Research Article

Mapping Publication Trends on Governance Capacity in Tourism Development: A Systematic Literature Review

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Abstract.

This study aims to map the development of research and scientific publications on capacity governance in tourism development. It uses a systematic literature review approach to analyze 46 scientific articles selected based on PRISMA procedures. The articles were sourced from the Scopus database published in the 2019–2024 period and analyzed with Vosviewer. The results reveal six topic clusters in the study of capacity governance towards tourism development, namely government, integration, sustainable tourism development, tourism sector, governance arrangement, and destination governance. Government is the most dominant cluster compared to other clusters, which indicates that it is a general concept used in the study of capacity governance in tourism development, and is related to various issues in other clusters, including sustainable development, tourism policy, policy implementation, destination governance, and destination development. This research contributes to the development of capacity governance studies in tourism development, sustainable tourism development, and destination governance. The limitation of this research is that the data used is only sourced from the Scopus database, so the results cannot explain the study of social movements on social media as a whole. Therefore, future research needs to use data or references from various reputable databases like Web of Science and EBSCO.

Keywords: capacity governance, tourism development, tourism governance, sustainable tourism development

1. Introduction

In the prior ten years, the travel industry has run into both structural and adaptive obstacles, especially heightened by the COVID-19 pandemic, technological disruptions, and significant global sustainability challenges. These crises underscore the inadequacies of traditional governance models, which are predominantly characterized by administrative centralization, thereby necessitating a governance framework that is more collaborative, adaptive, and responsive to local complexities. The tourism sector

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has experienced significant adverse effects as a result of the pandemic, highlighting the imperative for collaborative governance across various sectors to facilitate recovery. There exists an urgent necessity for comprehensive e-government reforms that are inclusive in nature. The ongoing global sustainability crisis is catalyzing the demand for governance capacities that are both adaptive and resilient.

One of the fundamental dimensions of capacity governance is the significance of collaboration among various stakeholders. Popering-Verkerk et al. delineated five essential components within the capacity governance framework, namely collective action, coordination, resilience, learning, and resources [1]. These components suggest that the attainment of effective governance necessitates a synergistic relationship among governmental entities, communities, and the private sector. Within this framework, community engagement emerges as critically important, as articulated by Jayanti, who underscored that community involvement in public governance in Indonesia has the potential to enhance service quality and policy outcomes [2].

One of the relevant studies is L.T.'s work on human resource professionalism in public administration and how this contributes to the achievement of good governance and improved organizational performance in the era of bureaucratic reform [3].This research emphasizes that organizational capacity development is crucial, especially for newly formed regions such as North Kalimantan Province, which require capacity strengthening to achieve sustainable development goals. Furthermore, Stier highlights the importance of administrative capacity in e-government performance, which is increasingly relevant along with the development of digital technology [4].This research shows that increased administrative capacity is directly related to the government's ability to manage and improve public services through digital platforms.

This is in line with Pham's findings, which emphasize that government administrative capacity is a determining factor in e-government implementation and adoption by citizens [5]. In addition, Popering-Verkerk et al. developed a framework for understanding governance capacity in the context of an interconnected society, where this capacity is dispersed among different actors in the governance network [1].This research identified that a better understanding of governance capacity can help in addressing complex societal issues.

Although many previous studies have explained Capacity Governance, but not many previous studies have used a systematic literature review approach with articles sourced from the Scopus database and not many have used the article review method with the

Vosviewer application. Therefore, this research focuses on reviewing papers with the SLR approach using 46 scientific articles sourced from the Scopus database. The SLR method is a scientific method that has strengths and advantages in understanding research issues based on previous research findings.

The focus of this research study leads to an effort to answer the research question, namely "How is the development of research on Capacity Governance in Tourism Development". The research method used is qualitative content analysis with the SLR approach and article analysis using Vosviewer. This research contributes to the study of Capacity Governance in Tourism Development which is currently the concern of many activists but is rarely studied in depth by scholars.

The urgency to build a new concept in terms of governance of tourism development capacity in the void or fragmentation in the literature related to capacity governance models that are applicable to tourism. The lack of synthesis between the concepts of governance, sustainability, and e-government in the context of regional development and community-based industries.

The notion of Capacity Governance within the realm of tourism development is imperative to ascertain that the sector can evolve in a sustainable manner, thereby yielding optimal advantages for local communities while concurrently safeguarding the environment. Prior academic work has revealed that efficient governance, defined by collective stakeholder engagement, transparency, and accountability, is key to achieving sustainable tourism development objectives.

One salient dimension of governance capacity within the tourism sector pertains to the governmental ability to establish a regulatory framework that facilitates the advancement of the industry. [6] discovered that the caliber of public goods and services rendered by the government exerts a favorable influence on tourist expenditure, thereby indicating that effective governance has the potential to draw an increased number of tourists. The results of [7] resonate with this observation, pointing out that ideal governance serves to not only promote sustainable tourism efforts but also boost the overall performance of the tourism field.

Additionally, the analysis performed by Moyle and others demonstrates that tourism efforts in Australia have initiated the blending of climate change issues within their strategic frameworks, which accentuates the necessity of adaptive actions in tourism regulation [8]. This indicates that the capacity for governance ought to be attuned to the challenges that arise, particularly those associated with climate change and

its ramifications for tourist locales. The study by Roem underscores that the efficacy of establishing sustainable tourism is profoundly contingent upon the proactive participation of stakeholders throughout the entirety of the process [9]. To effectively manage tourism development, it is essential that not only government bodies but also local communities and private enterprises come together, all aiming towards shared sustainability goals.

One pertinent investigation is the research conducted by Renyaan, which assesses collaborative management within the tourism sector amidst the pandemic. This inquiry underscores the necessity for effective leadership, proactive community involvement, and the backing of diverse stakeholders in the management of village tourism. Furthermore, this research elucidates that the enhancement of community capacity and the facilitation of organizational learning constitute critical themes in the governance of village tourism [10]. This aligns with the discoveries made by Taufik, which emphasize the significance of synergistic partnerships among governmental entities, the tourism industry, and local communities to attain shared objectives in the advancement of the sector [11].

In the realm of post-pandemic recovery, Rahmah posits that the innovation and application of digital technology constitute critical strategies for establishing sustainable tourism. This study indicates that the diversification of strategies, particularly through the advancement of digital tourism, can effectively attract visitors and foster the future growth of the tourism sector [12]. Also, a detailed examination conducted by Hamid and team highlights that the tourism field needs to adjust to the new hurdles posed by COVID-19, which includes the establishment of refined risk management frameworks [13].

Additionally, Lubis analyzed the governance structures of tourism villages in Sipirok, revealing that the coordination and communication among stakeholders require significant improvement to attain optimal tourism management. The findings underscored the pivotal role of local government in furnishing information and support to all pertinent stakeholders [14]. This underscores the significance of capacity governance in fostering a supportive environment for the development of sustainable tourism.

Also, the inquiry led by Yuniati about the pentahelix model in the framework of community-centered tourism enhancement shows that the collaboration of a diverse set of stakeholders—including state agencies, academic entities, the commercial sector, local residents, and broadcasting outlets—is necessary for the fruitful development of

tourism programs [15]. This model affords a holistic framework designed to bolster collaboration and foster synergy among all parties engaged in the process. The research undertaken by Sukmadi accentuates the significance of the pentahelix model in enhancing the local economic landscape via tourism development. This study demonstrates that efficient collaboration across various sectors can augment the appeal of tourism and facilitate economic expansion within the region [16]. Consequently, effective governance capacities in tourism development prioritize not merely administrative functions, but also the collaboration and proactive engagement of all stakeholders involved.

Although there is literature that reviews governance capacity from various perspectives such as administrative capacity [4] [5] collaborative [17] [15] to adaptive institutions[18] [8], there is no conceptual synthesis that systematically maps the dynamics of interaction between these dimensions in the context of tourism development. Most of the research is fragmentary and contextual, without building an integrated theoretical framework.

Consequently, this inquiry endeavors to delineate the evolution of capacity governance scholarship within the framework of sustainability-oriented tourism advancement, while simultaneously pinpointing prevailing conceptual frameworks, identifying research voids, and recognizing opportunities for theoretical advancement. Anticipated outcomes from this investigation are set to function as a pivotal foundation for the crafting of a governance model that corresponds with local dynamics, especially in the post-pandemic period, and is geared towards digital transformation and engaging various stakeholders.

2. Methods

The research phases that were outlined before were carried out following the PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses) standards, which involved the locating, filtering, and incorporation of academic articles drawn from the Scopus database. The identification phase pertains to the preliminary stage of data or article acquisition, which is conducted by establishing an account on the premium/paid Scopus database; subsequently, logging in with the official credentials, and inputting the search terms "tourism governance" and "capacity governance" into the article search interface on Scopus. At this juncture, we generated a cumulative 313 articles, which were meticulously analyzed, culminating in the recognition of 200 articles deemed as duplicates. The screening phase involves the process of assessing the quantity of

articles recorded from the Scopus database that align with the designated research subject, while also accounting for articles that may not have been accurately registered in relation to scientific criteria and accessibility to full-text versions; further, it entails the identification of articles that demonstrate a substantial degree of relevance to the topics of Capacity Governance and Tourism Governance and can be retrieved in RIS file format; thereby facilitating the generation of a reliable and precise report regarding the number of articles selected for inclusion as references in the review. The determination phase involves the selection of 46 articles that have undergone rigorous verification and validation processes.

In order to ascertain the caliber and scholarly legitimacy of the manuscripts incorporated within this review, a rigorous quality appraisal procedure was executed on 46 articles that had successfully navigated the ultimate selection phase in accordance with the PRISMA guidelines. This evaluation process not only took into account the availability and relevance of the subject matter but also critically examined the methodological robustness and scientific impact of each publication.

The quality review was executed through the Joanna Briggs Institute (JBI) Critical Appraisal Tools, recognized for its flexibility and relevance to diverse research contexts, including qualitative, quantitative, and mixed methods examinations. Furthermore, for the assessment of other systematic review literature, the AMSTAR 2 checklist (A Measurement Tool to Assess Systematic Reviews) was employed.

The dimensions evaluated encompass: Precision of research objectives and research inquiries; Suitability of methodology and research framework; Appropriateness of data gathering and analytical techniques; Clarity in the presentation of findings; Critical examination of limitations; and the credibility of publication sources (journal ranking based on Scopus quartiles, the reputation of the publisher, etc.).

Each manuscript was allocated a quality evaluation rating (High, Moderate, Low) predicated upon the cumulative assessment score derived from the pertinent checklist. Manuscripts that were designated with a Low Quality rating were omitted from the conclusive analysis. The findings of the quality evaluation are encapsulated in Table 1 presented below:

The "High" category indicates articles with strong methodology, clear reporting, and direct relevance to the topic of capacity governance in the context of tourism. The "Moderate" category is still worth analyzing but may have limitations in reporting,

TABLE 1: Summary of Quality Assessment of Included Articles.

No	Author & Year	Article Title Research	Design Source	Sumber Jurnal (Q)	Tool Appraisal	Score (out of 10)	Category
1	Popering-Verkerk et al. (2020)	Capacity governance and collective action	Kualitatif	Q1	JBI – Qual	9	High
2	Stier (2021)	E-Government and Administrative Capacity	Kuantitatif	Q2	JBI – Quan	7	Moderate
3	Renyaan (2022)	Collaborative Village Tourism	Kualitatif	Q3	JBI – Qual	8	High
4	Taufik (2023)	Synergy in Tourism Governance	Campuran	Q2	JBI – Mixed	7	Moderate
5	Pham (2020)	Administrative Capacity in E-Gov	Kuantitatif	Q1	JBI – Quan	8	High
6	Celik & Aydin (2019)	Stakeholder Engagement in Tourism	Kualitatif	Q3	JBI – Qual	7	Moderate
7	Coros et al. (2021)	Strategic Sustainability Framework	Kualitatif	Q2	JBI – Qual	8	High
8	Rahmah (2022)	Digital Innovation in Tourism	Kualitatif	Q3	JBI – Qual	7	Moderate
9	Lubis (2023)	Tourism Village Governance in Sipirok	Studi Kasus	Q4	JBI – Case	6	Moderate
10	Yuniati (2023)	Pentahelix Model in Tourism	Campuran	Q3	JBI – Mixed	8	High

methodological design, or less explicit thematic linkages. There are no articles in the "Low" category, as they have been filtered out at the previous stage (Figure 1).

3. Results and Discussion

The statistics portrayed in chart 1 emphasize a tangible upsurge in academic articles that tackle social movements using social media in the last five years (2019-2024), with the data indicating 6 articles in 2019, 8 articles in 2020, 5 articles in 2021, 6 articles in 2022, 4 articles in 2023, and an astonishing increase to 17 articles in 2024. Notably, the augmentation in the volume of published documents has manifested proportionally from 2019 through 2024; this observation suggests that inquiries into Capacity Governance and Tourism Governance have consistently garnered the attention
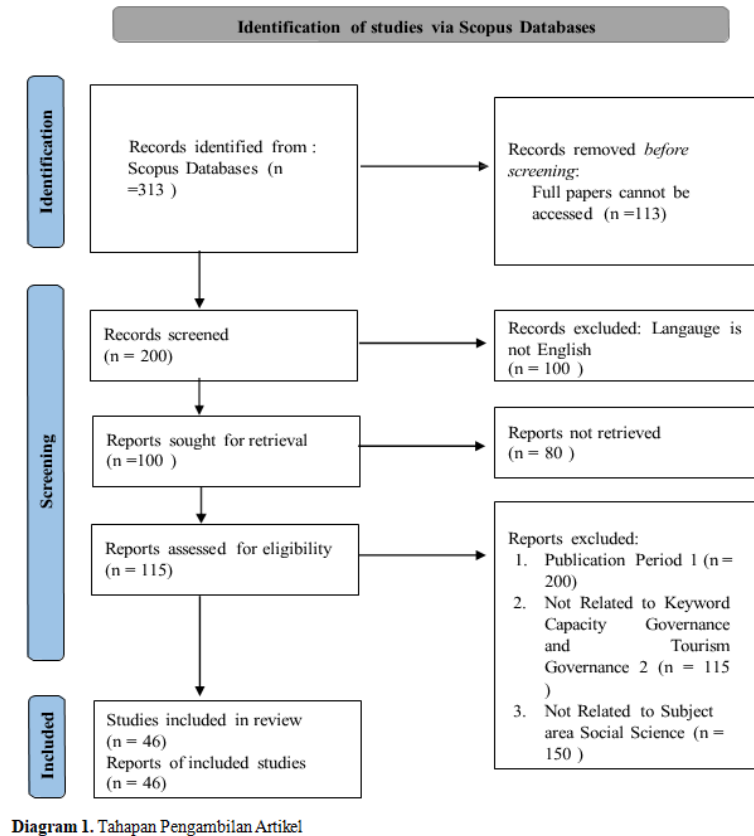
Identification of studies via Scopus Databases

Diagram 1. Tahapan Pengambilan Artikel

Figure 1: Article search Process.

of academic researchers. The escalation in published documents further signifies that investigations into Capacity Governance within the context of Tourism development are poised for sustained growth, which can be elucidated from a multitude of analytical perspectives. Figure 2 unveils a thorough summary of the disciplinary distributions that bolster the understanding of Capacity Governance in the field of tourism development, showcasing social sciences at 39.6%, computer science at 3.6%, arts and humanities at 2.7%, environmental studies at 13.5%, engineering sectors at 1.8%, energy studies at 4.5%, business and management at 28.8%, economics at 3.6%, and nature at 1.8%.

The exploration of capacity governance (Figure 3) in tourism development has secured noteworthy scholarly engagement from various academic sectors, encompassing social sciences, computer science, environmental studies, arts and humanities, engineering, economics, business and management, energy, and nature. The heterogeneity of these fields underscores the potential for cross-disciplinary methodologies in capacity governance research pertaining to tourism development, facilitating the exploration of socio-political, economic, social, and cultural themes and challenges. The findings
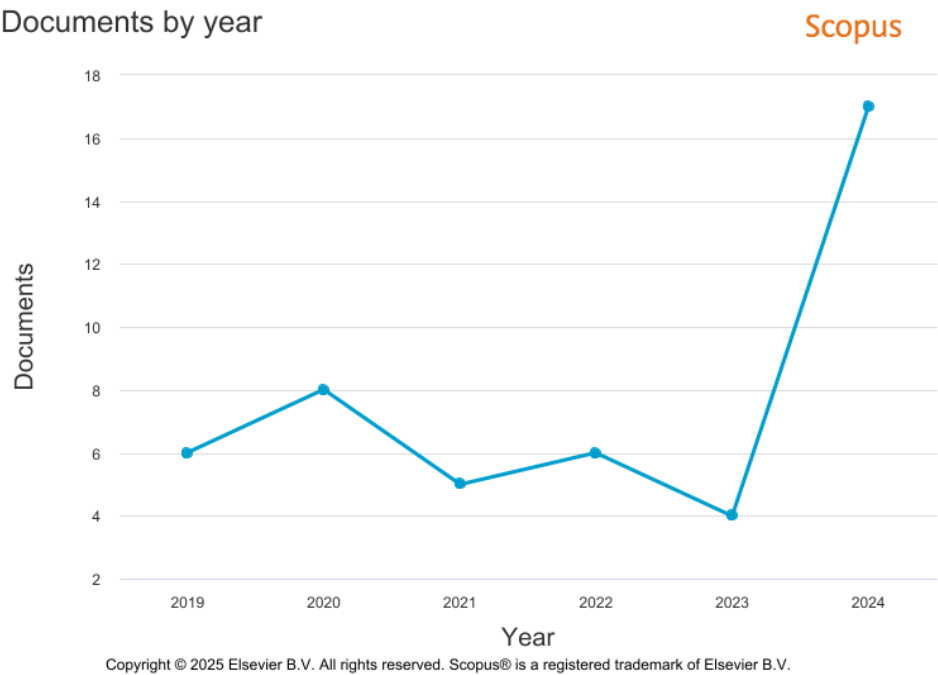
Figure 2: Trend of capacity governance publications in tourism development in the period 2019-2024.
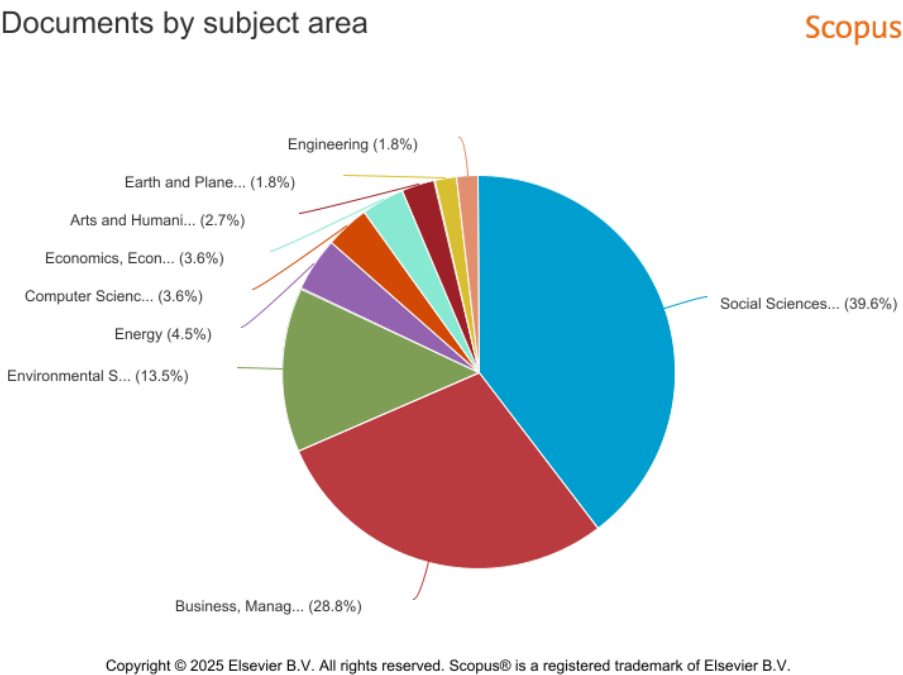
Figure 3: Distribution based on scientific discipline in Capacity Governance studies..

derived from the analytical capabilities of Vosviewer Software indicated the existence of six thematic clusters within the capacity governance research concerning tourism development, specifically: Government, Integration, Sustainable Tourism Development,
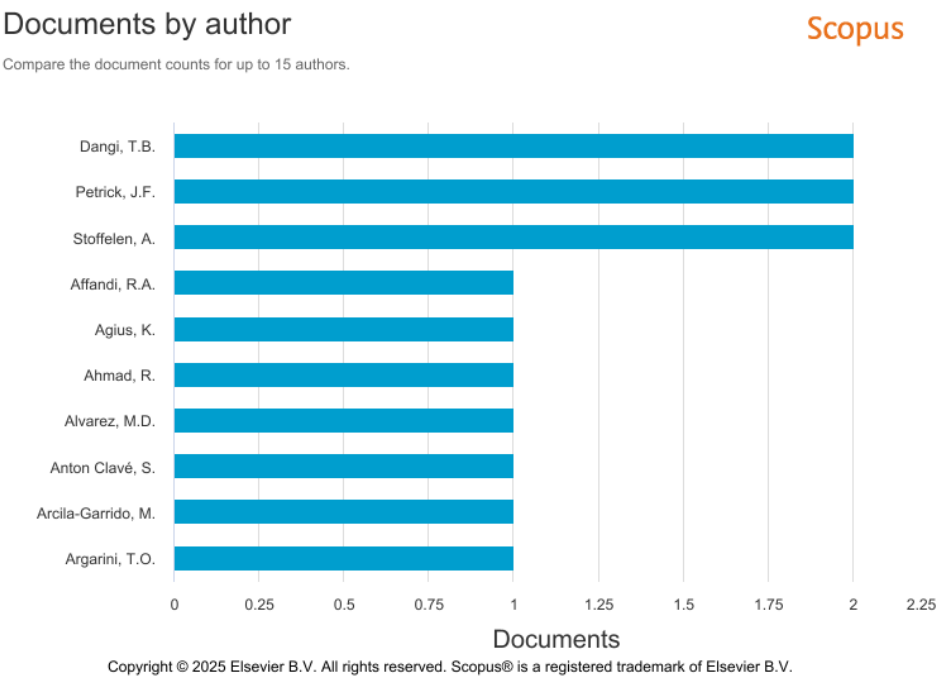
Figure 4: Authors in the study of Capacity Governance in tourism development.
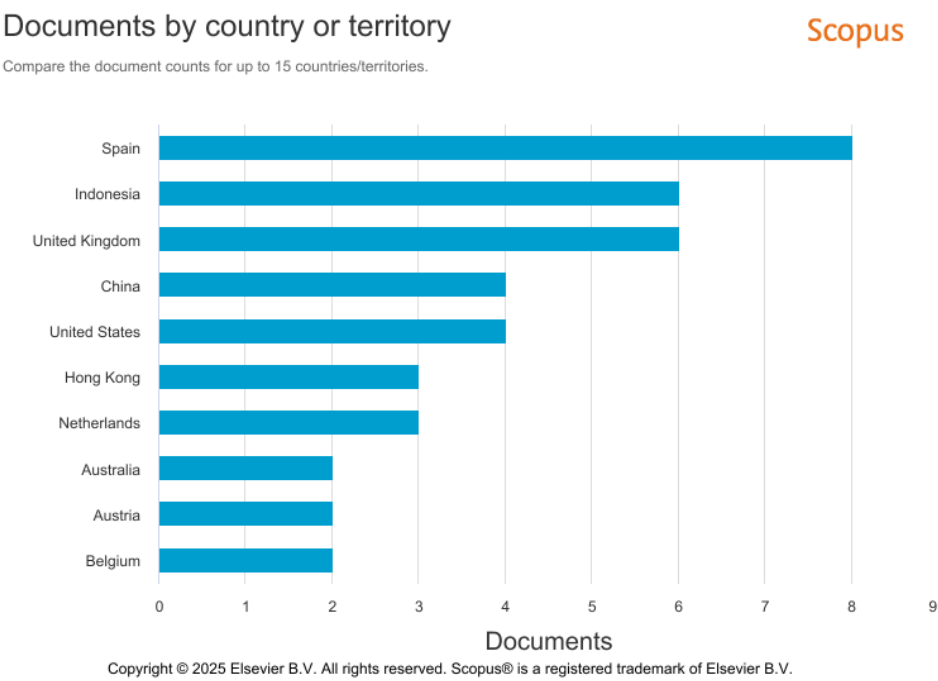

Figure 5: Distribution of Publications on Capacity Governance in Tourism Development.

Tourism Sector, Government Arrangement, and Destination Governance (Figure 4, Figure 5).

Each investigation employs the concept of capacity governance as the primary framework to elucidate the research questions addressed. In the initial cluster, the notion
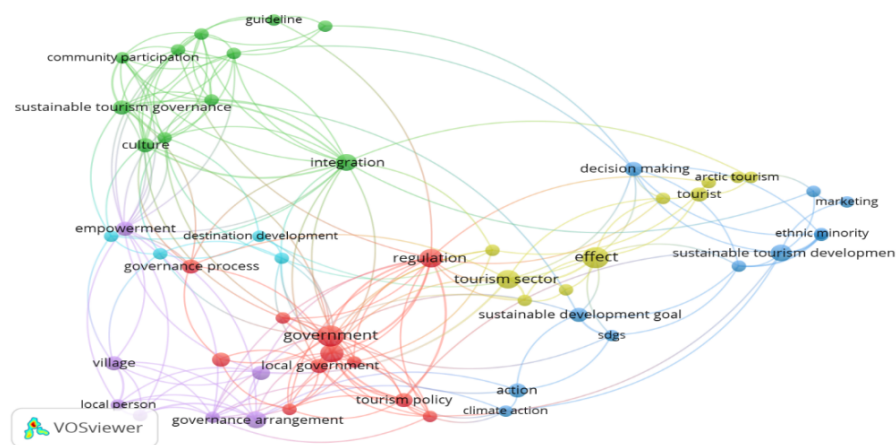
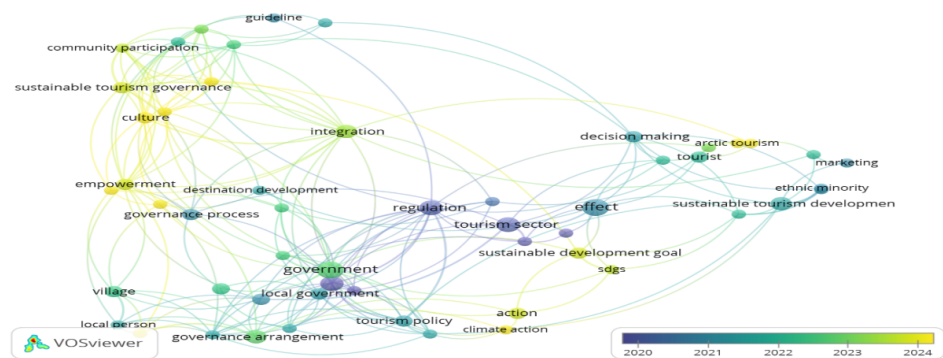**Figure** 6: Topic clusters in the Capacity Governance study..

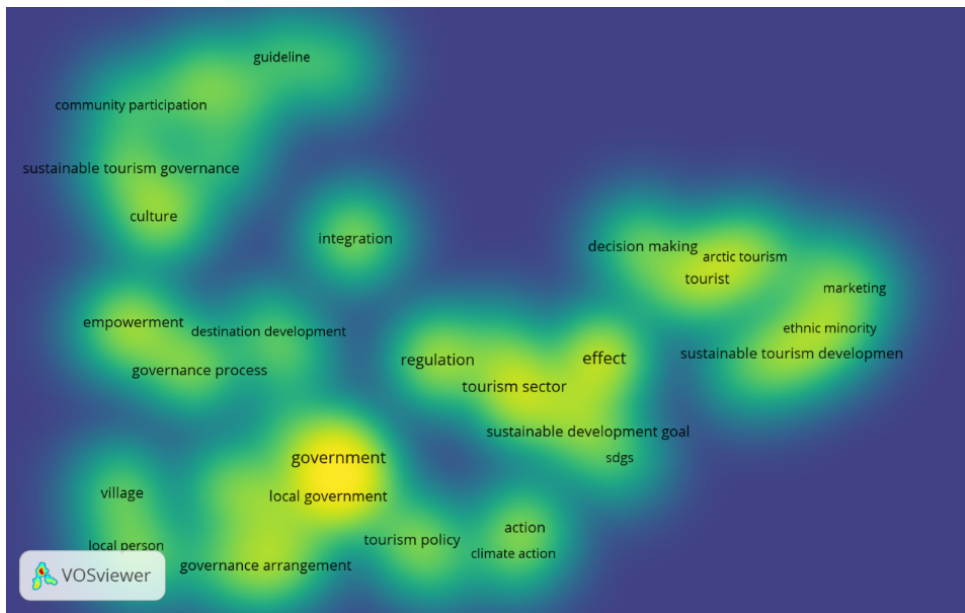**Figure** 7: Topic trends in the Capacity Governance study.

Figure 8: Topic mapping in the Capacity Governance study.

of capacity governance within the realm of tourism development is intrinsically linked

to governmental involvement; indeed, numerous studies conducted underscore the necessity of regulatory frameworks in the advancement of tourism, thereby highlighting the pivotal role of government in addressing these challenges. Furthermore, effective collaboration among stakeholders engaged in tourism development is imperative; in this context, the subsequent cluster illustrates that robust integration is essential for successful tourism development. Various preceding studies have indicated that collaboration is a prerequisite for tourism advancement, post the establishment of regulations, necessitating the prioritization of effective cooperation grounded in the pentahelix model.

Understanding capacity governance in tourism development is vital for the sustainable and efficient management of tourist locations. Prior scholarly investigations indicate that the involvement of local governmental entities is paramount in the advancement of tourist villages, wherein the government assumes the responsibility of executing policies, delivering services, and addressing challenges that emerge from tourism development [19]. In this dimension, Purwanto noted that local government functions beyond a regulatory role and also acts as a promoter of community engagement in tourism development efforts [19].

Furthermore, empirical studies conducted by Taufik indicate that the synergy among governmental entities, the private sector, and local communities is critical for the advancement of sustainable tourism initiatives. The government assumes the role of a regulatory body and policy architect, engaging in collaborative efforts with diverse stakeholders to harness their specialized knowledge and resources for the enhancement of infrastructure and the management of tourism destinations [11]. This assertion aligns with the conclusions drawn by Renyaan, which underscore the significance of robust leadership and proactive community involvement in the governance of village tourism, particularly within the framework of recovery following the pandemic [10].

The capacity of government is intrinsically linked to the notion of carrying capacity within the tourism sector. Li and collaborators' research stresses the need to assess the environmental carrying capacity at tourist sites as a fundamental action for achieving sustainable tourism while minimizing adverse environmental consequences [20]. In this context, comprehending the physical, social, and economic limitations of a destination is essential for the strategic planning of sustainable tourism development [21].

Moreover, Alipour and others clarified that effective governance is fundamental for the enhancement of sustainable tourism practices. Their empirical study indicates that

the social and institutional competencies within tourism management significantly affect the efficacy of tourism initiatives within the region [22]. Consequently, enhancing governmental capabilities through educational programs and training for human resources in the tourism sector is imperative to augment the efficiency of tourism management [23]. From this investigation, it is evident that in the realm of tourism development, in addition to the various clusters identified through this Vosviewer analysis, multiple strategies are undoubtedly requisite for effective tourism development.

Bibliometric analysis using Vosviewer resulted in five main thematic clusters in the study of Capacity Governance in tourism development, namely: Government, Integration, Sustainable Tourism Development, Tourism Sector, Government Arrangement, and Destination Governance. Each cluster not only stands as a separate thematic entity, but forms a conceptual network that is interconnected and reflects the complexity of governance capacity in the context of tourism.

1. Represented as the primary node, the "Government"

Cluster highlights its importance in governance, suggesting that the state is still the leading figure in governance conversations. This observation reflects the core-periphery framework, wherein the government occupies a central role in the processes of policy formulation, regulatory provision, and resource management. Nevertheless, this pre-eminence also signifies a potential reliance of governance on hierarchical approaches, thereby questioning the efficacy of more flexible and collaborative models.

2. "Integration" Cluster as a Collaborative Bridge

This cluster contains literature that emphasizes the importance of multi-actor coordination, including the private sector, local communities, academia and the media. Its relationship with the "Government" cluster suggests that governance capacity cannot rely on a single entity. Integration between stakeholders is a dimension of collaborative capability that supports the pentahelix model. This synergy enables the sharing of roles in facing tourism sustainability challenges.

3. "Sustainable Tourism Development" and "Tourism Sector" as Impact and Goal

Both clusters contain publications that explore the outcomes and goals of governance capacity, particularly in supporting sustainability, environmental conservation, and local economic empowerment. They highlight that capacity is not only about institutional

inputs, but also about policy outputs and social-ecological outcomes of tourism practices themselves.

4. "Government Arrangement" Cluster as a Structural Dimension

This cluster examines the structural and design elements of governmental institutions within the realm of tourism management. This encompasses investigations into bureaucratic reform, the processes of decentralization, and the implementation of data-driven policy frameworks. The presence of this cluster indicates that governance capacity should be understood as a dynamic interaction among structures, processes, and stakeholders, rather than merely as an administrative construct.

5. "Destination Governance" Cluster as an Operational Domain

Unlike the more macro cluster, this cluster is more micro and contextual. Its focus on governance practices in tourist destinations (such as tourist villages or ecotourism areas) opens up discussions on carrying capacity, community engagement, and place-based policies. The cluster's relationship with "Government" and "Sustainable Development" underscores the importance of decentralized capacity.

The correlation among the clusters is characterized not by linearity, but rather by interdependence and systemic interactions. For instance:

a. "Government" → providing regulation

b. "Integration" → implementing actor synergies

c. "Sustainable Development" & "Tourism Sector" → assessing achievements

d. "Government Arrangement" → redesigning the institutional system

e. "Destination Governance" → become a laboratory for policy practice

This pattern shows that capacity governance in tourism is a multi-level construction, which includes institutional, operational, and normative aspects. The findings of this cluster not only provide an overview of the distribution of topics in the literature, but also open up opportunities to develop a typology of governance capacity in tourism development, namely:

a. Regulative capacity (regulation and licensing)

b. Collaborative capacity (actor coordination)

c. Adaptive capacity (response to environmental dynamics)

d. Institutional capacity (policy structure and mechanism)

e. Place-specific capacity (localization of policies and practices)

With this approach, the Vosviewer-based bibliometric analysis not only presents quantitative trends, but also enriches the conceptual framework in Capacity Governance studies.

4. Conclusion

The conclusion of this study highlights the importance of a multidisciplinary approach in understanding capacity governance in tourism development, as shown through the cross-disciplinary distribution and thematic mapping conducted. However, so that this contribution does not stop at the normative level, the results of the bibliometric mapping need to be further developed into an explicit and applicable research roadmap. In the short term, research could focus on strengthening the conceptual framework and synthesizing the literature to differentiate the dimensions of institutional, collaborative and administrative capacity. The medium-term strategy should prioritize interdisciplinary investigations and comparative analyses among regions or nations within the ASEAN framework to elucidate unique and context-specific governance dynamics. Concurrently, the long-term initiative may involve the formulation of a conceptual model rooted in the Global South context that highlights the interdependencies among the state, market, and local communities within a pentahelix structure. Furthermore, this strategic roadmap also facilitates avenues for policy formulation and strategic recommendations aimed at enhancing institutional capacity within the tourism sector through human resource training, service digitalization, and collaborative frameworks among various stakeholders. Consequently, the findings of this research serve not merely as a retrospective assessment but also as a foundational basis for prospective projections regarding the advancement of sustainable and participatory tourism governance in both Indonesia and the broader ASEAN region.

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