

Growth and Thematic Structure of Tourism Policy Research in Indonesia: A Bibliometric Analysis of Scopus-Indexed Publications

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DOI: <https://doi.org/10.24922/eot.v13i2.05>

Article Info

Submitted:
April 11th 2026
Revised:
September 20th 2026
Accepted:
September 30th 2026

Abstract

Tourism policy in Indonesia is dispersed across sectors and levels of government, yet it is unclear how research on it is organised. This study maps English-language, Scopus-indexed research on tourism policy in Indonesia. A policy-focused query retrieved 612 articles and reviews on 2 April 2026. Screening of all titles, keywords and abstracts retained 377 eligible studies published between 1997 and 2026, which were analysed with a documented R script and VOSviewer; policy depth was coded by the author for 129 eligible studies. Annual output grew from 9 documents in 2016 to 81 in 2025, and the 377 documents are spread across 206 sources, with 28.1% of them in the eleven sources that published at least five documents. Sustainability vocabulary is more frequent than policy vocabulary in author keywords (41.4% versus 32.2% of documents with keywords), and the four policy terms in the co-occurrence network rank between tenth and twenty-ninth of 31 by total link strength. An estimated 22.7% of studies analyse an existing policy as an object of study, 62.9% treat policy only as implications, and more than half of the substantive studies carry no policy keyword. Policy is thus common as a recommendation but less often the object of analysis, and keyword maps alone misclassify policy research in both directions. Future research could examine policy design, implementation and evaluation directly, and bibliometric studies of policy fields should combine keyword mapping with screening and content coding.

Keywords: tourism policy; Indonesia; sustainable tourism; bibliometric analysis; governance



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INTRODUCTION

Background

Tourism is increasingly treated as a governance problem rather than a neutral growth sector. Climate change, environmental degradation and recurring crises have placed tourism within wider socio-ecological pressures (Abbass *et al.*, 2022; Duarte *et al.*, 2024), and tourism governance has moved from state-centred regulation toward networked, multi-actor arrangements that require coordination across institutional levels (Farsari, 2023; Hartman, 2023; Taufik *et al.*, 2023). These shifts have also prompted more critical attention to power, justice and responsibility in tourism governance (Rastegar, 2026). Indonesia illustrates these pressures sharply. Its tourism economy is spatially uneven, with regional spillovers that complicate national policy responses (Pham and Nugroho, 2022). Decentralisation gives regions room to adapt policy but also produces uneven implementation (Aldhila, 2025), and tourism policy has developed through layered, cross-sectoral instruments, including digital transformation agendas (Nanda, Widianingsih and Miftah, 2023).

Empirical studies show how dispersed this policy domain is. Formal frameworks exist across several sectors, but their effectiveness depends on coordination, regional capacity and competing economic and cultural priorities (Saputra, 2024). Halal tourism policy has been shaped by identity politics, local custom and state-society relations (Musthofa *et al.*, 2023; Purwandani and Yusuf, 2024), and policy effects vary with local belief systems (Hennida *et al.*, 2024). At Borobudur, policies oriented toward visitor growth have conflicted with conservation objectives under overlapping governance arrangements (Darmawan, 2023), and increases in visitor numbers do not necessarily indicate policy effectiveness (Widyaatmadja, Ariani and Sumargo,

2026). Sustainable tourism has been written into legal frameworks that combine ecological protection and community empowerment (Nurjaya, 2022), yet evaluations of sustainable tourism policy in Indonesia report fragmented governance, stakeholder conflict and limited coordination (Cahyono *et al.*, 2025). Studies at the local level often address a single destination or instrument (Cahyono, 2024). Policy therefore appears across diverse tourism contexts, which makes it difficult to see how research on it is organised as a whole.

The broader literature offers two competing readings of how policy relates to sustainability research. On one reading, governance and policy themes appear mainly inside sustainability debates rather than as a distinct analytical domain (Bhuiyan *et al.*, 2023), sustainable tourism research lacks conceptual consensus (Alonso-Muñoz *et al.*, 2023; Pilelienė, Grigaliūnaitė and Bogoyavlenska, 2024), and tourism policy remains poorly aligned with climate objectives despite extensive evidence (Gössling *et al.*, 2023; Peeters, Çakmak and Guiver, 2024; Gössling and Scott, 2025; Loehr and Becken, 2025). On this reading, policy could be marginal within a sustainability-dominated literature. On a second reading, the same embedding may reflect substantive integration. Sustainability indicators influence the policy-making context more than they change policy directly (Miller and Torres-Delgado, 2023), and sustainability has entered policy agendas and been translated into environmental, economic and socio-cultural measures (Schönherr, Peters and Kuščer, 2023). Regenerative and other newer paradigms add further variety without settling the question (Bellato *et al.*, 2022; Bellato and Pollock, 2025; Iddawala and Lee, 2026). Distinguishing these readings requires evidence on what studies actually analyse, not only on the vocabulary they use.

Four bibliometric mappings framed around Indonesian tourism are most closely related to the present study, and

none of them retrieves records through policy or treats policy as an object of analysis. Kawuryan *et al.* (2022) retrieved 17,732 Scopus records with keywords covering sustainable tourism, tourism in Indonesia and tourism development, narrowed them to 861 documents published up to February 2021, and mapped keyword co-occurrence, co-authorship and citation. Fahmi, Inayah and Yulianto (2025) mapped 85 records on community-based tourism retrieved with *TITLE-ABS-KEY("community-based tourism") AND TITLE-ABS-KEY("Indonesia")*. Asy'ari, Prabowo and Arhaj (2026) reduced 1,000 Google Scholar records to 616 journal articles on sustainable tourism and destination competitiveness. Kurniawan *et al.* (2025) mapped halal tourism, framed around Indonesia but analysing a global set of 337 documents. A systematic review of Indonesian sustainable tourism policy also exists (Cahyono *et al.*, 2025), but it evaluates how effective policies are rather than how research on them is organised.

Three features of these mappings define the gap. First, none of the four placed a policy, governance or regulation term in its search string, its aim or its research question; policy enters only after the analysis, as a term label in the cluster "Sustainable Tourism Governance" that contains "sustainable tourism policy" (Asy'ari, Prabowo and Arhaj, 2026) and in the theme "Regulation and management", where "sharia regulation" is listed as an unexplored gap (Kurniawan *et al.*, 2025), or as a closing implication about "multisectoral policy synergies" (Fahmi, Inayah and Yulianto, 2025). Second, none screened retrieved records for substantive relevance: Fahmi, Inayah and Yulianto (2025) filtered only by document type and language, Asy'ari, Prabowo and Arhaj (2026) screened titles and abstracts without reporting how many records were excluded or who screened them, Kawuryan *et al.* (2022) claim inclusion and exclusion criteria without stating them, and Kurniawan *et al.* (2025) removed no records at all. Third, none read the documents themselves;

where content analysis is named, what is performed is a grouping of VOSviewer keyword items into themes (Kurniawan *et al.*, 2025). Kawuryan *et al.* (2022) state the consequence in their own limitations, reporting that the validity of their findings "was narrowed by the drawbacks of keyword-based intrinsic bibliometric analysis" and calling for work that analyses the "more specific content" of Indonesian tourism studies.

Two articles in this journal show why the question cannot be resolved from keywords alone. Martadina and Ardiansyah (2023) mapped 15 stakeholder groups in the Jatiluwih tourism village on a power-interest grid, using questionnaires from 45 respondents (three per group), and placed four government bodies, the attraction's management unit and the Subak in the key-player quadrant. Policy appears neither in their aims nor in their keywords; it enters through the construct itself, as power is defined as the capacity "*in making policies or influencing decision-making*" and is assessed partly through "*rules and policies*". Supina and Iskandar (2023) combined a Scopus keyword search with content analysis, narrowing 200 publications to 38 articles from 25 journals, but report no search string, do not state who screened the records, give no coding categories or reliability checks, and state the search period inconsistently (2002–2021 in the methods, 2018–2021 in the abstract and conclusion). One study measures policy without ever indexing it; the other names the procedure that would detect such a study without reporting that procedure.

The present study therefore combines three steps that none of these mappings combine. It retrieves records through policy terms placed within ten words of a tourism term, rather than through topic labels. It screens every retrieved record against written eligibility criteria, reported in full in the supplementary protocol. And it codes eligible studies, a random sample together with a census of those outside the sampling frame, for whether policy is the

object of analysis or only its closing recommendation. Together these steps make the keyword map testable against the content it is taken to represent, and they answer the call by Kawuryan *et al.* (2022) for attention to the specific content of Indonesian tourism studies.

Research Objectives

This study maps English-language, Scopus-indexed research on tourism policy in Indonesia and asks four questions.

1. RQ1: how has output developed over time?
2. RQ2: how is it distributed across sources and institutions?
3. RQ3: which themes dominate the author keywords, and how do they change?
4. RQ4: where do policy keywords sit in the co-occurrence network, and does that position match how deeply the underlying studies engage with policy?

Three terms carry the interpretation, and each is defined in the Synthesis with its supporting measures and its disconfirming patterns: dispersion of venues, thematic consolidation, and policy marginalisation versus integration.

METHOD

Research Design

The study used bibliometric analysis, which applies quantitative techniques

to bibliographic records such as publications, keywords and authorship to describe the structure of a research field (Ninkov, Frank and Maggio, 2021; Mukherjee *et al.*, 2022; Öztürk, Kocaman and Kanbach, 2024). It offers a systematic and transparent procedure for examining large bodies of literature, although its results depend on corpus selection, metadata quality, cleaning decisions and interpretation. Bibliometric outputs are therefore a starting point for interpretation rather than an end in themselves (Öztürk, Kocaman and Kanbach, 2024).

Two procedures were combined: performance analysis of publications by year, source, institution and keyword, and science mapping through keyword co-occurrence networks (Aria and Cuccurullo, 2017; Mukherjee *et al.*, 2022). No citation-based mapping, such as co-citation or bibliographic coupling, and no co-authorship network analysis were performed; the reference and co-authorship counts reported in Table 2 are descriptive only, so the study makes no claim about intellectual structure, scholarly impact or collaboration patterns. Because keywords record vocabulary rather than content, the design added two steps based on titles, keywords and abstracts: screening of every retrieved record for relevance, and coding of policy depth in eligible records. Figure 1 summarises the workflow.

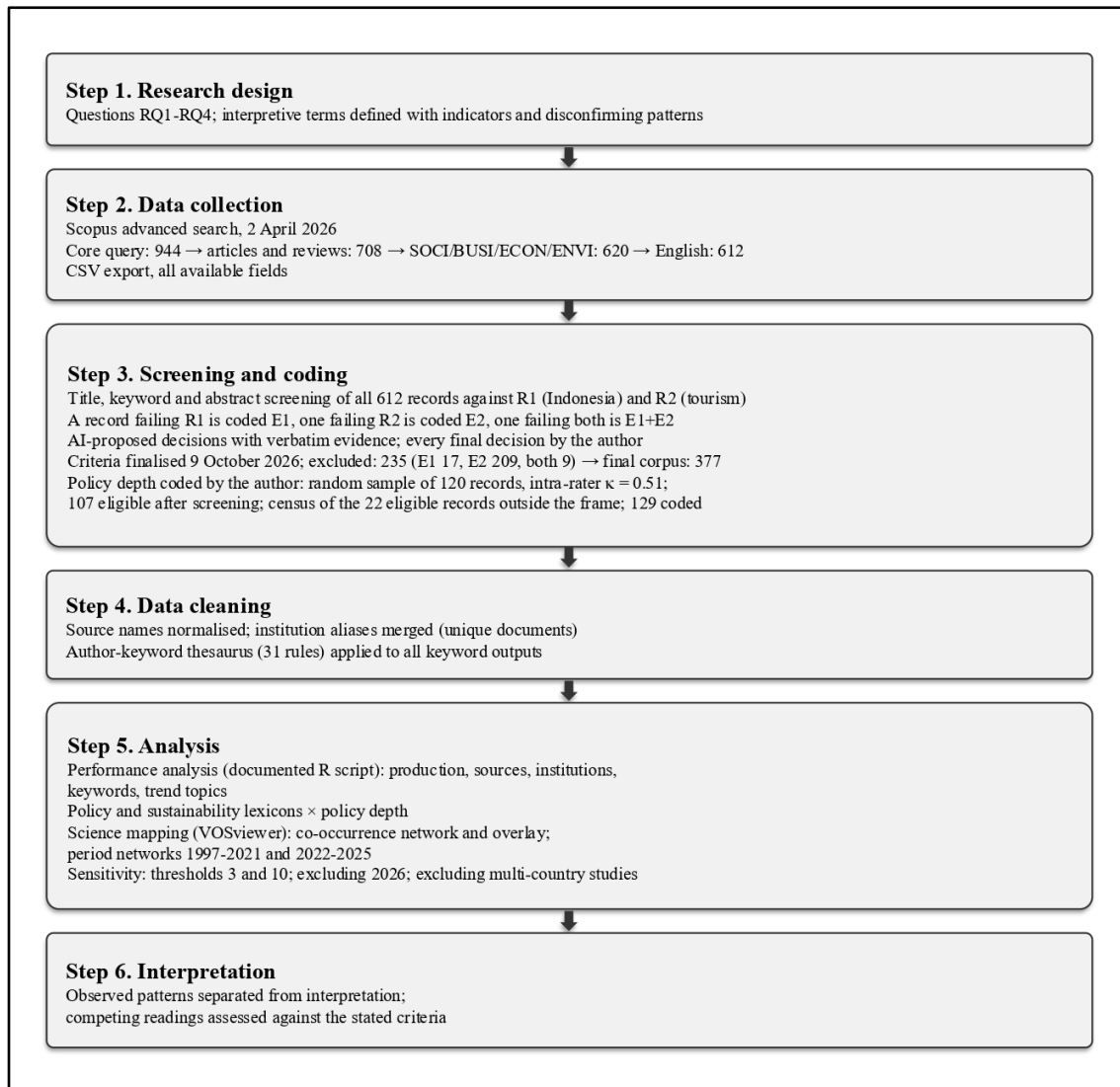


Figure 1. Research workflow (Source: Author's design)

Database Source and Search Strategy

Scopus was used as the single data source. It is a large curated abstract and citation database with broad multidisciplinary coverage and selective content inclusion (Baas *et al.*, 2020), and its CSV export was read directly by the mapping software used here (Van Eck and Waltman, 2010). The search was run on 2 April 2026 in Scopus advanced search. The proximity operator W/10 required a policy-related term to appear within ten words of a tourism term. The complete final query, including all filters, was:

TITLE-ABS-KEY ((policy W/10 touris OR policies W/10 touris* OR governance W/10 touris* OR regulation W/10*

touris OR planning W/10 touris* OR "public policy" W/10 touris* OR "institutional framework" W/10 touris*) AND (indonesia OR indonesian)) AND (LIMIT-TO (DOCTYPE, "ar") OR LIMIT-TO (DOCTYPE, "re")) AND (LIMIT-TO (SUBJAREA, "SOCI") OR LIMIT-TO (SUBJAREA, "BUSI") OR LIMIT-TO (SUBJAREA, "ECON") OR LIMIT-TO (SUBJAREA, "ENVI")) AND (LIMIT-TO (LANGUAGE, "English"))*

The core query returned 944 records (Table 1). Limiting to articles and reviews left 708. The four subject areas were combined with OR, so a record was retained if Scopus assigned it to at least one of Social Sciences, Business, Management and

Accounting, Economics, Econometrics and Finance, or Environmental Science. The four were chosen before screening to span the disciplinary homes of policy research on tourism: social policy and governance, management, economics, and environmental planning. This is a design decision rather than an empirical finding about where such work is indexed, and its effect is therefore reported rather than assumed. The restriction removed 88 records (12.4% of the 708) that Scopus assigned only to other subject areas. Those 88 were filtered by the database before export and were not examined, so tourism policy work indexed exclusively outside these four areas is not represented, and at most 88 retrieved records could have been affected.

Limiting to English removed a further eight records, leaving 612. The language restriction matters for interpretation: Indonesian-language scholarship, much of it published in national journals, is outside the corpus, and the findings describe English-language, Scopus-indexed research rather than Indonesian scholarship as a whole. All 612 records were exported in CSV format with all available fields, including author keywords, index keywords, affiliations and cited references. The publication year used throughout is the Scopus Year field, which records the primary publication year of each document. All results reported below are tied to this 2 April 2026 snapshot.

Table 1. Data Collection, Filtering and Screening

Stage	Description	Records
Initial search	Core query on TITLE-ABS-KEY	944
Document type	Articles and reviews	708
Subject area	SOCI, BUSI, ECON or ENVI (combined with OR)	620
Language	English	612
Exported	CSV, all available fields, 2 April 2026	612
Screening (excluded)	E1 not an Indonesian study: 17; E2 not a tourism study: 209; both: 9	235
Final corpus	Eligible records analysed	377

Source: Author's compilation based on Scopus data retrieval (2 April 2026) and screening.

Screening and Eligibility

A query match does not guarantee that a record studies tourism policy in Indonesia. A policy term near "touris*" can occur in a study of another topic, and "indonesia" can appear in a study conducted elsewhere. All 612 titles, author keywords and abstracts were therefore screened against two written criteria, using these three fields only. Each criterion carries a label and a matching exclusion code: criterion R1 is the Indonesia rule and a record that fails it is coded E1, criterion R2 is the tourism rule and a record that fails it is coded E2, and a record that fails both is coded E1+E2. These labels are used in Table 1, in the counts reported below and in

the deposited screening file. Under R1, a record was eligible if the abstract named Indonesia, or a province, city or other location in it, as a research site; multi-country studies qualified if Indonesia was one of the named sites, without requiring Indonesia-specific findings, and were flagged so that results could be reported with and without them. E1 covers studies set in another country and studies that mention Indonesia only in passing. Under R2, a record was eligible only if tourism was its main topic, meaning that the research aim placed tourism, tourists, destinations or tourism businesses as the object and that most findings reported in the abstract concerned that object; E2 covers studies in

which tourism is only the setting, one variable among several, or a closing recommendation. Ten fixed edge-case rules covered recurring boundary cases, among them medical travel and digital nomads (counted as tourism), tourism education (excluded, because its object is education) and land conversion (eligible only when the policy studied converted land specifically to develop a tourism area). The full wording of both criteria, all ten rules and the mapping from judgements to exclusion codes is given in the supplementary protocol. The criteria were clarified after a first screening pass and finalised on 9 October 2026, then applied to all 612 records; compared with the initial wording they accepted multi-country studies under R1, required tourism to be the main topic under R2, and withdrew an earlier precedent that had counted tourism as a driver of land or resource change. Policy depth was not used for exclusion; it was coded separately, as described below.

Screening was AI-assisted. On 8 October 2026 a large language model (Claude, Anthropic) read each record and proposed a decision with a short verbatim quotation from the title or abstract as evidence; 68 records were flagged as uncertain and left undecided. The proposals were generated with an earlier wording of the criteria (R2 was broader, and R1 required Indonesia-specific findings in multi-country studies), so the author applied the final criteria to every record rather than only to the uncertain ones. The author reviewed all 612 records on 8 and 9 October 2026 and made every final decision: the 68 uncertain records were decided (15 eligible, 53 excluded), and 56 of the 544 proposed decisions were changed (49 from eligible to excluded and 7 from excluded to eligible). As a consistency check, the same model then re-screened all 612 records with the final criteria without access to the author's decisions. It disagreed with the author's decision on 18 records; the author reviewed these, changed two and retained 16. Of the 612 records, 235 were excluded (17

under E1, 209 under E2 and 9 under both), leaving 377 records for analysis (Table 1), of which 41 are multi-country studies. The single record dated 2027 in the export was a forward-dated bibliometric review of craft village tourism whose aim did not concern a location in Indonesia, and it was excluded under E1. Because that record was excluded at screening, the corpus contains no document dated later than 2026, so 2026 is the only incomplete year in the corpus. Exclusions under E1 quantify records that mention Indonesia without studying it. Two records with near-identical titles (Lombok halal tourism, 2023, in two journals) had different abstracts and author lists and were both retained; Scopus EIDs were otherwise unique, so no duplicates were removed.

The opposite risk, destination studies that name only a locality and never mention Indonesia, cannot be assessed within the snapshot. A dated check on 8 October 2026 repeated the query and filters with ten Indonesian locality names in place of "indonesia", excluding records that mention Indonesia; it returned 83 records, none of which is in the corpus. Screened under the broader criteria in use on that date, 59 were judged eligible and 48 of those were published by 2025, so the query misses at most about 13.5% of eligible studies, or 11.9% of those published by 2025, because they never name Indonesia. These are upper bounds, and the 83 records were not added, so all results remain tied to the 2 April 2026 snapshot. The locality names, the full query and the record-level decisions are given in the supplementary protocol.

Policy Depth Coding

Policy depth was coded by the author from each record's title, keywords and abstract, without consulting the full texts, into three categories: substantive, when an existing public policy, regulation, plan, programme or governance arrangement is itself an object of study; implications only, when policy appears mainly as

recommendations; and none, when the study does not engage public policy. A governance arrangement means an identifiable set of actors, rules and instruments, so a study that uses an aggregate index such as the Worldwide Governance Indicators or an economic policy uncertainty index as a variable is coded implications only, because the index measures an outcome of governance rather than the arrangement itself. Jurisdiction is not a criterion, so a study of another country's policy towards Indonesia as a destination is coded substantive. The assignments were interpretive judgements rather than mechanical, supplemented where the abstract was thin by the author's knowledge of the case, and the same three categories were applied whether a record came from the sample or the census below.

Because the random sample was drawn before screening was final, coverage was completed in two stages. On the draw date the AI-assisted procedure had provisionally classified 404 records as eligible; 120 were drawn from these, of which 13 were later excluded, leaving 107 coded records. Applying the final criteria left only 355 of the 404 in the corpus, and these 355 are the records a random draw could reach; the corpus of 377 also holds 22 records never among the 404, admitted by author decisions taken after the draw. These 22 cannot be represented by weighting the sample and are far from typical, 19 of them (86.4%) being multi-country studies against 41 of 377 (10.9%) in the corpus, so all 22 were coded in full on 10 October 2026. The corpus therefore splits into two strata, the 355 represented by the sample of 107 and the 22 coded completely, giving 129 coded records in all. Corpus proportions are design-based estimates weighting the two strata by size, with 95% confidence intervals from the sampling variance of the 355-record stratum alone and a finite population correction, since the censused 22 carry none; the estimator and random seeds are in the supplementary protocol.

Because one author assigned every code by interpretive judgement and a second coder was not available, reliability was tested as intra-rater consistency: the author coded the 120-record sample twice, on 7 and 9 October 2026, with the order re-randomised and the first-round codes hidden. Agreement was 75.8%, a Cohen's kappa (κ) of 0.51 (Cohen, 1960), which rescales raw agreement against the agreement expected by chance so that 0 is chance and 1 is perfect; the weighted kappa, crediting an adjacent-category difference as partial agreement, was 0.54 (Cohen, 1968), and on the 107 eligible records the figures were 75.7% and 0.48. Raw agreement is inflated here because one category, implications only, predominates, so kappa, which adjusts for agreement expected by chance, is the appropriate measure, and the per-round distributions with the full computation are given in Appendix E. The two-day interval may have inflated the agreement, which is therefore an upper bound, and disagreements were resolved in a third reading that set the final codes. The 22 censused records were coded once and then checked for consistency against the sample codes, a check that changed two of them, so no between-round statistic is reported for that stratum. Codes earlier proposed by a large language model agreed poorly with the author's (kappa 0.16 to 0.25) and were discarded, so the codes are the author's throughout, and the codes from every round with the author's notes are openly available for inspection (Data Availability Statement).

Data Cleaning

Three cleaning steps were applied before any counting: source titles were normalised, which merged two GeoJournal of Tourism and Geosites entries that differed only by a trailing space; institution names were extracted from the affiliation strings and verified variants were merged, with each institution counted once per document, so institutional totals are numbers of unique documents rather than author-

affiliation occurrences; and author keywords were lower-cased and harmonised with a thesaurus of 31 rules, compiled on all 612 retrieved records, of which 15 change at least one keyword in the screened corpus. Appendix A gives the full thesaurus and every candidate merge that was considered and rejected, with the reason for rejecting it; the institution aliases are in the data repository. The 612 retrieved records contain 1,971 distinct author keywords before cleaning, and the 377 screened records contain 1,173 after the thesaurus; the latter is the denominator for every keyword result reported here. The same thesaurus was used for the keyword frequencies, trend topics and all VOSviewer maps. Of the 377 records, 10 have no author keywords and one has no affiliation data, so keyword-based results represent 367 documents and institutional results 376.

Analysis and Software

All counts were computed from the 2 April 2026 export with a documented R script (Appendix B), and every reported number was checked against an independent re-computation in Python, so the results can be reproduced from the same snapshot. Source concentration was described by the share of documents in the five most productive sources and in every source with at least five documents, by the number of single-document sources, and by Bradford zones, which divide sources into three groups that each account for about one third of documents (Brookes, 1985). Trend topics followed the Bibliometrix procedure (Aria and Cuccurullo, 2017), implemented in the script: for every author keyword occurring at least five times, the first quartile, median and third quartile of its publication years were computed, and up to three keywords per median year were displayed. The bibliometrix R package itself was not used for the results reported here; the trend-topic procedure was reimplemented in the documented script so that every figure can be reproduced from the same

snapshot, which is why no version is reported for that package. To test whether policy vocabulary is under-represented by any single choice of label, two keyword lexicons were defined: a policy lexicon (policy, policies, governance, regulation, law, legal, planning, government, institution, implementation, decentralisation) and a sustainability lexicon (sustainab-, eco-tourism, conservation, environment, green, climate, blue economy). The number of documents with at least one matching author keyword was counted for each lexicon and, for the 129 coded records, cross-tabulated with policy depth.

VOSviewer 1.6.21 was used for co-occurrence analysis of author keywords with full counting and a minimum of five occurrences (Van Eck and Waltman, 2010). Normalisation used association strength, and clustering used the VOSviewer clustering technique (Waltman, Van Eck and Noyons, 2010) with the settings in Appendix B. The network (Figure 7) and overlay (Figure 8) visualisations were exported from the same map file, and occurrences, links, total link strength and cluster membership were taken from that file (Appendix C). All 31 keywords that met the threshold were displayed and no item was removed after thresholding, although VOSviewer suppressed three overlapping labels in the display; Appendix C lists all 31 items with their measures. To test whether the interpretation depends on the threshold, the analysis was repeated at three and ten occurrences; the keyword ranking and network were also recomputed after removing the incomplete year 2026 and after removing the 41 multi-country studies (Appendix D). To compare network structure over time, separate networks were built for 1997–2021 (the earliest eligible record dates from 1997) and 2022–2025 with a threshold of three occurrences, because the earlier period is too small for a threshold of five. The split separates the literature accumulated up to the end of the pandemic years from the period of steepest growth.

RESULTS AND DISCUSSION

Corpus Overview

The screened corpus contains 377 documents published between 1997 and 2026 in 206 sources (Table 2). Scopus classifies 371 of them as articles and 6 as reviews; these labels describe the document type assigned by the database, not whether a study is empirical, conceptual or integrative. The documents list 1,256 distinct authors, with a mean of 3.71 authors per document, and 28.38% of documents have

author affiliations in more than one country. They contain 1,173 distinct author keywords after cleaning. Ten documents have no author keywords and one has no affiliation data, so keyword-based results represent 367 documents and institutional results represent 376. Forty-one documents (10.9%) are multi-country studies that name Indonesia as one of several sites; removing them does not change the main keyword and network results (Appendix D).

Table 2. Main Information of the Dataset

Indicator	Value
Timespan	1997–2026
Documents	377
Sources	206
Articles / reviews	371 / 6
Authors (distinct Scopus author IDs)	1,256
Authors per document (mean)	3.71
Documents with author affiliations in more than one country (%)	28.38
Distinct author keywords (after cleaning)	1,173
Documents without author keywords	10
Documents without affiliation data	1
Cited-reference entries / distinct cited reference strings	48,889 / 39,986

Source: Author's analysis. Authors are distinct Scopus author identifiers. The multi-country share counts documents whose affiliations name at least two countries, out of all 377; the one document lacking affiliation data counts as not meeting it. Cited-reference entries count every reference; distinct strings count unique ones. 2026 is a partial year (retrieval 2 April 2026).

Annual Scientific Production

Annual output was low for most of the period (Figure 2). Before 2016, no year contained more than three eligible documents, and 19 documents were published in all years up to 2015 combined. Output then rose unevenly: from 9 in 2016 it fell to 7 in 2017 and 6 in 2018 before reaching 24 in 2019, dipped to 21 in 2020, rose to 33 in 2021 and 45 in 2022, eased to 43 in 2023, and rose again to 69 in 2024 and 81

in 2025. In all, 83.8% of the corpus was published between 2019 and 2025. The data cannot show whether the COVID-19 pandemic affected these counts. The 20 documents dated 2026 cover only the records indexed by 2 April 2026, so the lower value does not indicate a decline, and Figure 2 marks 2026 as incomplete. The single record dated 2027 in the export was excluded at screening (see Methods).

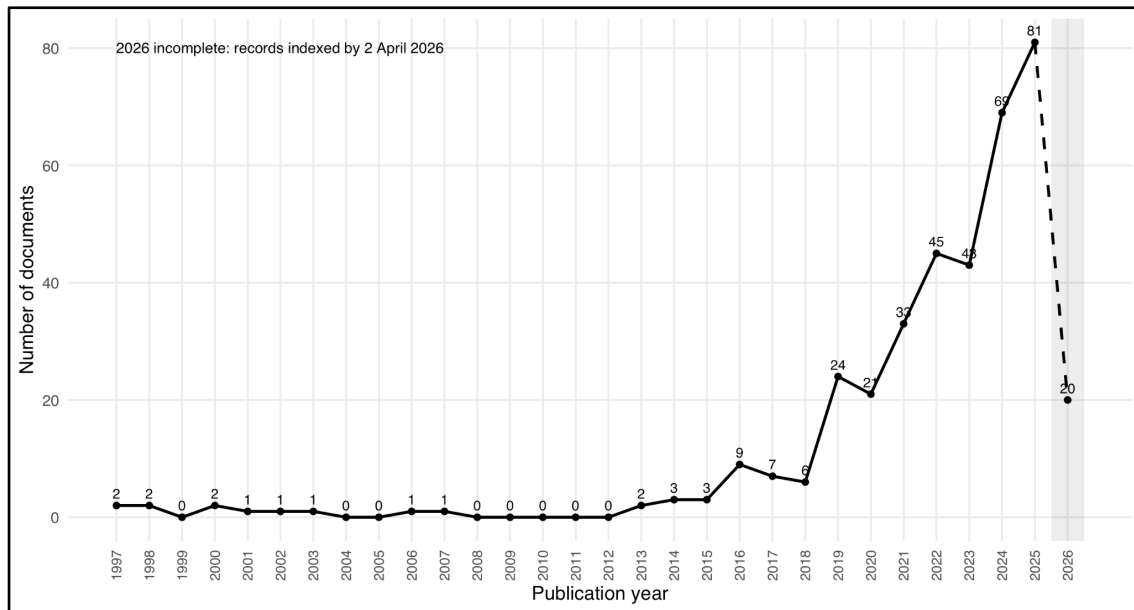


Figure 2. Annual Scientific Production, 1997–2026 (n = 377). Years with no eligible documents appear as zero; the shaded area and dashed line mark 2026 as incomplete (records indexed by 2 April 2026). (Source: Author's analysis of Scopus data with R script)

Most Relevant Sources

Publication is spread across many sources (Figure 3). The five most productive sources account for 19.6% of documents and the eleven sources with at least five documents account for 28.1%; 145 of the 206 sources (70.4%) contributed a single document. In Bradford terms, the first third of documents is published in 16 sources, the second third in 65 and the final third in 125. The leading sources are International Journal of Sustainable Development and Planning (24), GeoJournal of Tourism and Geosites (16), Journal of Environmental Management and Tourism (14), Sustainability (Switzerland) (12) and Journal of Policy Research in Tourism, Leisure and Events (8). Source counts are computed on the 377 screened documents rather than on the 612 retrieved records. Sources with sustainability, environment or planning in their titles are prominent, and two journals dedicated to tourism policy appear among the leading sources: Journal of Policy Research in Tourism, Leisure and Events (fifth) and International

Journal of Tourism Policy (5 documents, tied for eighth place with three other sources). Journal titles indicate where research is published, not the analytical frameworks used in individual papers, so this distribution is read only as a description of venues. A dispersed pattern of this kind is consistent with an interdisciplinary field; on its own it does not show weak intellectual connections between studies, which would require citation-based evidence. Whether this degree of dispersion is unusual cannot be established from the existing Indonesian mappings. Kawuryan *et al.* (2022) analysed 861 records of which 295 are conference papers, and their two most productive sources are proceedings series, so their source distribution is not comparable with a corpus restricted to articles and reviews. They also report only "more than 60 journals" and list only sources carrying at least five records, so neither the number of single-document sources nor Bradford zones can be reconstructed from their results.

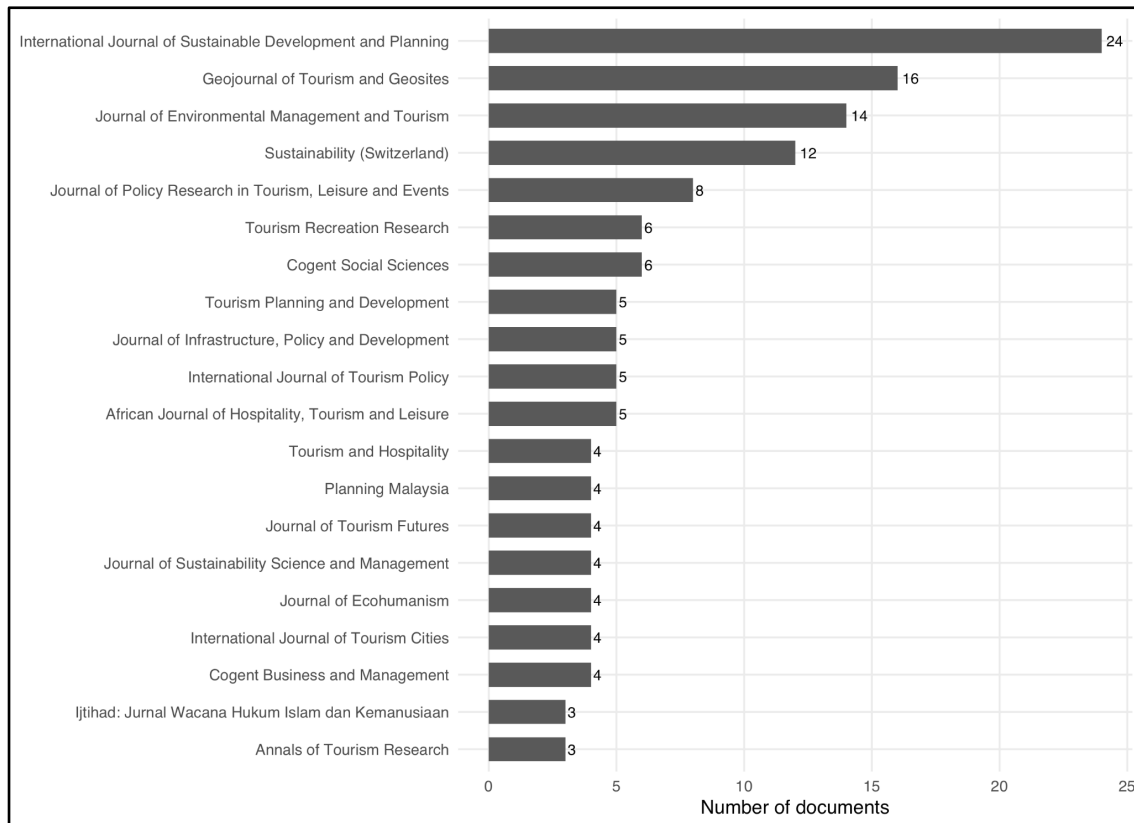


Figure 3. Twenty Most Productive Sources (Names Normalised)
(Source: Author's analysis of Scopus data with R script)

Most Relevant Affiliations

Institutional output is led by Indonesian universities and the national research agency, and 85.9% of documents include at least one author affiliation naming an Indonesian institution (Figure 4). Counting each institution once per document, the most productive are Universitas Gadjah Mada (19), Universitas Udayana (16), IPB University, Institut Teknologi Bandung and Universitas Padjadjaran (15 each), and Universitas Brawijaya and Universitas

Sebelas Maret (14 each); Universitas Sumatera Utara and BRIN, the national research and innovation agency, appear in 13 each. The highest-ranked institution outside Indonesia is Universiti Teknologi MARA (8 documents). Leading producers include universities in major destinations (Universitas Udayana in Bali) and universities elsewhere. Institutional research capacity and publication practices may contribute to these differences, but neither was measured here.

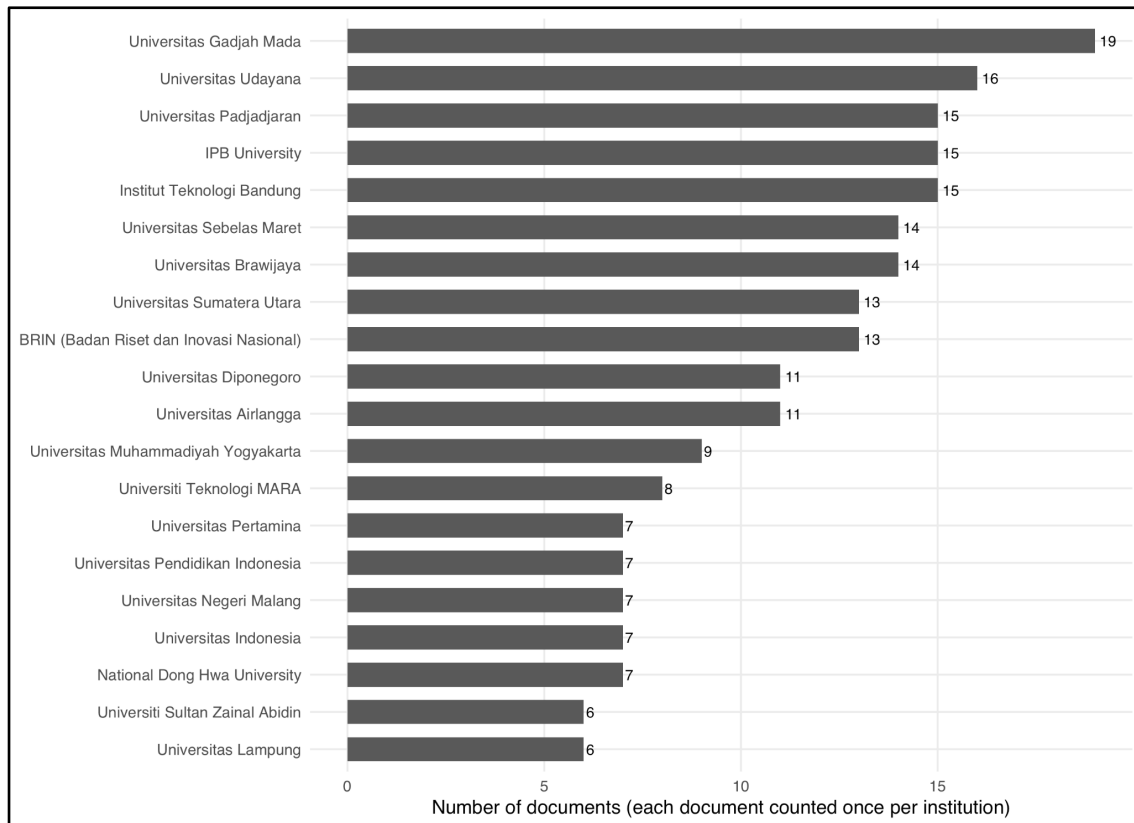


Figure 4. Twenty Most Productive Institutions
(Source: Author's analysis of Scopus data with R script)

Author Keywords and Policy Vocabulary

The most frequent author keywords are *indonesia* (66), *tourism* (60) and *sustainable tourism* (46) (Figure 5). Because the keyword *indonesia* can label national and local studies alike, its frequency shows only that many studies refer to Indonesia, not that they analyse national-level policy. Study scale was not separately coded, so no claim about the level of analysis rests on this keyword. Sustainability-related keywords are frequent: *sustainable tourism* (46), *ecotourism* (21), *sustainable development* (15), *sustainability* (14) and *sustainable tourism development* (12). Policy-related labels appear less often individually: *policy* (12), *tourism policy* (12), *regulation* (8) and *tourism governance* (5). For comparison, *tourism policy* (12 documents) is level in frequency with *policy* and *bali* and below *halal tourism* (21) and *covid-19* (17), so its rank reflects the dispersion of policy vocabulary across many labels

rather than the absence of a policy vocabulary.

Comparing single labels understates policy vocabulary, because it is spread across many terms. Using the lexicons defined in the Methods, 118 documents (32.2% of the 367 with author keywords) carry at least one policy-related keyword and 152 (41.4%) at least one sustainability-related keyword; 51 carry both and 148 carry neither. Keyword vocabulary is, however, an imperfect guide to content (Table 3). Policy depth was coded for 129 eligible records: a random sample of 107 of the 355 records inside the sampling frame, and all 22 records outside it (Methods). In the random sample, 24 records (22.4%) analyse an existing policy, regulation, plan, programme or governance arrangement as an object of study, 67 (62.6%) treat policy only as implications, mostly as recommendations, and 16 (15.0%) do not engage public policy; among the 22 censused records the corresponding counts are 6, 15 and

1. Combining the two strata gives design-based estimates for the full corpus of 377 documents of 22.7% substantive (95% confidence interval 16.5–29.0), 62.9% implications only (55.7–70.2) and 14.3% none (9.0–19.7). The policy lexicon misclassifies studies in both directions. Of the 30 substantive records among the 129 coded, 17 carry no policy-related keyword, and 21 of the 34 coded records that do carry one (61.8%) treat policy only as implications (19) or not at all (2). Policy keywords are therefore neither a complete nor a reliable marker of policy analysis.

Representative cases illustrate both directions. A study of surfing tourism management in the Mentawai Islands (Towner, 2016), a study of the revitalisation of the Sanur Special Economic Zone that combines field observations and interviews with an analysis of policy and spatial planning documents (Pranajaya, Dewi and Artayasa, 2025), and a study of the cultural

commodification policy surrounding Kaili barkcloth (Nuraedah and Saefudin, 2024) each take an existing management scheme, zone or policy as an object of analysis. None of the three carries a policy-related keyword; their author keywords name approaches, places, tourism forms and cultural objects instead. Conversely, a study with the author keywords *policy formulation* and *public policy* formulates a new model of coastal tourism development policy rather than analysing an existing one (Mawar, Rahman and Tuhumury, 2024). A study with the author keyword *post-pandemic policy* examines the effects of COVID-19 on tourism in Bali and offers recommendations for policy adaptation (Wisnumurti, 2023). Both of these were coded as implications only. The five cases are drawn from the 129 coded records and illustrate the two directions of misclassification in Table 3; they are not evidence of how often each direction occurs.

Table 3. Policy-Lexicon Keywords and Policy Depth in the 129 Coded Records

Policy depth (129 coded records)	With policy keyword	Without policy keyword	Total
Substantive	13	17	30
Implications only	19	63	82
None	2	15	17
Total	34	95	129

Source: Author's coding of 129 records: a random sample of 107 plus a census of the 22 outside the frame. Policy keyword = at least one author keyword in the policy lexicon. Substantive = an existing policy, regulation, plan, programme or governance arrangement is an object of study; implications only = policy appears mainly as recommendations; none = public policy is not engaged.

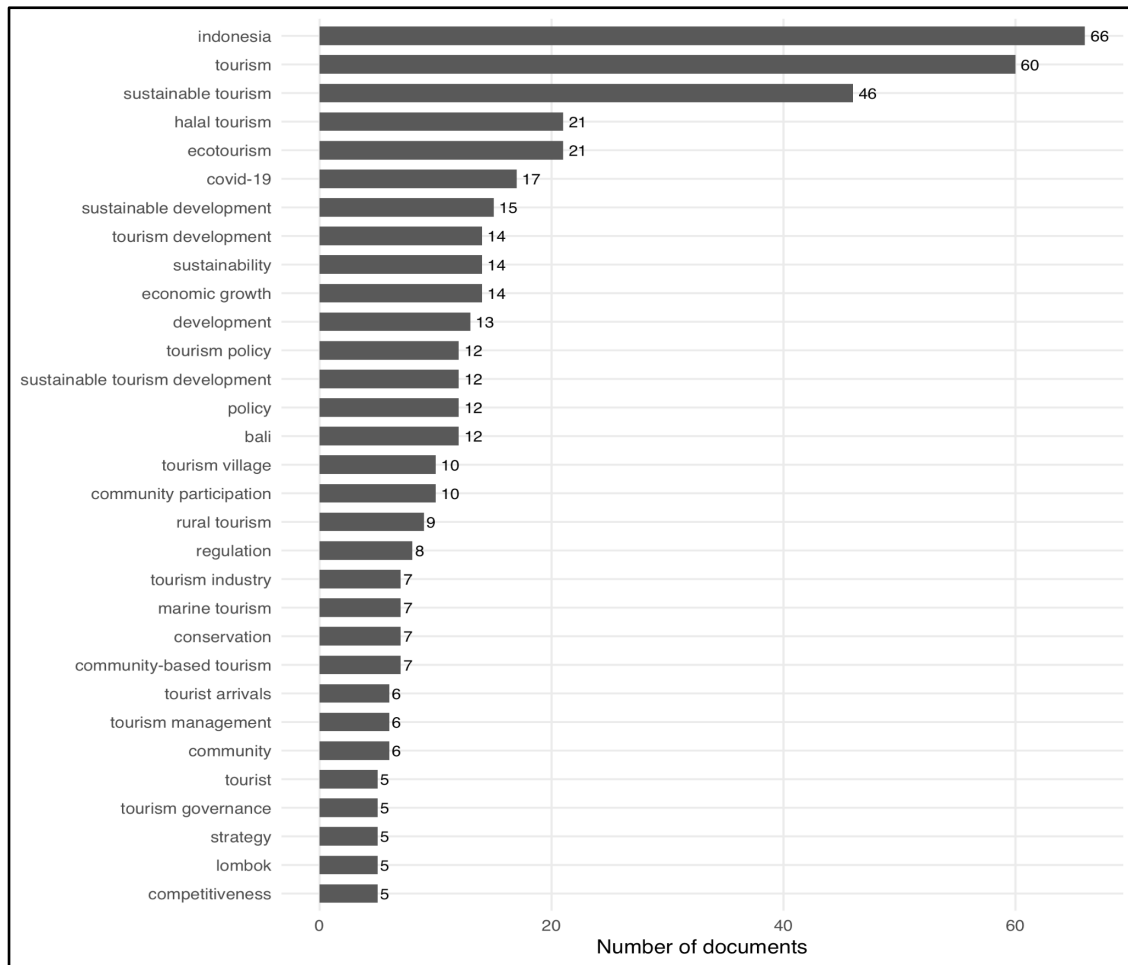


Figure 5. Author Keywords Occurring in at Least Five Documents after Thesaurus Cleaning (31 items, the same set mapped in Figure 7)
(Source: Author's analysis of Scopus data with R script)

Trend Topics Analysis

Figure 6 shows, for each displayed keyword, the median publication year (point position), its frequency (point size) and the interval between the first and third quartiles of its publication years (line). These quantities describe when documents using a keyword are concentrated; they do not show when a term first appeared or whether it was used every year. The keywords with the latest medians are *sustainable tourism* (median 2025; first to third quartile 2022–2025), *community-based tourism* (2025; 2024–2025) and *tourism governance* (2025; 2024–2026), followed by *ecotourism*, *halal tourism* and *sustainable development* (median 2024). The keyword *tourism policy* has an earlier median (2022; 2019–2023), and *bali* has the

earliest median of the displayed keywords (2021; 2018–2024). Counts by period confirm the direction of change (Table 4). The keywords *halal tourism* (21 documents), *regulation* (7) and *tourism governance* (3) appear only after 2021, and *policy* rises from one document in 1997–2021 to eleven in 2022–2025, whereas *tourism policy* is used equally often in the two periods (six times each) although output doubled, and *bali* is used more often before 2022 (7) than after (5). The share of documents with a policy-lexicon keyword rose from 20.9% (23 of 110 documents with keywords) in 1997–2021 to 34.2% (81 of 237) in 2022–2025, and the share with a sustainability-lexicon keyword from 33.6% (37 of 110) to 42.6% (101 of 237). Because the trend topics and Table 4 summarise keyword use

rather than paper content, they show shifts analytical depth.
in the vocabulary of the field, not shifts in

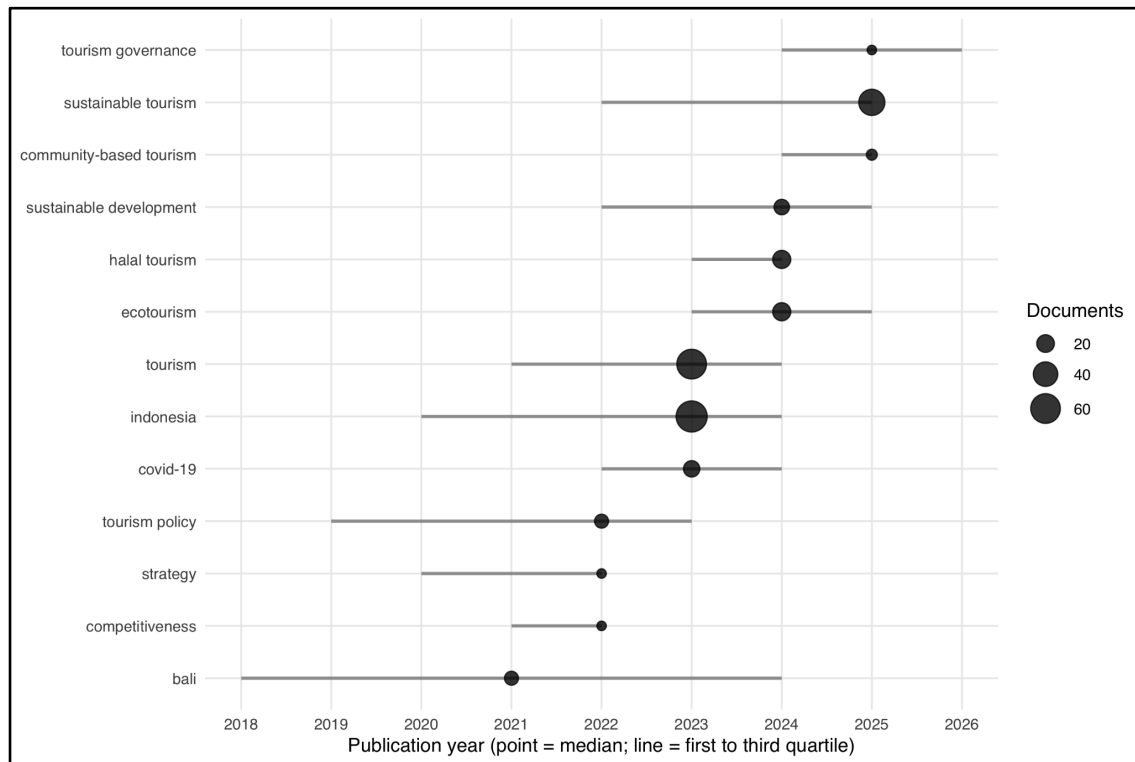


Figure 6. Trend Topics of Author Keywords. Point = median publication year, line = first to third quartile, size = number of documents; keywords with at least five occurrences, up to three per median year. The axis spans those quartiles, which begin in 2018, and shows no first appearances. (Source: Author's analysis of Scopus data: R script; procedure of Aria and Cuccurullo, 2017)

Table 4. Documents Using Selected Author Keywords by Period

Keyword	1997–2021 (n = 119; 110 with key- words)	2022–2025 (n = 238; 237 with key- words)	2026* (n = 20; 20 with key- words)
indonesia	24	41	1
tourism	17	40	3
sustainable tourism	9	35	2
ecotourism	4	14	3
halal tourism	0	21	0
covid-19	3	14	0
sustainable development	3	11	1
sustainability	2	12	0
economic growth	3	11	0
tourism development	3	10	1
bali	7	5	0
policy	1	11	0
tourism policy	6	6	0

Keyword	1997–2021 (n = 119; 110 with key- words)	2022–2025 (n = 238; 237 with key- words)	2026* (n = 20; 20 with key- words)
regulation	0	7	1
tourism governance	0	3	2
Documents with a policy-lexi- con keyword (% of those with keywords)	23 (20.9)	81 (34.2)	14 (70.0)
Documents with a sustainabil- ity-lexicon keyword (% of those with keywords)	37 (33.6)	101 (42.6)	14 (70.0)

Source: Author's analysis

*Partial year (records indexed by 2 April 2026).

Keyword Co-occurrence Network

Of the 1,173 distinct author keywords, 31 occur in at least five documents and form the network in Figures 7 and 8; all of them belong to one connected component, and no item was removed from the network. Three overlapping labels are suppressed in the display (*conservation*, *tourism governance* and *tourism management*), and Appendix C lists all 31 items with their measures. VOSviewer grouped them into seven clusters (Table 5). Node size shows occurrences and link thickness shows co-occurrence strength; position on the map is not a centrality statistic, so the structural description below relies on links and total link strength exported from the map file (Table 6 and Appendix C). Cluster 1 joins *indonesia* with *tourism development*, *tourism policy*, *rural tourism*, *tourism industry*,

tourism management and *tourism governance*. Cluster 2 groups *ecotourism*, *sustainability*, *development*, *tourism village* and *conservation*; cluster 3 groups *tourism* with *covid-19*, *community*, *tourist arrivals* and *competitiveness*; cluster 4 groups *halal tourism* with *economic growth*, *regulation* and *lombok*; cluster 5 groups *sustainable tourism*, *sustainable tourism development*, *community participation* and *community-based tourism*; cluster 6 groups *bali*, *policy*, *strategy* and *tourist*; and cluster 7 joins *sustainable development* and *marine tourism*. The sustainability terms are therefore spread over clusters 2, 5 and 7 rather than forming one algorithmic cluster, and the descriptive labels in Table 5 are the author's interpretation of the software's grouping.

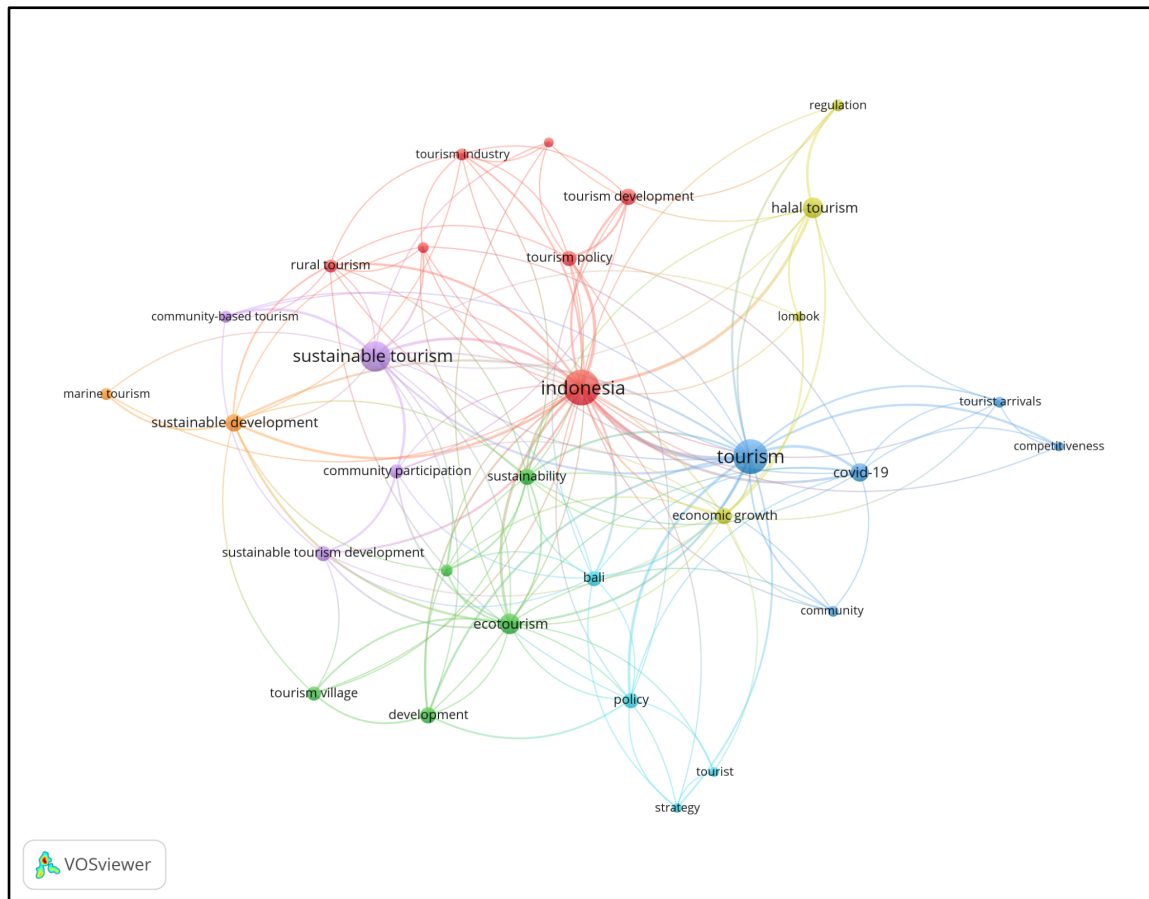


Figure 7. Keyword Co-occurrence Network (minimum 5 occurrences; 31 items, 7 clusters). Node size = occurrences, link thickness = co-occurrence strength, colour = VOSviewer cluster. All 31 items are present; three overlapping labels are suppressed (*conservation, tourism governance, tourism management*) and all items are listed in Appendix C. (Source: Author's analysis in VOSviewer 1.6.21.)

Table 5. Cluster Membership in the Keyword Co-occurrence Network. Membership is the software's clustering; labels are the author's interpretation.

Cluster (items)	Keywords (occurrences)	Descriptive label (author interpretation)
Cluster 1 (7)	indonesia (66); tourism development (14); tourism policy (12); rural tourism (9); tourism industry (7); tourism management (6); tourism governance (5)	Tourism development, policy and governance
Cluster 2 (5)	ecotourism (21); sustainability (14); development (13); tourism village (10); conservation (7)	Ecotourism, tourism villages and conservation
Cluster 3 (5)	tourism (60); covid-19 (17); community (6); tourist arrivals (6); competitiveness (5)	Tourism demand, COVID-19 and competitiveness
Cluster 4 (4)	halal tourism (21); economic growth (14); regulation (8); lombok (5)	Halal tourism, regulation and economic growth
Cluster 5	sustainable tourism (46); sustainable	Sustainable and community-

Cluster (items)	Keywords (occurrences)	Descriptive label (author interpretation)
(4)	tourism development (12); community participation (10); community-based tourism (7)	based tourism
Cluster 6 (4)	bali (12); policy (12); strategy (5); tourist (5)	Bali, policy and strategy
Cluster 7 (2)	sustainable development (15); marine tourism (7)	Sustainable development and marine tourism

Source: Author's analysis in VOSviewer 1.6.21

Four of the 31 items belong to the policy lexicon (Table 6). The keywords *tourism policy* (12 occurrences, 9 links, total link strength 16) and *policy* (12, 10, 15) rank tenth and eleventh of 31 by total link strength, *regulation* ranks nineteenth and *tourism governance* twenty-ninth. The four policy items fall into three clusters: *tourism policy* and *tourism governance* with *indonesia* and *tourism development* (cluster 1), *regulation* with *halal tourism* (cluster 4), and *policy* with *bali* and *strategy* (cluster 6). Their strongest ties are to general labels rather than to one another: *tourism policy* co-occurs most often with *indonesia* (6 documents), *policy* with *tourism* (5) and

regulation with *halal tourism* (4), and the four policy items are linked to each other only twice (*tourism policy* with *policy*, and *tourism policy* with *tourism governance*, in one document each). The sustainability terms are more connected: *ecotourism* and *sustainable tourism* share third place by total link strength (30), *sustainability* is fifth (22) and *sustainable development* sixth (20). Policy vocabulary is thus present in the network but dispersed across clusters and less connected than sustainability vocabulary; on keyword evidence alone, "peripheral" would overstate this position, and "central" would not describe it either.

Table 6. Network Measures for Policy Terms and Comparison Terms (Threshold 5). Links = other items a keyword co-occurs with; total link strength = total co-occurrences. Tied values share a rank.

Keyword	Occurrences	Links	Total link strength	Rank by total link strength (of 31)	Cluster
tourism policy (policy lexicon)	12	9	16	10	1
policy (policy lexicon)	12	10	15	11	6
regulation (policy lexicon)	8	4	9	19	4
tourism governance (policy lexicon)	5	5	5	29	1
indonesia	66	28	78	1	1
tourism	60	20	62	2	3
sustainable tourism	46	16	30	3	5
ecotourism	21	17	30	3	2
sustainability	14	16	22	5	2
sustainable development	15	11	20	6	7
halal tourism	21	9	20	6	4

Keyword	Occurrences	Links	Total link strength	Rank by total link strength (of 31)	Cluster
covid-19	17	11	18	8	3

Source: Author's analysis in VOSviewer 1.6.21 (map file)

The overlay visualisation (Figure 8) uses the same items and links as Figure 7 and colours each keyword by the average publication year of the documents that use it. The colour scale runs from 2021 to 2024, and item averages range from 2020.6 to 2025.0 (Appendix C). The most recent averages belong to *tourism governance* (2025.0), *community-based tourism* (2024.3), *tourism village* (2023.7), *halal tourism* (2023.7), *regulation* (2023.6) and *sustainable tourism* (2023.6); the earliest belong to *strategy* (2020.6), *tourism policy* (2020.8), *indonesia* (2021.0) and *bali*

(2021.1). Among the policy terms, the general label *tourism policy* is therefore among the oldest items and *tourism governance* the newest, with *policy* (2023.0) and *regulation* (2023.6) between them. The four policy terms thus span almost the whole range of item averages, so policy vocabulary is concentrated in neither the earlier nor the later part of the period. Average year indicates recency of use, not the date a topic emerged, and it cannot show whether newer topics restructured the network; that question is examined with period networks below.

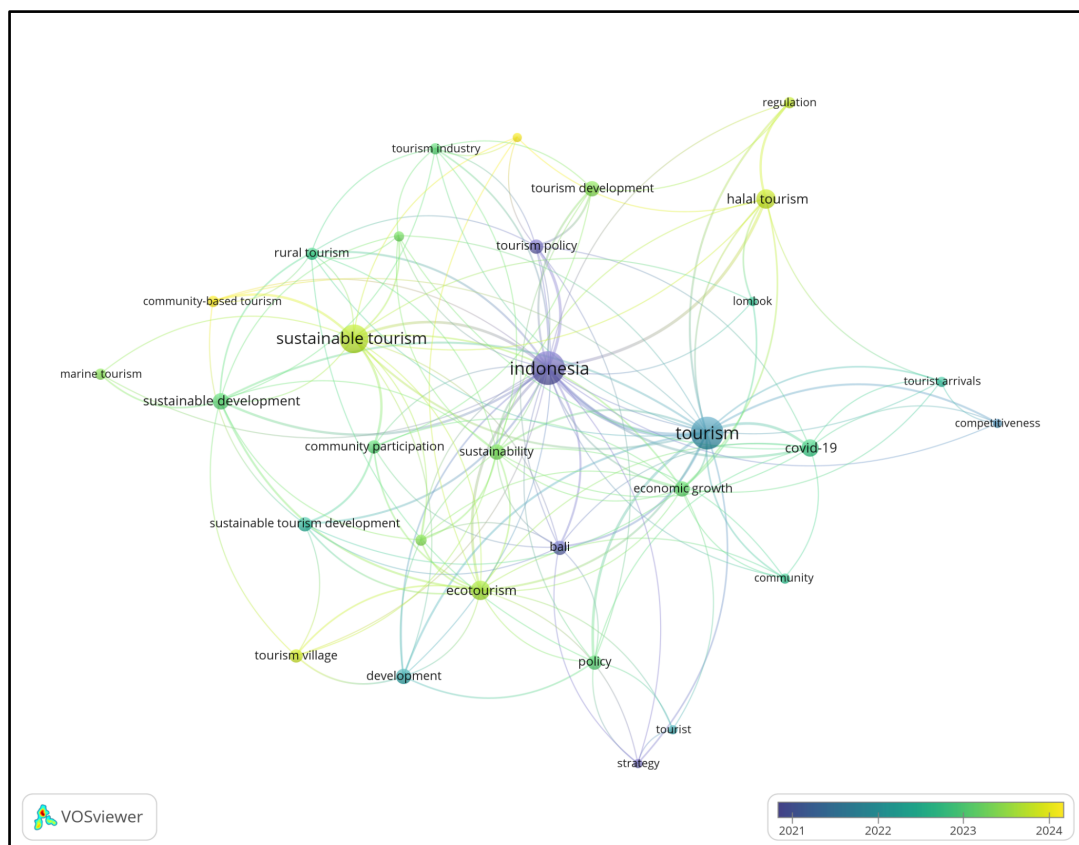


Figure 8. Overlay of the Figure 7 Network. Colour = average publication year of the documents using each keyword (scale 2021–2024), not first appearance; items and links are identical to Figure 7, and the same three labels are suppressed.

(Source: Author's analysis in VOSviewer 1.6.21)

Change over Time

The two period networks (Figure 9, Table 7) were built with the same settings and a threshold of three occurrences. The earlier network is small: 119 documents (110 with author keywords) yield 19 items, 38 links and five clusters, so it can be read only as indicative. The 2022–2025 network, based on 238 documents (237 with keywords), has 57 items, 222 links and nine clusters. Both networks are fully connected. Fourteen of the 19 items in the earlier network persist in the later one, including its most connected items, *indonesia* and *tourism*; the five that drop below the threshold are *east java*, *economic impact*, *sem*, *tourism demand* and *tourism destination*. Of the 43 new items, *halal tourism* ranks sixth by total link strength. The number of policy-lexicon items rises from one (*tourism policy*, fourth of 19 by total link strength) to seven, spread over five clusters (*policy*, *tourism policy*, *regulation*, *government policy*, *tourism planning and policy*, *environmental policy* and *tourism governance*); the most connected of them, *policy*, ranks ninth of 57 (tied). New topics attach

to the existing core rather than forming separate components. This is consistent with a stable core and an expanding periphery, but the core consists of broad labels (*indonesia*, *tourism* and *sustainable tourism*) rather than of a policy-specific theme.

The coded records show no matching change in policy depth. Substantive studies make up 12 of the 46 coded records from 1997–2021 and 18 of the 81 from 2022–2025; the two remaining coded records date from 2026 and neither is substantive. In proportional terms the share fell slightly, from 26.1% to 22.2%, rather than rising. The growth of policy labels after 2021 is therefore not accompanied by a visible rise in substantive policy analysis. The sample is too small for a formal comparison between periods, and the two period subsets were not drawn as separate samples, so the difference is reported as an absence of visible change rather than as a decline. The coded records also inherit the two-stratum design described in the Methods, so these period shares carry no confidence intervals of their own.

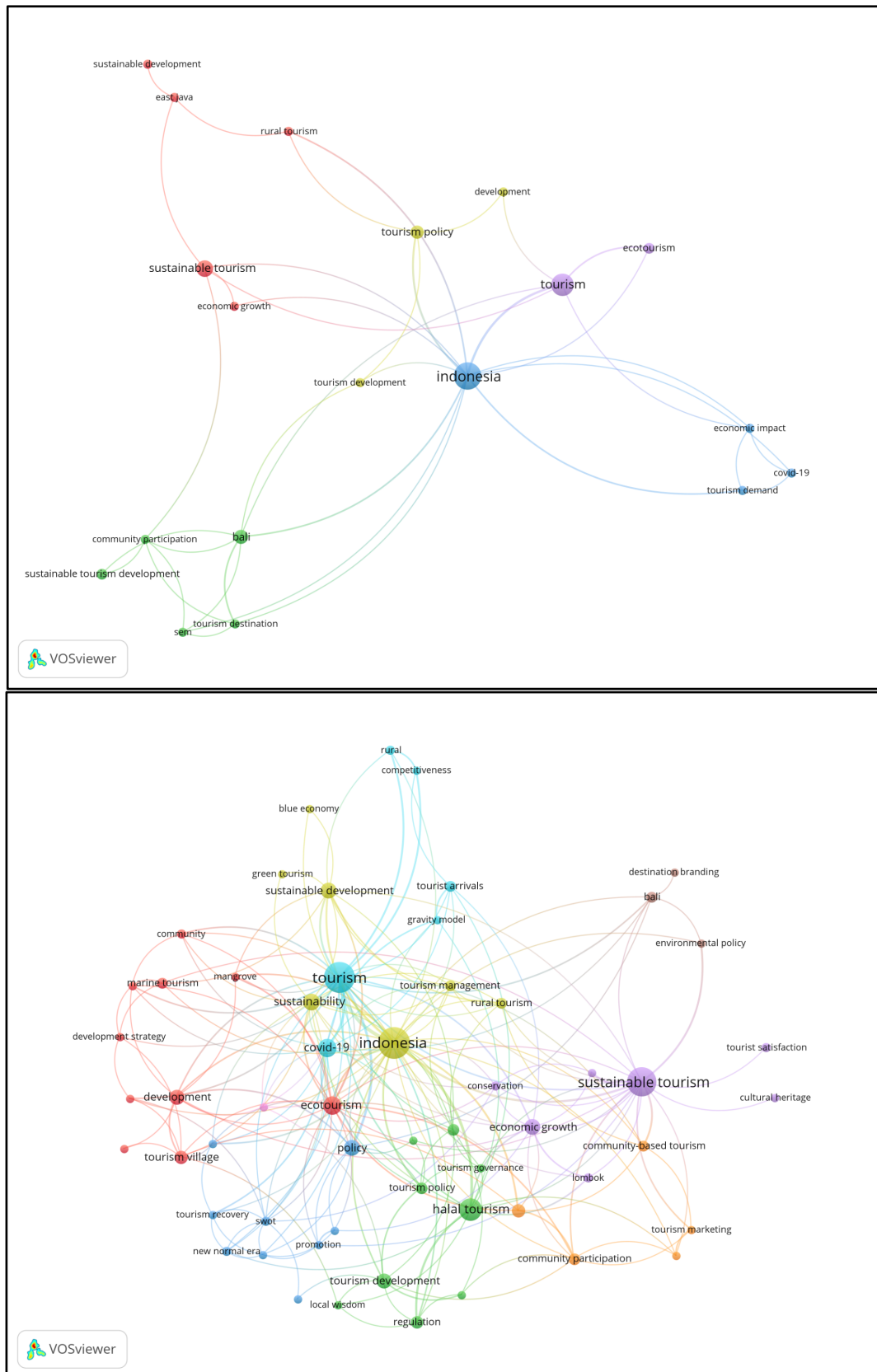


Figure 9. Period Networks (minimum 3 occurrences): (a) 1997–2021, 19 items, 5 clusters; (b) 2022–2025, 57 items, 9 clusters. Node size, link thickness and colour as in Figure 7; all items are retained, but some overlapping labels are hidden in (b).

(Source: Author's analysis in VOSviewer 1.6.21.)

Table 7. Period Networks Compared (Threshold 3)

Measure	1997–2021	2022–2025
Documents (with author keywords)	119 (110)	238 (237)
Items / links / total link strength	19 / 38 / 48	57 / 222 / 312
Clusters (VOSviewer)	5	9
Items in largest connected set	19 (all)	57 (all)
Most connected items (total link strength)	indonesia (21); tourism (10); bali (9); tourism policy (6); sustainable tourism (5); two further items also have 5	indonesia (70); tourism (62); sustainable tourism (36); ecotourism (28); covid-19 (25)
Policy-lexicon items (rank by total link strength)	1: tourism policy (rank 4)	7: policy (rank 9); tourism policy (rank 14); regulation (rank 14); government policy (rank 26); tourism planning and policy (rank 34); environmental policy (rank 43); tourism governance (rank 43)
Items present in both periods	14 of 19	14 of 57

Source: Author's analysis in VOSviewer 1.6.21 (map files). Tied values share a rank.

The main patterns are robust to the analytical choices tested (Appendix D). At a threshold of three, 82 keywords form one connected network with 350 links and ten policy-lexicon terms are retained; at ten, 17 keywords remain, including *policy* and *tourism policy*. Excluding the 20 documents dated 2026 leaves 357 documents and 30 keywords at threshold five, with the same three most frequent keywords; *tourism governance* falls below the threshold, while *policy*, *tourism policy* and *regulation* remain. Excluding the 41 multi-country studies leaves 336 documents and 30 keywords, with the same four policy-lexicon terms, the same three most frequent keywords, and lexicon shares of 32.8% (policy) and 43.8% (sustainability). Among the coded records, excluding the 25 multi-country studies changes the depth shares only slightly (substantive 24 of 104, implications only 67, none 13). Every network tested at thresholds of three, five and ten forms a single connected component, so

none of these conclusions depends on items being dropped from the map.

Synthesis

The synthesis below distinguishes what the metadata, abstracts and sample coding show from how these observations can be interpreted; all statements refer to English-language, Scopus-indexed research retrieved on 2 April 2026. Four patterns are observed.

1. First, annual output grew sharply after 2018, and publications are spread across many venues: 28.1% of documents appear in the eleven sources with at least five documents, and 70.4% of sources contributed a single document.
2. Second, sustainability vocabulary is more frequent than policy vocabulary in author keywords (152 versus 118 documents), and the four policy terms in the main network rank between tenth and twenty-ninth of 31 by total link strength, connect mainly to general

labels and fall into three clusters.

3. Third, an estimated 22.7% of studies analyse an existing policy, programme or governance arrangement, while most (62.9%) treat policy only as implications; of the 30 substantive records among the 129 coded, 17 carry no policy keyword, and 21 of the 34 coded records with a policy keyword are not substantive.
4. Fourth, policy labels became more frequent and more varied after 2021, but the share of substantive studies in the sample did not visibly change.

Three terms carry the interpretation of the results, and each is defined here with the evidence that would support it and the pattern that would count against it, because venue dispersion, keyword frequency and the depth of policy analysis are different properties that a single label can blur. Dispersion of venues means that publications are spread over many sources with no small core; it is measured by the share of documents in the most productive sources, by the number of single-document sources and by Bradford zones. It would be contradicted if a small set of sources held a large share of documents, and on its own it is not read as evidence of intellectual fragmentation, which would require citation-based evidence. Thematic consolidation means a stable core of connected themes that persists and absorbs new topics; it is measured by the most connected keywords, ranked by total link strength, and by their clusters in the 1997–2021 and 2022–2025 networks, and it would be contradicted if the two periods had different core keywords or if new topics formed separate clusters unconnected to the earlier core. Policy marginalisation means that policy is rarely analysed and weakly connected, while policy integration means that policy is analysed within sustainability and development studies. Both are assessed through the number of documents carrying policy-lexicon keywords, through the occurrences, links and total link strength of policy terms

in the network, and through the share of coded records that analyse policy substantively, with and without policy keywords. Marginalisation is not supported if many records analyse policy substantively, including records whose keywords contain no policy term, and integration is not supported if most records treat policy only as implications. These definitions separate a descriptive map of the corpus from claims about the intellectual development of the field.

Against the definitions set out above, neither reading holds in its strong form. Marginalisation would require policy to be rarely analysed and weakly connected; the estimated 22.7% of studies that analyse policy substantively, and policy terms ranked tenth and eleventh of 31 by total link strength, do not fit that description. Integration would require policy to be analysed within sustainability and development studies as a matter of course; the predominance of implications-only studies does not fit that either. The pattern is better described as policy as implication: tourism research on Indonesia frequently ends with policy recommendations, but less often makes an existing policy, regulation or programme the object of analysis. The Jatiluwih study discussed in the Introduction shows the other side of the measurement problem: a stakeholder analysis in which policy is measured but never appears as a keyword (Martadina and Ardiansyah, 2023). For thematic consolidation, the period networks show a persistent core of broad labels (*indonesia*, *tourism* and *sustainable tourism*) to which new topics such as *halal tourism* attach. This is consolidation around general vocabulary rather than around a policy-specific theme, and the small early network allows only an indicative comparison. The dispersion of venues is consistent with an interdisciplinary field; whether it reflects weak intellectual exchange between institutions remains a hypothesis for citation- or collaboration-based analysis.

The lesson is methodological as well as substantive. Keyword maps misclassify policy research in both directions: they miss more than half of the substantive studies (17 of 30), and most studies they would count as policy research treat policy only as implications (21 of 34). Neither error is visible from the map itself, because both depend on what the papers do rather than on what their authors chose as keywords. Bibliometric maps of policy fields should therefore be paired with screening and content coding before conclusions about the position of policy are drawn. Supina and Iskandar (2023) name both steps for conservation behaviour but report neither procedure, which is the gap this study closes by documenting its screening and coding. Read from keywords alone, a thin policy vocabulary would suggest marginalisation; the screened and coded evidence supports a narrower conclusion.

The evidence points to a concrete research agenda rather than to a general call for policy-centred research. A word search of the abstracts of the 30 substantive records among the coded records identified "coordination", "collaboration" or "stakeholder" in ten, "implementation" in seven, "evaluation", "effectiveness" or "impact" in ten, "law", "legal" or "regulation" in nine, and "policy design" or "policy formulation" in one. Three strands follow. First, evaluation of named instruments: substantive studies examine specific instruments, such as special economic zones (Caraka *et al.*, 2023; Pranajaya, Dewi and Artayasa, 2025), surf tourism retribution (Pakan, 2024) and the ASEAN Tourism Strategic Plan (Santoso *et al.*, 2025), but the more common implications-only studies recommend policy change without evaluating an existing instrument; designs that measure the effects of current instruments on visitors, residents and environments would address this gap. Second, implementation across levels of government: decentralisation and co-governance appear in substantive studies (Atmodjo, Lamers and Mol, 2020), and comparative designs across

regencies and provinces could show why the same national instrument produces different local outcomes. Third, policy design and coordination: few substantive abstracts address how instruments are designed, and studies of how instruments are designed and coordinated across the tourism, environment, spatial planning and religious affairs sectors would complement the existing attention to stakeholder relations. The institutions that already produce most of this research, led by Universitas Gadjah Mada, Universitas Udayana, IPB University, Institut Teknologi Bandung and Universitas Padjadjaran, are positioned to undertake such comparative work. Comparisons with other countries could test whether the gap between policy vocabulary and policy content observed here is specific to Indonesia; a single-country corpus cannot establish that.

CONCLUSION

This study mapped 377 English-language, Scopus-indexed studies of tourism policy in Indonesia, screened from 612 records retrieved on 2 April 2026. The best-supported answer to the research questions has four parts. Annual output grew quickly after 2018, and the documents are distributed across 206 sources, 145 of which contributed a single document, while institutional production is led by Indonesian universities and the national research agency. Author keywords use sustainability vocabulary more than policy vocabulary, and the four policy terms in the main network rank between tenth and twenty-ninth of 31 by total link strength, so policy is present in the network without organising it. Policy labels became more frequent and more varied after 2021, but the share of studies that analyse policy substantively did not visibly change. Across 129 coded eligible studies, an estimated 22.7% analyse an existing policy as an object of study and 62.9% treat policy only as recommendations or implications. More than half of the substantive studies carry no policy keyword, so

keyword maps alone neither capture policy research fully nor identify it reliably.

The study makes three contributions. The first is a screened and documented corpus with reproducible counts, rather than a corpus defined by a search string alone. The second is a comparison of keyword-based and content-based measures of attention to policy, applied to the same records. The third is evidence that keyword co-occurrence maps can misclassify policy research in both directions, missing substantive studies that carry no policy keyword and counting studies whose policy content is only a recommendation. For research on Indonesian tourism, the findings suggest that policy design, implementation and evaluation deserve more explicit attention as objects of study rather than as closing sections. For bibliometric research on policy fields more generally, they suggest that conclusions about the position of policy should not rest on keyword maps alone. The screening rules, the coding rules and the analysis script are openly available, so the screening and coding procedures can be repeated or contested.

Several limitations qualify these conclusions. The corpus covers only English-language, Scopus-indexed articles and reviews in four subject areas, so Indonesian-language scholarship and research indexed elsewhere are not represented, and the query misses destination studies that never name Indonesia (up to about 12% of eligible studies published by 2025, according to the locality check). The screening criteria were clarified after a first screening pass, and multi-country studies were included without requiring Indonesia-specific findings, although excluding them does not change the main results. Policy depth was coded by a single author for 129 studies, from titles, keywords and abstracts read with knowledge of the cases rather than from full texts. Intra-rater agreement was moderate on the conventional benchmark ($\kappa = 0.51$ on the 120 records of the random sample; Landis and Koch, 1977),

although those authors call their divisions "clearly arbitrary" and illustrate the method "with an example involving only two observers". The figure reported here is the consistency of one coder across two rounds and may be inflated by the two-day interval between them, no between-round statistic is available for the 22 records coded as a census, and the coding cannot be fully reproduced from abstracts alone. Keyword and network results describe author vocabulary rather than paper content, co-occurrence links are associative, the early period network is small, and the 2026 data are incomplete.

Four extensions follow directly from these limitations. Extending the corpus to Indonesian-language and non-Scopus sources would test whether the pattern reported here is an artefact of indexing. Coding full texts with two independent coders would replace intra-rater consistency with inter-rater agreement and remove the dependence on abstracts. Citation and collaboration networks would test whether the dispersion of venues reflects weak intellectual exchange, which the present evidence cannot establish. Comparison across countries would establish whether the gap between policy vocabulary and policy content is specific to Indonesia or a general feature of tourism research. Each of these is a question about evidence the present design does not provide, rather than a call for a different kind of field.

AI USE STATEMENT

The author used Claude (Anthropic) for research assistance, language editing, screening proposals with verbatim evidence from titles or abstracts, writing the analysis code, drafting visualisations and revised text in response to the reviewers and the editor, evaluating the final figures, and checking the revised manuscript and reference metadata, and NotebookLM (Google) to cross-check the interpretation of the literature synthesis against the source documents. The author made every

screening decision and final policy-depth code, ran the analyses, verified every reported number against the software outputs, approved the final text, and takes full responsibility for the article.

DATA AVAILABILITY STATEMENT

The screening decisions for all 612 retrieved records with their evidence, the policy-depth codes from every round, the locality check, the keyword thesaurus and institution alias list, the documented R analysis script, and the VOSviewer map and network files are openly available in Zenodo at:

<https://doi.org/10.5281/zenodo.23273217>.

The Scopus export itself is not redistributed, because it is licensed database content, but it can be re-created with the query and filters reported in the Methods.

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