

Collaborative Governance in Sustainable Health Tourism Development in Ubud, Bali: A Perspective Collaborative Governance and Public Value

Dewa Gede Candra Arimbawa¹, Nyoman Diah Utari Dewi², Mohd Hafiz Hanafiah³

^{1,2}Master of Administrative Science, Postgraduate Program, Ngurah Rai University, Denpasar, Indonesia

³Tourism Economics, Faculty of Hotel & Tourism Management, Universiti Teknologi MARA, Malaysia

e-mail: dewacandra2020@gmail.com

ABSTRACT

Wellness tourism has emerged as one of the fastest-growing sectors in the global tourism industry, emphasizing the integration of individual well-being, cultural preservation, and environmental sustainability. Ubud, Bali, possesses significant potential as a wellness tourism destination due to its internationally recognized yoga traditions, the UNESCO-listed Subak cultural landscape, and strong community-based institutions. Nevertheless, the rapid expansion of wellness tourism has generated challenges related to environmental carrying capacity, land-use conversion, institutional fragmentation, and limited coordination among stakeholders in tourism policy development. This study aims to examine the contribution of collaborative governance to sustainable wellness tourism development in Ubud and to formulate a governance model capable of generating public value. A qualitative literature study approach was employed by reviewing scholarly publications, policy documents, and government regulations related to tourism development published between 2021 and 2026. The analysis applies the Collaborative Governance Regime framework developed by Emerson and Nabatchi, complemented by Moore's Public Value Theory. The findings indicate that sustainable wellness tourism depends on three interrelated governance dimensions: collaborative leadership, community co-creation, and institutional trust. These dimensions foster stakeholder collaboration that enhances community welfare, environmental conservation, and cultural preservation. Based on these findings, this study proposes the Community-Based Wellness Tourism Governance (CBWTG) model, integrating government institutions, private sector organizations, local communities, traditional villages, Subak institutions, and higher education institutions into a collaborative governance framework for sustainable tourism development. The proposed model extends collaborative governance literature by positioning local cultural institutions as strategic governance assets for creating public value in regional tourism policy.

Keywords:

Collaborative Governance; Community-Based Wellness Tourism; Public Value; Sustainable Tourism Policy; Ubud; Wellness Tourism

A. INTRODUCTION

Global tourism development in the last decade has experienced a significant paradigm transformation from an orientation/mass tourism going to quality tourism which places greater emphasis on economic, social, cultural, and environmental sustainability. This shift has intensified following the COVID-19 pandemic, which has driven a shift in travel preferences toward healthier, safer, more authentic, and more sustainable travel experiences (UN Tourism, 2023; OECD, 2022). The success of tourism destination development is no longer solely measured by increased tourist arrivals or contributions to regional gross domestic product, but also by the ability of governments and stakeholders to maintain environmental carrying capacity, strengthen local cultural identity, and improve community well-being (UN Tourism, 2023; Teguh, 2021).

One of the sectors that shows the most rapid development is health tourism (wellness tourism). According to Global Wellness Institute(2024), industry wellness tourism is one of the fastest-growing sectors in the global tourism economy, driven by increasing public awareness of physical, mental, emotional, and spiritual health (Giampiccoli & Mtapuri, 2020). In contrast to medical tourism, which

is oriented towards curative services, wellness tourism emphasizes preventive activities through yoga, meditation, traditional therapies, herbal-based spas, healthy food consumption, and interaction with nature and local culture (Smith & Puczkó, 2023; Junaid et al., 2022). These characteristics make wellness tourism a strategic instrument in supporting the achievement of sustainable development goals (Sustainable Development Goals/SDGs), especially in the aspects of health, decent work, sustainable consumption and production, and ecosystem preservation (Goodwin, 2021).

Indonesia has great potential in development wellness tourism Because it is supported by cultural diversity, natural resources, and traditional health practices spread across various regions. Bali is an internationally competitive destination in this sector because it combines natural beauty, spiritual values, Balinese Hindu culture, and the hospitality of the local people as part of the tourism experience. Among Bali's various destinations, Ubud has developed as a central wellness tourism known globally through the tradition of yoga, the practice usadha Bali, the existence of the Subak cultural landscape which is recognized by UNESCO as a World Cultural Heritage, as well as the development of community-based tourism

(community-based tourism) (Bali Provincial Government, 2021; Junaid et al., 2022). This combination of resources provides a competitive advantage and positions Ubud as an important laboratory for developing sustainable tourism development policies.

The rapid growth of tourism activity in Ubud has also given rise to various development issues. Increased investment in property and tourist accommodations has driven the conversion of agricultural land into commercial areas, increased pressure on clean water availability, exacerbated traffic congestion, and increased the volume of waste and tourism waste (Bali Provincial Government, 2021). In addition to ecological issues, the development of wellness tourismThe country also faces institutional challenges in the form of fragmented authority between institutions, weak cross-sectoral coordination, and differing interests among local governments, business actors, local communities, traditional villages, Subak organizations, and investors. These issues are further complicated by the implementation of the Specific Goods and Services Tax (PBJT) policy on spa services, which has sparked debate regarding the protection of local culture-based businesses and the competitiveness of tourist destinations (Constitutional Court, 2024).

The multidimensional nature of tourism development issues demonstrates that a hierarchical and sectoral bureaucratic approach is no longer adequate. Issues such as land conversion, water resource management, cultural protection, and local economic development involve numerous actors with varying authority, interests, and resources. A governance approach capable of fostering coordination, dialogue, and shared responsibility is required. From a Public Administration perspective, this approachCollaborative Governanceseseen as a mechanism capable of bringing together government, the private sector, civil society, universities, and local communities in the process of formulating and implementing public policy (Ansell & Gash, 2008; Emerson, Nabatchi, & Balogh, 2012).

According to Ansell and Gash (2008), collaborative governance is an institutional arrangement that involves government and non-government actors in a collective, consensus-oriented public decision-making process that aims to resolve complex public problems. Emerson, Nabatchi, and Balogh (2012) then developed the concept Collaborative Governance Regime (CGR) which explains that the success of collaboration is determined by the interaction between system conditions (system context), collaboration dynamics (collaboration dynamics), collaborative action (collaborative actions), as well as the impact and adaptation process (impacts and adaptationThis framework is relevant in explaining how the development of health tourism requires synergy between stakeholders to maintain the sustainability of tourist destinations.

In addition to collaborative governance, this study also uses a collaborative perspective.Public Value Theorydeveloped by Moore (1995). This theory asserts that the success of public organizations is not solely measured by bureaucratic efficiency or increased regional revenue, but by the government's ability to create perceived value for the community, such as increased welfare, maintained environmental quality, protected cultural identity, and increased legitimacy and public trust in government policies (Moore, 1995; Bryson, Crosby, & Bloomberg, 2017). Thus, development/wellness tourism should be seen as an instrument of creating public value, not just an instrument of economic growth.

Various previous studies have demonstrated the importance of collaboration in tourism development. Anwar, Trilestari, and Agustina (2022) demonstrated that interactions between stakeholders determine the effectiveness of tourism destination development policies. Afandi and Aulia (2022) explained that collaborative governance can strengthen local institutional capacity, while Anggraeni et al. (2023) found that inter-institutional collaboration contributes to increased regional innovation. Research by Junaid et al. (2022) confirmed that the development of wellness tourismThis requires integration between health, culture, and tourism experience aspects. On the other hand, Adnyani and Landrawan (2023) point out that strengthening the legal status of Traditional Villages is a crucial prerequisite for sustainable tourism development in Bali.

Studies on collaborative governanceThe role of collaborative governance in tourism development has grown quite rapidly in recent years. Ansell and Gash (2008) explain that the success of collaborative governance is influenced by initial conditions, facilitative leadership, institutional design, and the process of dialogue between stakeholders. Emerson, Nabatchi, and Balogh (2012) then developed the conceptCollaborative Governance Regime(CGR) which places the dynamics of collaboration at the heart of solving complex public problems.

In tourism development, Bryson, Crosby, and Bloomberg (2017) demonstrated that cross-sector collaboration can improve the effectiveness of public services and policy innovation. Ansell and Torfing (2021) also emphasized that co-creation becomes an important approach in generating innovative solutions through active community involvement. Research on wellness tourismStudies show that destination success is influenced not only by the quality of healthcare services, but also by the integration of local culture, environmental sustainability, and community participation (Smith & Puczkó, 2023; Global Wellness Institute, 2024). In Indonesia, Junaid et al. (2022) found that the development of wellness tourism requires synergy between the government, business actors, and local communities to be able to produce authentic tourism experiences while improving community welfare.

Meanwhile, research on tourism governance in Bali shows that traditional villages and Subak organizations play a strategic role in maintaining the sustainability of tourist destinations (Adnyani & Landrawan, 2023). However, most research still discusses these institutions separately and has not integrated them into a comprehensive framework. Collaborative Governance And Public Value in the context of development wellness tourism. Therefore, this study attempts to fill this gap by developing a model. Community-Based Wellness Tourism Governance (CBWTG).

Although various previous studies have confirmed the importance of collaborative governance in tourism development, several limitations remain, leaving room for further research. Research by Ansell and Gash (2008), Emerson et al. (2012), and Bryson et al. (2017) focused primarily on developing a general conceptual framework for collaborative governance and did not specifically address the characteristics of wellness tourism destination governance based on local institutions. On the other hand, research on wellness tourism, such as that conducted by Junaid et al. (2022), Smith and Puczkó (2023), and the Global Wellness Institute (2024), tends to emphasize destination competitiveness, tourist experience, and health tourism product development, while the public governance dimension and intersectoral collaboration mechanisms have received relatively limited attention. Research on Traditional Villages and Subak in Bali also largely positions these institutions as objects of cultural and environmental preservation, rather than as strategic actors in the planning, implementation, monitoring, and evaluation of tourism development policies. Furthermore, there has been no research that comprehensively integrates the perspectives of Collaborative Governance Regime, Public Value Theory, and local institutions in a model of sustainable wellness tourism development governance. Therefore, this research offers novelty through the development of Community-Based Wellness Tourism Governance (CBWTG) which positions the government, private sector, local communities, Traditional Villages, Subak, and universities as collaborative actors who together produce public value through the development of sustainable health tourism.

However, there are several research gaps (research gap). First, most of the research on collaborative governance still discussing tourism governance in general and has not specifically examined the integration of traditional institutions such as Traditional Villages and Subak in development policies wellness tourism. Second, the study wellness tourism focuses more on destination marketing, tourist behavior, and tourism experiences, while aspects of public policy governance are still relatively limited. Third, research that integrates the perspectives of Collaborative Governance with Public Value. In the development of health tourism in Indonesia, there is still very little so that there is no conceptual model that

can explain the relationship between collaboration between stakeholders and the creation of public value in the development of sustainable tourism destinations.

Based on this gap, this research offers novelty (novelty) in the form of development Community-Based Wellness Tourism Governance (CBWTG) as a conceptual model of collaborative governance that integrates local government, private sector, local communities, traditional villages, Subak organizations, and universities in supporting development wellness tourism sustainable. This model expands the framework Collaborative Governance Regime by placing local cultural institutions as strategic assets in the creation of public value so as to be able to produce a balance between economic growth, cultural preservation, environmental protection, and improving community welfare.

Based on this description, this study aims to analyze how collaborative governance contributes to the development of sustainable health tourism in Ubud and formulate a model. Community-Based Wellness Tourism Governance (CBWTG) as a conceptual framework that supports the creation of public value in regional tourism development policies.

B. RESEARCH METHOD

This research uses literature study as an approach to review and synthesize various scientific references related to collaborative governance, wellness tourism, public value, and local institutions in sustainable tourism development. Literature was obtained through searches in various scientific databases, such as Scopus, Web of Science, ScienceDirect, SpringerLink, Taylor & Francis Online, Google Scholar, Garuda, and SINTA, using a combination of relevant keywords. Next, each piece of literature was selected based on its suitability to the research objectives, year of publication, publication quality, and substantive relevance to the research theme. Only articles and documents that met these criteria were used as the basis for conceptual synthesis and further analyzed using Thematic Content Analysis. To increase transparency in the research process, authors should present the number of literature sources identified in the initial stages, the number of sources that did not meet the selection criteria and the reasons for this, and the final number of sources used in the analysis. This information will clarify the reference search and selection process, ensuring the validity of the literature review (Snyder, 2019).

Data source

The research utilizes entirely secondary data derived from reputable national and international scientific articles, academic books, international organization reports, and government policy documents related to health tourism development and collaborative governance. Literature sources were obtained through several academic databases, including Scopus, Web of Science, ScienceDirect,

SpringerLink, Taylor & Francis Online, Google Scholar, Garuda, and SINTA.

In addition to scientific publications, the research also uses various policy documents as supporting data sources, including: the 2021–2026 Bali Provincial Medium-Term Development Plan (RPJMD), documents from the Ministry of Tourism of the Republic of Indonesia, the Constitutional Court's decision regarding Certain Goods and Services Tax (PBJT), UNESCO documents regarding Subak as a World Cultural Heritage, and the Global Wellness Institute report.

Literature Search Strategy

The literature search was conducted during January–May 2026 using a combination of keywords in Indonesian and English as follows: *Collaborative Governance and Tourism, Wellness Tourism, Public Value, Community-Based Tourism, Tourism Governance, Wellness Tourism Bali, Subak, Traditional Village, Sustainable Tourism, dan Tourism Policy*. The use of this combination of keywords aims to obtain literature that directly discusses governance, tourism development, local institutions, and the creation of public value.

Inclusion and Exclusion Criteria

Literature selection was carried out using several criteria as follows.

Inclusion criteria

- 1) Scientific articles published in the period 2021–2026.
- 2) Articles that have been through the process peer review.
- 3) Discussing collaborative governance, wellness tourism, public value, community-based tourism, or tourism development policies.
- 4) The current official government policy document.
- 5) Publications in both Indonesian and English.

Exclusion criteria

- 1) Articles that do not have a complete manuscript (*full text*).
- 2) Popular publications that do not go through a scientific process.
- 3) Articles not related to tourism governance.
- 4) Duplicate articles from different databases.

Through this selection process, literature was obtained that met the criteria for in-depth analysis as a basis for compiling a conceptual synthesis of the research.

Data Analysis Procedure

Data analysis was performed using *Thematic Content Analysis* as proposed by Braun and Clarke (2006), the analysis was conducted in five stages. The first stage was literature identification, which involved inventorying all articles and policy documents that met the research criteria. The second stage was data reduction, which involved selecting information directly related to the research focus on collaborative governance, health tourism development, local institutions, and public value creation. The third stage was thematic coding. (*coding*) by grouping various

findings into main themes based on the framework *Collaborative Governance Regime* developed by Emerson, Nabatchi, and Balogh (2012), including: *system context, drivers, collaboration dynamics, collaborative actions, impacts and adaptation*.

Next, mapping of the concept is carried out. *Public Value* based on *Strategic Triangle* developed by Moore (1995), namely: *public value outcomes, authorizing environment, operational capacity*. The fourth stage is conceptual synthesis, namely integrating all the analysis results into a framework of inter-conceptual relationships that explains the collaborative governance mechanism in development. *wellness tourism*. The final stage is the development of a conceptual model, namely formulating *Community-Based Wellness Tourism Governance* (CBWTG) as a collaborative governance model that integrates local government, private sector, communities, Traditional Villages, Subak organizations, and universities in creating public value in sustainable health tourism development.

Data Validity

To enhance the credibility of the research, source triangulation was conducted through comparisons between scientific articles, reference books, government policy documents, and international organization reports. Furthermore, the analysis process was carried out repeatedly (*iterative analysis*) to ensure consistent interpretation of each resulting theme. This approach is expected to produce a valid, comprehensive conceptual synthesis that can serve as a basis for developing a collaborative health tourism governance model.

C. RESULTS AND DISCUSSION

Dynamics of Health Tourism Development in Ubud

Development wellness tourism in Ubud is part of the transformation of the global tourism industry which is shifting from a tourist orientation mass tourism going to quality tourism. This shift has not only changed the characteristics of tourist demand but also transformed the paradigm of tourism destination development. Tourists are no longer simply seeking attractions, but rather experiences that can improve physical, mental, emotional, and spiritual health through interactions with nature, culture, and local communities (Global Wellness Institute, 2024; Smith & Puczkó, 2023).

Ubud has a very strategic position as a destination/wellness tourism because it is supported by a combination of natural resources, culture, and local institutions that are still relatively well-maintained. The existence of the Subak irrigation system, Traditional Villages, and traditional practices *usada* Bali, yoga traditions, and the *Tri Hita Karana* philosophy are social capital that distinguishes Ubud from other tourist destinations (Bali Provincial Government, 2021; Adnyani & Landrawan, 2023).

Currently, the development of wellness tourism also brings with it various development consequences. Increased investment in tourist accommodations is driving accelerated conversion of agricultural land, increasing groundwater consumption, putting pressure on infrastructure, and increasing the imbalance in spatial use between economic interests and environmental conservation interests. These conditions demonstrate that the success of destination development cannot be measured solely by tourist growth but must also consider ecological carrying capacity, cultural sustainability, and the well-being of local communities (UN Tourism, 2023).

From a Public Administration perspective, this condition is a public policy issue (wicked problems) that cannot be resolved by one organization alone. The complexity of the relationships between local governments, investors, tourism businesses, traditional villages, Subak organizations, local communities, and tourists requires a governance mechanism capable of building coordination, communication, and collaborative conflict resolution (Ansell & Gash, 2008; Emerson et al., 2012).

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Framework Collaborative Governance Regime
The Collaborative Governance (CGR) model developed by Emerson, Nabatchi, and Balogh (2012) provides a comprehensive perspective to explain the dynamics of health tourism development governance in Ubud. Based on a synthesis of various literature, the effectiveness of collaborative governance is influenced by three main dimensions: collaborative leadership, community co-creation, and institutional trust.

1) Collaborative Leadership

Collaborative leadership is a crucial factor in determining the success of a collaboration process because it serves as a bridge between various actors with differing interests (Ansell & Torfing, 2021). The local government in Ubud plays a role not only as a regulator but also as a facilitator, capable of fostering dialogue between the government, business actors, the traditional village, the Subak organization, academics, and the community.

Facilitative leadership enables the resolution of various policy conflicts, such as those concerning land conversion control, water resource management, and local cultural protection, through negotiation and collaborative solution-finding. Collaborative leadership not only increases the effectiveness of policy implementation but also strengthens the legitimacy of public decisions.

2) Community Co-Creation

The main principle of collaborative governance is the active involvement of the community in all stages of public policy. wellness tourism, local communities are no longer positioned as beneficiaries, but rather as co-creators who participate in designing, implementing, and evaluating the development of tourist destinations (Bryson et al., 2017).

The existence of the Traditional Village and Subak organization in Ubud provides a strong institutional foundation for the implementation of the concept community-based tourism. Community involvement in managing cultural attractions, preserving agricultural landscapes, organizing yoga activities, and developing traditional herbal products demonstrates that tourism development can be an instrument for community empowerment and cultural preservation. This approach aligns with the concept of co-creation as put forward by Ansell and Torfing (2021), namely the creation of public value through collaboration between the government and the community in producing solutions to public problems.

3) Institutional Trust

Trust is a social capital that determines the success of collaboration between stakeholders. Emerson et al. (2012) emphasized that the collaboration process will not run effectively if it is not supported by a high level of trust among the actors. In the development/wellness tourism, trust is built through transparency in decision-making, fair sharing of benefits, regulatory certainty, and government consistency in protecting the interests of local communities.

Conversely, weak trust will foster resistance to development policies and increase the potential for conflict between communities, investors, and the government. Sustainable tourism destination development requires open communication mechanisms, regular coordination forums, and an accountable monitoring system to ensure all stakeholders share the same vision for tourism development goals.

Public Value in Tourism Development Policy

In perspective Public Value Theory The success of tourism development cannot be measured solely by increasing local revenue or the number of tourist visits. Moore (1995) explains that a public organization is considered successful if it is able to generate value that is widely perceived by the community.

Based on the results of literature synthesis, the creation of public value under development wellness tourism Ubud's cultural values can be seen through four main dimensions. First, economic value, in the form of increased job opportunities, the development of micro-enterprises and the creative economy, and increased income for local communities. Second, social value, in the form of increased community participation, strengthening local institutions, and developing collaborative networks between stakeholders. Third, cultural value, in the form of preserving the Subak system, strengthening the role of traditional villages, protecting religious rituals, and maintaining Balinese cultural identity. Fourth, ecological value, in the form of protecting green areas, conserving water resources, controlling development, and improving environmental quality.

These four dimensions show that development/wellness tourism development has distinct characteristics from conventional tourism development because its success depends on a balance between economic benefits and socio-ecological sustainability. Furthermore, creating public value also strengthens the legitimacy of local governments in formulating tourism development policies. When communities directly experience benefits and are empowered to participate in decision-making, trust in the government increases, leading to more effective policy implementation.

Based on the overall results of the analysis, this study shows that development/wellness tourism in Ubud is not just a process of developing a tourist destination, but a process governance involves the interaction of various actors in generating public value. The success of collaborative governance is determined by the government's ability to build inclusive leadership, strengthen public participation, and maintain trust among stakeholders. These three dimensions form the foundation for the development of the collaborative governance model. Community-Based Wellness Tourism Governance (CBWTG) which integrates economic development, cultural preservation, environmental protection, and community empowerment within a sustainable governance framework.

Model Community-Based Wellness Tourism Governance (CBWTG)

Based on the synthesis of theory Collaborative Governance Regime (Emerson, Nabatchi, & Balogh, 2012), Collaborative Governance (Ansell & Gash, 2008), Public Value Theory (Moore, 1995), as well as various studies regarding wellness tourism And community-based tourism, this study develops a model Community-Based Wellness Tourism Governance (CBWTG) as a conceptual framework for the governance of sustainable health tourism development in Ubud.

The CBWTG model is built on the assumption that development/wellness tourism cannot be managed sectorally by the government alone, but rather requires multi-stakeholder collaboration involving the government, the private sector, local communities, traditional villages, Subak organizations, universities, and the tourism community. This collaboration is aimed at producing public value, namely economic, social, cultural and environmental benefits that are felt sustainably by the community.

Unlike conventional tourism governance models focused on increasing tourist numbers and economic growth, CBWTG places local cultural institutions at the foundation of governance. Traditional Villages and Subak are positioned not merely as objects of cultural preservation but as strategic actors in the planning, implementation, monitoring, and evaluation of tourism development policies.

In this model, local governments act as metagovernors, creating collaborative spaces, formulating regulations, facilitating cross-sector coordination, and ensuring a balance between economic, social, cultural, and environmental interests. The private sector contributes through responsible investment, service innovation, and the application of principles. Environmental, Social, and Governance (ESG) Universities support the provision of research, innovation, and human resource capacity building, while local communities, traditional villages, and Subak organizations are the main drivers in cultural preservation, natural resource management, and the development of tourism products based on local wisdom.

The interaction between these actors produces three main dimensions of collaborative governance, namely collaborative leadership, community co-creation, and institutional trust. These three dimensions form a collaborative capacity that enables stakeholders to formulate policies, resolve conflicts, build innovations, and improve the quality of public services together.

Furthermore, this collaborative capacity produces public value in four main dimensions, namely:

- 1) Economic value, through increasing community income, employment opportunities, and the development of micro-enterprises and the creative economy.
- 2) Social values, through increased community participation, strengthening collaborative networks, and increasing public trust in government.
- 3) Cultural values, through the preservation of Subak, strengthening of Traditional Villages, protection of cultural rituals, and the inheritance of local values.
- 4) Ecological values, through water resource conservation, green area protection, development control, and environmental quality improvement.

These four dimensions interact with each other in shaping development/wellness tourism. Thus, the success of tourism destination development is no longer measured solely by economic indicators, but also by the ability of the government and stakeholders to create sustainable public value.

Although the model Community-Based Wellness Tourism Governance (CBWTG) offers a comprehensive conceptual framework for integrating various actors in health tourism development, its implementation has the potential to face a number of institutional challenges. One of the main challenges is the existence of power imbalance (*power imbalance*). The gap between private investors, who possess greater financial resources and political access than local institutions such as Traditional Villages and Subaks, can lead to unequal collaborative governance processes, as strategic decisions are largely influenced by actors with greater economic capacity. Furthermore, differing orientations between investment interests, which emphasize economic

growth, and local community interests, which prioritize cultural and environmental preservation, have the potential to create conflicts of interest in the decision-making process.

Another challenge is the limited capacity of local institutions in negotiation, policy formulation, data management, and oversight of development implementation. Therefore, the successful implementation of the CBWTG model requires a governance mechanism that ensures proportional representation of all stakeholders through transparent collaborative forums, the development of consensus-based decision-making rules, the strengthening of the institutional capacity of Traditional Villages and Subaks, and the implementation of independent monitoring and evaluation mechanisms. Thus, collaborative governance serves not only as a formal coordination space but also as a more equitable distribution of development benefits while maintaining a balance between economic growth, cultural preservation, and environmental sustainability.

The CBWTG model proposed in this study extends the framework Collaborative Governance Regime by incorporating customary institutions as a key element in tourism development governance. This integration represents a conceptual contribution of the research to the development of Public Administration studies, particularly in the field of collaboration-based tourism development policies and local wisdom.

Policy Implications

To ensure that the integration of Traditional Villages and Subak into spatial planning goes beyond normative jargon, several measurable and operational steps are required, including:

1. Authority to Issue 'Customary Recommendations': Traditional Villages and Subak organizations should be formally empowered to issue customary recommendations (e.g., *pawos* or similar) as a mandatory administrative requirement for obtaining tourism business licenses (hotels, spas, restaurants) within their territories. This recommendation must not be merely ceremonial but should include an analysis of the proposed business's potential impact on religious ceremonies, access roads to temples, and irrigation water availability.
2. Village-Level Spatial Planning Forums: In the process of drafting the Detailed Spatial Plan or Zoning Regulations at the district or regency level, the Gianyar Government must allocate dedicated seats for representatives from Traditional Villages and Subak organizations as permanent members of the planning team. Their role would extend beyond being consultants to that of decision-makers, with voting rights to determine which zones are designated for commercial accommodation and which must be preserved as green areas, productive agricultural land, or sacred corridors.

3. Subak-Based Water Quality Monitoring System: Subak organizations, as traditional water managers, possess historical data on water discharge and quality. The CBWTG model can integrate this indigenous knowledge with simple technology, where Subak officers regularly report water conditions via a digital application to the government. This data would then serve as a key indicator in granting or revoking operational permits for wellness tourism businesses that are high water consumers (e.g., spas and swimming pools). If water usage in a specific area exceeds a jointly determined threshold (based on both local wisdom and hydrological science), new business permits in that area would be temporarily suspended.
4. Fiscal Incentives for Preservation: The government could provide fiscal incentives, such as reductions in Land and Building Tax or regional levies, to landowners who maintain their agricultural land within Subak areas, as well as to businesses that actively fund water conservation programs and the maintenance of traditional Subak infrastructure. These incentives would be jointly managed and monitored by the government, Traditional Villages, and Subak organizations to ensure their effective utilization.

D. CONCLUSION

This study shows that the development of health tourism (*wellness tourism*) in Ubud is a multidimensional public policy issue that requires governance that goes beyond conventional bureaucratic approaches. The complexity of the relationships between the government, the private sector, local communities, traditional villages, Subak organizations, universities, and the tourism community demands a mechanism. Collaborative *governance* is able to build coordination, trust, and participatory decision-making. Therefore, the success of development/*wellness tourism* is not only determined by the availability of tourism resources, but also by institutional capacity in managing collaboration between stakeholders.

Based on the synthesis of various literature, this study identifies three main dimensions that determine the effectiveness of collaborative governance, namely collaborative leadership (*collaborative leadership*), community co-creation (*community co-creation*), and institutional trust (*institutional trust*). These three dimensions form a collaborative capacity that enables the resolution of conflicts of interest, increased community participation, and strengthened cross-sector coordination in the development of health tourism. This synergy ultimately results in *public value* which is reflected through increased community welfare, preservation of local culture, environmental protection, and increased legitimacy of public policy.

The main contribution of this research is the development *Community-Based Wellness Tourism Governance* (CBWTG) as a conceptual model for

sustainable health tourism development governance. Unlike tourism governance models that are solely oriented towards economic growth, the CBWTG model integrates the principles of *Collaborative Governance Regime*, *Public Value Theory*, and local cultural institutions such as Traditional Villages and Subak into a comprehensive governance framework. This model expands the study of Public Administration by demonstrating that customary institutions function not only as cultural preservers but also as strategic actors in the formulation, implementation, and evaluation of tourism development policies.

From a practical perspective, the research results provide implications that local governments need to strengthen collaborative governance mechanisms through the formation of cross-sector forums, increasing community participation, strengthening traditional village and subak institutions, controlling spatial use based on environmental carrying capacity, and developing monitoring and evaluation systems that use indicators. *public value* This approach is expected to produce more inclusive, adaptive and sustainable tourism development in accordance with the principles of quality *tourism and sustainable development goals (Sustainable Development Goals)*.

This study has several limitations. First, the study uses a descriptive approach. *Systematic Literature Review*, so that all findings are compiled based on a synthesis of various studies and policy documents without collecting field data. Second, the model *Community-Based Wellness Tourism Governance* The proposed CBWTG is still conceptual and has not been empirically tested in specific tourist destinations. Therefore, the research results need to be understood as a conceptual framework that can serve as a basis for further research.

It is recommended that further research use mixed *methods or* case studies involving local governments, business actors, traditional villages, Subak organizations, and local communities as key informants. Furthermore, the CBWTG model can be empirically tested through analysis of policy implementation at various destinations. *wellness tourism in Indonesia* so that a governance model is obtained that is more adaptive to the social, cultural and institutional characteristics of each region.

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