

IMPLEMENTATION OF NEW HABIT ADAPTATION POLICIES IN THE PREVENTION OF COVID-19: STUDY IN THE PADANG BEACH TOURISM AREA

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Abstract. Based on the initial study, it was found that traders and visitors to the Padang beach tourism area did not wear masks and kept their distance. The purpose of this study was to analyze the implementation of the Adaptation of New Habits Policy in the prevention of COVID-19 in the Padang Beach Tourism Area in 2022. This study used a qualitative method carried out in April - June 2022 at the Padang City Tourism Office and the Padang Beach tourist area. The informant selection method used purposive sampling and obtained 10 (ten) research informants. Collecting data through in-depth interviews, observation, and document review. Data analysis using content analysis with validation test using method triangulation and source triangulation. The results of the study, on the communication factors, not all triangulation informants have received socialization about the adaptation of the new habits in the coastal area of Padang. As for the resources, permanent hand washing places were not yet available in the coastal area. On the disposition factors, The Padang City Government has supported the implementation of the adaptation of new habits with the stipulation of the Padang City Regulation No. 1 of 2021 on the adaptation of new habits. In bureaucratic structure, it was found that the division of tasks and authorities overlapped. The implementation of the Adaptation of New Habits Policy has not run optimally. It is recommended for future studies to conduct research with informants from other stakeholders involved in implementing the Adaptation of New Habits Policy in the Padang Beach Tourism Area.

Keywords: adaptation, new habits, health policy implementation, Edward III Model

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INTRODUCTION

Active cases of corona virus disease 2019 (COVID-19) in the Province of West Sumatera, Indonesia, occupy the eighth highest position at the national level and the second highest on the island of Sumatra, with 3,028 active cases. The cumulative total of COVID-19 cases until 3 April 2022 reached 103 thousand people with 2,322 deaths (West Sumatera Provincial Health Office, 2022). As of 29 March 2022, Padang City has the highest number of positive cases, 7,261 cases and 33 deaths (Padang City Health Office, 2022).

COVID-19 has an impact on global travel and tourism (Deb and Nafi, 2020). COVID-19 has had a negative impact on the Indonesian economy, especially in the fields of tourism, trade, and investment (Nasution *et al*, 2021). Tourist trips, both foreign and domestic, experienced a drastic decline, causing a reduction in private consumption (Fahrika and Roy, 2020). The number of foreign tourist arrivals decreased 75.03% in 2020 compared to 2019. Meanwhile, in the same period, the number of domestic flights also decreased by 57.76% (Central Bureau of Statistics, 2021).

By implementing the Adaptation of New Habits, people can work productively and safely during the pandemic. Adaptation to New Habits is an act of implementing a new life to maintain productivity during the COVID-19 pandemic through the prevention of COVID-19 transmission (Hanifah *et al*, 2021). The Government of the Republic of Indonesia issued guidelines for the Adaptation of New Habits through the Minister of Health of the Republic of Indonesia Number HK.01.07/Menkes/382/2020 concerning Health Protocols for the Community in Public Places and Facilities in the Context of Prevention and Control of COVID-19 (MOH RI, 2020).

The Padang Beach Tourism Area is one of the vital tourist attractions during the Adaptation of New Habits because it has the potential to cause many people to gather in the same place. Padang Beach is located on the edge of the road and downtown, so it is very easily accessible to the public. In addition, visitors to this tourist location do not need to pay for an entrance ticket so it is affordable for all levels of society. Padang Beach is one of the favorite tourist destinations in West Sumatra and a tourism icon for the City of Padang (Department of Tourism and Culture of Padang City, 2022). Based on an initial study, the Padang City Government has supported the Adaptation of New Habits Policy from the Central Government. It can be seen from the large billboards as information media for the Adaptation of New Habits. However, there were no officers who supervised the implementation of the health protocol, so visitors still did not implement the health protocols. These include not wearing a mask, not having hand sanitizer, and not keeping a distance.

There are four factors influence the success or failure of policy implementation: communication factors, resources, disposition, and bureaucratic structure (Edwards III, 1980). Edwards III Model can explain the implementation of the exclusive breastfeeding policy (Octavia and Mardiana, 2020), the implementation of effective public policies in handling the COVID-19 pandemic in New Zealand (Raynaldi, 2021), and the implementation of Work From Home (WFH) policies on the welfare of online transportation drivers in Indonesia (Tuti, 2020). However, no research has focused on the implementation of new habit adaptation policies in tourist sites.

Based on the explanation above, the purpose of this study was to analyze the implementation of the Adaptation of New Habits in the Prevention of COVID-19 in the Padang Beach Tourism Area in 2022 using Edwards III Model (Edwards, 1980).

MATERIALS AND METHODS

This qualitative research method used a descriptive design to dig deeper into implementing the Adaptation of New Habits Policy in preventing

COVID-19 in the Padang Beach Tourism Area. The research location is the Padang City Tourism Office and the Padang Beach Tourism Area. The Padang Beach Tourism Area was chosen as the research location with several considerations, including: (1) being one of the natural attractions that are quite vital in the current adaptation of new habits, because it can cause many people to gather in the same place, (2) there was no admission fee so it is very affordable, making the tourist attraction always crowded with many visitors, and (3) the location of the tourist attraction is on the side of the road and in the middle of the city so it is very easy to access.

The research was carried out from April - June 2022. Research informants were selected using a purposive sampling method. They were directly involved with the adaptation of the New Habits policy. Ten informants consisted of 2 main informants and 8 triangulation informants. The main informants were 2 officers from the Padang City Tourism Office, meanwhile, triangulation informants consisted of 2 traders in the Padang beach tourism area and 6 visitors to the Padang Beach tourist area. This study used a line of thought based on the model of public policy implementation by George C Edwards III (Edwards, 1980).

Data were collected through in-depth interviews, observation, and document review. Content analysis with data processing flow was performed as follows: 1) data reduction, 2) data presentation, and 3) conclusion drawing/verification. The data validation method used source triangulation and method triangulation.

This study was approved by the Research Ethics Committee of the Faculty of Public Health, Andalas University (approval No.4b/UN16.12/KEP-FKM/2022).

RESULTS

Informants' characteristics

The Adaptation of the New Habits Policy in Padang Beach was implemented through communication activities from the government to

traders and beach visitors, support from the government and the community for the Adaptation of New Habits Policy, the existence of a clear bureaucratic structure, and the availability of resources. Characteristic of informants can be seen in Table 1. Informants consisted of 5 men and 5 women.

Implementation

The implementation of the Adaptation of New Habits Policy on the Padang coast included the monitoring from the government, the provision of hand washing facilities, billboards, and instructions for maintaining distance. This is based on the results of the following in-depth interviews.

Table 1
Characteristics of informants

Informant code	Gender	Description
Inf-1	Male	Head of Program Padang City Tourism Office (key informant)
Inf-2	Male	Section Chief Padang City Tourism Office (key informant)
Inf-3	Male	Trader on Padang Beach
Inf-4	Female	Trader on Padang Beach
Inf-5	Female	Visitor
Inf-6	Male	Visitor
Inf-7	Male	Visitor
Inf-8	Female	Visitor
Inf-9	Female	Visitor
Inf-10	Female	Visitor

Inf: Informant

*“There is a place for washing hands, billboards, keeping a distance”
(Informant-1)*

*“Preparing health procedure facilities. Monitoring, monitoring always.”
(Informant-2)*

There was no adjustment to tourism services during the COVID-19 pandemic. This is due to the absence of service standard operating procedures (SOPs) from merchants, including the absence of payment facilities using digital money. The biggest obstacle in implementing the Adaptation of the New Habits Policy at Padang Beach is that there has been no follow-up effort from the government in increasing community compliance to implement health protocols, such as wearing masks, washing hands, and maintaining distance. This can be seen from the results of in-depth interviews with traders and visitors where many do not want to wear masks.

Based on the results of a review of the Padang City Regional Regulation No. 1 of 2021 concerning the Adaptation of New Habits Policy, the regional apparatus that carries out government affairs in the tourism sector makes integrated efforts with the involvement of community participation to carry out adaptation of new habits in the tourism sector. Adaptation of new habits in the tourism sector includes adjusting tourism services during the COVID-19 pandemic, implementing health procedures for businessmen and tourists, optimizing the use of information technology, involving community leaders, providing incentives, increasing understanding of human resources about health procedures, providing supporting facilities and infrastructure, and increased promotion, socialization, and dissemination of the implementation of the Adaptation of New Habits Policy to the public and tourists. Based on the results of in-depth interviews with key information, supervision is required, as availability of funds, availability of supporting facilities, and efforts to educate visitors to be more obedient and understand in implementing health protocols.

Communication

Communication carried out by the Regional Government at Padang Beach include socialization with traders and visitors, installation of written information media, and circulars regarding restrictions on opening hours for traders, as shown in the following in-depth interviews.

“Holding outreach, to the business world in the field of tourism, in tourist objects” (Informant-1)

“Meetings were held for socialization...Often, almost every training day, they gathered at one point to comb the streets that were busy with street vendors.” (Informant-2)

Based on the results of interviews with informants, the Adaptation of the New Habits Policy transmission process has been well received by officers from the Padang City Tourism Office. Meanwhile, the policy transmission process to traders and visitors has not been carried out optimally because not all triangulation informants have received socialization about the Adaptation of New Habits Policy in the coastal area of Padang. The contents of the socialization were clearly understood by the informants, although there were some traders and visitors who did not understand it clearly, as shown in the following in-depth interviews.

“Yes, because with the socialization, we use leaflets that better explain how the adaptation of the New Habits should be done” (Informant-1)

“Yes, understandable.” (Informant-2)

“Quite understandable.” (Informant-5)

“Do not understand well” (Informant-9)

All policies from the Central Government always support the adoption of new habit adaptations. Padang City Government policies also always refer

to the policies of the central government. However, policy implementation has not been carried out consistently, and socialization activities are not carried out routinely.

Resource

Human resources in implementing the Adaptation of the New Habits Policy in the Padang beach tourism area are executed by Tourism Service Officers who work together with various sectors such as special officers in handling COVID-19 called the COVID-19 Task Force, Police, Public Order Enforcers Police, and community leaders. The COVID-19 Task Force, Public Order Enforcers Police, and Police have the authority to follow up on traders and visitors who do not implement health protocols.

"By empowering the community, traders and a beach security team to socialize the use of masks" (Informant-1)

"During a pandemic, enough. Because the city team is also always on standby there. Attention from the task force is also full. Almost every 2 hours patrols from the Police. The pressure from the Police is also very high." (Informant-2)

"Nothing, only from the Public Order Enforcers Police during the raid." (Informant-3)

"There are groups of police and Public Order Enforcers Police" (Informant-6)

Budget resources for implementing the Adaptation of New Habits Policy came from the Special Allocation Fund (DAK), the Regional Revenue and Expenditure Budget (APBD), and the COVID-19 State Budget. Almost all of the budget focused on handling COVID-19.

Based on the results of in-depth interviews, resources for facilities and infrastructure were not optimally available. Despite this, it has been found

that there was a cross on the seat and the presence of billboards. However, there was no permanent place for hand washing with soap and special health posts in the beach area. This is also supported by the results of observations in the absence of permanent hand washing facilities in the coastal area. Hand washing stations were only found in Padang City Tourism Office and several houses of worship (mosques) which were located near the beach. Meanwhile, there was also no health post for first aid to visitors around the beach.

Disposition

The Padang City Government has supported the implementation of the Adaptation of New Habits Policy so that tourism activities could resume smoothly with the stipulation of the Padang City Regulation No. 1 of 2021 on the Adaptation of New Habits Policy. Based on the document review, the regional government in implementing the Adaptation of New Habits Policy has the authority to 1) carry out integrated efforts to prevent and control and control the transmission of the COVID-19 pandemic in the regions, 2) carry out efforts to restore the economy and socio-culture of the community affected by the COVID-19 pandemic, and increase knowledge, awareness, and community participation in the implementation of the Adaptation of New Habits Policy.

Based on the results of in-depth interviews, there was support from the Regional Government carrying out supervision, reprimand, and fines on people who violate the COVID-19 prevention health protocol. However, supports in the form of providing facilities and infrastructure in tourist areas were still lacking.

“Doing control for perpetrators who do not carry out the adaptation of New Habits” (Informant-1)

“The support is just like giving encouragement to traders and continuing to carry out the program” (Informant-4)

*"Facilities in the context of health protocols are starting to be inadequate."
(Informant-5)*

"I also noticed that there were officers who reprimanded visitors who did not carry out the procedure." (Informant-7)

Although monitoring efforts have been carried out, there has been no incentive for traders to create a conducive climate for the development of tourism businesses during the COVID-19 pandemic. As well as the use of information technology to support adapting new habits policies has not been optimal. No digital money was available. There were no special social media regarding the Adaptation of New Habits Policy information at Padang Beach.

Bureaucratic structure

The bureaucratic structure in implementing the Adaptation of the New Habits Policy consists of SOPs and levels of fragmentation. Based on the results of in-depth interviews, the SOP for the implementation of the Adaptation of New Habits Policy already existed at the Padang City Tourism Office but not yet in the coastal area. This was supported by the results of observations where there were no SOP documents or technical instructions owned by traders in the Padang coastal area.

*"During the pandemic, the beach was closed (so there was minimal SOP because there was no crowd allowed). Not for now (because the media has a lot of notifications). Every office has body temperature checks."
(Informant-2)*

"There is no written SOP, only a warning" (Informant-4)

"No, because maybe Padang Beach is an open area for that it is difficult to implement the SOP." (Informant-6)

Based on the results of in-depth interviews, many parties were involved in implementing the Adaptation of New Habits Policy in the Padang Beach

area, including the Health Service, Tourism Office, COVID-19 Task Force, Police, Community Leaders, etc. However, the division of tasks between the parties was not clear. This was supported by the observation that there was no detailed explanation of the division of tasks and authorities in the Adaptation of The New Habits Policy in the coastal tourism area of Padang. So many tasks were carried out overlapping by various parties.

DISCUSSION

This study used the policy implementation model of George C Edwards III (Edwards III, 1980). The four main factors that influence a policy implementation are resources, communication, disposition, and bureaucratic structure which are illustrated in Fig 1.

It can be seen that all of the factors presented by Edwards III Model are interrelated and influence each other's policy implementation, either directly (for example, communication factors directly affect implementation),

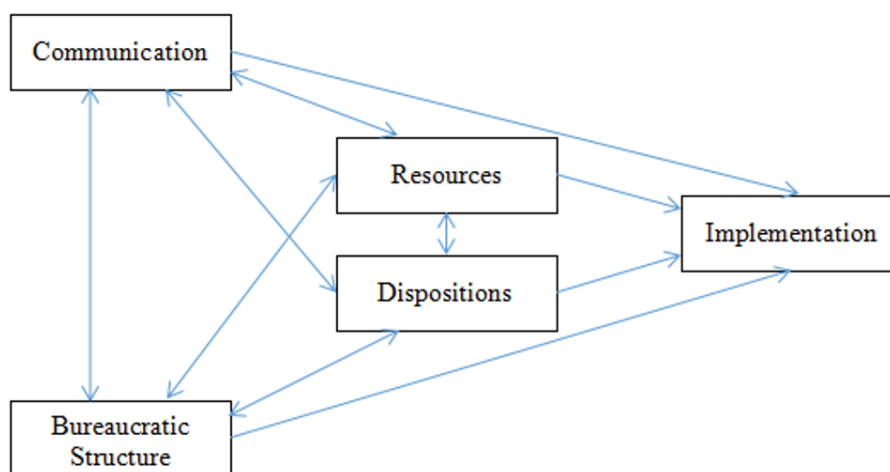


Fig 1 - Policy implementation model

Source: Edwards, 1980

or indirectly influencing other factors (for examples, communication factors indirectly affect implementation or affect other trend factors). Of course, in practice, not all factors will affect the implementation of policies proportionally or equally, so this study would analyze the factors that influence the implementation of the Adaptation of New Habits Policy in the Padang Beach tourist area.

In the communication factor, Edwards III Model emphasizes that there are three important things, namely transmission, clarity, and consistency; while the resources of factors include sub-factors of human resources, information, authority, and facilities; then the disposition factor assesses the tendencies of implementing policies on the policies that have been determined; and finally the bureaucratic structure factor consists of SOP sub-factors and the level of fragmentation (Edwards III, 1980).

Policy communications carried out by the Regional Government at Padang Beach include socialization with traders and visitors, installation of written information media, and circulars regarding restrictions on opening hours for traders, as shown in the following in-depth interviews. The contents of the policy are also clear to apply the COVID-19 prevention health protocol so that traders and visitors know the preparations made in preventing COVID-19. The contents based of the Padang City Regulation No. 1 of 2021 on the Adaptation of New Habits Policy. However, policy communication has not been optimal from the consistency dimension, where socialization and supervision are not carried out routinely, so sometimes there is a lack in the adaptation of new habits. In the dimension of clarity, policies must be transmitted to implementers, target groups, and other interested parties so that they know what the goals, objectives, targets, and substance of public policy are so that each one knows what is being said (Hutagalung and Indrajat, 2022).

Resources in the implementation Adaptation of The New Habits Policy have not been optimal from the availability of facilities and infrastructure. The unavailability of supporting infrastructures such as temperature checkers, places to wash hands with soap and running water, and health

posts for first aid around the coast. Infrastructure is a supporting factor in achieving a goal (Octavia and Mardiana, 2020), including in implementing the Adaptation of New Habits Policy. Several infrastructure facilities needed to support the adaptation of new habit behavior to prevent the transmission of COVID-19 include hand washing facilities, stock masks, stock of hand sanitizers, vitamin supplements, and supplies of anti-bacterial wet wipes (Hanifah *et al*, 2021). Furthermore, the availability of trash cans and providing boundaries or signs at each seat are also needed in supporting the adaptation of new habits (Ningrum, 2021).

Supports from the Padang City Government in implementing the Adaptation of New Habits Policy were through monitoring activities, reprimands, and fines to traders and visitors who did not comply with the Adaptation of New Habits Policy. The Padang City Government also has supported the implementation of the Adaptation of New Habits Policy with the stipulation of the Padang City Regulation No. 1 of 2021 on the Adaptation of New Habits Policy. Information is needed by policy implementers to carry out the established policies (Raynaldi, 2021). This information sub-factor is closely related to the communication factor that has been described previously. However, support in providing facilities and infrastructure was still lacking as stated in the resource aspect. Facilities influence the disposition factor, which indicates that there is also an influence from the resources factor in influencing the disposition process. So that the disposition factor and resources interact reciprocally.

The bureaucratic structure in implementing the Adaptation of New Habits Policy is not optimal. The SOP for the implementation of policy already existed at the Padang City Tourism Office, but not yet in the coastal area. Based on local regulation no. 1 of 2021 concerning adaptation of new habits, traders are required to have an SOP in the implementation of the Adaptation of New Habits Policy. On the aspect of the level of fragmentation, there are quite a several parties involved in the implementation of the Adaptation of New Habits Policy but detailed information about the authorities, duties, and functions of each party in the implementation of

the policy has not been found, resulting in overlapping work. The division of labor and responsibilities in the Tourism Office already existed but not across sectors. When multiple government agencies are responsible for a particular health policy, a collaboration between agencies may be challenging (Campos and Reich, 2019).

Tourism is multifaceted and complex in inter-organizational relationships and collaborative policy-making (Wang and Ap, 2013). The sustainability of the governance of adapting new habits looks weak due to the commitment of the government and partners who have not been sufficiently integrated (Ningrum, 2021). Policy implementation may still be ineffective due to the inefficiency of the bureaucratic structure (Mubarok *et al*, 2020).

This study concludes that the implementation of the Adaptation of New Habits Policy has not run optimally. Factors of communication, resources, disposition, and bureaucratic structure can describe the implementation of the Adaptation of New Habits Policy in the Padang coastal tourism area. The disposition factor is considered the most influential factor in policy implementation because local governments tend to play a major role in optimizing the policy. This trend can be seen with the enactment of Regional Regulation No. 1 of 2021 regarding the adaptation of new habits in Padang City.

Based on the above mentioned regulation, several indicators that have not been achieved in the implementation of the Adaptation of New Habits policy are the absence of adjustment of tourism services during the COVID-19 pandemic, the not yet optimal implementation of the health protocols for traders and tourists, the absence of the use of tourism services, the improper use of information technology, inadequate community leader's involvement, lacking of incentive for the traders, suboptimal increase in human resources who understand health protocols, poor provision of facilities and infrastructure that supports the implementation of health protocols, and substandard promotion, socialization, and dissemination of the implementation of the adaptation of new habits to the community and tourists.

This study focuses on discussing the implementation of the Adaptation of the New Habits Policy from the side of the tourism office, but has not involved informants who work together in assisting the implementation of the policy in Padang Beach, such as community leaders, public order enforces police and the COVID-19 task force. It is recommended for any future studies to conduct research with informants from other stakeholders involved in implementing the Adaptation of New Habits Policy in the Padang Beach Tourism Area.

ACKNOWLEDGEMENTS

We would like to thank the Faculty of Public Health, Andalas University, for the financial support and all the contributors who helped in this study.

CONFLICT OF INTEREST DISCLOSURE

There are no significant competing financial, professional, or personal interests that might have affected the performance.

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