, locally retained value, stewardship, voice, coordination	Capacity may remain partial, uneven, or dependent on individual champions
Destination-level institutionalization	Rules and organizations that make a destination governable and accountable	Representative governance, consent, visitor management, benefit sharing, inter-agency coordination	Institutionalization is not established in the present case

Source: Research data, 2026

Data analysis method

The present study uses qualitative content analysis of interviews, field observations, and documents through systematic coding, categorizing, and contextual interpretation (Krippendorff, 2022). In the first coding cycle, the a priori dimensions of social innovation were basic-needs satisfaction, social transformation, and political empowerment (Moulaert & MacCallum, 2019). Second-cycle interpretation compared the coded material across four sensitising domains, namely livelihoods, community networks, environmental practices and local governance, to investigate how each domain created, limited or conditioned tourism-enabling capacity. The research design did not require all sources to agree; instead, it used cross-source comparison to identify convergent, complementary, and contradictory evidence. The analysis reports the findings in three types of evidentiary status: (1) observed or documented practice; (2) tourism aspirations explicitly expressed by participants; and (3) tourism possibilities inferred by the researchers. This distinction matters because existing livelihoods and community initiatives should not be repackaged as tourism products without evidence of resident endorsement.

The analytical sequence was transcription, first-cycle coding, second-cycle categorization, comparison across interviews, observations, and documents, interpretation of relationships among themes, and conclusion. NVivo was used to manage codes and compare sources. Table 5 presents the coding pathway. The dataset provides evidence from residents and development institutions, not tourists, tourism businesses, or a destination-management organization, and does not measure visitor demand, service quality, destination competitiveness, actual tourism impacts, or community-wide willingness to host visitors.

Table 5. Coding Pathway and Evidence Sources

First-cycle dimension	Representative codes	Evidence sources	Second-cycle domain	Analytical interpretation
Basic-needs satisfaction	Livelihood continuity; processing capacity; capital constraints; facility use	Interviews; observation; government documents	Local livelihoods	Existing livelihood assets and conditions for locally retained value
Social transformation	Producer groups; peer learning; SEA MAMA; network expansion; leadership dependence	Interviews; observation	Community networks	Nascent collective capacity, but not a tourism organization
Basic needs + social transformation	Waste sorting; recycling; environmental learning; service gaps	Interviews; observation; institutional records	Environmental practices	Partial environmental capacity constrained by system-level gaps
Political empowerment	Musrenbang; local deliberation; facilitation; decision influence; coordination	Interviews; planning documents	Local governance	Community voice is present, while decision authority and co-governance remain limited

Source: Research data, 2026

Research trustworthiness and ethics

Credibility was increased by triangulating evidence from interviews, field observations, government records, and planning or institutional documents. Triangulation was used to look for convergence, complementarity, and contradiction, not to dismiss minority accounts. For instance, SEA MAMA records the locally organised waste-reuse practices, whereas the Environmental Agency describes the lack of a systematic island-wide waste management arrangement. The difference is analytically important as it distinguishes community initiative from institutionalised environmental governance. In the revised manuscript, dependability and confirmability are supported by making the coding pathway explicit and linking interpretations to evidence sources. Transferability is based on context description, not statistical generalisation, and all claims are tied to this single, institutionally linked case.

The field protocol consisted of consent forms and an interview guide, and the research toolkit included audio-recording equipment. In the revised manuscript, confidentiality is the norm, as some interview material examines governance, local environmental behaviour, and public programs. We redacted participant names, generalised highly specific positions, and attributed quotations only to anonymised role codes. The same principle applies to interpreting potentially sensitive differences between community and government accounts.

RESULTS AND DISCUSSION

This section presents the findings through four sensitizing domains: livelihoods, environmental practices, community networks, and local governance. Throughout, the analysis keeps three levels of evidence separate. Existing practices and institutional arrangements are reported as observed or documented evidence; tourism aspirations are attributed only where participants expressed them; and potential visitor-oriented uses are identified explicitly as researcher inferences. This distinction prevents everyday livelihoods from being treated as tourism products before community willingness, safeguards, and institutional arrangements have been established.

Local Livelihoods, Enterprise Support, and Tourism Value-Chain Foundations

The first domain links meeting basic needs to generating locally controlled tourism value. Community-based tourism is more likely to sustain livelihoods when it builds on existing capabilities, retains value locally, and does not replace a diverse livelihood system with dependence on visitor spending (Lasso & Dahles, 2018; Okazaki, 2008; Scheyvens & Momsen, 2008a). On Pasaran Island, fishing and fish processing are not peripheral cultural features; they are the economic practices through which households, enterprises, and community groups sustain their everyday lives. Hence, their tourism relevance lies in the potential to add well-designed culinary, educational, and fisheries-related experiences without displacing the productive system residents depend on.

Locally rooted tourism assets as fisheries livelihoods

Fisheries are first considered a livelihood asset, not a social innovation per se. The analytical question is whether residents have produced collective arrangements—producer groups, shared facilities, marketing practices, or institutional linkages—that alter how livelihoods are sustained and increase collective capacity. Tourism is only a potential second-order interpretation: visitor-oriented applications may be conceivable, but are not treated as existing products or as evidence of community-wide willingness to host.

The coastal planning review shows that Pasaran Island is a center for processing and marketing of fishery products and is part of the wider development of the Teluk Betung Timur coastal area (Bandar Lampung City Government, 2025). This evidence records the scale and embeddedness of the fisheries economy; it does not establish a tourism function.

Field observations show that the local economy has long relied on fishing, fish processing, and marketing activities. These activities are taking place in a densely connected island space. The island's economic base therefore operates not as a set of isolated household enterprises but as part of a larger urban coastal system. Pasaran Island's livelihood system revolves around fisheries. *"Fishers indeed dominate Pasaran Island. Fishing is their livelihood, so they engage in capture fisheries. If I remember correctly, they catch roughly 65 kinds of fish in a day, although of course the catch is not always the same."* (G04, municipal planning agency)

A community leadership record further explained that the local fishing community includes capture fishers, fish processors, and aquaculture operators. Fisheries activity on Pasaran Island therefore extends across the value chain, from upstream production to downstream processing. *"There are capture fishers, fish processors, and aquaculture fishers - including the Karang Ijo aquaculture group. Anyone whose livelihood is connected to fish falls within the fishing category, from upstream to downstream."* (C01, community leadership)

The results document a reasonably complete local value chain of capture, aquaculture, processing, and marketing. That continuity is a livelihood strength. The base could support researcher-inferred possibilities such as culinary demonstrations, educational visits, product sales, or fisheries interpretation, but the current interviews do not establish community-wide willingness to host such activities. Any future layer facing the visitor would therefore need explicit consent and safeguards for production routines, food safety, privacy, and the economic priority of fisheries livelihoods.

Secondary data show several active fisheries groups in Pasaran Island: one joint capture-fisheries business group, two floating-net-cage aquaculture groups, and six fish-processing and marketing groups, most of which process anchovies. This structure confirms that the island economy comprises capture, aquaculture, processing, and marketing in a linked fisheries value chain.

Table 6. Fisheries Business Groups on Pasaran Island

Group Name	Year Established	Leader	Number of Members	Business Activity
Bintang Bahari II	2022	M. Toha	11	Capture fisheries
Singa LAUT	2014	Warli	10	Floating-net-cage aquaculture
Damai Samudra	2017	Ashari	10	Floating-net-cage aquaculture
Putra Permana Jaya	2010	Dasuki	11	Anchovy processing
Putra Pidada Baru	2010	Hi. Warna	10	Anchovy processing
Usaha Bahari Jayen	2010	Toto Heriyanto	10	Anchovy processing
Waluya	2010	Hendrik Sutiono	11	Anchovy processing

Source: Research data, 2026

Another defining feature of the local economy is its longevity and intergenerational continuity. Some actors observed: *"It has been here for about twenty years. Twenty years. I grew up here."* (M02, fish-processing MSME). *"I think it goes back to around 1975 - sometime in the 1970s. The older generation started it, and now it has been passed down to their children."* (M03, fish-processing MSME).

The economic activity on Pasaran Island is therefore not a short-term response to a short-lived program. It is an inter-generational system of livelihoods in which knowledge, occupational identity and production skills are reproduced. Within the framework of tourism development, this continuity is a form of cultural and economic capital embedded locally, but it should not be commodified without community approval and with clear rules for how visitors access working spaces and how benefits are shared (Jones, 2005; Okazaki, 2008; Scheyvens, 1999). The strength of this economic base also shows up in how residents organize business. *"Most fish processors here operate individually, but they also belong to a group. Without a group, it is difficult to receive assistance, and a group must have at least ten members."* (M04, fish-processing MSME)

Maintaining a livelihood requires individual enterprise as well as collective organization. Producer groups already coordinate access to assistance and provide a platform for shared learning and facilities. This suggests the early development of organisational capacity, but it is not equivalent to a tourism organization: no group in the current dataset has a mandate to design visitor activities, distribute tourism benefits, or manage shared tourism assets (Jones, 2005; Mendoza-Moheno et al., 2021).



Figure 3. Anchovy-Processing Activities on Pasaran Island

Source: Research data, 2026

The government also provides Infrastructure, training, and institutional support, especially in fish processing, to help meet basic needs. These interventions show that local livelihoods depend not only on community-based economic activity but also on facilities that enable residents to run and develop their businesses. The statement below suggests the government is engaged in

planning and providing operational support for community fisheries enterprises. Thus, the island's basic needs are met by a mix of local economic activity and institutional support that sustains the viability of those enterprises. *"The Bandar Lampung City Government has also worked to provide and improve Infrastructure, offer training for fishers, and assist with the cooperative. In other words, the economy is clearly active there."* (G04, municipal planning agency). *"Under the Kalamo program, infrastructure assistance included street lighting and improvements to the local road from the bridge to the island. The program also provided marketing facilities, including kiosks along the waterfront and a culinary center. There is a cold-storage facility for fish, as well as an enclosed, hygienic drying facility - the UPI fish-processing unit in front of the post. The Kalaju meeting hall was renovated, and a small workshop for fishers was also established. These were the programs facilitated by the Ministry of Marine Affairs and Fisheries through Kalamo."* (G02, fisheries agency) *"The assistance included cold storage and refrigeration, loading services, and three-, four-, and six-wheeled vehicles. It also included a cooperative office, a drying facility, and more. The total value was almost IDR 6 billion."* (C01, community leadership)

The government has supported improvements in storage, processing, shipping, and marketing throughout the fisheries value chain. Future visitors can use the stalls at the cooking center, hygienic drying facilities, and the Café Gen X. Nevertheless, their contribution to tourism depends on frequent use, community management, service design, and ongoing benefits to the local population. Infrastructure does not create community-based tourism. It can support tourism when local groups manage it, coordinate access, and protect livelihood priorities (Burton et al., 2025; Malek & Costa, 2015; Mendoza-Moheno et al., 2021). Although a range of facilities is now available, interviews indicate that they are not being fully used. *"At present, cold storage is operating. Some fisher kiosks are open, although not yet optimally, and the culinary center is running. The facility that is still underused is the drying area - the UPI."* (G02, fisheries agency)

Table 7. Economic Assistance and Support

Assistance/Enterprise	Description	Purpose
Business-facility grants	Six-wheeled vehicle, four-wheeled vehicle, culinary center, fish dryer, fisher kiosks, and a 10-ton cold-storage facility	Support fisheries businesses and strengthen fishers' working capital through the cooperative retail unit
Waserda cooperative retail unit	Provides fishing supplies, vessel repairs, and other operational necessities	Meets fishers' operational needs
Fisher kiosks	Nine MSME kiosks, seven of which are occupied and managed by processors or cooperative business groups	Support the marketing of processed fish products
Fish-drying unit	Export-standard fish drying, used in rotation by group members	Improve the quality of processed fish products
Storage facility	Stores processed fish during periods of abundant supply, with a maximum capacity of 20 tons	Prevent prices from collapsing during peak production
Café Gen X	A café venture operated in partnership with Dokter Coffee	Support local economic development on Pasaran Island

Source: Research data, 2026

The critical issue is not just facility availability but their operational integration into community enterprises. Underutilized Infrastructure compromises livelihood resilience and tourism readiness because potential visitors cannot rely on facilities that lack stable management, maintenance, or business functions. This aligns with tourism social innovation research, which indicates that

initiatives move from experimentation to implementation only when actors find practical value and operating arrangements achieve local legitimacy (Burton et al., 2025; Wirth et al., 2023).

Another limitation is the gap between business operators' most critical needs and the types of help currently available. *"When they ask for specific support, what they usually request is grant assistance. Under current central-government policy, however, we are no longer permitted to provide cash assistance. That is no longer allowed."* (G03, MSME agency). Beyond physical assistance, the Cooperatives and MSMEs Agency also noted: *"We encourage and motivate them to develop their businesses."* (G03, MSME agency)

The government provides Infrastructure, training, motivation, and support for entrepreneurship, but this support does not always match operators' most urgent constraints. This mismatch matters for community-based tourism because product development and destination promotion cannot compensate for weak working capital, unstable production, or limited enterprise capacity. A livelihood-first approach thus requires sequencing tourism assistance after stabilising existing businesses and integrating it with them (Lasso & Dahles, 2018; Scheyvens & Momsen, 2008a). Interviews also indicate that government support is channelled through general programs rather than interventions designed to meet Pasaran Island's specific needs. *"A program specifically for Pasaran Island? Not yet. So far, no - not yet."* (G03, MSME agency)

Pasaran Island has been supported by cooperative, MSME, fisheries, and training programs, but interventions have not yet been organised around a common island strategy. This fragmentation limits tourism readiness, and a future pathway for community-based tourism would require fisheries development, enterprise support, environmental management, spatial planning, and tourism planning to be managed as a coordinated portfolio rather than as separate sectoral programs (Bramwell & Lane, 2011; Hall, 2011).

Overall, Pasaran Island has a strong livelihood base and several organizational and infrastructural elements that could support tourism-enabling capacity. Yet the case qualifies a common asset-led reading of community-based tourism: endogenous production, local knowledge, and facilities are necessary resources, not evidence of destination readiness on their own. Capital constraints, underused facilities, the absence of a representative tourism institution, and the lack of measured willingness to host mean that any tourism use remains conditional on community deliberation and livelihood safeguards (Lasso & Dahles, 2018; Okazaki, 2008).

Environmental Practices and Responsible Tourism Readiness

Good environmental quality is a key prerequisite for responsible island tourism as waste, water, coastal cleanliness and the liveability of settlements directly affect both residents and visitors. Community-based tourism can foster environmental responsibility, with local benefits, social norms and conservation practices reinforcing each other. However, economic opportunities do not necessarily lead to environmentally friendly behaviour (Liu et al., 2014; Scheyvens & Momsen, 2008b). The SEA MAMA project on Pasaran Island is an example of environmental innovation, but the broader waste management system shows a major readiness gap.

Interviews with a local organization showed that the community had initiatives to recycle household waste, particularly through the SEA MAMA community. The community organisation's records show that some household waste is converted into usable products such as bags, wallets, compost, and environmentally friendly enzymes. *"Some of it comes from residents here. When the program first began, we explained that people needed to sort their waste. The sorted material can be made into bags, wallets, and other items. Vegetable scraps and other organic waste are turned into compost and eco-enzyme.* (C02, community organization)

Residents are encouraged to sort waste at source, with recyclable material turned into handicrafts and organic waste processed into compost or eco-enzyme. This is observed evidence

of a community initiative that links environmental learning with small-scale enterprise. Its possible use for visitor education or souvenirs is a researcher inference rather than an established tourism activity; any such use would need to remain community-controlled and should not obscure the need for reliable island-wide waste services.



Figure 4. Handicrafts Produced by the SEA MAMA Community
Source: Research data, 2026

The initiative is a waste, but it also brings environmental learning into everyday life. SEA MAMA gradually shifts some residents' perceptions of discarded materials and shows how environmental practice can create social and economic value. This combination is relevant to community-based tourism, as authentic interpretations of the environment are more credible when they arise from resident practice rather than being staged solely for visitors (Liu et al., 2014; Malek & Costa, 2015). Interviews with the Environmental Agency, however, suggest that the initiative has not yet matured into a robust and comprehensive environmental-management system. Interviews with the Environmental Agency indicate, however, that the initiative has not yet developed into a strong and comprehensive environmental-management system. *"As far as we know, there is currently no waste bank, no 3R waste-processing facility, and no other organization based on Pasaran Island that systematically manages waste."* (G06, Environmental Agency)

The lack of formal reporting, coordination, or partnership with the Environmental Agency suggests the initiative has not yet matured into an island-wide system of environmental governance. That gap matters in tourism: a small community project cannot substitute for regular collection, waste infrastructure, enforcement, and shared standards. Promoting destinations before these systems improve may intensify pressure on an already brittle environmental setting (Bramwell & Lane, 2011; Scheyvens & Momsen, 2008b).

The Environment Agency also stressed a behavioural element in the waste problem, particularly the ongoing dumping of waste into coastal waters: *"People living along the coast or riverbanks often find it easy simply to throw waste into the water. They assume it will no longer be here because the current will carry it somewhere else."* (G06, Environment Agency)

The account indicates that social norms, not just service constraints such as perceptions of collection fees and the belief that currents carry waste away, determine environmental pressure. This evidence should not be generalised to all residents, but it suggests a governance problem

that, if left unaddressed, tourism could exacerbate. Responsible island tourism would thus require collective rules on waste responsibilities, service financing, visitor behaviour and enforcement (Bramwell & Lane, 2011; Liu et al., 2014).

Overall, the evidence warrants an optimistic reading of environmental social innovation. SEA MAMA shows how local experimentation can change practices, generate learning, and build networks, especially where the wider waste system is institutionally thin. As such, community innovation and system-level environmental readiness can differ greatly in maturity. Until regular services, financing, coordination, and shared standards are in place, environmental initiatives should be seen as tourism-enabling capacity in formation, rather than proof of destination readiness (Liu et al., 2014; Scheyvens & Momsen, 2008b).

Community Networks and Collective Capacity for Community-Based Tourism

The third domain refers to social interactions and the organisational ability to coordinate community-based tourism. Community-based tourism can grow when trust and intimacy translate into collective action, shared rules, and relationships beyond the community (Jones, 2005). Evidence from Pahawang Island suggests that youth-led environmental and livelihood projects can also develop new institutions, broaden networks, and improve governance in small-island ecotourism (Nurhasanah & Van den Broeck, 2025). However, close social ties alone are insufficient; they underpin tourism when residents can leverage them to coordinate products, resolve conflicts, distribute responsibilities, and negotiate with the government or market partners (Malek & Costa, 2015; Mendoza-Moheno et al., 2021; Okazaki, 2008).

Social capital can support community-based tourism by turning trust and familiarity into collective action, agreed rules, and interactions with external actors (Jones, 2005). Empirical experience from Pahawang Island shows that youth-led environmental and livelihood projects can also create new institutions, expand networks, and strengthen governance arrangements in small-island ecotourism (Nurhasanah & Van den Broeck, 2025). Close social links alone are insufficient. These links underpin tourism, as residents can use them to organise products, manage problems, share obligations, and negotiate with the government or market partners (Malek & Costa, 2015; Mendoza-Moheno et al., 2021; Okazaki, 2008). *"Pasaran Island is essentially one family. We are now in the third generation. My father's generation was the first, people my age are the second, and now their grandchildren form the third. So, in a sense, this is one extended family."* (C01, community leadership)

Relationships of familiarity and social proximity create close channels of communication and mobilisation. This illustrates the importance of 'bonding' social capital. Yet this scenario also demonstrates the limitations of 'bonding' social capital: intimate bonds do not inevitably lead to transparent representation, codified regulations, or connections to information and markets outside the group. Community-based tourism must build bridges and maintain accountable organisational governance beyond family ties (Jones, 2005). This dimension also shows up in gradual shifts in how some residents respond to new practices. Community-based waste management, for example, was not readily accepted when it was first introduced. *"At the beginning, educating residents was very difficult. They had all kinds of reasons. When we talked about the 3Rs, they said it was troublesome, complicated, and inconvenient. But over time they saw that their neighbors could do it."* (C02, community organization)

Behavioral change did not occur immediately. It developed through habituation and through the influence of other residents' experiences. The informant described a corresponding shift in public attitudes: *"Now, thankfully, the response is much more positive. We have also received media coverage, and that has had many positive effects. More people have become interested."* (C02, community organization).

These stories highlight how social development is a long process, as inhabitants observe, explore, and strive to incorporate new behaviours into their everyday lives. This gradual learning

is relevant to tourism, since community participation is not formed in one training event, but rather it is formed through multiple experiences, tangible benefits, peer influence, and opportunities to adapt innovations to local routines (Junaid et al., 2021; Malek & Costa, 2015; Wirth et al., 2023). Similar research from Pahawang Island indicates that youthful residents can translate socio-environmental concerns into livelihood projects, conservation practices, wider networks, and new institutional arrangements if they have space to act jointly (Nurhasanah & Van den Broeck, 2025). This move from early rejection to greater acceptance may reflect a broader shift within the social innovation paradigm. This shift has been brewing for a while. The recycling activity that subsequently became SEA MAMA started in 2012. *"Before SEA MAMA became a formal group, I had already started recycling in 2012. At first it was simply something I tried for fun. I thought the material looked attractive: its existing patterns could be shaped without much additional decoration. I began collecting it, then met people from Gajalah Kebersihan. They introduced me to wider networks and opportunities, and eventually SEA MAMA was formed."* (C02, community organization)

Provided this narrative is accurate, change has been afoot for more than a decade. SEA MAMA strongly illustrates how individual initiative can become a communal organization, shaped by experimentation, external networking, and the passion of a local champion. While leadership and network expansion are acknowledged as facilitators in tourist social innovation research, long-term durability requires disseminating knowledge and responsibility beyond a single champion (Burton et al., 2025; Wirth et al., 2023). Pahawang Island illustrates both ends of this process: youth initiative to sustain conservation-oriented tourism and build new institutions (Nurhasanah & Van den Broeck, 2025) versus weak institutionalisation and concentrated benefits that undermine collective capacity and enable elite capture (Nurhasanah, Persada, et al., 2025).

Social transformation is also visible in producer and marketing groups that organize activity beyond the household. A community representative described 69 marketers distributed across several groups, alongside a group producing derivative products through Mitra Bahari: *"There are marketing groups as well. Sixty-nine people are divided into six groups, usually with ten members each. One group has only five marketers, and another produces derivative products through Mitra Bahari."* (C01, community leadership)

Producer groups and SEA MAMA show that collective organization already exists around livelihood and environmental concerns. They offer several access points for learning and coordination, but none now operate as a tourist representative body with a mandate around membership, shared assets, benefit sharing, visitor management or external relationships. The study therefore reinforces the significance of social capital and collective organization in community-based tourism but qualifies any presumption that strong local networks equate with destination governance. Pasaran Island has a nascent collective potential but no destination-level organization. Capacity is also vulnerable to dependence on select leaders and sectoral support when roles, knowledge, and decision rights are not more broadly distributed (Burton et al., 2025; Wirth et al., 2023).

Local Governance and Community Agency in Destination Formation

Fourthly, can locals have a say in decisions about how the island is marketed, used, and developed as a potential destination? But community-based tourism is not only about access to meetings; it is also about the ability to influence priorities, define acceptable forms of visitor activity, defend common resources, and negotiate the distribution of benefits and responsibilities (Bramwell & Lane, 2011; Hall, 2011; Scheyvens, 1999). Moreover, the governance literature on small island ecotourism suggests that participation, community capacity building, socio-political emancipation, and bargaining power are critical elements of bottom-linked governance (Nurhasanah et al., 2024). The analysis therefore turns to formal planning streams, local consultation, and the government's role in bridging community needs to public programs.

The results suggest that communities have opportunities to participate in development through formal planning processes and local discourse. The tiered planning process starts with formal engagement at the urban village level. One Bapperida informant explained: *"A bottom-up process means that we gather information from the community, in this case through the kelurahan. The initiative starts there. They hold what is called the Musrenbangkel, the urban-village development planning forum."* (G04, municipal planning agency)

Locals have a formal communication route to articulate territorial needs. Proposals can move from the kelurahan forum to higher levels of development. This channel matters to destination governance because tourist development must be embedded in statutory planning and budget processes, rather than remain a stand-alone community effort. But access to a forum does not mean influence, since suggestions are still subject to administrative filtering, sectoral priorities and available finances (Bramwell & Lane, 2011; Hall, 2011).

Participation is also local, through community discussion. According to a community leadership record, the community discusses important matters collectively in the mosque or community hall. *"Every decision is made through deliberation. After Friday prayers, we discuss issues in the mosque when something needs attention. If the matter is especially important, everyone is gathered in the hall at the front."* (C01, community leadership)

Participation is through formal planning processes and local deliberative spaces. These forums provide a way to raise issues and discuss future development, but being on a forum is not the same as controlling the outcomes. Our research now supports engagement and input into agenda planning, but not co-governance, community control over tourism choices, or a formal consent procedure. Transition to community-based destination governance would thus need co-design, transparent rule-setting, and shared oversight, not only consultation (Okazaki, 2008; Scheyvens, 1999; von Jacobi et al., 2024).

Government institutions serve as a venue for suggestions and as a conduit between community needs and planning papers, training, and technical support. This intermediary position is critical in an urban island when authority is fragmented across multiple municipal authorities. However, destination growth would need clearer governance arrangements involving tourism authorities and clearer coordination among planning, fisheries, MSME, environmental, Infrastructure, and community actors (Bramwell & Lane, 2011; Hall, 2011). *"Bappeda's role is to coordinate and facilitate whatever is needed so that it can be incorporated into the documents. In broad terms, the planning documents mentioned earlier are the key instruments, and Bapperida is responsible for connecting them."* (G05, municipal planning agency).

The government does not passively receive ambitions; it ties society's demands to the official planning system. Programs provided to residents also include mentoring and outreach programs. *"Whenever there is an activity concerning fishers, the agency informs us. For example, if the central government is going to hold technical guidance or training on a particular issue, they let us know. It happens quite often."* (C01, community leadership). *"There are frequent extension sessions, especially from the marine and fisheries agencies."* (M01, fish-processing MSME)

The government encourages engagement via information, mentoring, extension, and access to activity-based forums. These mechanisms build relationships and administrative access but are generally sectoral and facilitative. Residents still have little voice in an integrated tourist agenda, and there is no clear framework for community consent, product approval, visitor management, or benefit distribution.

Local governance in Pasaran Island offers access points for destination formation, but not yet a comprehensive co-governing regime. Statutory planning routes and local deliberation can help communities express their needs. Some ideas may relate to programs by city agencies. Thus, the situation is a good example for participatory-governance arguments: voice exists, but decision influence is restricted, and tourism-specific coordination is missing. The data also do not allow

significant statements about influence by gender, age, informality, or dissenting position; these are treated as empirical bounds rather than inferred away (Bramwell & Lane, 2011; Hall, 2011).

Integrative Assessment: From Social Innovation to Community-Based Tourism Foundations

These four domains lend support to a three-level interpretation of destination formation. The first level is tourism-relevant assets: existing livelihoods, knowledge, facilities, networks, environmental practices, and planning channels that already serve local purposes. Secondly, there is tourism-enabling social capacity: the collective capacity to organise, learn, coordinate, retain value locally, exercise responsibility for the environment, and express community interests. The third is institutionalisation at the destination level: the rules and representative organisations needed to govern consent, visitor access, benefit sharing, environmental responsibilities, and interagency coordination. Pasaran Island has strong selected assets, but its enabling capacity is developing and uneven, and its institutionalisation at the destination level is weak.

Assets of interest for tourism

The strongest assets observed include the intergenerational fisheries economy, processing knowledge, producer groups, culinary and marketing facilities, and the working-island identity attached to them. These resources are endogenous in that they already underpin everyday livelihoods. Their tourism value is thus contingent: they may support future culinary, educational, or fisheries-related experiences, but the current dataset does not show residents' collective agreement to commodify them or to host visitors in working spaces. Understanding assets as assets (rather than as products too early) maintains the livelihood continuity and consent at the heart of interpretation (Lasso & Dahles, 2018; Okazaki, 2008).

Enabling tourism social capacity

The social capacity that enables tourism is evident in supporting assets through organization and collective learning. Producer groups, kinship networks, peer learning, SEA MAMA, extension relationships, and local planning forums all show the potential for coordination between residents and institutions on shared livelihood and environmental concerns. But this capacity is patchy. Environmental services are fragmented, some infrastructure is underused, several initiatives depend on local champions, and participation is more voice than decision authority. The case thus supports social-innovation research on collective action, and shows that social capacity may develop well before a tourism system exists (Burton et al., 2025; Wirth et al., 2023).

Destination level institutionalisation

The evidence does not support identifying Pasaran Island as a well-established community-based tourism destination. No proven destination management body, stable visitor system, tourism-specific benefit-sharing arrangement, community-wide consent process, or integrated system of visitor and environmental management. These absences matter as destination formation is about institutional coordination and rules, and not just the aggregation of attractive resources (Jovicic, 2016; Bramwell & Lane, 2011).

Therefore, the answer to the research question lies in placing the island of Pasaran in a pre-destination phase. A pre-destination community, as used here, is one in which non-tourism assets and institutions already generate capacities that could allow for locally controlled tourism, but destination-level rules and organisations are not yet in place. This differs from tourism readiness, which measures a community's readiness for development (Prayitno et al., 2022), and from an emerging destination, where a tourism path and destination activity are already forming (Belay & Adu-Ampong, 2023). The conceptual contribution is thus a shift from studying social innovation in tourism to studying social innovation before tourism institutionalisation. Tourism-relevant

assets may become tourism-enabling social capacity, but only further institutional consolidation can turn that capacity into a governable destination.

The implications below are intended as subjects for community discussion, not edicts to prescribe a tourism model for residents. Since the study does not measure community willingness at the community level, any tourism effort must proceed only through explicit local consultation, livelihood protection, and staged readiness checks. Table 8 presents the findings as a series of responsibilities, safeguards, and indicators.

Table 8. Proposed Community-Led Development Pathway

Phase and purpose	Responsible actors	Community safeguards / deliberation	Readiness indicators
1. Asset and readiness baseline	Community representatives; Bapperida; fisheries, MSME, environment and tourism agencies	Identify activities residents are willing to share; protect private and productive spaces; establish baseline consent	Facility use; access and safety; environmental condition; stated willingness to host
2. Representative working group	Fisher/processor groups; women-led initiatives; SEA MAMA; neighborhood leadership; youth; municipal agencies	Transparent representation, decision rules, conflict resolution, consent and benefit-sharing principles	Participation diversity; documented rules; meeting continuity; perceived influence over decisions
3. Small-scale pilots	Working group; community enterprises; tourism, fisheries and MSME agencies	Co-design and community approval; food/visitor safety; livelihood continuity; gender inclusion; limits on group size	Local income retention; disruption to daily life; participant satisfaction; pilot learning
4. Environmental preconditions	Community; Environmental Agency; municipal services; SEA MAMA	Waste collection and source separation; service financing; shoreline standards; visitor-waste rules	Waste performance; service reliability; shoreline cleanliness; compliance with agreed rules
5. Institutional consolidation	Bapperida; tourism authority; sectoral agencies; representative community body	Formal coordination; accountable oversight; no wider promotion before agreed readiness thresholds	Inter-agency coordination; community decision influence; benefit distribution; adaptive monitoring

Source: Research data, 2026

The order of the steps matters. Tourism should be anchored in sustainable livelihoods, not exploited as a compensatory measure for weak economic activity, and environmental governance should be seen as a prerequisite, not an afterthought corrective solution (Lasso & Dahles, 2018; Scheyvens & Momsen, 2008a, 2008b). From there, the local authority can begin to pull together existing sectoral support and governance arrangements that focus on grassroots communities. In general, promotion should be based on evidence of representative involvement, operational capacity, environmental performance, and the prospect of significant community input on decision-making (Bramwell & Lane, 2011; Hall, 2011; Nurhasanah et al., 2024).

CONCLUSION

This paper shows that social innovations rooted in local contexts can build tourism-enabling capacity before a tourism destination emerges. On Pasaran Island, resources for collective action, learning, stewardship and community voice emerge from livelihood systems, producers and community networks, environmental initiatives and planning channels. They make a community-

based tourism pathway possible, but they do not confirm that residents have agreed to tourism, nor that the island is ready to be a destination.

The conceptual contribution is differentiating three levels often conflated in tourism-development analysis. Existing non-tourism resources and practices are tourism-relevant assets. Collective organisations are locally retained value; environmental responsibility and community agency are the supports that enable social capacity for tourism within those assets. For institutionalisation at the destination level, another layer of representative governance, consent, visitor-management rules, benefit sharing, and coordinated public action is needed. In fact, Pasaran Island is now between the first two levels, not at the third. This is one reason the concept of a pre-destination community is useful analytically.

The practical implication is not to speed up branding but to strengthen the institutions that enable residents to decide if, where, and how to develop tourism. Livelihood protection, environmental services, inclusive representation and real influence over decisions are boundary conditions, not optional add-ons. Within those limits, the Pasaran case extends tourism social-innovation scholarship from innovations within established tourism systems to the process by which non-tourism assets and institutions may become locally governed tourism capacity.

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