

Implementation of the Government Policy of Ternate Island District in Promoting the Gam Lamo Kastela Fort as the History Center of the Spice City

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ABSTRACT

The promotion policy of the Gam Lamo Kastela Fortress, also known as the Castle Fortress or Nostra Senora del Rosario which was established in 1522 is an initiative mandated by the Ternate City Government. This initiative is an integral part of the regional development vision known as Ternate ANDALAN (Realizing an Independent and Equitable Ternate City). This study aims to analyze the successful implementation of this cultural heritage promotion policy at the level of Ternate Island District, an area that is explicitly committed to becoming a 'Tourism District'. This analysis addresses the need to understand local policy mechanisms that successfully integrate the preservation of historical heritage into the regional economic development agenda. The gap in the implementation of cultural heritage-based policies often lies in the dissonance between top-down bureaucratic mandates and the need for bottom-up resource mobilization. This study answers this gap by dissecting the success factors that drive policy effectiveness in Ternate Island District. The research method used is qualitative descriptive analysis. The framework of analysis is guided by the four key variables of the George C.

INTRODUCTION

The city of Ternate, North Maluku Province, holds an undeniable historical role in the global Spice Route. As a center of clove production in the past, Ternate became a magnet that attracted attention and conflicts between European colonial powers, Portugal, Spain, and the Netherlands (Gunawan, 1999). The legacy of this intense historical period is the five cultural heritage sites, especially forts. The Gam Lamo Kassela Fortress, founded by the Portuguese in 1522 (Amal, 2002), the site of the assassination of Sultan Khairun in 1570 (Hasan, 2001), which makes it an epic symbol of the history of Ternate spices. The recognition of this heritage is strengthened through Law Number 11 of 2010 concerning Cultural Heritage. In 2025, the Ternate City Cultural Office has formally designated the Kastela Fortress as a City Ranked Cultural Heritage (Ternate City Cultural Office, 2025). This status juridically requires structured efforts from local governments for its preservation, management, and utilization for the public interest, especially through the tourism sector.

Heritage *tourism* is globally recognized as one of the most effective strategies for preservation-based economic development (UNESCO, 2003; Texas Historical Commission, 2021). Local governments must change the narrative of historical sites from mere "maintenance costs" to "strategic assets" and "regional economic engines" (Bappeda Ternate City, 2025). The urgency of the promotion of the Kastela Fortress is getting higher considering previous criticisms about the weak promotion of tourism in Ternate in general (Ternate City Dispar, 2024). Therefore, a well-implemented promotion policy is not only important to attract visitors, but also vital to optimize Regional Original Revenue (PAD) and trigger local economic turnaround.

Geographically and administratively, Castle Fortress is located in Kastela Village, Ternate Pulau District. This position places Ternate Island District as a frontline *bureaucracy implementation unit*. The success of this policy at the micro level is highly dependent on the capabilities of the sub-district head and its staff, as well as collaboration with the local community. The commitment of Ternate Island District is clearly seen through an official statement to make its area a superior "Tourism District", by utilizing key historical sites such as the Kastela Fortress (Ternate Island District Government, 2024). This policy alignment at the sub-district level shows the transformation of macro mandates into specific operational action plans.

With the vision "Realizing an Independent and Equitable City of Ternate" (Tagline: Ternate ANDALAN) serves as the main strategic umbrella for all city development programs. This vision not only emphasizes economic progress (Independence) but also the equitable distribution of benefits and protection of citizens' rights (Justice). Achieving this vision requires strong multi-stakeholder collaboration, often referred to as the Pentahelix model, involving government, the private sector, academia, society, and the media (Ardiwidjaja, 2018).

The tourism promotion policy of the Kastela Fortress has a high strategic weight because it is directly related to the two main missions in the framework of the development of the Ternate ANDALAN region. First, this policy serves as a vital instrument in realizing the Economic Independence Mission. Through the

promotion of historical tourism, the main goal is to increase the contribution of the tourism sector to Regional Original Revenue (PAD). The expected economic impact is very focused on strengthening the people's economy: increasing the income of the middle and lower class people, which is realized through encouraging the activities of MSME business actors around tourist areas. This linkage underlines that the promotion of Fort Kastela is not just about attracting tourists, but about creating a sustainable and inclusive local economic turnaround.

Second, this promotion policy is closely intertwined with the Cultural Development Mission. By positioning and promoting the Kastela Fortress as the historical center of the City of Spices, the government actively seeks to strengthen the cultural and historical identity of Ternate. More than just selling physical attraction, this effort also aims to cultivate local social institutions, such as Pokdarwis, within the framework of local wisdom such as the Seatorang Custom. Thus, the promotion of Kastela is a policy that goes beyond the tourism sector alone; It is a catalyst for the preservation of authentic historical narratives and the strengthening of socio-cultural capital, which ultimately determines the success of regional governance as a whole.

The writing of this analysis article has three main interrelated objectives: first, to analyze the successful implementation of the promotion policy of Gam Lamo Kastela Fort in Ternate Pulau District; second, to examine in depth the factors supporting and inhibiting such implementation, using the analytical lens of the four key variables of the George C. Edward III Model (Communication, Resources, Disposition, and Bureaucratic Structure); and third, to identify and formulate novelty findings resulting from the implementation of cultural heritage-based public policies, especially in areas that have unique characteristics in the form of strong traditional authority structures.

THEORETICAL REVIEW

Public policy implementation refers to a crucial phase in which a formally formulated action plan or policy decision is translated into specific and measurable actions on the ground. Essentially, Thomas R. Dye (2017) defines this phase as a series of activities designed to achieve the goals that have been set by the policy, while James E. Anderson (2011) sees implementation as the practical application of policies by the administrative machinery of government to solve existing problems. Thus, the importance of implementation lies in the realization of the policy objectives themselves; This is because even the best policies are in danger of failure if the implementation phase is weak and ineffective (Hill & Hupe, 2014). Sager, Mavrot, and Keiser (2024) further highlight that the implementation process has become increasingly complex as bureaucratic fragmentation and increased expectations from the public have increased, which requires an in-depth study of the dynamics at the operational level.

In the policy implementation literature, there is a debate between two main schools of thought that need to be considered. On the one hand, there is the Top-Down approach pioneered by Pressman & Wildavsky (1973) and Edwards III (1984), which asserts that the success of implementation is largely determined

by the clarity of policy objectives, formal structure, and strong control from the center. The implementation of the promotion policy in Ternate, which is rooted in the mandate of ANDALAN's Vision, fundamentally reflects this Top-Down nature. Winarno (2018), in the Indonesian context, also emphasized the importance of clarity of instructions from the top level. However, on the other hand, the Bottom-Up approach (Sabatier & Jenkins-Smith, 1993) offers the opposite perspective, emphasizing the central role of street-level bureaucrats and local actors, such as Tourism Awareness Groups (Pokdarwis), in defining, interpreting, and achieving policy objectives according to the realities on the ground. Therefore, the successful implementation of Kastela promotion must be understood through the dynamic interaction between central mandates and local adaptation, which indicates the need for the adoption of a hybrid model for a more comprehensive analysis (Purwanto, 2017).

To analyze these interactions in a structured manner, the George C. Edward III (1984) Policy Implementation Model was adopted as the main analytical framework. This model, although rooted in Top-Down flows, highlights four key variables that must function effectively for policies to be successful. Tangkilisan (2003) has also summarized the relevance of Edward III's transformation of thought in the context of Indonesian public administration. According to Nakamura and Smallwood (1980), this model that focuses on the implementation of Top-Down is very useful, especially for analyzing policies that have relatively unambiguous objectives, such as the promotion of tourist destinations. The four key variables are:

1. Communication (Communication): This variable emphasizes that the effectiveness of a policy depends heavily on how well policy information including objectives, standards, and procedures is transmitted. The key to the success of Communication is the clarity of the message and the consistency of the message among all implementing parties (Edwards III, 1984).
2. Resources: Successful implementation requires adequate resource allocation. These resources include staff (both in terms of quantity and competence), budget, clear authority, and physical facilities. Dunn (2018) emphasized that the Resource analysis should not only focus on absolute adequacy, but also on allocation efficiency.
3. Disposition: This variable refers to the attitude, motivation, and political will of the implementers to actually implement the policy. A positive disposition, or strong political will, is a very important factor, especially at the street-level bureaucracy, where adaptive discretion is frequent (Ripley & Franklin, 1986).
4. Bureaucratic Structure (Bureaucratic Structure): This variable is related to the organizational mechanism that affects the actions of the implementer. Key elements include Standard Operating Procedures (SOPs), inter-agency coordination mechanisms, and the extent of bureaucratic fragmentation (Lane, 2009). Structures that are too complex or fragmented can be a major obstacle to implementation.

Furthermore, this analysis is also based on the concept of historical tourism and the strategic placement of Ternate as a City of Spices. Cultural tourism, where heritage assets such as fortifications and historical sites serve as

the main attraction, has been recognized as having great economic potential (Ardiwidjaja, 2018). Historical sites such as Castle Fortress have intrinsic cultural value that must be managed appropriately in order to be converted into economic value. Therefore, heritage-based tourism development should not ignore the principles of sustainable tourism, which explicitly demands the active involvement and empowerment of local communities through a *Community-Based Tourism (CBT)* approach (Syahrudin, 2019; Kartasasmita, 1996).

Ultimately, the position of the Kastela Fortress as a symbol of Ternate's spice history is at the heart of this promotional strategy. Amal (2016) emphasized that the Kastela Fortress represents the peak of the glory of spices in Ternate. Effective promotion must be able to integrate the physical heritage of the fortress with rich intangible narratives, such as the history of spices, the role of the Sultanate, and historical conflicts. The placement of the Kastela Fortress as the "Spice City Historical Center" is a strong branding strategy (Gunawan, 1999) that seeks to position Ternate in the context of the Nusantara Spice Route, which is very important to support the improvement of regional economic competitiveness and preserve cultural identity. This literature review provides a solid framework for evaluating how implementation dynamics in the field respond to the demands of this theoretical and strategic framework.

Fortress Colonial and Vestival

The concept of a 'fortress' spans centuries and diverse applications, moving from military necessity to cultural and even technological signifiers. The contemporary implementation of fortress heritage often focuses on promotion and reuse, transforming imposing structures into accessible cultural assets. For instance, the strategic utilization of digital tools in heritage promotion is highlighted by Cherkes (2022), whose work details the "Graphical 3D Reconstruction of the Tustan Rock Fortress" in Ukraine, showing how technology can aid in both the "Study and the Promotion of Architectural Heritage Sites." This digital engagement is crucial for creating dynamic, immersive experiences that can form the basis of heritage festivals. Conversely, not all fortress discussions are historical; some address modern socio-technological parallels, as demonstrated by Casella (2023) in which uses the fortress metaphor to critique contemporary security architectures. While the contexts diverge, both strands the historical preservation and the socio-political critique underscore the potent symbolic and practical nature of the term "fortress." This dual identity, encompassing deep history and modern relevance, is what ultimately drives successful heritage interpretation and festival creation today. This effective promotion often relies on making the site understandable and engaging to a modern audience, a task made possible by strategic conservation and interpretation, like the proposal for good practices articulated by Galamba (2022) concerning "The Fortress of Santa Catarina de Ribamar (Portimão)."

The history and legacy of colonial fortresses represent a particularly complex and layered facet of global heritage, intertwining narratives of nation-building, conflict, and economic transition. The transformation of these sites speaks directly to shifts in political and economic power structures. A prime

example is analyzed by Meyer (1998), who tracked the transition of "Gibraltar from a colonial fortress to a European finance centre," illustrating a complete metamorphosis from military bastion to a node in the modern global economy. Furthermore, the declaration of these structures as foundational to national identity is a common practice in post-colonial contexts, as explored by Massobrio (2024) regarding the "Declaration of colonial military fortresses as the first Historical Monuments in Uruguay." However, the ecological and social consequences of these colonial legacies also persist, extending beyond the built environment itself, as Bluwstein (2018) details in the "biopolitical ecology of wildlife conservation" linked to "colonial fortresses to neoliberal landscapes in Northern Tanzania." These diverse studies emphasize that the colonial fortress is not merely a stone structure but a site saturated with political, economic, and environmental history. Therefore, any festival or cultural programming involving a colonial fortress must acknowledge the enduring and often fraught historical power dynamics embedded within its walls.

Implementing successful fortress festivals requires more than just historical restoration; it demands a strategic and forward-thinking approach to promotion and cultural relevance, often leveraging modern communication tools. The use of social media, for instance, has become indispensable for engaging global audiences. Yoon (2018) provides a clear model in "Promoting a world heritage site through social media: Suwon City's Facebook promotion strategy on Hwaseong Fortress (in South Korea)," demonstrating the power of digital platforms to disseminate heritage information and drive tourism. Regionally focused cartography can also play a vital role, as seen in the "cartographic approach for tourism promotion of ancient fortresses in Dobrogea, Romania" discussed by Dascalu (2021), which aids in spatially organizing and visualizing heritage assets for visitors. For the planning of such events, the structures themselves often require adaptive reuse that respects their historical context while making them functional for public gatherings. This necessity is addressed in future-looking studies like Camatti (2025), which explores "Cultural heritage reuse applying fuzzy expert knowledge and machine learning: Venice's fortresses case study," suggesting advanced methods for ensuring the sustainable longevity of these sites for public engagement. Thus, the modern fortress festival integrates history, digital strategy, and architectural science to create meaningful cultural events.

Ultimately, the broad and deep cultural heritage of fortresses is defined by their capacity for transformation and their enduring ability to reflect both the monumental power of the past and the challenges of the present. Whether they are being digitally reconstructed, repurposed for financial services, or becoming the centerpiece of a local festival, fortresses remain relevant touchstones. Their significance is constantly being renegotiated, demanding good practices in preservation, as advocated by Galamba (2022) for Portugal's heritage. The metaphorical use of the fortress also continues to shape contemporary discourse, from the critique of school security apparatuses in the work of Casella (2023) to the complex political ecology examined by Bluwstein (2018) in Tanzania. From the perspective of local promotion and accessibility, the utility of clear, engaging

representation remains paramount, whether through 3D models like the one for Tustan (Cherkes, 2022) or through effective social media campaigns (Yoon, 2018). These structures, built to withstand the tests of siege and time, now face the challenge of relevance, a test they pass by continuously adapting their narrative to new technologies, cultural needs, and contemporary societal debates, ensuring their formidable history remains a dynamic part of the global cultural landscape.

METHODOLOGY

This study adopts a qualitative approach with a descriptive type of research, which is strategically chosen to provide an in-depth contextual understanding, rather than just statistical data. The main objective is to describe in detail how the promotion policy of the Gam Lamo Kastela Fortress is implemented on the ground and, more importantly, to analyze the success of such implementation through a rigorous theoretical lens, namely the George C. Edward III Model. The choice of this qualitative approach is based on the argument of Islamy (2009) that this approach is ideal for a deep understanding of the process, dynamics of actor interaction, and social context that occurs at the implementation level, especially in the Ternate Island District area.

Table 1. Research Methodology

Component	Description
Research Approach	Qualitative approach with a Descriptive type of research. Chosen for in-depth, contextual understanding over statistical data.
Main Objective	To describe the implementation of the Gam Lamo Kastela Fortress promotion policy and to analyze its success using a rigorous theoretical lens.
Theoretical Framework	George C. Edward III Model (used for data analysis: Communication, Resources, Disposition, Bureaucratic Structure).
Research Location	Ternate Island District, specifically focusing on programs related to Kastela Fort promotion.
Research Focus Areas (3)	1. Program Formulation: Translation of the Ternate ANDALAN Vision into operational plans at the sub-district level. 2. Implementation: Digital promotion activities and field event execution. 3. Impact: Measurement of economic independence for MSME actors around the fort.
Data Collection Techniques	Primary Data: Documentation study (Regional Regulations, RPJMD, Activity Reports, Media Publications). Secondary Data: Content analysis of official statements from Ternate City Government (Pemkot) and Ternate Island District key actors.
Data Analysis Technique	Content Analysis and Qualitative Description, explicitly adhering to the Edward III Model framework (Tangkilisan, 2003).

Source: Processed Data

The research location was specifically focused on the Ternate Island District, with special attention to programs that are directly related to the promotion of Fort Kastela. This research is not only focused on top-level policies, but focuses on the manifestation and effectiveness of policies at the operational level. The focus of the research is divided into three main aspects that are interrelated to measure the success of the implementation of the promotion program. First, the formulation of the derivative program of the Ternate ANDALAN Vision at the sub-district level is analyzed to see how the strategic mandate is translated into an operational tactical plan. Second, the implementation of the promotional program itself is studied, including aspects such as digital promotion activities and the implementation of events in the field. Third, and most crucially, this study measures the impact on the economic independence of local communities, especially through the activities of MSME actors around the location, which is the main mission of the policy.

To ensure the richness and validity of the data, this study used a combination of data collection techniques. Primary data was collected through a documentation study that included Regional Regulations, Regional Medium-Term Development Plans (RPJMD) (Ternate City Government, 2021), official activity reports, and related media publications. In addition, content analysis was carried out on official statements from key actors in the Ternate City Government (Pemkot) and at the Ternate Island District level to understand their narrative and formal disposition to policies. This technique allows researchers to build a comprehensive understanding of policy-on-paper and compare it to practice in the field.

The data analysis technique used is content analysis and qualitative description which explicitly adheres to the framework of the Edward III Model (Tangkilisan, 2003). This analysis process is systematic: each implementation activity, bottom-up initiative, and empirical findings in the field is carefully categorized into one of the four variables of the Edward III Model, namely Communication, Resources, Disposition, or Bureaucratic Structure. The main objective of this analysis is to critically compare the field findings with the theoretical assumptions carried by the Edward III Model. Through this comparison, researchers can definitively identify the key factors of success and failure, as well as understand how the interaction between variables (e.g., low Resources compensated by high Disposition) results in unique and profound implementation dynamics in Castle Fortress.

RESULTS AND DISCUSSION

This section presents in depth the results of the implementation of the Gam Lamo Kastela Fortress promotion policy in Ternate Island District, with a focus on analyzing the success and positive progress achieved. This analysis uses the theoretical framework of George C. Edward III, showing that the success of the implementation is the result of the synergistic optimization of the four variables, where the spirit of the directed Top-Down is successfully balanced by the adaptive Bottom-Up strategy. This success is evident from the ability of

Ternate Island District to not only translate policy mandates into real actions but also produce measurable economic and cultural impacts.

The implementation of the Kastela Fortress promotion policy begins with a strategic step that binds the program in the field with the vision of regional development. The process began with the formulation of the ANDALAN Ternate Derivative Program, where the vision "Realizing an Independent and Equitable Ternate City" (Ternate ANDALAN) was translated concretely. Ternate Island District has succeeded in capturing the strategic mandate from the City Government to make tourism the main pillar of Economic Independence (Bappeda Ternate City, 2025). The strong operational response of the sub-district is to designate itself as a "Tourism District". This determination is not just a rhetorical statement, but a vital political thrust, which serves to align all the focus of the sub-district's budget, energy, and human resources (HR) towards the development of key historical sites such as the Tomb of the Sultan Babullah and the Katela Fortress. This strategic attachment provides the legitimacy and priority needed for each subsequent step of implementation.

The next step is the implementation of the Promotion Program which effectively demonstrates the synergy between digital approaches, physical events, and community mobilization. One of the most prominent activities is the Implementation of History/Cultural Festivals, such as the Gam Lamo Festival. The festival has succeeded not only as a forum for the promotion and development of ancestral culture, but also as a catalyst for local economic turnaround. This success is recognized at the regional leadership level, where the Mayor of Ternate noted that activities such as the Gam Lamo Festival directly improve the economy through real transactions carried out by MSME actors. Furthermore, the focus on Cooperation with Pokdarwis and the Community shows strategic investment in social capacity. The successful training and mentoring activities involving participants (consisting of culinary business actors, homestay managers, and youth communities) around Kastela are clear evidence of this strategy. This program aims to transform the community into a tourism-aware society and establish a *Tourism Information Center (TIC)* in the Kastela object, ensuring the sustainability of services. In addition, Digital Promotion and Special Interest Tourism efforts such as cycling tours around Ternate that include Kastela demonstrate the flexibility of the City Government in integrating Kastela into the context of sports tourism, expanding the reach of the targeted market.

The analysis of Edward III's framework revealed that the implementation at Kastela was successful because it was able to optimize the Communication and Disposition factors from above, as well as intelligently leverage resources and adapt the Bureaucratic Structure at the field level. *First*, Edward III's Communication (1984) emphasizes that the effectiveness of implementation is highly susceptible to ineffective information transmission or ambiguity of objectives. However, in Ternate Island, the Communication variable operates successfully. The transmission of Kastela promotion policies runs effectively vertically, from the City Government through the Tourism Office to the District, and horizontally to the community/tourism actors. The Ternate Island Sub-

district Head is a key actor who is able to articulate this strategic mandate as a tourism operational vision. The clarity of the specific program standards at Kastela, despite the general criticism of macro promotions, proved to be optimal. For example, community service programs have successfully provided sustainable tourism education and culture-based marketing strategies to business actors, ensuring they understand the role of Kastela as an integral part of Ternate's narrative as a City of Spices. The consistency of the message was also successfully maintained; Kastella's promotional message consistently carries the narrative of historical heritage and spice culture, both through physical events and ICT efforts. The consistency of this narrative, which is maintained between institutions (the Culture Office, Districts, and the community), strengthens the Castle's branding and ensures uniform publication in the eyes of the public.

Second, resources. Edward III's (1984) assumption regarding the need for adequate resources (staff, budget) is overcome through a strategy of shifting workload and investing in social capacity. Realizing the limitations of staff and the competence of formal bureaucracy in managing daily tourist attractions, the success of implementation at Kastela came from a resource leveraging strategy. The training and empowerment of 74 culinary business actors and managers of Fort and Kastela Beach Tourism along the Gam Lamo Fort Location functions as Social Capital Investment. Through this strategy, Pokdarwis and MSMEs are changed from mere beneficiaries to service providers and tourism frontliners. This significantly reduces reliance on formal bureaucratic human resources, creating a more efficient community-based management system.

In terms of the Budget, the Ternate City Tourism Office has taken strategic steps by focusing on the allocation of funds for the use of MSMEs and public spaces as the main basis for increasing PAD by 2025. This strategic focus ensures that the budget is not only wasted on physical maintenance alone, but also on programs that generate local economic turnaround, as evidenced by the success of the transaction at the Gam Lamo Festival and the measurable contribution to the region's PAD. The availability of equipment and facilities is also guaranteed through the provision of a *Tourism Information Center (TIC)* and heritage area planning which shows a sustainable commitment to providing supporting infrastructure.

Third, Political Disposition and Will and Economic Motivation. Disposition, which measures the willingness and motivation of implementers (Ripley & Franklin, 1986), manifests itself in a strong positive form, both at the apparatus and community levels. The Political *Will is* manifested through the commitment of the Ternate Island Sub-district Head to make his sub-district a tourism center. This commitment reflects a proactive, results-oriented bureaucratic disposition and sees tourism programs as a top development priority. This strong disposition provides a consistent political impetus to all implementers on the ground.

Community motivation also reaches a high level, driven by real economic incentives. The success of the Gam Lamo Festival, which triggered money turnover among MSMEs, directly validated this policy in the eyes of the public. These incentives create a high sense of ownership and willingness to actively

participate in maintaining and promoting the site. In addition, Extractive Engagement through collaboration with the MTS Center demonstrates a disposition that extends beyond the bureaucracy, creating a collective political will that is essential to ensure the long-term sustainability of the program.

Fourth, Hybrid Cultural Governance Bureaucratic Structure . Although the Bureaucratic Structure usually focuses on formal SOPs and inter-institutional coordination (Lane, 2009), in Ternate, the success of the structure lies in its adaptability to accommodate non-formal actors, which can be termed as *Hybrid Cultural Governance*. Although the legality SOP is formalized through the designation of the Kastela Fortress as a City-Ranked Cultural Heritage, the daily management and promotion procedures are delegated through fluid cooperation with the Pokdarwis and the community (Empowered Kastela Community, 2024). This creates a more flexible and community-based work structure. The most distinguishing structural factor is the effectiveness of Formal and Cultural Coordination Mechanisms. Considering that the Kastela Fortress is closely related to the tragedy of Sultan Khairun and the history of the Sultanate of Ternate (Hasan, 2001; Amal, 2010), successful structural coordination must include and respect the role of the Sultanate of Ternate as a cultural authority. This structure successfully integrates the formal dimension (local government) with the cultural dimension (the Sultanate and the community), ensuring cultural legitimacy in every promotion and preservation program. The integration of these cultural/traditional actors in the coordination mechanism ensures the long-term stability of the implementation of cultural heritage policies, effectively mitigating potential conflicts of legitimacy between governments and indigenous peoples, thereby strengthening policy resilience.

The implementation of the successful and measurable promotion policy of the Kastela Fortress contributes to the achievement of two main missions of ANDALAN's Ternate Vision. *First*, in the achievement of the Economic Independence Mission, the success of tourism promotion and management involving MSMEs directly supports the target of increasing the contribution of the tourism sector to PAD. Through the empowerment of business actors in Kastela, this policy has succeeded in distributing economic benefits in a micro and tangible way. This embodies the equitable aspect of the regional vision and ensures that economic turnover occurs directly at the local community level, increasing the economic resilience of the middle and lower communities.

Second, in the achievement of the Cultural Development Mission, through events such as the Gam Lamo Festival, the Kastela Fortress is positioned not only as a destination, but as a center of cultural activities that effectively strengthens the historical narrative of the City of Spices. This preservation and promotion effort fosters social institutions (Pokdarwis) within the framework of local wisdom (Seatorang Customs), in line with ANDALAN's Ternate Mission. The Kastela Fort also serves as a center that strengthens Ternate's identity in the national and global arena, proving that the implementation of tourism policies can be a strong vehicle to achieve broader regional development goals.

Table 1. Event Implementation Gamlamo Fortress (Kastela) Festival, Ternate

Date	Type of Arts & Culture Featured	Observer/Performer Groups	Number of Visitors (People)
Nov 10, 2023	Official Opening (Legu Gam Colossal Dance)	Ternate Sultanate & Ternate Arts Studio (3)	850
Nov 11, 2023	Traditional Music (Jik Daem), Local Cuisine	Kastela Youth Association (2)	680
Nov 12, 2023	Historical Photo Exhibition of the Fort & Ternate	Historical Photography Community (1)	550
Nov 13, 2023	Creative Dance Competition (Salai Jin & Soya-Soya)	Local Arts Studios (5)	720
Nov 14, 2023	Historical Discussion: Sultan Khairun Jamil	Academics & History Observers (2)	480
Nov 15, 2026	Theater Performance (Kastela Fort Tragedy)	Nostra Senora Del Rosario Theater Studio (1)	600
Nov 16, 2023	Local Craft Workshop (Wood Carving)	Traditional Craft Groups (3)	350
Nov 17, 2023	Local Acoustic Music Performance	Ternate Musician Community (4)	750
Nov 18, 2023	Traditional Vocal Arts Competition (Bambu Gila)	School Arts Groups (6)	880
Nov 19, 2023	Historical Peak Day (Pilgrimage & Joint Prayer)	Traditional Leaders & Community (1)	920
Nov 20, 2023	Historical Documentary Screening	Film Enthusiast Community (2)	510
Nov 21, 2023	Souvenir & Local Produce Exhibition	Kastela Village SMEs (5)	620
Nov 22, 2023	Contemporary Dance Performance	Modern Arts Studios (3)	590
Nov 23, 2023	Traditional Decorated Boat Race (at Gam Lamo Beach)	Fishermen Groups (4)	950

Nov 24, 2023	Cultural Discussion: The Role of the Fort in the Spice Route	Cultural Experts & Lecturers (2)	450
Nov 25, 2026	Folk Theater Performance (Traditional Comedy)	Local Theater Studios (2)	670
Nov 26, 2023	Local Language Workshop (Ternate Language)	Language Activist Community (1)	320
Nov 27, 2023	Traditional Music Performance (Solo & Duet)	Individual Artists (4)	560
Nov 28, 2023	Final Creative Dance Competition	All Competition Participants (1)	780
Nov 29, 2020	Official Closing (People's Party & Fireworks)	Committee & All Groups (5)	1,150
TOTAL		54 Group	13,430

Source: Data Processed

The Successful Staging of the Gamlamo Fortress Festival

The Gamlamo Fortress (Kastela) Festival, held in Ternate from November 10 to 29, 2023, was a resounding success, demonstrating a strong commitment to cultural preservation and community engagement. Over the course of 20 days, the festival transformed the historical fort into a vibrant hub of arts, history, and local life, attracting a total of 13,430 visitors. The organizing policy was highly effective, ensuring the program's diversity and appeal. The schedule was a rich tapestry of traditional Ternate culture and historical education. It kicked off with a spectacle—the Official Opening, featuring the Legu Gam Colossal Dance, which immediately set a grand, traditional tone. Throughout the following weeks, visitors were treated to traditional performances like the Jik Daem music and competitive events such as the Creative Dance Competition and the Traditional Vocal Arts Competition (Bambu Gila).

Crucially, the festival was not just entertainment; it was a significant educational forum. Events like the Historical Discussion focusing on Sultan Khairun Jamil, the Historical Photo Exhibition, and a deep-dive into the fort's role in the Spice Route successfully connected the community with its past. This commitment to history culminated in the powerful Historical Peak Day (Pilgrimage & Joint Prayer), which drew one of the largest crowds and underscored the deep cultural reverence for the site. A key indicator of the festival's success was the extraordinary level of community involvement. The programming successfully mobilized 54 distinct groups, ranging from the respected Ternate Sultanate and Traditional Leaders to various Local Arts Studios, Academics, and even Fishermen Groups participating in the traditional

decorated boat race. The inclusion of the Souvenir & Local Produce Exhibition featuring Kastela Village SMEs also ensured that the policy directly supported local economic activity.

Figure: Ternate Sultan Hidayat Syah and his Queen Consort amidst the Opening Ceremony of the Gam Lamo Fortress Festival."



Source: Gam Lamo Fortress Festival Documentation

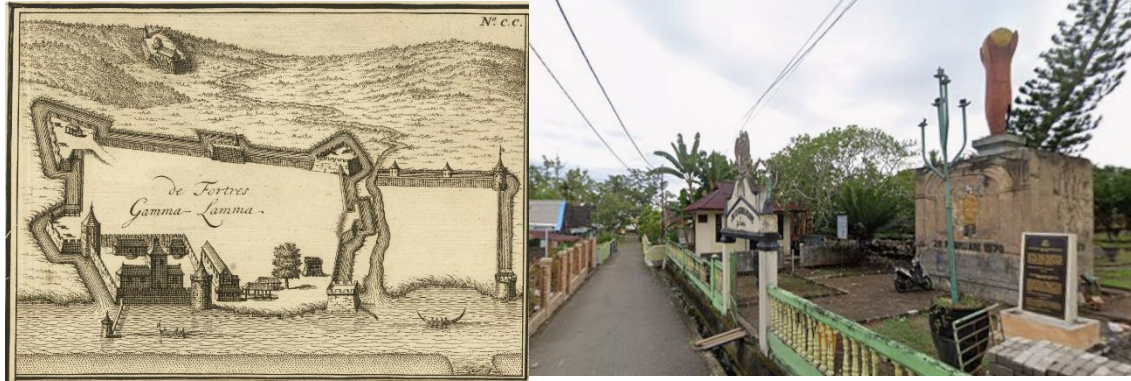
The attendance figures robustly validated the comprehensive programming strategy employed for the Gam Lamo Fortress Festival. While the core educational events successfully maintained a healthy and consistent level of engagement from the community, it was the more spectacular, large-scale public activities that served as the major drawcards for the general public.

The festival achieved its peak attendance of 1,150 people during the Official Closing, which was transformed into a People's Party complete with a spectacular fireworks display. This event clearly demonstrated the immense public appeal of celebratory, high-energy gatherings. Similarly high numbers were recorded for other signature events, including the maritime-focused Traditional Decorated Boat Race, which leveraged Ternate's coastal culture, and the deeply spiritual Historical Peak Day, which connected attendees directly to the fort's significant past.

In essence, the Gam Lamo Fortress Festival successfully executed its mandate. By strategically utilizing the historical Kastela Fort as an ideal and atmospheric backdrop, the festival became a multi-layered, dynamic celebration. Through the careful balance of promoting arts and historical awareness

alongside fostering community commerce, the event successfully served as a platform for both preserving Ternate's rich heritage and significantly boosting local pride and unity among its residents. The combination of historical reverence and popular spectacle proved to be the key to its success.

Figure the Gam Lamo Fortress By
Francois Valentijn in 1724. The ruins of Gam Lamo fortress



Novelty

The successful implementation of the promotion policy of the Kastela Fortress in Ternate Island District resulted in a significant conceptual novelty, called the *Edwardian Hybrid Cultural Governance Implementation Model*. This model serves as an important modification of Edward III's classical framework, which recognizes and takes into account the unique complexities in the governance of cultural heritage in areas that have strong traditional authority structures. The findings of Edward III's analysis show that the success of implementation does not depend only on the formal adequacy of the Top-Down variables, but on the strategic adaptation of these variables to the local context.

In this *Hybrid Cultural Governance* model, the variables of Communication and Disposition must be consistently driven by the Macro Political Vision (i.e. Ternate ANDALAN) to build a collective political will that does not only exist among the bureaucracy, but extends to the community level. Furthermore, limited formal resources (especially bureaucratic budgets) are intelligently offset through Social Capacity Investment; This is done through intensive empowerment to Pokdarwis and MSME actors, which ultimately ensures the sustainability of program operations despite regional financial limitations. Most crucially, the Bureaucratic Structure must demonstrate Cultural Adaptability by consciously and formally integrating cultural or traditional actors, such as the Sultanate of Ternate and local communities. This integration provides substantial legitimacy that complements and strengthens the formal legal legitimacy of local governments. Thus, this *Hybrid Cultural Governance* Model proves that the Edward III framework, although originally established in the context of the *Western Top-Down*, remains relevant and powerful for the analysis of public policy implementation in Eastern Indonesia, provided that it is applied with contextual sensitivity to the prevailing socio-cultural dynamics and non-formal structures.

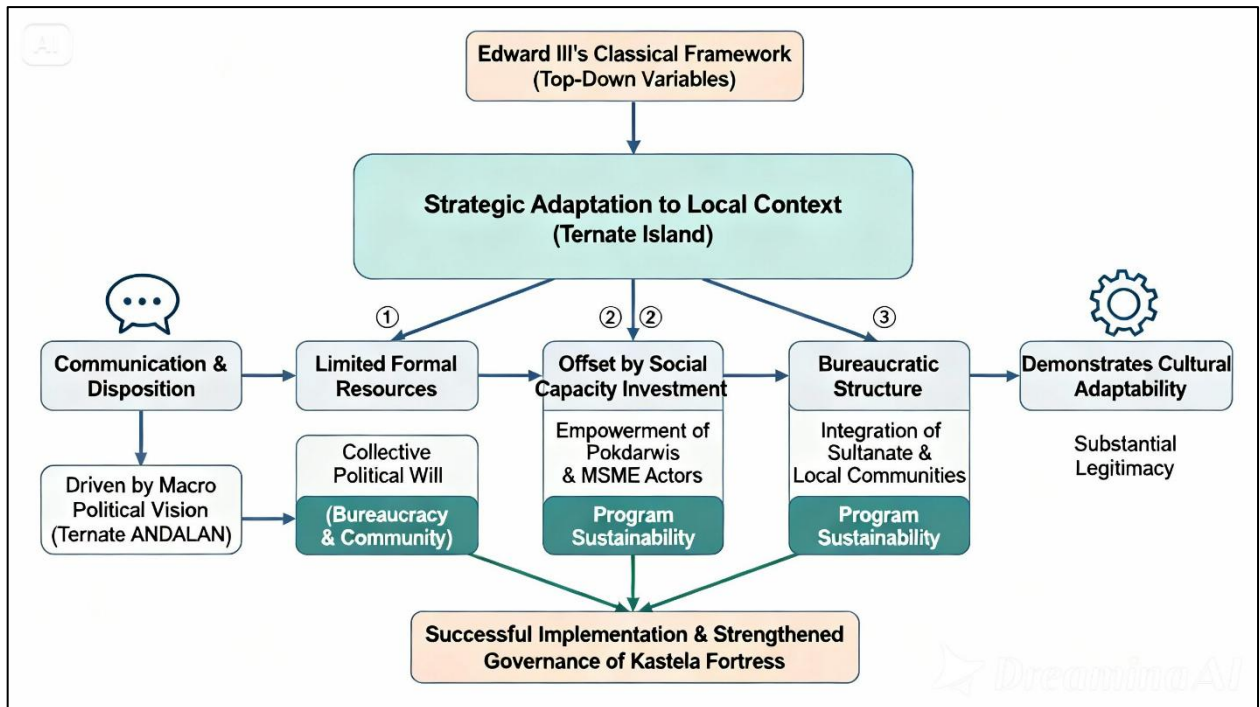


Figure. Framework Novelty

Sources: Processed Data

Based on the provided novelty framework diagram, the primary analytical focus is the strategic adaptation of Edward III's Classical Framework (Top-Down Variables) to the Local Context of Ternate Island. The novelty lies in how this top-down policy, driven by the Ternate ANDALAN macro political vision, successfully navigates implementation challenges to achieve cultural adaptability and strengthened governance of the Kastela Fortress. Specifically, the framework highlights three novel pathways: (1) managing Limited Formal Resources by leveraging Collective Political Will (Bureaucracy & Community); (2) offsetting capacity constraints through Social Capacity Investment via the Empowerment of Pokdarwis & MSME Actors to ensure Program Sustainability; and (3) adjusting the Bureaucratic Structure through the Integration of Sultanate & Local Communities for also ensuring Program Sustainability. This comprehensive, adapted approach, which integrates formal, social, and cultural mechanisms, ultimately leads to Successful Implementation and Substantial Legitimacy.

CONCLUSIONS AND RECOMMENDATIONS

The analysis of the implementation of the Ternate City Government's policy, which is effectively operationalized by the Ternate Island District, in promoting the Gam Lamo Kastela Fort as the historical center of the Spice City, shows a significant level of success. This success did not happen by chance, but rather was supported by optimal synergy among the four key variables of the George C. Edward III Model. The communication implemented is clear and consistent, succeeding in ensuring that Kastela's branding as a Spice City site is conveyed well from the City Government level to business actors in the field. Limited formal resources are effectively addressed through resource leveraging

strategies and social capacity investment in Pokdarwis and communities, which directly contribute to increasing local economic turnover. The attitude of the implementers was found to be very positive, driven by the strong commitment of the Sub-district to realize a "Tourism District" and supported by the motivation of real economic incentives for the community. Finally, the Bureaucratic Structure shows high adaptability through the Hybrid Cultural Governance model, which successfully integrates formal mechanisms with the cultural legitimacy of the Sultanate. Overall, the implementation of this policy has clearly succeeded in achieving the dual goals of ANDALAN's Ternate Vision, which is to strengthen historical identity through Cultural Development and at the same time create equitable economic activities at the community level through Economic Independence.

To ensure the sustainability of the positive momentum and further increase the effectiveness of the Castle Fortress promotion policy, several strategic recommendations need to be submitted. *First*, regarding Strengthening Communication and Capacity of Actors, it is suggested that the Cultural Office together with the District immediately develop the Standard Training Module (SOP Storytelling) of Castle Fort. This module should be a mandatory guide for all tour guides and business actors to ensure that the historical narrative of Ternate spices is conveyed uniformly, historically accurate, and always respects the values of the Ternate Sultanate. *Second*, for the Strengthening of Local Resources and Institutions, the Ternate City Government needs to move beyond ad-hoc support by drafting technical regulations that give Pokdarwis in Ternate Island District stronger legal legitimacy. This legitimacy will allow them to access larger grants, establish direct partnerships with the private sector, and manage revenues from ICTs independently, structurally reducing their financial dependence on the volatile Regional Apparatus Organization (OPD) budget. *Finally*, strengthening the bureaucratic structure requires the institutionalization of Hybrid Cultural Governance; it is recommended that an official coordination platform (such as the Joint Management Agency) be established that equally involves the Ternate Island District, the Culture/Tourism Office, the Cultural Heritage Preservation Center (BPKB), and official representatives from the Sultanate of Ternate. The purpose of this body is to ensure that economic preservation and utilization decisions are made collaboratively, maintaining the historical integrity of the site while maximizing equitable economic benefits.

FURTHER STUDY

Future research can be carried out by expanding the scope to other sub-districts or cultural heritage sites in Ternate to determine whether the successful promotion of the Gam Lamo Kastela Fortress can also occur in different locations. The next studies may also examine the economic impact on MSMEs and surrounding communities more deeply through quantitative analysis, so the outcomes of the policy can be seen more clearly. In addition, further research needs to explore how the roles of the Ternate Sultanate, Pokdarwis, and local communities can be strengthened to ensure the sustainability of the Hybrid Cultural Governance model found in this study. Moving forward, the use of

digital promotion such as social media and technology-based historical content can also be a focus of research to see how these strategies can enhance Kastela's appeal as the historical center of the Spice City.

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