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Russian Speaking Tour Guides' Endeavor: A Development Strategy of Bali Subak Attraction in the Post Pandemic Covid 19

Gede Ginaya^{1*}, Ni Made Sudarmini², Ida Ayu Elistyawati³, Ni Luh Eka Armoni⁴, Ida Ayu Kade Werdika Damayanti⁵

Abstract

This research tries to identify the strengths, weaknesses, opportunities and challenges faced by Subak, the Balinese traditional farming and irrigation system; determine several alternative strategies for the Subak development solutions; and define the chosen solution strategy for the development and sustainability of the Subak system in Bali tourist villages as well as resilience of the tourist villages in the post-COVID-19 pandemic. In this study, the determination of the appropriate alternative strategy was carried out in stages—the first stage by means of creating a SWOT Matrix. In the next stage, various alternative strategies are prepared based on the SWOT Matrix. Furthermore, the selection of alternative solution strategies that are considered the most suitable is carried out using the Analytical Hierarchy Process (AHP) completed with the Criterium Decision Plus Version 4.0 program. Assessment using AHP results obtained that the development of Subak as agro and ecotourism areas is a choice of an alternative strategy that has the greatest value (1.000) compared to alternative development as a mass tourism area (0.020) and as a tourist facilities area (0.170). With the development of Subak as agro and ecotourism, it is expected to support the sustainability of the Subak system post-COVID-19 pandemic, which is a synergistic effect of tourism and agriculture. During the COVID-19 pandemic era, the utilization of Subak as an agro and ecotourism region is able to maintain the tourist village resilience, whereas, when the pandemic is over and the tourism sector gains its recovery a shift of land functions into the non-agricultural sector could be prevented. An important indicator of the Subak system for agro and ecotourism in the tourist villages which is directly adjacent to the conservation of paddy fields from the shift of land functions, and agro and ecotourism which is located in the village settlement. In addition, the utilization of Subak as an agro and ecotourism area nowadays is fruitful for the tourist villages to be more resilient.

Keywords: *Subak, agro and ecotourism, tourist village, empowerment, resilience.*

Introduction

Coronavirus (Covid-19), which has been declared a public health emergency by the World Health Organization (WHO), has had a direct impact on a variety of industries around the world, including the travel and tourism transportation industries (Park et al., 2021; Chen & Hang, 2021). Therefore, the government has taken mitigation actions in the context of preventing and controlling Covid-19, including the management of tourism crisis mitigation based on World Tourism Organization standards (Jiang et al., 2021). Currently, Indonesia has started to enter the recovery in the new normal phase, which is marked by the issuance of the Decree of the Minister of Health Number HK.01.07/MENKES/382/2020 concerning health protocols. This decision becomes a health protocol guideline for every tourist destination in Indonesia, which urgently needs to respond and adapt to the

¹ Tourism Department, Politeknik Negeri Bali, Indonesia.

² Tourism Department, Politeknik Negeri Bali, Indonesia.

³ Tourism Department, Politeknik Negeri Bali, Indonesia.

⁴ Tourism Department, Politeknik Negeri Bali, Indonesia.

⁵ Tourism Department, Politeknik Negeri Bali, Indonesia.

new normal phase.

When it comes to the development of the tourist villages in Bali, it should refer to the tourism sector of Bali. Based on Regional Regulation (Perda) No. 2 Year 2012 concerning Cultural Tourism and Law No. 10 Year 2009 concerning Tourism, it is agreed that Bali tourism is cultural tourism. But what kind of cultural tourism is meant? So far, tourism development has not positively impacted Balinese culture (Ardika, 2018; Wood, 2018). For more than 50 years of the development of Bali's tourism sector - from 1971 to 2020 - the facts show that Bali loses an average of 750 hectares of rice fields per year (Benge & Neef, 2018; Lorenzen, 2015; Pedersen & Dharmiasih, 2015). Judging from the contribution to gross regional domestic product (GDP), the tourism sector's contribution increased to 70%, while the agricultural sector decreased to only 20% (Ncube, 2019; Sanica et al., 2019). Evidence shows a link between the marginalization of the agricultural sector - the impetus of Balinese culture - with the growth of the tourism sector (Utama & Tri Murti, 2019; Mitas et al., 2017). Regarding marginalization, Sari et al. (2022), Wicaksono et al. (2022), and Haigh (2020) argued that the indigenous culture of local communities was often to be marginalized and exploited for the reason of gaining income from the tourism sector.

In fact, Balinese culture is the basic capital of tourism and its roots are agriculture where the details are in the *Subak*. In the irrigation system, cultural creativity grows and thrives, enlivening the lifestyle of the Balinese people who adhere to the Hindu religion (Adityanandana & Gerber, 2019; MacRae, 2017). Therefore, with its *Subak* in Bali, agriculture is not just a physical asset in the form of a stretch of rice fields, but is part of a cultural artifact of rice producers. Apart from embodying culture, rice fields and irrigation systems in Bali also have social, political, ideological and economic dimensions for the perpetrators. However, such a massive shift of agricultural lands for tourists' facilities, housing, shopping area has made Bali tourism loss its authenticity (Ginaya et al 2019; Geria et al 2019).

In the regional regulations of the provincial government Bali No. 02/PD/DPRD/1972, it is stated that *Subak* is a customary law community with socio-agricultural-religious characteristics, which is an association of farmers managing irrigation water in paddy fields. While in Government Regulation No. 23 of 1982 concerning irrigation, *Subak* defined as customary law communities who are socio-agrarian-religious fat which has historically grown and develop as an organization in the field of water use at the farm level.

One feature of the *Subak* system is that *Subak* management is based on the concept of Tri Hita Karana (THK). By using the principle of Tri Hita Karana (THK) then, *Subak* can manage irrigation as well as agricultural land harmonious way so that the *Subak* system can last as long as centuries (Wijaya, 2019; Roth & Sedana, 2015). *Subak* is not just an institution in Indonesia agriculture, but it is also part of wisdom local Balinese people about humans and their relationships with the environment (Sarjana et al 2021; Wanadajaja & Samputra, 2021; Sriartha & Giyarsih, 2017).

Sedana & Ali (2019) suggested that *Subak*, as a traditional irrigation system, has several important characteristics among others are as follows: (1) has limits that are clear and definite according to the hydrological area not the area village administration; (2) formal irrigation institutions; (3) religious rituals are an inseparable part from *Subak* irrigation management; (4) *Subak* has the right autonomy in managing their own household; (5) *Subak* have one or more common water sources and one or more more pretend to bedugul together; (6) Each *Subak* member has have "one inlet" and "one outlet" respectively; (7) *Subak* activities are based on the spirit of *gotong royong* or help each other, trust and respect each other based on togetherness and kinship; and (8) decision making in the management of the *Subak* irrigation system based on the principles of democracy, justice, transparency, and accountability.

In general, the *Subak* system can be viewed from some aspects, including the social conditions of the community, *Subak*'s economic condition, *Subak*'s technical aspects, and its environmental aspects (Wijayanti et al, 2020; Okura et al, 2018; Yekti et al, 2017). The general *Subak* system model can be

described in Figure 1.

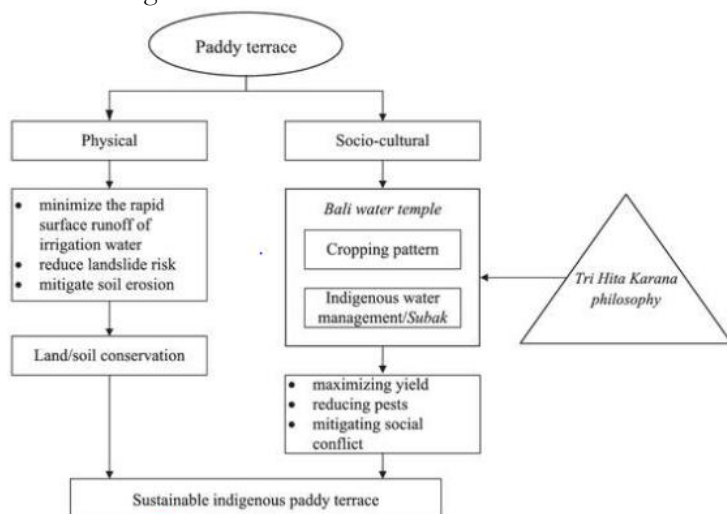


Figure 1. The general model of the *Subak* system (Adapted from Yekti et al., 2017)

Regarding the current condition of *Subak* as the existing condition in Bali, some research results revealed that the condition of *Subak* in Denpasar City went extinct within 10 years (Lestari et al., 2019). During that decade, the area of productive land in Denpasar decreased by about 50.35% from the original 5,753.43 hectares in 1993 to 2,856 hectares in 2003. This means, in just 10 years, 2,898 hectares of rice fields in Denpasar City have shifted their function to the non-agricultural sector. Sedana (2021) stated that this is a part of the challenges or threats to the existence of *Subak*, which is directly or indirectly caused by tourism development in Bali. Based on data from the Bali Provincial Culture Office, there are 1,546 *Subak* organizations spread across eight districts and one city in Bali.

This happens because, along with the development of tourism in Bali, phenomena occur, among others: (1) the interest of the younger generation to become farmers is decreasing because the prospect of employment opportunities in the tourism sector is more promising than being a farmer; (2) reduced paddy fields due to land conversion. The land conversion in Bali is quite large, with an average of 750 ha/year; and (3) there are other interests in water outside the agricultural sector (Sedana, 2021). With the occurrence of this phenomenon, it is possible that in the future, *Subak* will also need to develop itself into an organization with an economic orientation in addition to carrying out its main function as an irrigation water system, without having to sacrifice its socio-religious style. Therefore, several alternative solutions are needed as an effort to preserve the sustainability of *Subak* in the midst of COVID-19 by utilizing their strengths, minimizing weaknesses and seeing existing opportunities, to answer the challenges faced by *Subak* (Sedana, 2021).

Specifically, in this pandemic situation, it is important to develop a new healthy lifestyle. Li, Ghosh & Nachmias (2020) stated that during this pandemic, social solidarity is like the mutual cooperation of citizens, which grows together with the community with its creativity and uniqueness. Moreover, a paradigm shift must be cultivated to sensitize the crisis and disaster of the tourism sector due to the coronavirus outbreaks (Benaraba et al., 2022; Zenker & Kock, 2021). According to Sanica et al. (2019), quality and sustainable tourism is an option in the new normal era of the COVID-19 pandemic with the values of local wisdom such as mutual cooperation and the sustainability of space and nature contained in the *Subak* system. One way to preserve *Subak* is to synergize it with tourism activities, for this reason, tourism activities in the *Subak* system are needed as an effort to empower and maintain its sustainability (Parwata et al, 2021).

In terms of resilience (Lin & Hsieh, 2022); Zhang et al., 2020), if it is looked at reality, during the Covid-19 pandemic, most tourist villages activities temporarily halted their operational activities so to revive the activities of the tourist village; of course, various efforts need to be made. Until now, some tourist villages in Bali that have re-registered still manage to be survived. In such kind of devastating situation due to the Covid-19 pandemic, The Ministry of Tourism and Creative Economy will provide assistance by referring to the new life order that leads to the implementation of the health protocol as it is suggested to apply CHSE (cleanliness, health, safety and environmental sustainability (Kristiana et al., 2021)

Based on the problems above, research was carried out with the aim of (1) identifying the strengths, weaknesses, opportunities and challenges faced by *Subak* in Bali; (2) determining several alternative strategies for the *Subak* development solutions; and (3) determine the chosen solution strategy for the development and sustainability of the *Subak* system in the post-COVID-19 pandemic.

2. Research Methodology

2.1 Research Approach

With reference to the research objectives, the research approach applied is survey, action and evaluation with quantitative and qualitative data analysis through the philosophy of positivism.

2.2 Research Location

The research was conducted on *Subaks*, located in tourist villages representing upstream and downstream Bali areas between the southern and northern parts. Each area has different regional characteristics. In Southern area, the Subak of Widya Sari in the tourist village of Sidemen, Karangasem represents the upstream area and the Subak of Suka Winangun in the tourist village of Karang Sari, Badung represents the downstream. Widya Sari and Suka Winangun, representing the southern part, include the area of Klungkung, Bangli, Gianyar, Badung and Denpasar, and Tabanan. Subak Widya Sari has a rice field area of 34.75 ha with 73 members. Subak Suka Winangun with an area of 65.28 ha of rice fields and 82 members.

Meanwhile, the northern part is represented by Subak of Munduk in Munduk tourist village represents the upstream area and Subak of Asah in Kaliasem tourist village represents the downstream area. The northern part also includes Jembrana Regency. Munduk Subak has a rice field area of 40.37 ha with 84 members and Asah Subak with an area of 78.89 ha of rice fields and 76 members.

2.3 Determination of Respondents

All farmers (including Subak administrators) in each sample Subak are the population in this study. The method of determining respondents was done by purposive random sampling. This means that every Russian Speaking Tour Guide who is also a member of the Subak in each tourist village has the same opportunity to be selected as respondents. So the selected farmers are every farmer who also works as Russian Speaking Tour Guides. This is done with the consideration that all farmers are homogeneous in the context of their activities in the Subak system concerned. The number of respondents in this study is presented in Table 1.

Table 1. Number of Members and Respondents in the Sample *Subak*

No	Name of the <i>Subak</i>	Number of the member	Number of the Respondent
1.	Subak of Widya Sari	73	25
2.	Subak of Suka Winangun	82	30
3.	Subak of Munduk	84	20
4.	Subak of Asah	76	22

2.4 Method of Collecting Data

The primary data was collected through questionnaires and surveys, and in-depth interviews. The method of collecting data via surveys was done by visiting and then interviewing the respondent farmers directly using a list of questions that had been prepared in advance. Besides that, in-depth interviews were also conducted with several informants (Johnson, 2012). Through these in-depth interviews, it is hoped that more detailed information will be obtained. With this method, researchers are expected to analyze and draw more comprehensive conclusions (Kessel et al., 2012). In addition, secondary data to support this research was obtained from government agencies, such as the Agency for Regional Development or *Bappeda* Office, Public Works Agency, Tourism Office, Central Bureau of Statistics or BPS, The Regent of Great *Sedahan* or *Sedahan Agung*, Culture Service, Agriculture Service, and other related offices in accordance with research interests.

A copy of a list of topics will be sent to the potential respondents from related stakeholders before the interview takes place. The reason is to provide them with a general idea about the topics for the interview. Therefore, they can withdraw their consent before the actual interview is conducted if they object to the topics of the interview.

2.5 Sources and Types of Data

The data collected in this study are primary data and secondary data. In primary data collection, the things that were asked of the respondent farmers were (i) general matters, such as the identity of the respondent, the area of the *Subak*, the number of *Subak* members, and others; (ii) matters that are the subject of research, including the water distribution system, income and expenditure of farming families, *awig-awig Subak* and sanctions for violations, and others; and (iii) things that can support research, for example, *Subak* maps, *Subak* management and others. Secondary data were obtained from related agencies such as *Bappeda* Office, Public Works Agency, Tourism Office, BPS Office, *Sedahan Agung*, Culture Service, Agriculture Service, and other related offices according to research interests.

2.6 Analysis of Data

In this study, the data obtained were then analyzed by SWOT analysis. According to David (2011), SWOT analysis is a systematic identification of various factors to formulate strategies. This analysis is based on a logic that can maximize strengths and opportunities but, at the same time, minimize weaknesses and threats. Determining the appropriate alternative strategy is by making a SWOT Matrix. The SWOT matrix is built based on the results of the analysis of strategic factors, both external and internal, consisting of opportunities, threats, strengths and weaknesses. Based on the SWOT Matrix, four main strategies (SO, WO, ST, and WT) were prepared. Based on all these analyzes, various alternative solutions can be offered (David, 2011). The selection of alternative strategy solutions that are considered the most appropriate is done using the Analytical Hierarchy Process (AHP). By using AHP, it is allowed to make effective decisions on the problems analyzed. In this study, the AHP was completed with the Criterium Decision Plus Version 4.0 program.

3. Results and Discussions

3.1 Internal and External Factors Evaluation (IFAS and EFAS) Matrix Analysis

SWOT analysis is carried out on the existing potential of strengthening *Subak* in Bali. It aims to find out which programs are appropriate to be implemented. The SWOT analysis of strengthening *Subak* in the tourist villages in Bali considers two internal and external factors. The internal factors analyzed are the strengths and weaknesses of the object, while those including external factors are opportunities and

threats that come from outside which have an impact on strengthening the *Subak*. SWOT analysis of the potential of *Subak* is shown in Tables 2 and 3.

Table 2. Internal Factors Evaluation (IFAS) Matrix Analysis

No	Strength	Weight	Rating	Score
1	<i>Subak</i> activities are based on the principles of democracy, justice, transparency, and accountability	0.07	3.03	0.22
2	Through <i>Subak</i> the government policy in tackling the COVID-19 pandemic can be socialized in doing new transformation of social and spiritual health	0.08	3.10	0.25
3	The <i>Subak</i> ritual is a unifying element for the <i>Subak</i> members in implementing tough, precise, complete crisis management due to the covid-19 pandemic which is rooted in the 3T traditional wisdom (<i>tegteg, tagtag, tugtug</i>) ancestral heritage	0.08	3.03	0.24
4	<i>Subak</i> institutions are autonomous in managing <i>Subak</i> finances and relatively stable organizations such as having a clear structure, clear management authority and responsibility and having <i>Subak</i> regulations (<i>awig-awig</i>) both written and unwritten accompanied by sanctions for violations	0.08	3.13	0.26
5	<i>Subak</i> has clear territorial boundaries and drainage system and water distribution based on the principle of justice, and there is a water borrowing system where there are network operations and maintenance activities.	0.07	3.07	0.21
6	Relatively many <i>Subak</i> members carry out plant diversification and utilize the remaining plant mass as organic fertilizer and/or mulch.	0.08	3.07	0.24
7	There are still <i>Subaks</i> that have not experienced land conversion where the natural scenery in the <i>Subak</i> area is very spacious and beautiful and the air conditions are fresh (cool).	0.07	3.00	0.20
8	Basically, <i>Subak</i> members are open to change, especially if the innovation offered is economically profitable, technically feasible, and socio-culturally acceptable in the sense that it does not conflict with local sociocultural values.	0.07	3.07	0.23
9	The existence of Russian speaking tour guides who return to the village and are keen to develop the rural tourism due to their hegemonic counterpart of native Russian guides in travel agents where they used to work. Their ideology to develop tourism village get fully support from other migrant workers who also return to village because of the pandemic COVID-19 which has made the tourism industry in cities collapsed.	0.08	3.00	0.23
10	As a product of <i>Subak's</i> tourist attraction with a large expanse of agricultural land and fresh air, it is very suitable to be developed in the new normal era of COVID-19, which meets the criteria of social distancing and environmental sustainability in the CHSE guidelines	0.07	3.03	0.20
Sub-total				2.28
No	Weakness	Weight	Rating	Score
1	No legal entity status by most of the <i>Subak</i> in Bali.	0.06	2.37	0.15
2	Inadequate human resource capacity of the community, such as lack of production facilities and marketing of agricultural products, capital ownership and access to credit, farming technology, managerial and entrepreneurial skills.	0.07	2.37	0.16
3	Narrow land area.	0.07	2.37	0.16
4	<i>Subak</i> roads are still in the form of paths that use channel embankments or rice fields that are prone to landslides and waterways are still earth channels, so they are prone to landslides and leaks.	0.06	2.37	0.14
Sub-total				0.60
Total Value (Weight x Score for the Internal Factors)		1.00		2.28

The different score between strength and weakness= 2.28 - 0.60					1.68
Table 3. External Factors Evaluation (EFAS) Matrix Analysis					
No	Opportunity	Weight	Rating	Score	
1	Sangkan Gunung Tourist Village as one of the tourist destinations in Bali which is a world tourist destination and the development of world tourism towards tourism with environmental insight, which is followed by the interest of tourists to visit natural tourism objects especially in the new normal era of the covid-19 pandemic.	0.12	3.27	0.38	
2	The development of world tourism towards eco-friendly tourism, which is followed by the interest of tourists to visit natural tourism objects	0.11	3.03	0.33	
3	Government policies (people-based tourism) and the existence of financial assistance from the government	0.11	3.03	0.33	
4	There is a travel agency that he can work with, which is supported by the location of <i>Subak</i> which is close to developing tourism areas and/ or from the center of government	0.10	3.13	0.31	
5	Tourism development in areas close to <i>Subak</i> and affordable distance from central government	0.11	3.07	0.35	
Sub-total				1.29	
No	Threat	Weight	Rating	Score	
1	Trade liberalization (including agricultural products)	0.09	2.27	0.21	
2	The conversion of irrigated agricultural land for non-agricultural purposes	0.08	2.37	0.20	
3	Environmental damage, especially pollution of water resources and the increasingly limited availability of water relative to demand	0.09	2.37	0.22	
4	Intervention from external parties (there is a struggle over the use of water sources for Regional Drinking Water Corporate or PDAM, tourism, etc.)	0.10	2.43	0.23	
5	Reduced interest of young people to work as farmers	0.09	2.40	0.22	
Sub-total				0.45	0.86
Total Value (Weight x Score for the External Factors)				2.00	2.56
The different score between opportunity and threat= 1.29 – 0.86					0.43

Based on the calculation of the internal and external factors evaluation mentioned above by looking at the opportunity and threat (O/T) score of 0.43 on the Y-axis = $0.43 > 0$ and the strength and weakness (S/W) score of 1.68 on the X-axis = $1.68 > 0$, it can be concluded that the position of *Subak* in Bali tourist villages is in quadrant 1. This position is very profitable. Therefore, strengthening *Subak* as a tourist attraction has opportunities and strengths so that they can take full advantage of existing opportunities.

Table 4. IFAS and EFAS Matrix for Strengthening *Subak*

IFAS EFAS	Strength - S	Weakness - W
Opportunity - O	Strategy S – O $2.28 + 1.29 = 3.57$	Strategy W – O $0.60 + 1.29 = 1.89$
Threat - T	Strategy S – T $2.28 + 0.86 = 3.14$	Strategy W – T $0.60 + 0.86 = 1.46$

The IFAS and EFAS matrix values show that the SO strategy has the highest value. The SO strategy aims to spur the growth of the rapid growth strategy. This strategy is formulated based on the consideration that strengthening *Subak* will use its strengths and advantages to take advantage of existing business opportunities, by increasing the organization's growth rate with a faster time, improving quality which is a strength factor to maximize the utilization of all opportunities. Several strategies that can be

applied to programs that will be carried out in strengthening *Subak* are shown in table 5.

Table 5. Internal and External Factors Evaluation as Strategies for Strengthening *Subak*

	Strength (S)	Weaknesses (W)
Internal External	1. The existence of cultural potential, such as Bukit Tegeh temple, <i>melukat</i> spiritual tourism or self-purification with three water sources, namely sudamala, mumbul, and tunjung kuning, yoga activities around the holy water area, and the Subak system, a tourist attraction in the form of the Witning Dangu dance as the mascot dance of Sangkan Gunung village.	1. Lack of public understanding of environmental conservation and the attractiveness of ecotourism.
	2. There are potential natural attractions, such as waterfalls, squirrel dams, Tirta Sudamala holy water, coffee plantations, cloves, coconuts and fruits that can be used as agro tourism and coconuts can be processed by local craftsmen into virgin coconut oil (VCO) products.	2. The number of tourist visits is still small or unstable.
	3. The social life of the people in Sangkan Gunung village is authentic and very welcome to tourist visits.	3. Lack of availability of public facilities such as toilets and public rest.
	4. Skilled resources that returned to Sangkan Gunung village.	
Opportunity (O)	Strategy S - O	Strategy W - O
1. There are several natural attractions around the village of Sangkan Gunung.	a. Do synergy with natural tourist objects that exist around the tourist village of Sangkan Gunung.	a. Involve village youth organizations and utilize skilled resources returning to the village in strengthening Subak and developing the tourist village of Sangkan Gunung.
2. Changes in tourist interest in nature tourism.	b. Diversify tourism products. c. Carry out promotions in developed tourism areas d. Protecting the environment Sangkan Gunung village	b. Collaborating with travel agents to promote Sangkan Gunung tourism village. c. Carry out the construction of supporting facilities for strengthening Subak as a tourist attraction in the tourist village of Sangkan Gunung.
Threats (T)	Strategy S - T	Strategy W - T

-
1. Development mass tourism which happening right now.
 2. There are issues related to disaster nature, pandemic and terrorism.
 - a. Making Agro and ecotourism package packaging for and diversion Development mass tourism.
 - b. Collaborating with agencies which related to issues natural disasters, pandemic through mitigating the spread of the coronavirus and obeying health protocols and the CHSE program, as well as the issue of terrorism.
 3. People who are tempted by economic capital for a moment by selling land to investors so that there is a change in the function of the Subak land.
 - a. Provide understanding to the public about the magnitude of the threat to mass tourism and the massive land conversion for the construction of tourist facilities.
 - b. Providing understanding to the public about natural disasters, the covid-19 pandemic and terrorism.
-

From the SWOT analysis in Table 5, there are several strategies that can be applied to programs that will be carried out to strengthen *Subak* as a tourist attraction in Bali.

1. Strategy S – O or strength and opportunity

a. SO strategy (a) do synergy with natural tourist objects around the tourist village of Sangkan Gunung. The programs that can support this strategy are:

- Establish cooperation with the managers of natural tourism objects around the tourist village of Sangkan Gunung. It is hoped that the managers can recognize the potential of each object so that they can support each other in the development of tourism in the Karangasem district and there will be no competition.

b. SO strategy (b) Conducting promotions in tourism areas that have developed. The programs that can be run to realize this strategy, namely:

- By making a brochure about the potential of *Subak* as tourist attraction and then placing it on information center counters located at some established tourist resorts in Bali, such as Candi Dasa, Kuta, Ubud, Tanahlot, and Nusa Dua.
- Conducting promotions via the internet or other media. Making a website related to the potentials contained in the tourist villages with their agro and ecotourism packages.

c. SO strategy (c) Maintaining the environmental sustainability of the tourist villages with their *Subak*. The programs that can support this strategy are:

- By doing community service activities regularly and giving fertilizer to every plant in tourist villages.
- Provide training to the local community of the tourist villages on the importance of preserving the surrounding environment.

2. W – O strategy or weaknesses and opportunities

a. WO Strategy (a) Involving youth organizations and migrant workers returning to the village in strengthening *Subak* in the tourist villages. The programs that can support this strategy are:

- By providing foreign language training for youths to become local tour guides.
- Provide administrative training and understanding training on tourism.
- Give traditional dance training so that the dances that are shown to tourists will be more variable.

b. WO Strategy (b) Do cooperation with travel agents to promote agro and ecotourism in tourist villages. The programs that can support this strategy are:

- By making an agreement with a travel agent, if the travel agent brings tourists to the tourist villages, it will be given incentives in the form of commissions for the services of bringing these tourists.
- Disseminate the potential that exists in the tourist villages to travel agents so that later parties travel agents can promote it by making agro and ecotourism packages to the tourist villages.

3.2 Selection of alternative strategy solutions using the Analytical Hierarchy Process (AHP)

In this study, the problem to be solved is to obtain an appropriate strategy to support the development of *Subak* in order to create resilience in tourist villages due to the pandemic. The alternative solutions offered are the development of *Subak* as a tourist area (mass tourism), the development of tourism facilities, agro and ecotourism, with the assessment criteria being equitable social-economy, bearable-environmental sustainability, and viable-business opportunities that will have implications for the economic condition of the community.

From the results of the assessment using AHP with the software program Criterium Decision Plus Version 4.0., the results data and decision scores results are obtained as presented in Table 5 and Figure 2.

Table 5. Data on the Results of the Assessment Using AHP with the Criterium Decision Plus Program

Lowest level	Mass tourism	Tourist facilities	Agro and Ecotourism
Equitable social-economy	0.158	0.312	0.423
Bearable-environmental sustainability	0.136	0.375	0.447
Viable-Business opportunities	0.287	0.415	0.478
Results	0.020	0.170	1.000

The pairwise comparison matrix of assessment criteria and alternative solutions (Table 5) indicates that the comparison values of each alternative for *Subak* development are obtained based on the criteria for assessing equitable social-economy, bearable-environmental sustainability, and viable-business opportunities for *Subak* members. The final result is that the development of *Subak* as an agro and ecotourism area is an alternative chosen solution strategy, with the highest score (1.000) compared to the alternative strategy for developing *Subak* as a tourist facility development (0.170) and as a mass tourism area (0.020) as presented in Figure 2 and 3.

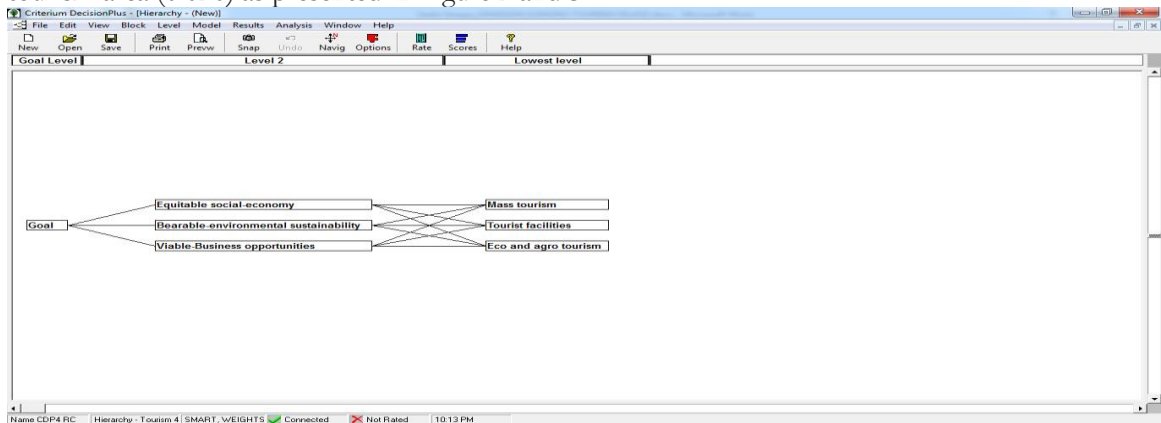


Figure 2. Hierarchy Model of AHP

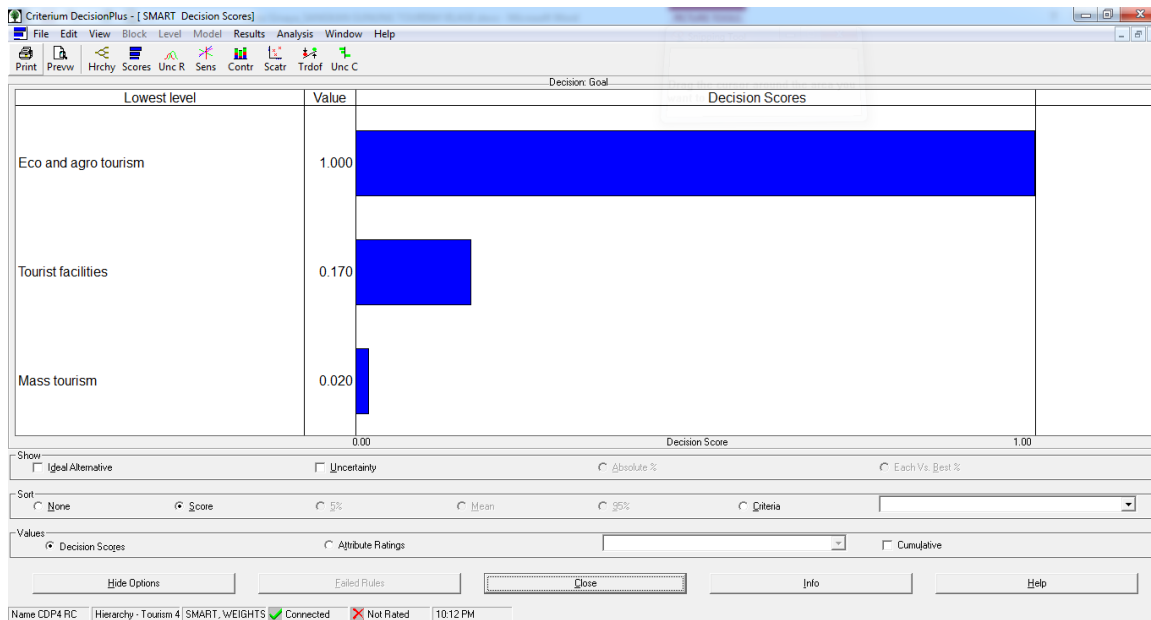


Figure 3. Score of Assessment Results for Decision Making

3.3 Ecotourism and Agro Tourism as *Subak* Development Strategy

Currently, there are various efforts to encourage the *Subak* in the tourist villages to engage in the economy for the community welfare so that the *Subak* can provide greater economic benefits for their members. In this case, *Subak* is expected to become a strong organizational system to lift its members' economic life. As a system with a sociocultural character, it has developed and undergone changes in accordance with the sociocultural development of the surrounding community. Thus, it does not only focus on irrigation and social and religious functions but is able to provide economic, social, cultural, and environmental benefits.

Activities of *Subak* in tourist villages, its philosophy, and rituals can serve as tourist attractions. In *Subak* that have not experienced land conversion with natural scenery in its very spacious and beautiful area and fresh-cool air, it can be developed as an agro and ecotourism area. This is in line with the development of world tourism, which leads to alternative tourism that is environmentally sound, and there is a tendency for tourists to visit natural attractions. Thus, tourism activities can be taken advantage of, natural conditions can be preserved, and the market can absorb agricultural production (which is the main livelihood of the community). With this in mind, the development of agro and ecotourism can be chosen as a strategy to maintain the sustainability of the *Subak* system in tourist villages.

The *Subak* in the tourist villages has local wisdom that has been inherited by the community from generation to generation, including having unique and superior sociocultural and socio-religious characteristics. Agro and ecotourism developed here is a combination of agro tourism and ecotourism. The development of agro and ecotourism based on the *Subak* system in tourist villages is expected to strengthen the *Subak* system. It is hoped that the development of agro and ecotourism will, in turn, create jobs because this business can absorb labor from the residents of the tourist villages so that it can increase the resilience of the tourist villages during the pandemic which is marked by the number of residents as migrant workers returning to the villages at this time due to the pandemic, which cause an adverse situation of industries in cities.

As it is known, agro and ecotourism, are one of the alternative tourism products that it is time to develop

optimally, considering the tendency of tourists who are starting to be interested in watching and enjoying rural nature and agricultural areas to have natural attractions. Agro and ecotourism are also an activity that consciously wants to place the primary sector (agriculture) in the tertiary sector (tourism) area so that the development of the primary sector can be accelerated, and farmers get an increase in income from tourism activities that utilize the agricultural sector. Thus, it will be able to accelerate further the improvement of the welfare of the people who work in the primary sector.

In addition, agro and ecotourism do not exploit nature but only use natural and community services to meet the knowledge, physical and or psychological needs of tourists. Agro and ecotourism are not selling destinations but selling philosophies. In the use of natural areas for agro and ecotourism using a conservation and utilization approach. Both approaches are implemented with an emphasis on conservation rather than utilization. Another approach is to take sides with the local community in order to be able to maintain local culture and, at the same time, improve their welfare.

3.4 Independent Local Tour Guide for Developing Tourist Villages

Management of the Russian tourist market through the application of a tour-sharing system by foreign representatives in handling Russian tourists at PT. Pegasus Indonesia, Look Asia, Navigatoria, and Bounty Tours & Travel, companies owned by the Russians in Bali, have exploited the tour guides. Tour guides are forced to follow a fixed schedule for all handling activities from arrival to tours to departures of Russian tourists. Tour guides, as supporters of the local culture, are very difficult to get the opportunity to leave if at any time there is a traditional ceremony. This traditional ceremony is part of the life of the Balinese people, who are predominantly Hindu. Even tourism developed in Bali is cultural tourism based on Balinese culture inspired by Hinduism.

The implementation of the sharing system in handling Russian tourists at PT. Pegasus Indonesia, Look Asia, Navigatoria, and Bounty Tours & Travel have limited the number of tour guides as local workers with efficiency in mind. Foreign representatives do not want their income to be reduced if they employ more tour guides than the current number at PT. Pegasus Indonesia, Look Asia, Navigatoria, and Bounty Tours & Travel, as many as 95 people. This is a veil of rationality in which political power oppresses the local community. Limiting the number of tour guides clearly negates the regeneration of Russian-speaking tour guides.

Tour guide activities organized in the Division *Guide Russia's* DPD HPI Bali is a form of struggle to get their rights taken away through the system that applies to handling Russian tourists at the travel agency where they work. Foreign representatives with the excess of their cultural capital from the aspect of language, as native speakers, have been able to exploit the tour guides through the system that applies to the handling of Russian tourists. The opportunity obtained by foreign representatives makes tour guides a tool to gain multiple benefits. Therefore, the goal of the struggle initiated by the tour guides through the forum formed was to eliminate illegal practices carried out by foreign representatives. This illegal practice has caused harm to Bali, which has always developed cultural tourism. The problem of struggling with the discourse of the Russian tourist market in Bali tourism, which involves hegemony and counter-hegemony, is a *pawongan* issue in the context of Balinese local wisdom. In this case, the problems involve local people (tour guides) at PT. Pegasus Indonesia, Look Asia, Navigatoria, and Bounty Tours & Travel, as well as hotel employees and foreigners (*dura negara*), namely foreign representatives from Russia, Belarus, Ukraine, and Uzbekistan.

Foreign representatives can continue to work in Bali while transferring expertise to Indonesian workers in accordance with the mandate of the labor law so that tour guides have autonomy in dealing with Russian tourists. Russian tourist handling system with *sharing tours* can be returned with a handle system. Apart from being more flexible, this handling system can also involve a very large number of tour guides to carry out activities for handling Russian tourists. The number of required guides can contribute to the

provision of employment, especially for the younger generation and the regeneration of Russian-speaking tour guides occurs effectively.

Russian tourists visiting Bali want to take a close look at the Balinese people's traditions and way of life. The application of a flexible handle system can revive solidarity among fellow tour guides if one of them is unable to attend due to traditional and religious ceremonies. The tour guide who is unable to attend can ask another tour guide to replace him. On the part of Russian tourists also feel more benefits from the handle system compared to the sharing system. Tourists will feel comfortable without having to be tied to the pick-up time and length of stops at tourist attractions specified in the tour schedule. Russian tourists also become easy to contact if they need something because the same tour guide handles them. The struggle of the Russian tourist market discourse in Bali tourism involves foreign representatives, tour guides and hotel employees in handling Russian tourists at PT. Pegasus Indonesia, Look Asia, Navigatoria, and Bounty Tours & Travel provide economic and sociocultural impacts. The economic impact in the form of leakage of tourism income is due to the large amount of income earned by these foreign workers being brought back to their home countries. Tour guides consisting of Balinese people need to preserve their own culture and not only be enslaved by the tourism industry, which makes profits from Balinese culture as an attraction. The economic contribution of tourism, which can increase the country's foreign exchange and the welfare of the people, will no longer be meaningful if people's lives are degraded.

In addition to the economic and sociocultural impacts, the conflict of interest between foreign representatives and tour guides in handling Russian tourists at PT. Pegasus Indonesia, Look Asia, Navigatoria, and Bounty Tours and Travel also give meaning to the two components of the workforce, both foreign and local, namely (1) the meaning of achieving material or instrumental welfare where foreign representatives get income which is very large from the handling of Russian tourists. Meanwhile, tour guides also get a large income from the many tour activities carried out. However, the instrumental welfare of the income earned in handling Russian tourists has not been able to provide mental well-being. This inner welfare can be realized through opportunities for tour guides to interact in the community, such as attending traditional and religious ceremonies. (2) The meaning of upholding harmony in handling Russian tourists can be realized through the Tri Hita Karana philosophy, especially in the *pawongan* element. Therefore, a harmonious relationship between the two elements of the workforce, foreign representatives and tour guides, needs to be sought by stakeholders such as the government through policies on employment.

Starting from the development of sustainable tourism related to the management of the Russian tourist market, the owner of a local travel agency, together with a tour guide who had been displaced by the existence of travel agents with foreign representatives, returned to the village to develop a tourist village. One of these tour guides is I Made Mendra Astawa, a Russian-speaking tour guide who now serves as Chair of the Tourism Village Communication Forum (Forkom Dewi). Mendra, who spoke when he was inaugurated as Chair of the Forkom Dewi for the 2019-2024 period, was committed to synergizing with local and regional governments in promoting Bali Tourism Villages and maintaining the continuity of its culture.



Figure 4. Tourism Village Communication Forum (Forkom Dewi), Bali Province

In the future, Mendra plans to revise the organization's rules of law, establish cooperation with the central/regional government, provide guidance, and synergize with universities, banks, and other stakeholders. "Continuing the 2nd Village Award work program and village economic fair, compiling tourist village guidebooks, making Tourism Village catalogs/tabloids both printed and online, and building a joint website www.desabali.com.

Regarding the strategy of Forkom Dewi to attract the tourist market, Mendra, in an interview, stated as follows:

"Tourism is like a double-edged sword, if managed properly it will be able to provide community welfare and maintain, preserve culture and creativity as a tourist destination of choice. If mismanaged, will be able to damage a nation's cultural fabric in a short time. Therefore, implementation of community empowerment through community participation and important elements (stakeholders) in the corridor of good village governance, which operationally must reach the sides of increasing institutional capacity aimed at building themselves together (togetherness in collective action), strengthening capital in the "village building" paradigm (Interview, January 29, 2020).

The essence of developing a tourist village is the empowerment of local communities so that the community is actively involved in tourism development in their own villages, especially with the Russian tourist market as an emerging market, as stated by Mendra in the following interview excerpt.

"So far, the European market that stays is dominated by French, German, Italian and Polish tourists. In the future, efforts will be made to attract more Russian tourists to spend two or three days of vacation apart from staying at luxurious hotels in the Nusa Dua area. Usually, these Russian tourists mostly only do village tours through tours sold by travel agents with foreign representatives. If the tourism village marketing strategy is successful, equity will be realized from the corridor of sustainable tourism development (Interview, January 29, 2020).

Mendra's statement is a potential that can be developed in the future for the Russian tourist market share. Collective action in a climate of togetherness in welcoming Russian tourists to the village involving

residents as political entities are expected to foster a "new solidarity," which then strengthens social capital in rural communities through "social learning" activities. This stage of the social learning process, according to Habermas (2007), can be arranged according to the logic of development and which institutionalizes new stages of the community learning process. The process of empowering rural communities to achieve these goals can be done in various ways, one of which is through the tourism sector with its four pillars which include destinations, industry, promotions, and institutions, as shown in Figure 4 below.

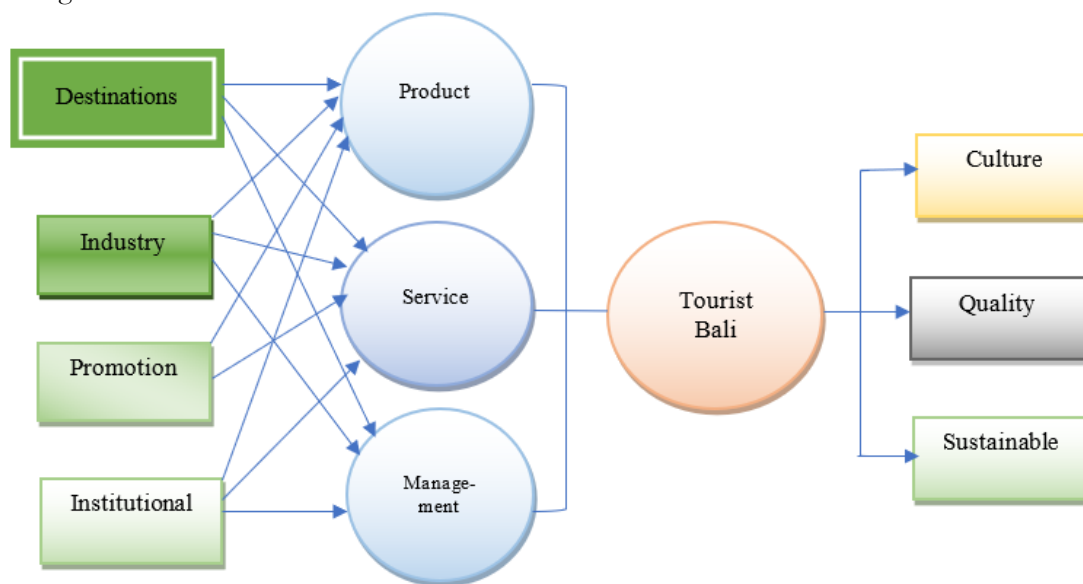


Figure 5. Four Pillars of Tourism in Tourist Village Development

In addition to the formation of Forkom Dewi under the auspices of the Bali Tourism Council or Disparda, the Tour Guides who are members of the Bali Russia Guide Division under the auspices of the tour guide association or DPD HPI Bali have established themselves as an association of tour guides with Russian language specialists under the name Giddy Bali (in Russian which means Bali tour guide). Giddy Bali has formed a WhatsApp group to get Russian tourists by contacting tourists who have been handled to conduct tours and stay in tourist villages. This is a very good synergy between Forkom Dewi and Giddy Bali for the development of sustainable tourism through empowerment and participation of local communities. Some of the activities that can be done in tourist villages such as trekking, farming, dancing, and reading the Balinese alphabet as shown in Figure 6 below.



Figure 6. Activities that Tourists Can Do in Tourist Villages

In addition to some of these activities, other activities are activities that involve cooking skills, namely traditional Balinese dishes. This cooking activity, known as fun cooking, can also indirectly introduce traditional Balinese cuisine so that it can go international. After finishing cooking, tourists can enjoy together the results of their own cooking as shown in Figure 7 below.



Figure 7. Fun Cooking Activities for Traditional Balinese Dishes

All tourism activities that can be carried out by tourists in the tourist village through participation and direct interaction with local communities are a form of community-based tourism (CBT). The CBT is a form of tourism in which the community has control, is substantially involved in the development and management of tourism in their area, and a proportion of the benefits are enjoyed by the local community. Tourists can stay in a beautiful village house (community house), as shown in Figure 8.

Community House

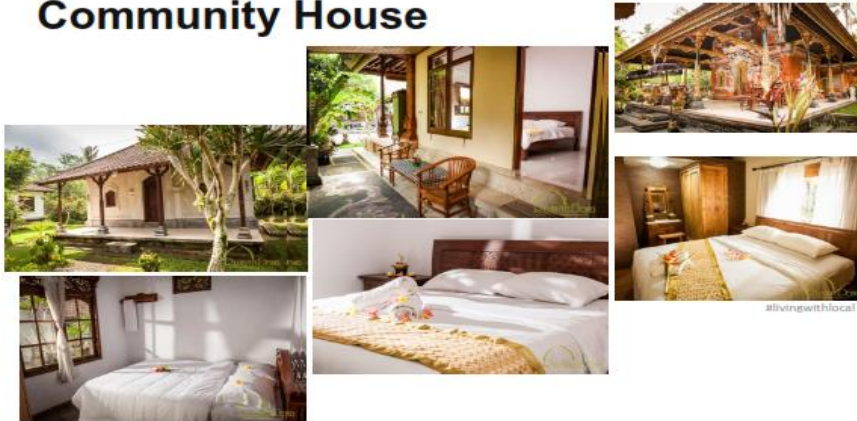


Figure 8. Community House in the Tourist Village of Sangkan Gunung, Karangasem

The outbreak of the Covid-19 pandemic has had a direct impact on various industries in the world, including the travel and tourism industry. Experts even recognize these two industries as the sectors most affected by the pandemic. Therefore, UNWTO believes that tourism is able to make the world move again in a safe way through the New Normal protocol. New Normal is a new order of life for the economy due to the COVID-19 pandemic. The community must adjust to the new normal order to live side by side with COVID-19 by enforcing health protocols and SOPs in every activity and maintaining body immunity.



Figure 9. New Normal Era Tourism System

Source: Tourism and Creative Economy Agency of the Republic of Indonesia 2020

The tourism sector is one of the industries that will begin to clean up and reopen tourist destinations by enforcing special new normal protocols in the tourism sector. MSMEs and the tourism sector have become sectors affected by COVID-19 and have experienced paralysis due to the impact of this pandemic. Policies regarding the new normal order force the government and tourism industry players

to innovate to adapt to changes in behavior and new trends that are developing in the tourism sector. Changes in the new order will create new behaviors and eventually lead to new habits and new cultures. This change in the new order will lead to changing trends in global tourism and the tourism industry players are expected to be able to adapt.

The tourism industry must adapt to the conditions of the pandemic in order to keep the wheels of the community's economy moving. If the pandemic situation in the new normal era requires everyone to follow health protocols, the tourism industry must also adopt this provision in packaging services. New standards, new habits, and new cultures in the tourism sector must be developed to create and offer new products that are appropriate and satisfying to tourists in the new normal era. Solo travel tours, wellness tours, virtual tours, and staycations are tourism products that can be referred to as examples of alternative vacations that are predicted to be sold in the new normal era.

The tourism industry, which is currently experiencing a hiatus due to the COVID-19 pandemic, especially Bali, has been awaited by Russian tourists who hope to be able to visit the Island of the Gods if flights are opened, and Bali is certain to be safe to visit. On the other hand, several media reported that tourism recovery would last longer, perhaps until 2024, given the side effects of the pandemic, which made the economies of tourist supply countries experience a slowdown. This situation makes people will prioritize their basic needs first before traveling. I Wayan Suweca, Head of the Russia Bali Guide Division (interview, October 4, 2020), stated that while waiting for the Russian Federation's economy to recover after the covid-19 pandemic, only certain people who have money can travel to Bali in the new normal era of covid-19, while most of the others will postpone their traveling until they have enough money in their savings. When viewed from the specifications of the type of Russian tourists visiting Bali, they will return to the same way they were at the beginning of their arrival to Bali, namely from *The Wealthy World Citizen* and *The Immersive Explorer* before *The Rookie* and *The Guru*.



Figure 10. Swing and Trekking Attractions Pokdarwis, Sangkan Gunung Tourist Village.

I Gusti Tedun and I Made Tingkes Yasa, local Russian tour guides who manage the tourist village of Carang Sari, Badung Regency and Munduk, Buleleng Regency, with swing and trekking attractions, both agreed to state that

"Looking at the various tourism products that can be developed in the new normal era of COVID-19, the development of tourist villages is very appropriate because the development pattern is on a small scale. This development pattern is in accordance with the new normal era tourist model, whose criteria are small scale and social distancing. Therefore, tourists in the new normal era prefer private villas to hotels, in general, to be able to carry out social distancing" (Interview, October 5, 2020).

In addition, the potential for skilled workers, including 15 thousand migrant workers (PMI), returned to villages in Bali due to layoffs in the tourism industry. This skilled workforce must build their own village and can collaborate with local tour guides because there is strong potential in the village. This is in line

with the Leiper tourism system (1990), which uses a geographical approach, namely the natural potential of the village as a stakeholder that can be enjoyed by tourists from the tourist-generating region to the tourist destination region, namely the tourist village itself.

Through Tourism Villages, tourism proves its alignment with the spirit of pro-job, pro-growth, and pro-poor (tourism as an absorber of rural labor, as a generator of regional economic growth, and as a tool for poverty alleviation) and pro-sustainability. Therefore, local tour guides, together with migrant workers returning to the village, are determined to develop their villages through the development of tourist villages to anticipate Russian tourist visits after the Covid-19 pandemic ends. This is a very positive activity carried out during the pause due to the Covid-19 pandemic so that it can offset the dominance of foreign representatives who are latently developing an online villa rental business for Russian tourists visiting Bali through the use of communication and information technology, such as www.baliforum.ru.

4. Conclusion

Based on the SWOT and AHP analysis, it was found that the development of *Subak* in Bali tourist villages as agro and ecotourism areas is a strategic choice that can support the development of the sustainability of the *Subak* system in the new normal of the COVID-19 pandemic and the development of post-pandemic tourism, which is a synergy between tourism and agriculture, with a score of highest (1.000) compared to the alternative strategy for developing *Subak* as tourism facilities development (0.170) and as a mass tourism area (0.020).

Agro and ecotourism as strategic choices for *Subak* development in the tourist villages are intended to synergize tourism development with agriculture, where developing *Subak* as a tourist attraction whose management is based on the *Subak* system in order to be able to maintain local culture and at the same time improve the welfare of *Subak* members and provide job opportunities for members of the tourist village community who before the pandemic work as Russian speaking tour guides and return to the village due to the lack of opportunities to work outside at this time. Thus, it is hoped that *Subak* will be able to act as a subject, not just an object of development, and it is hoped that it will be able to save *Subak* from land conversion.

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