

## Formulation Model Coastal Tourism Development Policy in a Blue Economy Perspective



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### ABSTRACT

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#### Keywords:

*policy formulation, public policy, coastal tourism development, blue economy*

This study aims to formulate a model of coastal tourism development policy in a blue economy perspective developed from the EMMIE concept. This study is a qualitative study with a grounded theory approach. This research concludes that there are variables produced, namely: macro, meso, and micro effects, regulatory framework on blue economy development, commitments in international cooperation, institutional framework, tourism object resources, implementation of interactive relationships at different levels of government, implementation of government performance in coastal tourism, development in a blue economy, economic resources of central and local government. This study has several significant contributions to science as follows: First, this study is able to find fundamental results related to the existing conditions of coastal tourism development policy in a blue economy perspective in Ambon City, Maluku, Indonesia. Second, this study is able to formulate a model of coastal tourism development policy in a blue economy perspective developed from the EMMIE framework which there has never been from the angle of coastal tourism development policy in a blue economy. Third, the formulation of the model produced from this study can be a framework for scholars or policy makers who have concerns in studying tourism development or the blue economy.

## 1. INTRODUCTION

Nowadays, in the global scope position of the tourism sector is increasingly strategic and plays an important role in economic development. This is characterized by several things. *First*, the tourism sector is increasingly becoming one of the primary sources of foreign exchange earnings for many countries like Brazil, Russia, India, China and South Africa/BRICS countries, Nigeria, and 8 OECD members such: Germany, France, Austria, United States, Turkey, Japan, Mexico, Korea [1-4]. *Second*, the tourism sector is increasingly creating more jobs, both directly and indirectly [5-7]. The hotel, restaurant, travel agency and other tourism services industries provide many job opportunities for people to get jobs and develop careers. *Third*, the tourism sector is increasingly encouraging the development of areas that were previously less underdeveloped or marginalized [8-10]. With the increasing number of tourists, maritime areas that tend to be marginalized can experience economic growth and an improvement in the quality of life of local citizens. *Fourth*, the tourism sector helps diversify the economy of a country or region, reducing dependence on one particular economic sector [11-13]. This makes the economy more resilient to global economic fluctuations.

Furthermore, several countries are very concerned about tourism sector development policies. For example, the

Thailand government actively promotes tourism through campaigns such as “Amazing Thailand” [14]. Additionally, Spain has a strong tourism policy with heavy promotion through the Spanish Tourism Board [15]. A major promotional campaign was also carried out by the Japanese government through the slogan “Japan. Endless Discovery” [16]. The Australian government also promotes tourism with the branding “There's Nothing Like Australia” [17]. Meanwhile, the Indonesia government introduced a strategic policy project labeled “Wonderful Indonesia” to attract tourists and develop the tourism sector [18].

Indonesia has a large archipelago of over 17,500 islands and a coastline stretching 108,000 kilometers, so that the blue economy is a significant asset for the tourism sector, contributing USD 28.9 billion to the country's GDP, and 44% of international tourists who visited Indonesia [19]. The Indonesian government has actively pushed the marine tourist sector's significant potential through its blue economy policy [20, 21]. This policy is outlined in both the National Long-Term Development Plan 2005-2025 [22] and the National Medium-Term Development Plan 2020-2024 [23]. These two policy frameworks emphasize the vital role of a well-managed maritime sector in accomplishing Indonesia's socioeconomic goals.

However, the government's efforts to capitalize on the blue economy's potential, as well as its policy interventions, have

met with a number of hurdles. These obstacles include the growth of coastal areas that do not emphasize environmental sustainability [24, 25], access issues [26], an increasing volume of plastic garbage [27], and a lack of public understanding about the importance of maintaining marine habitats and coastlines [28]. Despite the existence of multiple problems, it is vital to preserve the blue economy policy, which has logical consequences for implementation across all regions of Indonesia.

This is particularly true for local governments like those in the provinces of Papua, Bali, Riau, and Maluku that are situated on the coast or have a strong potential for the blue economy. Maluku is distinguished out as a province with exceptional maritime characteristics, a diversified population, and extensive local knowledge. It has enormous potential, notably in the expansion of the tourism industry, which might significantly increase the income of its citizens. Three large Indonesian islands round Maluku Province, which has a land area of 7.6% and a marine area of 92.4%: Sulawesi, Papua, and Halmahera. Because of its position, Maluku plays a significant role as Indonesia's maritime axis [29].

Ambon City, located in Maluku Province, stands out as a municipal body with substantial promise in the blue economy, particularly in the tourist industry, because of its coastal island features. Despite Ambon City's significant blue economy potential, the tourism sector contributes only 1.78% of Gross Regional Domestic Product, which is significantly lower than the national average of 2.4% and lags behind other key sectors such as manufacture (5.48%) and agriculture, forestry, and fisheries (23.28%) [30]. The coastal community's understanding and skill in marine resource management must be improved [31]. Simultaneously, the management of the tourism sector in Ambon City remains quite traditional [32, 33].

Research on the topic of tourism sector development in the context of the blue economy is not something truly new. There are several previous studies such as those that examine it from the perspective of analyzing community welfare in the fisheries sector [34], perspective of analyzing tourism-based alternative livelihoods [35], perspective of analyzing climate change ecosystem services approaches [36], perspective of analyzing creative industries and sustainable development [37], perspective of analyzing the role of financial development in increasing marine biological resources [38], perspective of analyzing coastal marine tourism development in the VUCA era [39], perspective of analyzing collaborative online media [40].

However, there has been no research that examines coastal tourism development in the context of the blue economy and the landscape of public policy formulation, specifically in Ambon City, Maluku, Indonesia. This aspect is a novelty in this research. Furthermore, this research attempts to answer the question how is formulation model coastal tourism development policy in a blue economy perspective? By focusing on this question, the research seeks to bridge global blue economy strategies and local policy needs, offering a replicable model for sustainable coastal tourism in underdeveloped maritime regions.

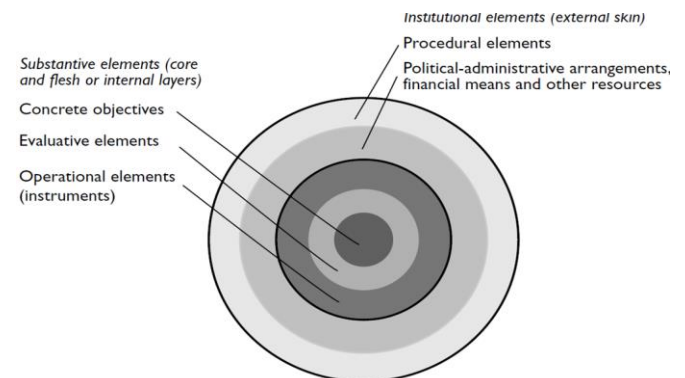
## 2. LITERATURE REVIEW

Public policies are the result of societies' efforts to influence changes in their own institutional or public behavior in order

to attain a goal that key policy actors regard as vital. Governments decide such policies, but other actors and organizations such as private, commercial, familial, and others have a role in the often complex governance and governing structures and connections. A step in the creation of public policies is called policy formulation, in which governments and other policy actors pose and address concerns regarding how societies might address various situations and difficulties that have an impact on residents and organizations as they pursue their goals [41].

It comes from the interaction of knowledge-based analysis and power-based political considerations, frequently resulting in complicated policy combinations [42]. In developing nations, the form of the policy sub-system, which includes discourse communities and interest networks, determines actor participation and policy outcomes [43]. Policy formulation can be difficult, as shown in South Africa's draft Control of Marketing of Alcoholic Beverages Bill, which was shaped by competing values, inter-departmental conflicts, stakeholder consultations, and strategic use of evidence by various parties, including the alcohol industry [44].

Formulation is one of the most important stages in the public policy cycle. The policy formulation process begins once the public problem has been identified as requiring government action [45]. Policy formulation frameworks offer an organized way to generate effective policies. Knoepfel et al.'s [46] framework uses phrase "policy programming" to define policy formulation terms. It was included into the PAP/Political Administrative Program structure. It is the term used to describe the collection of regulations and guidelines that the government, parliament, and executing authority believe are necessary for carrying out public policy. The framework contains of two basic aspects: substantive elements and institutional elements, each with its own derivation, as illustrated in the Figure 1 below:



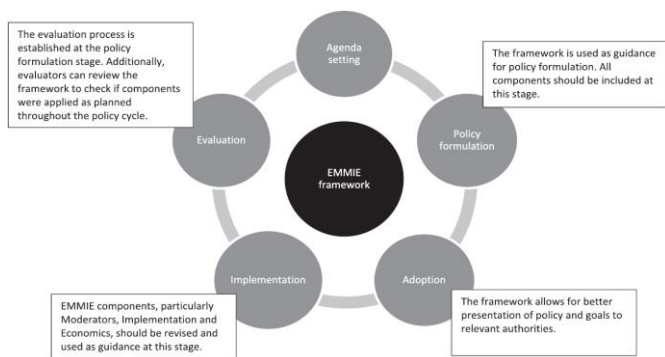
**Figure 1.** The framework of PAP for policy formulation  
Source: [46]

According to the Figure 1, the substantial elements are the core or internal layers, which include: 1) Operational elements; 2) Evaluative elements; and 3) Concrete objectives. Meanwhile, the institutional elements are the external skin which consists of: 1) Procedural elements; and 2) Political-administrative arrangements (financial means and other resources) [46]. Another approach, based on African experiences in HIV/AIDS policy formulation, provides six critical components: problem identification, information collecting, drafting, review, approval, and implementation [47]. There is also a complete approach that includes political willingness as a key component, addressing the nonlinear

dynamics of policymaking in major democracies such as India [48]. These frameworks seek to improve policy formulation by providing systematic techniques, taking into account a variety of issues, and addressing the difficulties of the policymaking process across contexts.

There is also EMMIE framework which provides a systematic approach to evidence-based policy creation, emphasizing effect, mechanisms, moderators, implementation, and economics [49]. At first, the framework was originally designed to condense evidence from systematic assessments of policy initiatives and rate its quality in a way that policymakers and practitioners could understand [50]. This paradigm is also relevant for assessing policy formulation in general, which can then be reviewed once implemented [51].

The EMMIE framework can be used to formulate policies as well as to assist implementors. The elements of the EMMIE are seen to be essential for developing evidence-based policies and producing data that can be utilized to guide the construction of new policies. The key elements of the EMMIE framework for developing policies are listed below. The ideas are still the same, but they are provided as a check list of important factors that decision-makers should consider before adopting and implementing policies, as well as during the policy-making process, to increase the efficacy of the policies and strengthen the body of evidence as shown in Figure 2 below:



**Figure 2.** The EMMIE framework and the policy cycle to policy formulation  
Source: [49]

### 3. METHODOLOGY

This research is a qualitative research with a grounded theory approach. The goal of a grounded theory study is to go beyond description and to generate or discover a theory for a process or activity in reality [52]. The consideration for selecting this approach is that development through the grounded theory might help explain practice or provide a framework for formulation model coastal tourism development policy in a blue economy perspective. Grounded theory has been popular in a variety of fields, including public administration, education, sociology, and psychology, as well as other social scientific disciplines [53]. There are two prominent categories of grounded theory. First, the systematic procedures category of Corbin and Strauss [54]. Second, the constructivist category of Charmaz [55].

Corbin and Strauss's [54] more systematic, analytic procedures aim to improve a theory to explain a procedure, a course of action, or a conversation on a particular subject (for

instance, the curriculum-development process or the therapeutic advantages of discussing psychological test findings with clients). Furthermore, Charmaz [55] places a greater emphasis in the constructivist category on varied multiple realities, local worlds, and the intricacies of specific actions, views, and worlds. He defines its theory as flexible guidelines and an interpretive approach to qualitative research that focuses on developing theories based on the researcher's perspectives, learning about experiences in networks, situations (embedded and hidden situations), communication, making hierarchies of power, social relationships, policy, and opportunities visible [56].

This study uses the Charmaz approach. The consideration for using this approach is because this study intends to develop a theoretical framework for the formulation model of development policy, especially in coastal tourism in a blue economy perspective. The development of a theoretical framework based on the constructivist category approach of Charmaz was carried out referring to the EMMIE model policy formulation framework. Even though the dimensions are the same (effect, mechanism, moderators, implementation and economic cost), the derived variables/indicators are different according to the results of the study produced. The development of this framework is expected to be a novelty and become one of the reference options for the formulation model framework for coastal tourism development policy in a blue economy perspective.

The data used come from primary data and secondary data. Consideration of the use of both data sources so that this research obtains more holistic study results. The primary data of this study comes from: 1) The results of direct observation to the research locus, namely Ambon City, Maluku Province, Indonesia; and 2) The results of in-depth interviews with several informants selected based on the purposive method, namely: Head of the Ambon City Tourism and Culture Office, Secretary of the Maluku Provincial Tourism Office, and Head of the Ambon City Fisheries Office. The data from observations and interviews were collected in the period from August 2023 to December 2023.

Maluku Provincial Regulation Number 1 of 2020 concerning the 2019-2024 Regional Medium-Term Development Plan, Ambon City Medium-Term Development Plan 2017-2022, Ambon City Regional Regulation Number 25 of 2017 concerning the Medium-Term Development Plan 2017-2022, and the National Long-Term Development Plan 2005-2025 were among the documents that provided secondary data through a desk study, and other documents relevant to the research. The data from desk study of documents were collected in the period from December 2023 to March 2024. Furthermore, the data is then analyzed through three important activities, namely: 1) Data condensation; 2) Data display, and 3) Conclusion drawing/verification [57].

### 4. FINDINGS

#### 4.1 Effect

The term "effect" refers to the size of the effect of a policy or intervention, as well as the level of confidence in this assessment. Effects are the intended and unintentional results of programs that result from the activation of various mechanisms in diverse settings [49]. The goals of the policy are referred to as its "effect"; what is the anticipated outcome?

The anticipated impact of a policy needs to be specified in detail if it is to be adequately examined at the conclusion of the policy process.

The dimensions of the effects in the context of the formulation model of coastal tourism development policy in a blue economy perspective produced in this study are divided into 3 (three) layers: macro, meso, and micro. In the macro layer, the effects of the policy are stated in Law Number 17 of 2007 concerning the National Long-Term Development Plan (RPJPN) for 2005-2025 [58]. This document outlines the national development mission's goal of "making Indonesia an independent, advanced, strong archipelagic country based on national interests" as one way to achieve the country's development vision for 2005-2025.

The mission comprises the following specific tasks: 1) Establishing an integrated marine economy through sustainable resource use optimization; 2) Managing national sea areas to preserve sovereignty and prosperity; expanding the capacity of human resources with a marine understanding through the advancement of marine science and technology; 3) Fostering a marine-oriented mindset throughout the community and government to ensure that Indonesia's development is focused on the sea.

The policy effects contained in the RPJPN are a philosophical foundation, as well as showing the very explicit political will of the Government to make Indonesia a sovereign archipelagic country both politically, socially and economically. In the meso layer, the policy effect is stated in the Presidential Regulation of the Republic of Indonesia Number 16 of 2017 concerning the Indonesian Maritime Policy [59]. The Presidential Regulation is a derivative/embodiment of the RPJPN above which strengthens the Government's political will towards the blue economy, since it serves as a set of guidelines for Ministries/Institutions and Local Governments in terms of organizing, carrying out, overseeing, and assessing the growth of the maritime industry in order to fulfill the World Maritime Axis. Furthermore, the Presidential Regulation serves as a guide for business and community players involved in executing the growth of the marine industry to achieve the World Maritime Axis.

Operationally, the policy effects in the meso layer include 12 targets which include: 1) Building strong marine defense and security; 2) Building the quality of reliable human resources, marine science and technology; 3) Optimal and sustainable management of marine resources; 4) Realizing the welfare of coastal communities and small islands that are evenly distributed; 5) Implementing good marine governance; 6) Implementing the enforcement of sovereignty, law, and safety at sea; 7) Completion of regulations on marine spatial planning; 8) Establishment of reliable marine infrastructure; 9) Realization of increased economic growth and competitive marine industry; 10) Formation of insight into marine identity and culture; 11) Implementation of maritime diplomacy; and 12) Implementation of marine environmental protection.

At the micro layer, the policy effects are covered in the Maluku Provincial Regulation Number 1 of 2020 concerning the 2019-2024 Regional Medium-Term Development Plan which contains: 1) Increasing the competitiveness of small and medium industries; 2) Optimizing sustainable management of natural resources; 3) Increasing sustainable environmental resilience; 4) Increasing regional facilities and infrastructure; 5) Increasing investment and ease of doing business; 6) Increasing the regional economy through tourism development [60]. In addition, there are also policy effects at

the micro layer at the City Government level as stated in Ambon City Regional Regulation Number 25 of 2017 concerning the Medium-Term Development Plan 2017-2022 [61]. The expected policy effects are "*increasing the competitiveness of the tourism, trade, agriculture, fisheries sectors through Visit Ambon and Ambon City of Music*" with details: 1) Increasing tourist visits; 2) Increasing the length of stay of tourists; 3) The amount of capture fisheries production; 4) The amount of seawater, brackish water and freshwater fisheries production; 5) Increasing the contribution of the agricultural sector's GRDP.

The realization of policy effects—such as Indonesia's vision to become a sovereign maritime nation—is fundamentally dependent on robust mechanisms. Therefore, the Effect dimension is highly correlated with the Mechanism. Mechanisms act as the scaffolding that transforms policy objectives into actionable outcomes. For instance, the macro-level policy effects outlined in the RPJPN 2005-2025 are enabled by the regulatory frameworks established by UNCLOS and SOLAS. Without these international agreements, Indonesia's legal authority over its maritime resources would lack legitimacy. In addition, at the meso level, the Presidential Regulation No. 16 of 2017 operationalizes the macro vision by specifying measurable targets like marine governance and economic growth. These targets rely on institutional mechanisms, such as multi-ministerial collaboration, to ensure effective delivery.

On the other hand, the potential of policy effects to deliver intended outcomes is moderated by the specific local, cultural, and geographic contexts. Moderators determine how universally applicable effects are tailored to local realities. For example, while the macro-level vision promotes marine-oriented economic growth, the local success of this policy in areas like Ambon City depends on leveraging its unique biodiversity, cultural heritage, and indigenous knowledge as enablers. For example, micro-level policy effects, such as increasing tourism competitiveness in Ambon, are moderated by logistical constraints (e.g., limited infrastructure) and cultural dynamics (e.g., the use of indigenous practices in ecotourism).

## 4.2 Mechanisms

Mechanisms describe the logic of the intervention as well as the theoretical ideas that underpin the program, allowing one to define why a program may be successful. Mechanisms explain the underlying processes that lead to the intervention's effects [49]. The mechanisms, whether implicit or explicit, relate to a notion about how the intervention is intended to produce the desired results. Therefore, mechanisms are critical to comprehending social occurrences. The results of this study found that mechanisms in the coastal tourism development in a blue economy perspective are divided into 3 aspects: 1) Regulation framework on blue economy development; 2) Commitments in international cooperation; 3) Institutional framework.

Indonesia's constitution, statutes, and other associated legislation provide well-defined policy frameworks for the blue economy. The 1945 Constitution's Article 25 states that Indonesia is an archipelagic state with rights and legal boundaries over its territory. Additionally, Indonesia committed to the 1982 United Nations Convention on the Law of the Sea (UNCLOS) by ratifying Law No. 17 of 1985, which governs Indonesia's legal status and territorial sovereignty

over the sea. Additionally, Indonesia adopted the Safety of Life at Sea (SOLAS) Convention in 1974. In 1980, Presidential Decree No. 65 ratified the convention. As a result, Indonesia already has a number of fundamental laws that can support the blue economy. These laws are arranged according

to the subsector and goal of the blue economy to encourage the implementation of the concept, which includes the expansion of coastal tourism. Furthermore, aspects of the regulation framework on blue economy development are listed in Table 1 below:

**Table 1.** Regulation framework on blue economy development

<b>Policies to Support the Ocean Economy Concept</b>	<b>Policies to Support Implementation of Business Process in Maritime and Fisheries Sector</b>	<b>Policies for Ocean Spatial Planning (Ocean Protection and Waste Management)</b>	<b>Policies to Support Implementation of Sea Transportation</b>	<b>Policies to Protect Energy and Mineral Resources as well as Non-Conventional Natural Resources Based on Blue Economy</b>	<b>Policies to Manage Sea Construction, Sea Industrial, and Biotechnology</b>	<b>Policies to Support Sea Usage for Marine Tourism and Business Activities in Coastal Area and Isles</b>
1) Law No.32 of 2014 about the Sea	1) Law No.45 of 2009 about fisheries, amending Law No.31 of 2004, and Law No.11 of 2020 about Job Creation	1) Law No.26 of 2007 about Spatial Planning, amending law No.24 of 1992. Note: not fully regulated spatial marine zoning for conservation	1) Law No.17 of 2008 about Shipping	1) Law No.1 of 2014 about Management of Coastal Area and Isles, amending Law No.27 of 2007	1) Law No.26 of 2007 about Spatial Planning, amending law No.24 of 1992	1) Law No.32 of 2014 about the Sea
2) Law No.11 of 2020 about Job Creation (10 amendments to Law No.32 of 2014)	2) Law No.5 of 1983 about the Indonesia Exclusive Economic Zone (ZEE). Note: not yet addressing management rules for fishing activities on the high seas that cause potential economic loss	2) Act No.6 of 1996 about Indonesian Waters	2) Government Regulation No.37 of 2002 about Rights and Responsibilities of Foreign Ships and Aircraft on Exercising Archipelagic Sea Lane Passage Right through and over Designated Archipelagic Sea Lane	2) Law No.30 of 2007 on Energy	2) Law No.7 of 2004 about Water Resources	2) Act No.6 of 1996 about Indonesian Waters
3) Presidential Regulation No.16 of 2017 about Indonesian Ocean Policy. It consists of the Indonesian Ocean Policy national document and a four-year action plan document. The first action plan is for 2016-2019. The following action plan document will be stipulated through a separate presidential regulation	3) Government Regulation No.60 of 2007 about conservation of fish resources stocks (Ref: Law No.31 of 2004)	3) Law No.23 of 2014 Article 14 about Local Government	3) Government Regulation No.31 of 2021 about Implementation of Shipping Sector	3) Law No.32 of 2014 about the Sea	3) Law No.32 of 2014 about the Sea	3) Law No.10 of 2009 about Tourism
4) Presidential Regulation No.18 of 2020 about National Medium Term Development Plan 2020-2024	4) Government Regulation No.27 of 2021 about Business Process in the Maritime and Fisheries Sector	4) Law No.32 of 2009 about Environmental Protection and Management 5) Law No.18 of 2008 about Waste Management 6) Law No.1 of 2014 about Management of Coastal Area and Isles, amending Law No.27 of 2007	4) Law No. 17 of 1985 for the ratification of UNCLOS 1982 5) Presidential Decree No.65 of 1980 for the ratification of SOLAS 1974	4) Government Regulation No.25 of 2021 about the Implementation of Energy Resources and Mineral Resource Sector	4) Government Regulation No.27 of 2021 about Business Process in the Maritime and Fisheries Sector	4) Law No.1 of 2014 about Management of Coastal Area and Isles amending Law No.27 of 2007

Meanwhile, Indonesia has also acknowledged that international cooperation is essential to advancing the growth and cooperation of the blue economy. At the moment, Indonesia is a signatory to several international declarations and joint statements that encourage collaboration between Indonesia and other nations on a bilateral and multilateral basis. Therefore, the aspect of commitments in international cooperation consist of: 1) Jakarta Declaration on Blue Economy - Declaration of the Indian Ocean Rim Association on the Blue Economy in the Indian Ocean Region (Jakarta, 8 - 10 May 2017); 2) Joint Statement on Cooperation in the Field of Blue Economy between Sweden and Indonesia (Stockholm, 25 October 2021); 3) ASEAN Leaders Declaration on the Blue Economy (Brunei Darussalam, 26 October 2021); 4) Australia-Indonesia Joint Statement on Cooperation on the Green Economy and Energy Transition (Rome, 30 October 2021) as shown in Figure 3 below:



**Figure 3.** Commitments in international cooperation  
Source: [31]

On the other hand, Indonesian government prioritizes a sustainable maritime economy, which has resulted in the development of specific policies, institutional frameworks, and the use of integrated policy tools. To streamline ocean governance, Indonesia implemented a specialized ocean policy plan and established the Coordinating Ministry of Maritime Affairs and Investments. The Ministry oversees the Ministry of Public Works and Housing, the Ministry of Transportation, the Ministry of Environment and Forestry, the Tourism and Creative Economy Agency, the Ministry of Energy and Mineral Resources, and the Ministry of Marine Affairs and Fisheries.

A variety of ad hoc mechanisms were also established to improve the country's ocean administration, with a special emphasis on IUU fishing. These are positive beginnings toward increasing coordination and policy consistency across the administration, however ocean governance remains rather fragmented both horizontally and vertically, reflecting the complexity of Indonesia's national and local governments. Aside from the Ministry of Marine Affairs and Fisheries, numerous additional ministries are responsible for ocean-related affairs, as detailed in the Table 2 below [31]:

**Table 2.** Blue economy-related competencies across ministries of Indonesia

Ministry/Agency	Competence
Coordinating Ministry for Maritime Affairs and Investment	Inter-ministerial coordination

Indonesia Statistics	Development of ocean accounting framework
Ministry of Cooperatives and Small and Medium Enterprises (SMEs)	Cooperatives and SMEs development in marine/ fishery business
Ministry of Defense	Navy Maritime defense policy
Ministry of Energy and Mineral Resources	Offshore oil and gas Marine energy development Marine conservation (some marine protected areas)
Ministry of Environment and Forestry	Reducing marine pollution Mangrove ecosystem data custodian Customs and excise from shipping industry
Ministry of Finance	Fees and taxes Subsidies Carbon related mechanisms
Ministry of Foreign Affairs	Protect and advance Indonesia's maritime interests State boundaries (province and region/ municipality)
Ministry of Home Affairs	Coordination between provincial and municipal governments on marine affairs
Ministry of Law and Human Rights	Drafting of ocean-related legislations Fisheries Aquaculture
Ministry of Marine Affairs and Fisheries	Fisheries resources surveillance Coastal regions and small islands Some marine protected areas Marine services Marine/fisheries product added value Strategic orientation for investment
Ministry of National Development Planning (BAPPENAS)	Medium-term and long-term development and planning (RPJMN and RPJPN) Low Carbon Development Initiative
Ministry of Tourism and Creative Economy/ Tourism and Creative Economy Agency	Marine tourism Shipping Navigation
Ministry of Transportation	Ports Sea and Coast Guard IMO focal point Processing Industry Ship Building Industry
Ministry of Industry	Small and medium marine/fishery industry Product standardization and certification Trade diplomacy, including negotiating tariff and non-tariff barriers for export of fishery products
Ministry of Trade	Trade promotion, especially for export products Product standardization and certification Consumer protection
National Research and Innovation Agency (BRIN) National Standardization Agency	Basic ocean research Industry applicable R&D Product and process standardization

Mechanisms are designed to harness the strengths of moderators or mitigate their limitations to ensure that the desired policy effects are realized. Effective mechanisms are context-sensitive, addressing moderators such as geographical diversity, socio-economic disparities, or governance fragmentation. For instance, the establishment of the Coordinating Ministry of Maritime Affairs and Investments provides an institutional mechanism to unify policies across Indonesia's diverse regions, acknowledging the vast differences in local capacities. For example, Mechanisms like capacity-building initiatives for local tourism operators help overcome moderators such as a lack of skilled human resources in remote regions like Maluku Province.

Mechanisms also provide the tools and processes necessary for the implementation dimension to succeed. Strong mechanisms facilitate efficient implementation by offering clear guidelines, frameworks, and resources. For instance, the regulatory framework under UNCLOS supports implementation by defining maritime boundaries and legal rights, enabling targeted investments in coastal tourism. In addition, digital mechanisms like e-government platforms allow national and local agencies to coordinate efforts, share data, and monitor progress. However, the lack of such platforms at the local level (e.g., Ambon City Tourism Office) hinders effective implementation, demonstrating a critical gap in the mechanism-to-implementation pipeline.

### 4.3 Moderators

Moderators, sometimes referred to as contexts, are the prerequisites that must exist in order for an intervention or policy to trigger the processes necessary to produce the intended results. They are crucial for comprehending why certain policies work for particular people or under particular conditions. Furthermore, social interventions are inherently difficult. What is supplied may differ from one location and time to another, and there may be long causal chains between the intervention done and the results observed [49]. Importantly, moderators vary within programmes, which means that different programme participants produce varied results.

In the empirical context of Ambon City, Maluku Province, moderators include various resource potentials that can be optimized in coastal tourism development. Maluku stands out as a province with outstanding maritime features, a varied populace, and a wealth of indigenous knowledge. It has a lot of promise, especially for growing the tourism sector, which may greatly raise the standard of living for its people. The findings of in-depth interviews with the head of the Maluku Province's Ambon City Fisheries Office, the three main Indonesian islands of Sulawesi, Papua, and Halmahera strategically encircle the 7.6% land area and 92.4% sea area that makes up Maluku Province. Because of its position, Maluku plays a significant role as Indonesia's maritime axis.

In Maluku Province, there is Ambon City, which is a coastal city with extraordinary marine potential. As the provincial capital, Ambon City has marine resources with unique biodiversity, so it has great potential to be used as a tourist attraction including underwater tourism potential. Therefore, Ambon City is known as "The Spice Island Exotic Marine Paradise". Ambon City is 377 km<sup>2</sup> in size, made up of 359.45 km<sup>2</sup> of land, 17.55 km<sup>2</sup> of sea, and 98 km of shoreline. Administratively, based on Ambon City Regional Regulation Number 2 of 2006, Ambon City has 5 districts, 20 sub-districts

and 30 villages/countries (Results of Interview with the Secretary of the Maluku Provincial Tourism Office, 2023). Furthermore, here are the number of tourist attractions on Ambon Island based on district as shown at Table 3 below:

**Table 3.** Number of tourist attractions in Ambon City by district and type

District	Types of Tourism Objects				Total
	Nature		Culture		
	Seashore	Land	Traditional Ceremonies	Historical/Cultural Sites	
Nusaniwe	15	3	-	2	20
Sirimau	-	3	1	12	16
South Leitimur	19	30	-	15	64
Ambon Baguala Bay	2	2	-	3	7
Ambon Bay	6	3	1	4	14
Total (all district in Ambon City)	42	41	2	36	121

Based on Table 3 above, it can be justified that the number of tourist attractions in Ambon City is very large and diverse, especially on the Seashore. This is certainly a very valuable capital in tourism development, especially in the blue economy. Furthermore, according to the observation results, in the southern part of Ambon City, especially on the Leitimur peninsula, there are several beaches such as: Hukurila Beach, Namalatu Beach, Naku Beach, Pintu Kota Beach, Lelisa Beach, Kilang Beach, and Santai Beach, which are a small part of the beaches on Ambon Island that have great characteristics and potential in attracting tourists to do swimming, diving, fishing and picnicking with family. Here is one of the very beautiful and exotic views of one of the marine tourism objects, namely Namalatu Beach, as shown in Figure 4 below:



**Figure 4.** One of Ambon City's tourist spots at Namalatu Beach

Source: Observation and Documentation of Research

In addition, the coastal area of fisheries resources including pelagic and demersal fish as well as other marine biota of significant economic worth may be found on Ambon Island. Additionally, there are 969 different species of shellfish in the Maluku Region. These include 665 different species of snails, of which 13 have commercial worth, and 274 species of shellfish and coral reefs, of which 21 have great economic value, as seen in the Figure 5 below:



**Figure 5.** Various types of coral reefs in the sea of Ambon Island

Source: Observation and Documentation of Research

The various variants of shellfish and coral reefs as shown in Figure 5 have an economic potential of USD 450,000 per year [62]. Moderators shape the feasibility and adaptability of Implementation dimension efforts. Implementation strategies must consider local moderators, such as geographical isolation or resource availability, to avoid one-size-fits-all approaches. In Maluku Province, for example, the abundance of marine biodiversity offers a unique opportunity for eco-tourism, but the lack of infrastructure poses a significant challenge to scaling these efforts. Furthermore, developing underwater tourism in Ambon City requires tailored investments in infrastructure and training programs that account for local conditions, such as limited access to advanced diving equipment or tour management expertise. Moderators also influence the cost-effectiveness and financial feasibility of interventions (Economic Dimension). Local conditions, such as geographical challenges or socio-economic disparities, can increase the cost of implementation, requiring innovative economic mechanisms to optimize resource use. The logistical challenges of developing tourism infrastructure in Maluku Province also increase project costs. Addressing this requires economic mechanisms like public-private partnerships or international grants to share financial burdens.

#### 4.4 Implementation

An aspect of implementation considers whether the program was implemented as intended and what barriers may have hampered proper implementation. Fundamentally, if an intervention is not implemented as intended, it cannot be tested and evaluated for effectiveness [49]. One important phase of developing policies is the implementation process. The actions and players needed to successfully install and maintain software are referred to as implementation. In essence, this phase requires policymakers to be clear about the obstacles they expect and the manner in which the policy intervention will be carried out.

The implementation aspects of this research are divided into 2 classifications, namely: implementation of interactive relationships at different levels of government and comparison between targets and achievements of targets and performance indicators of the Maluku Provincial Tourism Office. Implementation of interactive linkages at multiple levels of government for coastal tourist development in a blue economy, including national, provincial, and local tiers, which may involve various ministries and agencies. Their common purpose is to collaborate to deliver services such as facilitating and sharing information among government organizations.

In this way, decision-makers and regulators in the tourism industry are split into two distinct groups that function in the

G2G arena at the federal and local levels. The first organization is employed by the Ministry of Tourism and Creative Economy (TCE), which is part of the federal government. Presidential Regulation No. 96 of the Republic of Indonesia established the Ministry of TCE. Furthermore, the website <https://kemenparekraf.go.id> is used to implement e-government at the national level within the framework of the G2G dimension. The Ministry of TCE maintains this website. This platform provides local government institutions, such as the Government of Maluku Province and Ambon City, with access to a wide range of information and expertise [19] as shown in the Table 4 below:

**Table 4.** Tourism sector information and knowledge is managed by the ministry of tourism and creative economy

Types of Information & Knowledge	Content of Information & Knowledge	Status
Publication of International Tourist Visitation Statistics	This publication contains the development of arrival of foreign tourists to Indonesia which includes the number of visits by foreign tourists by entry point, Nationality and visit patterns	Updated
Publication of Passenger Exit Survey	This publication contains profiles of foreign tourists visiting Indonesia, including demographic profiles, travel patterns, expenditure patterns, and opinions of foreign tourists	Not updated (last publication in 2016)
National Tourist Profile Statistics	This publication contains the purpose of the trip, the accommodation used, the length of trip, and the average expenditure related to travel made by Indonesian peoples within the territory of Indonesia	Not updated (last publication in 2018)
National Tourism Satellite Balance	This publication contains the information about the structure of tourism consumption, investment value, and promotions in the tourism sector in the current year. In addition, the publication also provides information on the structure of the workforce in industries related to tourism, such as the business of providing accommodation, travel services, and restaurants	Not updated (last publication in 2017)
Standard Classification of Indonesian Business Fields Tourism and Creative Economy	This publication provides information about an overview of tourism and creative economy activities that are useful as a basis for the preparation and implementation of government activities, as well as other stakeholders (particularly Local Government), including in formulating various policies and activities in the field of Tourism and Creative Economy	Updated



In the meanwhile, all provincial and municipal tourism agencies fall under the purview of the second body. The Ambon City Government is subordinate to the Maluku Provincial Government at the provincial level. The tourism agency of the Maluku Provincial Government is located on the website <https://dispar.malukuprov.go.id/>, which also serves as the province's operational e-government tool. Since the website is primarily intended for users and visitors, it has not been combined with the Ministry of TCE. The only publication that contains the type of information exchanged in the tourism industry between the Maluku Provincial Government and the Central Government (Ministry of TCE) is the Regional Government Performance Accountability Report, which is normally only released once a year.

A tourism agency has also been established by the Ambon City Local Government at the municipal level. However, it is important to note that the Ambon City Government, as represented by the Ambon City Tourism Agency, does not have a dedicated website, platform, or dashboard made especially for sharing knowledge and information with other government agencies in the context of Government-to-Government (G2G) e-government initiatives. Remarkably, the Ambon City Tourism Agency is among the six Ambon City agencies that do not have a website or application at this time.

On the other hand, the implementation aspect can be seen from the comparison between targets and achievements of targets and performance indicators of the Maluku Provincial Tourism Office is shown in the Table 5 below [63]:

**Table 5.** Comparison between targets and achievements of targets and performance indicators of the Maluku provincial tourism office

No.	Strategic Objectives	Performance Indicators	Unit of Count	Target	Realization	Percentage
1	Increasing the Competitiveness of Maluku Tourism in National and International Markets	Number of Foreign Tourist Visits	People	20,000	1,450	7.25%
		Number of Domestic Tourist Visits	People	125,000	316,899	253.52%
		Length of Stay of Foreign Tourists	Day	4	5	125%
		Length of Stay of Domestic Tourists	Day	3	4	133.33%
2	Increasing Tourism Sector Revenue	Tourism Expenditure Value (Foreign Exchange)	Rupiah (IDR)	122,005,440,000	1,305,540,320,190	1,070.07%
		GRDP in Tourism Sector	%	1.99	3.12	156.78%

More specifically, based on the results of an interview with the Head of the Ambon City Tourism Office, the implementation of coastal tourism development in a blue economy is driven by a tourism destination development program, including the existence of tourism events or festivals, so that prospective tourists are more interested in coming. Dimension of implementation drives the efficiency of resource allocation and utilization economy. Poor implementation can lead to resource wastage, while well-executed strategies optimize budgets and enhance cost-effectiveness. For example, a lack of digital platforms at the local level could lead to duplicated efforts and inefficiencies, inflating costs unnecessarily. For example, comparing target achievements to actual performance metrics in Maluku Province reveals gaps that often stem from inefficient resource allocation, emphasizing the need for streamlined implementation processes.

#### 4.5 Economy

The final section of EMMIE discusses the economics or

costs of the intervention. Resources are always limited, therefore, policymakers must decide how to effectively allocate them. Ideally, policymakers will aim to foresee a programme's unintended and indirect costs [49]. The economics refers to the cost of policy execution. Although it is a simple notion, policy proposals rarely evaluate their entire costs. If done, just the direct costs of the policy are often mentioned, not the implicit costs (implicit costs are a form of opportunity cost - the advantage that a government loses by selecting one policy over another).

At the central government level, the blue economy in the tourism sector is a major concern. This is reflected in one of the priority objectives "accelerating the increase in the added value of the agrofisery industry, maritime, energy, industry, tourism, and the creative and digital economy", with a target of blue economy revenue in the tourism sector of 28 USD billion in 2024, and a contribution to GDP of 5.5% [64]. Furthermore, specifically in implementing tourism development policies in the blue economy, the Maluku Provincial Government allocates it to 5 (five) program items and budget as shown in the Table 6 below:

**Table 6.** Program and budget details for coastal tourism development in a blue economy

No.	Program	Budget (in IDR)	Source
1	Government Affairs Support Program	10,168,965,909	Regional Revenue and Expenditure Budget
2	Tourism Destination Attractiveness Enhancement Program	5,447,809,733	Regional Revenue and Expenditure Budget
3	Tourism Marketing Program	5,125,457,762	Regional Revenue and Expenditure Budget
4	Creative Economy Development Program through Utilization and Protection of Intellectual Property Rights	3,477,489,270	Regional Revenue and Expenditure Budget
5	Resource Development Program	4,747,797,412	Regional Revenue and Expenditure Budget

Based on the Table 6 above, there are five programs which include: 1) Government Affairs Support Program; 2) Tourism Destination Attractiveness Enhancement Program; 3) Tourism Marketing Program; 4) Creative Economy Development Program through Utilization and Protection of Intellectual Property Rights; 5) Resource Development Program. The five programs are accompanied by budget support (economic) with a total of IDR 29 billion or around USD 1.88 million.

The economic dimension also has a strong relationship with the moderator dimension. For example, budget constraints limit the capacity to address geographical and infrastructural moderators, emphasizing the need for targeted investments.

## 5. DISCUSSION

### 5.1 Effect

According to the data above, it can be analyzed that in terms of policy effect levels, it is quite good with 3 layers of effects including macro, meso, and micro. Moreover, with the existence of formal policies that support it, it increasingly shows the goodwill of the policy makers. The macro layer sets the overarching vision and mission for Indonesia's development, emphasizing the importance of transforming Indonesia into a sovereign, advanced archipelagic nation. It highlights a strategic direction towards a marine-oriented development approach. The policy effects at this layer are foundational, providing the philosophical and political underpinnings that guide national strategies and objectives. Key components include fostering maritime awareness, enhancing human resources through marine science and technology, and ensuring sustainable management of marine resources.

Meanwhile, the meso layer translates the macro-level vision into actionable guidelines for ministries, institutions, and regional governments, focusing on implementing the blue economy principles. The policy effects here are more specific and operational, with 12 detailed targets that include sustainable resource management, marine governance, economic growth in the marine sector, and maritime security. This layer ensures the alignment of regional and sectoral activities with the national vision, facilitating coherence in the pursuit of Indonesia's maritime aspirations. On the other hand, the micro layer the policies are tailored to the specific needs and circumstances of regions and cities, focusing on local development priorities within the broader blue economy framework. For instance, Maluku Province emphasizes enhancing competitiveness in small and medium industries, optimizing resource management, and improving infrastructure and investment climates. In Ambon City, the policy effects focus on increasing tourism competitiveness and economic contributions from agriculture and fisheries, with specific targets such as increasing tourist visits and fisheries production.

These local policies are instrumental in translating national and regional goals into tangible outcomes at the community level, ensuring that the benefits of the blue economy are realized in local contexts. The multi-layered approach ensures that policies are coherent across different levels of governance, allowing for a coordinated and effective pursuit of sustainable coastal tourism development and broader blue economy objectives. However, the policy effect (especially in the macro and micro layers) needs to be sharpened by cohering the

effect/contribution of tourism development policy in a blue economy to economic growth (for example, a minimum of 0.75% of total economic growth), both at the national level and at the regional level (Province and Regency/City).

Furthermore, concretely the "effect" aspect in Indonesia's coastal tourism development can be pushed more progressively, considering that Indonesia currently has the second largest fisheries sector in the world with a contribution of USD 27 billion to GDP, providing 7 million jobs, and meeting more than 50% of the population's animal protein needs. The sea is a major asset for the country's tourism industry with a contribution of USD 21 billion to GDP (marine and non-marine sectors). This is very important, so that there is a concrete impact of tourism development policy in a blue economy that can be felt by the community (specifically in regional entities with wonderful potential coastal tourism entity), as well as a commitment to social welfare.

Furthermore, it is possible to assess that at a macro level coastal tourism's integration into Indonesia's blue economy requires clearer connections between national GDP contributions and local GRDP targets. The current contribution of USD 27 billion from fisheries and USD 21 billion from tourism shows significant potential, yet the disconnect at local levels undermines scalability. At meso-level, policy harmonization across sectors like fisheries, tourism, and transportation lacks operational benchmarks to ensure alignment. Current blue economy principles are diffused across regulations without uniform indicators. At micro-level: Ambon's tourism sector, with only 1.78% GRDP, starkly contrasts the 5.5% national GDP target for blue economy tourism. Local-level poverty reduction and employment generation need quantifiable links to coastal tourism growth.

Meanwhile, there is a strong relationship between the elements/dimensions of Effect and Mechanism. For example, Integrated Coastal Zone Management (ICZM) ensures tourism development adheres to sustainability standards. By restricting over-tourism in sensitive areas, ICZM mechanisms lead to tangible effects such as increased biodiversity and higher quality tourism experiences. In addition, the establishment of Sustainable Tourism Observatories (STOs) captures data to evaluate environmental and economic outcomes, directly feeding into the effectiveness of tourism policies. On the other hand, there is a strong relationship between the elements/dimensions of effect and moderator. Moderators like environmental sustainability or local governance capacity shape the degree to which effects are realized. For instance, weak governance may allow unregulated tourism, undermining ICZM mechanisms and negating sustainable outcomes like biodiversity conservation.

### 5.2 Mechanisms

From the data listed above, it can be analyzed that in terms of the regulatory framework on blue economic development, it is relatively good because it is quite comprehensive. Several substantial regulations/policies such as policies to support the ocean economy concept, business processes in maritime and fisheries sector, protect energy and mineral resources as well as non-conventional natural resources based on blue economy, manage sea construction and industrial, and sea usage for marine tourism and business activities in coastal areas and isles are available. Meanwhile, in terms of international cooperation commitment, it is also relatively good because

there have been several important collaborations between Indonesia and several strategic parties such as ASEAN countries, countries in the Economy in the Indian Ocean Region, and Australia.

However, this collaboration should still be detailed further, especially regarding the role of regions with coastal tourism development potential (such as Ambon City, Maluku Province) in supporting the commitment to international cooperation in accordance with their competitive advantages (especially tourism). On the other hand, from the institutional framework aspect, although there is the Coordinating Ministry of Maritime Affairs and Investments and the institutions related to tourism development policy in a blue economy (along with their main roles) have been mapped, there is no coherence with the projected role for local governments. Moreover, in the context of decentralization, local government entities (especially those with good potential in coastal tourism development) should be given a proportional role to make the blue economy a success.

In terms of the regulatory framework on blue economic development, Integrated Coastal Zone Management (ICZM) policies are also very important. Implementing ICZM can ensure that tourism development is planned in line with environmental and social considerations. In addition, in the regulatory framework on blue economic development, developing and enforcing policies that regulate visitor numbers, protect sensitive areas, and ensure that tourism activities are sustainable are also needed to maintain socio-cultural harmony amidst blue economy development.

Furthermore, in the institutional framework aspect, intensive monitoring of tourism impacts is needed. This can be done by establishing a sustainable tourism observatory (STO) in priority tourism development locations (including in Ambon City, Maluku Province) and periodically providing environmental impact assessment data to the public. In addition, it is also important to collect data when the number of foreign tourists decreases to establish a baseline that can be used to determine the impact of the tourism sector on the ecology. Full integration of regional spatial plans (marine and land) also needs to be encouraged with adequate regional spatial plans.

STO also plays a critical role in monitoring ecosystems during low tourism times, to establish a baseline against which future tourism impacts can be measured. Better monitoring can improve protection by regulating developer obligations set out in the environmental assessment process. Integrated and sustainable tourism development programs will play a critical role in monitoring the destinations covered. To guarantee that comprehensive technical knowledge is included and that stakeholders can readily access spatial plan information, it is crucial to guarantee the involvement of institutions in charge of coastal and marine management, particularly the Ministry of Marine Affairs and Fisheries and the Ministry of Tourism.

Meanwhile, there is a strong relationship between the elements/dimensions of mechanism and effect. For example, measures like marine spatial plans and zoning rules minimize ecological deterioration in order to realize local tourism growth. In turn, these actions enable sustained tourism revenue and local job creation (effect). In addition, mechanisms like e-government platforms streamline tourist experiences (e.g., online visas), contributing to increased effect of foreign tourist arrivals. On the other hand, there is also a strong relationship between moderator and mechanism. Moderators, such as governance quality or community engagement, directly

influence the functionality of mechanisms. For example, strong local governance enhances the enforcement of zoning laws. Community buy-in ensures local stakeholders adopt sustainable tourism practices.

### 5.3 Moderators

Based on the above data, it can be analyzed that although Ambon City, Maluku Province has very abundant potential and is a very strategic area as the maritime axis of Indonesia, there are still shortcomings that need to be fixed. Despite Ambon City's significant blue economy potential, with a mere 1.78% of the Gross Regional Domestic Product (GRDP), the tourist industry falls well short of the 2.4% national average and other important sectors like manufacturing (5.48%) and agriculture, forestry, and fisheries (23.28%). In Ambon City, the tourism industry is still managed in a rather conventional manner. Improvements must also be made to the coastal community's knowledge and proficiency in managing marine resources [19].

It gets even more complex considering that according to the World Economic Forum (WEF) Travel and Tourist Competitiveness rating, Indonesia ranks 17th in the world for natural resource richness, but 135th out of 140 nations for environmental sustainability in the tourist sector [65]. This indicator captures changes in forest cover, the scarcity of wastewater treatment, the high number of vulnerable species, and other variables that represent the sector's overall level of unsustainable behavior. Therefore, more proper moderator governance is needed.

This can be done through, among others:

- 1) A blue economy tourism development strategy that emphasizes cross-sector collaboration. A prime example of Indonesia's potential to become a world leader is in the field of marine spatial planning. The Indonesian Integrated Tourism Master Plan is another integrated policy instrument that is critical to marine sector outcomes. These instruments can be developed in a way that allows for the integration of additional future activities into existing policies and strategic frameworks. This includes offshore energy, bioprospecting, and desalination, some areas that are underdeveloped in Indonesia but could be part of the country's marine future; and

- 2) Concrete division of roles and coordination between ministries (responsible for the fisheries, tourism, transportation, environment, and public works sectors), levels of government (central, provincial, and district), and other stakeholders (academia, private sector, and civil society) need to be strengthened. The establishment of a high-level Sustainable Ocean Economy Platform that acts as an advisory and monitoring body on issues related to the blue economy can support the achievement of this goal. The Sustainable Ocean Economy Platform can build on Indonesia's success in using the Tourism Coordination Platform to support the development of new tourism destinations through coordination at the central, provincial and district levels.

Meanwhile, there is a strong relationship between the elements/dimensions of moderator and mechanism. Environmental sustainability rankings (Indonesia: 135th globally) highlight the necessity of strong moderators to make mechanisms work. For instance, in areas with poor wastewater treatment, stricter environmental policies and enforcement are needed to make tourism development mechanisms effective. In addition, inter-sectoral collaboration through a Sustainable Ocean Economy Platform will strengthen mechanisms like

ICZM by addressing sectoral overlaps.

On the other hand, there is a strong relationship between the elements/dimensions of moderator and effect. Effective governance enhances mechanisms like STOs, ensuring data collected is acted upon to improve outcomes like biodiversity and tourist satisfaction (effect).

#### 5.4 Implementation

Based on the data provided, it can be inferred that the current function of the Ministry of Tourism and Creative Economy (TCE) is not optimal. This shortcoming arises from the fact that several instruments for knowledge and information sharing amongst other government organizations have not been completely updated. Of the five features, only two have been improved and are regularly maintained, as Table 4 illustrates. Additionally, some sections serve similar purposes and contain similar information. For example, the dissemination of passenger exit surveys and the publication of international tourist visitation statistics both concentrate on tourism data from the viewpoint of foreign tourists.

The Ministry of TCE ought to act in light of these findings to enhance the information and resources offered on the <https://kemenparekraf.go.id> website. Moreover, components with unnecessary information or functionalities should be streamlined in order to improve efficacy and clarity. The two biggest issues facing the Maluku Provincial Government in the G2G relationship are that its e-government tool, which is available on the website <https://dispar.malukuprov.go.id/>, has not been integrated with the Central Government (Ministry of TCE), and the only information exchanged between the two governments is through the Regional Government Performance Accountability Report. Therefore, in order to ensure the website's success, the Maluku Provincial Government must start integrating it with the Ministry of TCE, and the Ministry of TCE must provide the best possible support. Meanwhile, at the local level, in 2014, an early step toward integrated maritime governance, including the tourism industry, was taken.

The Ministry of TCE ought to act in light of these findings to enhance the information and resources offered on the <https://kemenparekraf.go.id> website. Also, elements with unnecessary information or functionalities should be streamlined to improve clarity and efficacy. The two biggest issues facing the Maluku Provincial Government in the G2G relationship are that its e-government tool, which is available on the website <https://dispar.malukuprov.go.id/>, has not been integrated with the Central Government (Ministry of TCE), and the only information exchanged between the two governments is through the Regional Government Performance Accountability Report. Therefore, in order to ensure the website's success, the Maluku Provincial Government must start integrating it with the Ministry of TCE, and the Ministry of TCE must provide the best possible support.

On the other hand, the implementation aspect from the comparison between targets and achievements of targets and performance indicators of the Maluku Provincial Tourism Office can be analyzed from 2 strategic objectives, namely: increasing the competitiveness of Maluku tourism in national and international markets and increasing tourism sector revenue in general is quite good. However, specifically the Number of Foreign Tourist Visits is still very worrying because only 1,450 of the target of 20,000 foreign tourists

(only 7.25%) have been realized. In the modern era, a website such as <https://www.indonesia.travel/id/> could be improved by offering services for applying for visas and issuance on a website that is integrated with <https://visa-online.imigration.go.id/>. The website <https://dispar.malukuprov.go.id/> can have its English language functionality improved at the provincial level. Additionally, during major events, the Maluku Provincial Government ought to increase its advertising of the Beta Maluku Application, spreading knowledge and enticing prospective travelers to download it from the Google Play Store.

There hasn't been much proactive involvement at the municipal level, especially within the Ambon City Government, in utilizing e-government to promote the tourism industry, especially along the Ambon Island coast. In order to draw potential visitors to the city, the Ambon City Government should thus play a more active role in marketing coastal tourism offers to them. Considering this, it is imperative to create an e-government platform, website, or dashboard. The City of Brisbane (<https://visit.brisbane.qld.au/>) and City of Jeju (<https://m.visitjeju.net/en>) are two notable international examples of municipalities that have effectively optimized e-government in order to attract foreign tourists that Ambon City should consider following.

Meanwhile, there is a strong relationship between the elements/dimensions of implementation and effect. The rollout of integrated e-government systems (mechanism) facilitates smoother tourist engagement, improving outcomes like increased foreign tourist arrivals (effect). Furthermore, failure in implementation, such as delayed updates to e-government platforms, undermines the mechanisms' ability to achieve expected effects. On the other hand, there is also a strong relationship between elements/dimensions of implementation and mechanism. Mechanisms rely on effective implementation strategies. For instance, STOs are mechanisms, but without adequate funding or technical expertise, their implementation will falter.

#### 5.5 Economy

According to the description of the data above, it can be analyzed that the economic aspect at the central government level has a fairly good commitment because it projects a contribution to GDP from the blue economy of the tourism sector of 5.5%. However, at the local government level (especially in Maluku) it is still not fully optimal. Indeed, there is success in terms of domestic tourism, where there are significant achievements in domestic tourist visits and longer stays than expected. This shows strong performance in attracting and retaining domestic tourists. In addition, it also shows that marketing programs and efforts aimed at domestic tourists are very effective.

However, on the other hand, there are challenges in foreign tourism. This is concretely shown by poor performance in attracting foreign tourists, thus indicating potential challenges in international marketing, accessibility, or competition with other destinations. Furthermore, this deficiency indicates that further efforts may be needed to increase the attractiveness at the local government level (especially Maluku) for international visitors. Some strategies that can be done include: better marketing, infrastructure improvements, or more competitive offers. In addition, there is a challenge in terms of the large gap between the GRDP target in the Tourism

Sector in Maluku Province (only 1.99%) and the GDP target from the blue economy of the tourism sector of 5.5%.

This analysis underscores the importance of continuous evaluation and adjustment of policies to ensure that they meet their intended economic and social objectives, particularly pertaining to competitive offerings, infrastructure quality, marketing quality, or even human resource capabilities. In addition, the central government needs to provide clear “signs” so that regional governments (especially those with extraordinary potential for tourism development policy in a blue economy) can be aligned in setting GRDP targets to support GDP achievement targets. Economic optimization can also be done by encouraging Public-Private Partnerships (PPPs). This effort is carried out through collaboration between the government, the private sector, and local communities to invest in sustainable tourism projects. In addition, it can also be done with blue bonds and green investments. These initiatives are carried out by utilizing innovative financial instruments such as blue bonds to fund projects that protect coastal and marine ecosystems while promoting tourism.

On the other hand, economic opportunities in the coastal marine sector generally rely on natural assets such as mangroves, coral reefs, and seagrass, as well as other valuable ecosystems. In addition, Indonesia's coral reefs contribute to tourism sector revenues of USD 3.1 billion per year through

recreational activities (e.g., diving and snorkeling) [66]. Coral reefs also contribute to fisheries sector revenues of USD 2.9 billion per year by functioning as habitats for rare fish [65]. Given the vital function of coral reefs because they help Indonesia avoid flood damage estimated to reach USD 0.6 billion each year [67], coral reef conservation deserves special attention from coastal tourism development policy makers in encouraging the progress of the “economy” aspect of the blue economy.

Meanwhile, there is a strong relationship between the elements/dimensions of economy and mechanism. Innovative financing (e.g., blue bonds) funds Mechanisms like ICZM and STOs, ensuring their sustainability and effectiveness. There is a strong relationship between the elements/dimensions of economy and moderator. Economic investment in human capital (e.g., training coastal communities) enhances moderators like governance and community engagement, which, in turn, improve mechanism efficacy.

### 5.6 EMMIE framework of formulation model coastal tourism development policy in a blue economy perspective

According to the description of the discussion outlined above, this study proposes a formulation model coastal tourism development policy in a blue economy perspective as shown in the Table 7 below:

**Table 7.** EMMIE framework in formulation model coastal tourism development policy in a blue economy perspective

Concept	Dimensions / Aspects	Variables	Indicators
<b>EMMIE Framework in Formulation Model Coastal Tourism Development Policy In A Blue Economy Perspective</b>	<b>Effect</b>	Macro Effect	The expected impact of coastal tourism development policies from a blue economy perspective at the national level in the long term
		Meso Effect	The expected impact of coastal tourism development policies from a blue economy perspective at the provincial level in the mid term
		Micro Effect	The expected impact of coastal tourism development policies from a blue economy perspective at the municipal level in the short term
	<b>Mechanisms</b>	Regulation Framework on Blue Economy Development	Design of a regulatory framework for the development of the blue economy, particularly that related to coastal tourism, at the national, provincial and municipal levels
		Commitments in International Cooperation	The initiative and activeness of the central government to participate in the international coastal tourism development of the blue economy network, and to coherent it down to the local government
		Institutional Framework	Design of the division of roles/responsibilities and coordination mechanism of each government institutional entity in coastal tourism development policies of blue economy
	<b>Moderators</b>	Tourism Object Resources	The competitive advantage of a regional entity's tourist attraction that can be an attraction for local and international tourists
	<b>Implementation</b>	Implementation of Interactive Relationships at Different levels of Government	Implementation of interactive linkages at multiple levels of government for coastal tourist development in a blue economy to collaborate to deliver services such as facilitating and sharing information among government organizations
		Implementation of Government Performance in Coastal Tourist Development in a Blue Economy	Realization of government performance in coastal tourist development in a blue economy by comparing between targets and achievements of targets and performance indicators
	<b>Economy</b>	Economic Resources of Central Government	The budget allocated by the central government to run coastal tourism development programs in the blue economy
Economic Resources of Local Government		The budget allocated by the local government to run coastal tourism development programs in the blue economy	

The framework above is supported with advanced recommendations for interconnected EMMIE applications which consist of: 1) Integrated Data Ecosystems. The government can use STOs as hubs to collect and analyze interconnected data across mechanisms, moderators, and effects. Example: Correlating tourist influx with coral reef health to refine zoning policies; 2) Iterative Policy Design. The government could establish iterative feedback loops between mechanisms and effects. Example: Adjust marine spatial plans based on real-time STO data on tourist activity; 3) Capacity Building as a Cross-Cutting Driver. This is very important to train local governments to act as effective moderators, strengthening both mechanism implementation and effect achievement; 4) Scenario Modeling. The government can simulate how changes in moderators (e.g., improved governance) or mechanisms (e.g., stricter ICZM enforcement) impact effects, using predictive modeling tools.

## 6. CONCLUSIONS

This research concludes that from the EMMIE framework (effects, mechanisms, moderators, implementation, economy), there are variables produced, namely: macro effect, meso effect, micro effect, regulatory framework on blue economy development, commitments in international cooperation, institutional framework, tourism object resources, implementation of interactive relationships at different levels of government, implementation of government performance in coastal tourists, development in a blue economy, economic resources of central government, economic resources of local government. Meanwhile, there are also indicators produced such as: 1) The expected impact of coastal tourism development policies from a blue economy perspective at the national level in the long term; 2) The expected impact of coastal tourism development policies from a blue economy perspective at the provincial level in the mid term; 3) The expected impact of coastal tourism development policies from a blue economy perspective at the municipal level in the short term; 4) Design of a regulatory framework for the development of the blue economy, particularly that related to coastal tourism, at the national, provincial and municipal levels; 5) The initiative and activeness of the central government to participate in the international coastal tourism development of the blue economy network, and to coherent it down to the local government; 6) Design of the division of roles/responsibilities and coordination mechanism of each government institutional entity in coastal tourism development policies of blue economy; 7) The competitive advantage of a regional entity's tourist attraction that can be an attraction for local and international tourists; 9) Implementation of interactive linkages at multiple levels of government for coastal tourist development in a blue economy to collaborate to deliver services such as facilitating and sharing information among government organizations; 10) Realization of government performance in coastal tourist development in a blue economy by comparing between targets and achievements of targets and performance indicators; 11) The budget allocated by the central government to run coastal tourism development programs in the blue economy; 12) The budget allocated by the local government to run coastal tourism development programs in the blue economy.

On the other hand, this study has several significant contributions to science as follows: First, this study is able to

find fundamental results related to the existing conditions of coastal tourism development policy in a blue economy perspective in Ambon City, Maluku Province, Indonesia from the EMMIE framework (effect, mechanisms, moderators, implementation, economy). These findings can also be used as material for further evaluation analysis for improvements for the Ambon City Government, Maluku Province, Indonesia. Second, this study is able to formulate a model of coastal tourism development policy in a blue economy perspective developed from the EMMIE framework (effect, mechanisms, moderators, implementation, economy). This finding is very important considering that there has never been an EMMIE framework developed from the angle of coastal tourism development policy in a blue economy. Therefore, the formulation of the model is also a research novelty. Third, the formulation of the model produced from this study can also be a framework for analyzing coastal tourism development policy in a blue economy perspective for subsequent scholars/researchers who have concerns in studying tourism development or the blue economy. In addition, the formulation of the model can be an alternative for policy makers in the marine/maritime and tourism sectors in evaluating the achievement of institutional performance, and in projecting policies and programs for coastal tourism development in a blue economy perspective in the future.

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