

Comparative analysis of COVID-19 handling (Case study on Implementation of public policy in Singapore and Indonesia)

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Abstract

This study aims to describe and analyze a comparative analysis of the implementation of public policies handling COVID-19 in Indonesia and Singapore in 2020 – 2022 through a research focus. The type of research in this study is qualitative descriptive which aims to describe the comparative analysis of the implementation of COVID-19 handling policies between Singapore and Indonesia. This study took data secondarily, namely data obtained from written reports, regulations used in the research, and other documents and archives relevant to the problems studied in Indonesia and Singapore from January 2020 to October 2022. The results showed that policy is a strategy to achieve goals in several ways. In the case of handling COVID-19 between Indonesia and Singapore, there are similarities and differences. The similarity can be seen with implementing policies in activity restriction policies, namely Restrictions towards community activities/ Pembatasan Kegiatan Masyarakat (PPKM) in Indonesia and Phase 1 – 3 in Singapore. The implementation of policies between these countries has

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different results because the country's population and area affect the policy's outcome the implementation of COVID-19 handling policies can be used as a reference for Indonesia to find the right policy formulation for policy implementation according to the conditions and situation of the population in the territory of Indonesia.

Keywords: Policy Implementation, Covid-19, Comparative Public Policy, Indonesia, Singapore

1. Introduction

A pandemic is a contagious outbreak that co-occurs in all places, comprising a large geographical area. A pandemic is an epidemic that exists in almost all countries in the world and has an impact on the wider community (Resti, 2020). The World Organization for Health, hereinafter referred to as WHO, on January 30, 2020, gave a statement that there was a new variant, namely SARS CoV 2 caused a disease called Corona Virus Disease 2019 or COVID-19 and was declared a pandemic case on March 11, 2020 (covid19, n.d.).

The spread of COVID-19 has presented a new crisis in governance and policies to deal with the pandemic in almost all countries. Political implications can lead a country's policymakers to look at the level of capability and quality of its policies. The COVID-19 pandemic through the country's policies can measure the readiness of each country regarding the governance of its handling through its policies. The Indonesian government declared a state of emergency over the COVID-19 pandemic on March 31, 2020, whereas previously on March 2, 2020, the Indonesian government officially announced the first case of COVID-19 in Indonesia. Indonesia at the end of 2020 recorded

743,198 positive cases with 22,138 fatalities. (The Jakarta Post, 2020). Singapore is one of the countries that have been successful in handling COVID-19. The first case of COVID-19 in Singapore occurred on January 24, 2020, where the total number of cases in 2020 was 58,569 positive cases with 29 fatalities. (WHO, 2022). This is very interesting to study, as the mortality rate is very far suppressed by the Singapore government.

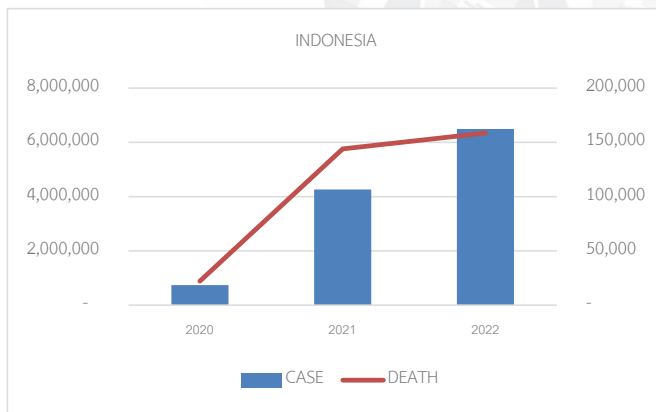


Figure 1: Indonesia's COVID-19 cases. (Source: WHO, 2022)

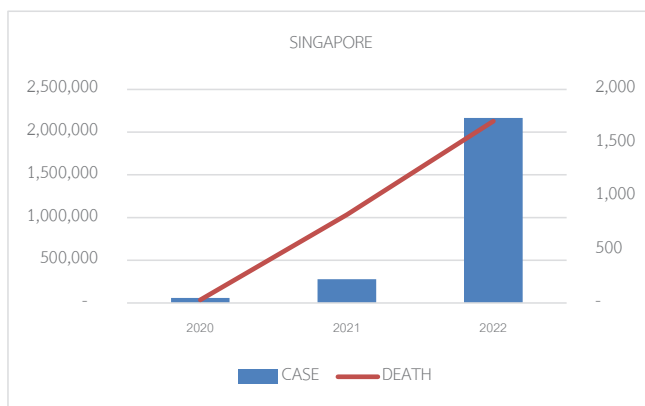


Figure 2: Singapore's COVID-19 cases. (Source: WHO, 2022)

Indonesia issued one of the policies for handling COVID-19 by implementing the Implementation of Community Activity Restrictions (hereinafter referred to as PPKM). The PPKM policy is also implemented by Singapore with its term, namely circuit breaker. The results of research on policies, especially on handling COVID-19, can be used as input in the policy-making process for the evaluation of previous policies.

Indonesia and Singapore are adjacent countries in Southeast Asia. Indonesia and Singapore have many differences both in terms of government and area. Regarding the policy of handling COVID-19 cases in the same two countries, namely restrictions on community activities. It is interesting to study the implementation of each country's policy and then study the comparison of the results of the implementation of these policies.

2. Research Objectives

The main objective of the present study is to describe the comparative of the implementation of public policies for handling COVID-19 in Indonesia and Singapore based on communication indicators, resources, dispositions, and bureaucratic structures from January 2020 to October 2022.

3. Research Methods

The study is qualitative descriptive research to describe a comparative analysis of the implementation of COVID-19 handling policies between Singapore and Indonesia. The data sources used secondary data, namely data obtained from written reports, regulations used in the research, and other documents and archives relevant to the problem under study. The technique used library research as a forum to find and study concepts and theories related to this research from literature, scientific books, journals, and relevant data from government official websites.

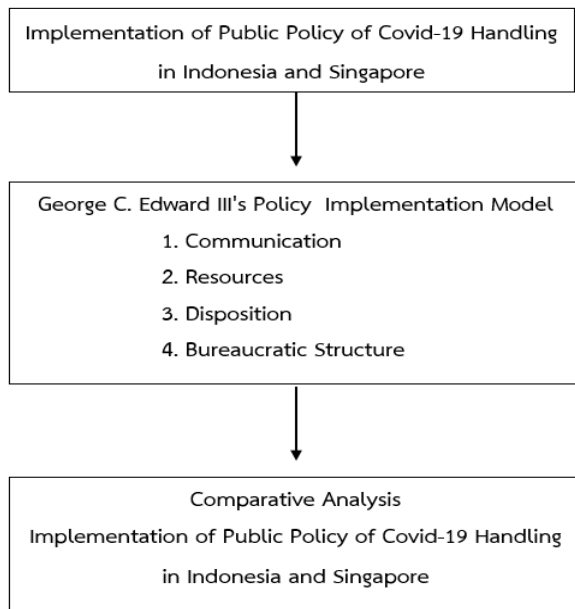


Figure 3 : Conceptual framework of the study. (Source: Edwards III, 1980)

4. Research Results

This research is about public policies for handling COVID-19 in Indonesia and Singapore with comparative analysis. According to Edwards III, 4 factors must be considered in policy implementation: Communication, Resources, Disposition, and Bureaucratic Structure (Edwards III, 1980).

4.1 The Communication Indicators

Communication is one of the most important factors influencing public policy, communication plays an important role in determining how successful they are to achieve their objectives. Indonesia still has a lack of uniform information at the start of the pandemic, and governments did not

respond well to policy formation when trying to deal with COVID-19 cases. In early 2020, Several regional heads considered the Central Government's handling of COVID-19 cases to be slow (Akurat, 2020). Due to the slow policy of the Central Government, several Regional Heads implemented their own COVID-19 handling policies, creating non-uniformity in handling COVID-19 policies at that time. At the beginning of the pandemic in Indonesia, people were still unfamiliar to know more about this COVID-19 case. The government through the Minister of Health said that COVID-19 is a type of self-limited disease, which is a disease that can heal by itself if you have good immunity. Coronavirus cannot develop in a healthy body (CNN Indonesia, 2020). There was also a statement from one of the President's expert staff who said that COVID-19 could not develop in tropical countries by denying that Singapore was a different country from Indonesia even though it was in an adjacent location (Saputri, 2020).

4.1.1 Indonesia's Communication Indicators.

At the beginning of the pandemic, the Government of Indonesia carried out several policies to reduce the spread of COVID-19 cases. The policy is to stop flights to and from China, stop granting visas to Chinese nationals, restrict travel to and from South Korea, Italy, and Iran, and stop activities in public places such as schools, campuses, offices, and entertainment centers.

On April 13, 2020, the Government of Indonesia issued a Presidential Decree (Keputusan Presiden-Keppres) Number 12 of 2020 concerning the Determination of Non-Natural Disasters Causing Corona Virus Disease 2019 (COVID-19) as a National Disaster. In this Presidential Decree, it is stated that the management of national disasters caused by the spread of Corona Virus Disease 2019 (COVID-19) is carried out by the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (COVID-19).

The Indonesian government also implemented two strategic policies, including

1). Large-scale social restrictions (PSBB-Pembatasan Sosial Berskala Besar) by limiting community movement, limiting economic activity, closing schools, campuses, and offices, limiting community gathering activities, maintaining physical distance between communities by implementing health protocols, and the obligation to always use masks and wash hands.

2). Periodically conduct screening to detect the level of transmission, next steps of treatment and isolation, contact tracing, and quarantine for those with contact history.

The PSBB policy ended in mid-January 2021 and continued with almost the same policy with different terms.

Poorly planned communication will result in panic and public distrust of the government. In the way of government communication in one of the COVID-19 handling policies, namely regarding restrictions on activities to limit community activities to reduce the rate of COVID-19 cases in Indonesia, there are also changes and several different terms. From the beginning of the implementation of this policy, there was a change in terms from Large-Scale Activity Restrictions (PSBB) to the Implementation of Community Activity Restrictions (PPKM). The definition of the implementation of PPKM also has various terms, namely PPKM Java Bali, PPKM Micro, PPKM Emergency, and closed with PPKM levels 4-3 with a period always adjusted (Ramadhan, 2021). With the evaluation and establishment of the COVID-19 Handling Task Force, since then effective communication patterns have been carried out, although many policy changes and terms used have made communication not entirely ineffective, the delivery of information did not all reach it because of the vast area and the lack of tools for ease of communication spread throughout Indonesia.

Table 1: Indonesia's Policies

Policies	Phases	Instruction of Minister of Home Affairs
Large-scale social restrictions	I	Ministry Approval
	Transition	Ministry Approval
Restrictions towards community activities	I - II	Number 1 the Year of 2021
Restrictions towards community activities (Micro)	I - XII	Number 3-14, 17, 20 and 23 the Year of 2021
Restrictions towards community activities (Emergency)	—	Number 15, 16, 18, and 19 the Year of 2021
Restrictions towards community activities (Level 1-4)	—	Number 22 - 25 the Year of 2021
	—	Number 1- 27, 29, 30, 33-35, 38-43, 45-53 the Year of 2022

Source: by analysis of the researcher, 2022

4.1.2 Singapore's Communication Indicators

Singapore has experience in handling outbreaks, so when facing COVID-19, Singapore is ready with pre-prepared policies. Effective communication has also been carried out by the Singapore government through its COVID-19 Handling Task Force. All lines of communication including the entertainment world are used to deliver the latest information related to COVID-19 handling policies.

Clear messaging, trusted information, up-to-date updates, and collaboration can increase public confidence in the ability to manage responsible Government. Singapore's public communication and community engagement are critical to boosting trust amid the COVID-19 pandemic. Based on WHO's strategic communications framework, the Singapore government is approaching to gain public trust in healthcare (Humphries, 2021).

The approach consists :

1. Information must be accessible: Singapore's Ministry of Communication and Information uses a multiplatform, multilingual, and multi-format approach so that information can be accepted by all levels of society;
2. Information must be credible and transparent: The Singapore Multi-Ministerial Task Force (MTF) was established for pandemic management in collaboration with the Ministry of Health (MOH) and medical experts so that decision-making is based on the best available medical data;
3. Information must be timely and appropriate: The latest information on daily cases and press conferences held by MTF have become daily activities for the delivery of information about COVID-19. This information was quickly disseminated through various channels. All information is summarized in a "*Dos and Don'ts*" way that is kept short and easy to understand by the public.

Table 2: Singapore's policies

Policies	Law Basic
Circuit breaker lockdown	COVID-19 (Temporary Measures) (Control Order) Regulations 2020
Phase One (safe re-opening)	
Phase two (safe transition)	
Phase three (safe nation)	
Phase two (safe transition)	
Phase two (heightened alert)	
Phase three (heightened alert)	
Phase two (heightened alert)	
Preparatory Stage of Transition	
Phase two (heightened alert) - Stabilisation Phase	
Transition Phase	
COVID-19 Resilient Nation Phase	

Source: by analysis of the researcher, 2022

When compared to Indonesia, The area and population of Singapore are not as large as Indonesia, so it is easier for Singapore to implement policies through Edwards III's communication indicators. In addition to the maximum delivery of the latest information and policies, the Singapore government also introduces and uses terms that have not changed much. In dealing with the situation of the ups and downs of COVID-19 cases in Singapore, the government only uses the term Phase, which is a phase

adjusted to the level of COVID-19 cases. The phase begins with phase one, phase two, and phase three. Simply and consistently using the term, makes it easier for the community what is happening and what policy implementation should be done.

4.2 The Resources Indicators

4.2.1 Indonesia's Resources Indicators

Presidential Decree Number 7 of 2020 formed the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (COVID-19) which was amended through Presidential Decree Number 9 of 2020 About the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (COVID-19) dated March 20, 2020. The task force worked since March and ended in July 2020. The government formed the Committee for Handling COVID-19 and National Economic Recovery (Komite Penanganan COVID-19 dan Pemulihan Ekonomi Nasional-KPCPEN) by including a Task Force in the committee. The establishment of the Committee is based on Presidential Regulation Number 82 of 2020 concerning the Committee for Handling Corona Virus Disease 2019 (COVID-19) and National Economic Recovery dated July 20, 2020 (Amendment: Presidential Regulation Number 108, November 10, 2020. The task force worked as the previous Task Force. The COVID-19 Handling Task Force has the following duties:

- a. Implement and control the implementation of strategic policies related to handling COVID-19;
- b. Resolve the problem of implementing strategic policies related to handling COVID-19 quickly and precisely;
- c. Supervise the implementation of strategic policies related to handling COVID-19;

- d. Carry out control of the Regional COVID-19 Handling Task Force;
- and
- e. Establish and implement policies and other necessary measures to accelerate the handling of COVID-19

Everyone may be subject to sanctions for violations in the context of controlling infectious disease outbreaks based on:

- 1). Criminal Code Articles 212 to 218;
- 2). Law Number 4 of 1984 concerning Infectious Disease Outbreaks;
- 3). Law Number 6 of 2018 concerning Health Quarantine;
- 4). Regional Regulations, Regional Head Regulations;
- 5). Provisions of other relevant laws and regulations;

The implementation of activity restrictions often causes violations, especially in the implementation of health protocols. In PPKM level 3 for the period 8 to 14 February 2021, 1,330 violations of East Jakarta residents did not use masks. For violations of operating hours, there were as many as 11 food and drink establishments from 153 locations and 5 of 225 from workplaces, offices, and industries (Alpin, 2022). In Jakarta, as many as 1,539 of the 3,019 offices were subject to temporary closures due to violations of health protocols, with details of 1,407 offices closed due to COVID-19 transmission cases and 132 not implementing health protocols (Azzahra, 2022).

Individuals who violate the Criminal Code Article 212 to Article 218. Article 212 is sanctioned in the form of imprisonment for a maximum of one year and four months or a maximum fine of Rp.400,000. In Article 218 sanctions are in the form of imprisonment for a maximum of four months and two weeks or a maximum fine of Rp.9,000. People who have obstructed the handling of infectious disease outbreaks are threatened with imprisonment for 1 year and or a fine as high as Rp.1,000,000. Article 93 of Law Number 6 of 2018 concerning Health Quarantine, violators of health

protocols can be given sanctions in the form of imprisonment for a maximum of 1 year and or a maximum fine of Rp.100,000,000.

Based on this sanction, with clear policy guidelines in the form of an Instruction from the Minister of Home Affairs on the implementation of activity restrictions, the authority indicators in implementation can make it easier to support the implementation of disposition indicators. Where the policy actors are more aware of how the policy guidelines work.

4.2.2 Singapore's Resources Indicators

The government of Singapore formed a multi-ministry task force on January 22, 2020. Singapore's COVID-19 handling task force is currently implemented by the Co-Chair: the Deputy Prime Minister & Minister of Finance, the Minister of Trade and Industry, and The Minister of Health, The member: all ministries of Singapore (Min, 2021).

Singapore's COVID-19 task force played a directed role in the Singapore government's response to COVID-19 cases, coordinated community responses in the protection of Singaporean society and remained vigilant against the spread of COVID-19 cases and collaborated with the international community to respond to this pandemic outbreak (Ministry of Health of Singapore, 2020). Singapore's COVID-19 response task force had an important role to play in delivering public communications with new information as well as new policy measures to be implemented.

To achieve the objectives of implementing a public policy, the process of disseminating information must go well. Information related to the handling of COVID-19 cases is conveyed regularly by the COVID-19 Handling Task Force both through the official government website and social media. In the latest policy related to handling COVID-19, the government conveyed the term COVID-19 circuit breaker and then the policy based on the phase according to the circumstances at that time, namely Phase One, Phase Two, Phase Three, transition phase to COVID-19 Resilient Nation Phase.

In 2020, the Singapore Government issued fines of more than 8600 for a total of more than \$2.5 million between April and December. Most are worn because they don't wear masks. In 2021, fines were issued 3,300 for a total of more than \$990,000 for violations of safe distancing, health management and not wearing masks (Ang, 2021). Rules and restrictions related to the handling of COVID-19 in Singapore, as of 10 October 2022 have the authority to sanction violations with fines of up to \$10,000 and/or imprisonment for not more than 6 months (Teng, 2022). If there is still a second or subsequent violation, the rule violator will be given a fine of up to \$20,000 and or imprisonment for no more than 12 months (Temporary Measures Act 2020) the Singapore government seeks to build public trust from its people.

4.3 The Disposition Indicators

4.3.1 Indonesia's Disposition Indicators

Edwards III argues that disposition is the willingness, desire, and tendency of policy actors to be able to implement policies properly so that what is a policy goal can be achieved. (Widodo, 2010)

In the implementation of activity restrictions, there were several violations committed by local public officials in Indonesia. In July 2020, the Regent of Malang held a night of intimacy that caused chaos, in September 2020, the Deputy Speaker of the Tegal City DPRD (local people's representative council) held a dangdut music party from morning to early morning, in July 2021, the Depok City Lurah (village head) held a wedding party, and in May 2021, there was a party in the courtyard of a building for the Governor of East Java who made a crowd with buffet food accompanied by music (Nafi'an, 2021).

The Home Minister's instruction regarding the implementation of activity restrictions as a policy for handling COVID-19 in Indonesia can provide steps and authorities in the form of sanctions. The central government has further emphasized the rules regarding sanctions for policy violators, including local government to individuals.

4.3.2 Singapore's Disposition Indicators

Singapore's COVID-19 Handling Task Force, set up to manage the pandemic, has been working closely with the Ministry of Health and medical experts so that decision-making is based on the best medical data. They are also constantly adjusting and updating information based on WHO guidelines. Singapore's COVID-19 Task Force also engages the community to understand the needs and foster trust in the community (Humphries, 2021).

The Singapore government is considered to have a good work ethic and values, the dedication to responsible and honest community service has made Singaporeans accept all suggestions and decisions given by the Singapore government in overcoming COVID-19 cases and complying with COVID-19 handling policies (Zhang, 2022).

The activity restriction policy aims to minimize or break the chain of rising COVID-19 cases in Indonesia. At the beginning of the year when the pandemic began to spread in Indonesia, several regional heads violated the rules of the policy of limiting these activities. This can affect the loss of public trust in the community, where policy implementers do not implement it will have a broad effect. In the next instruction of the Minister of Home Affairs, sanctions are reaffirmed if the regional head to an individual if they violate the policy.

The instruction is the basic guideline for the implementation of the policy to be understood and implemented so that the objectives of the policy are achieved. The Singapore government has figured out what to do

to deal with this COVID-19 case. The Oun COVID-19 Task Force had been formed the day before the COVID-19 case was discovered in Singapore. Experience in dealing with previous outbreaks has made it a lesson in security management to act.

The opening of a general clinic managed by respiratory specialists, namely Public Health Preparedness Clinics /PHPC (Campbell & McGregor, 2020). This clinic is to find out if the public needs further medical services and also to conduct examinations that have mild symptoms. From this explanation, it is known that the Singapore government has known its duties in implementing policies to deal with COVID-19 in the country.

4.4 The Bureaucratic Structure Indicators.

Bureaucracy is one of the most frequent fields and even overall implementers of activities. Government, but also exists in private organizations and other institutions. The implementation of complex policies requires the commitment of many parties. When the bureaucratic structure is not conducive to the implementation of a policy, this will cause ineffectiveness and hinder the implementation of the policy.

4.4.1 Indonesia's Bureaucratic Structure Indicators.

The Committee for Handling COVID-19 and National Economic Recovery is tasked with compiling strategic recommendations to the President to accelerate the handling of COVID-19 as well as economic recovery and national economic transformation, integrate and determine the steps for implementing strategic policies and breakthroughs needed to accelerate the handling of COVID-19 as well as economic recovery and national economic transformation and monitor and evaluate the implementation of strategic policies to accelerate the handling of COVID-19 as well as economic recovery and national economic transformation.

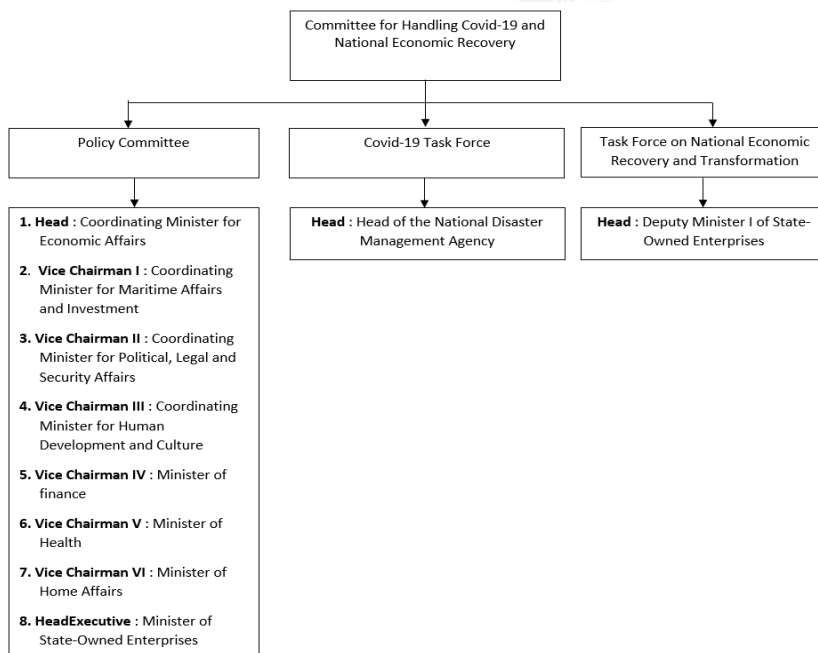


Figure 4: Organization Chart of the Committee for Handling COVID-19 and National Economic Recovery. Source: (Sekretaris Kabinet, 2020)

The Indonesian government in implementing the COVID-19 handling policy through the COVID-19 Handling Task Force. This unit consists of the Head of the National Disaster Management Agency involving other state officials. Other involvements are local governments and their ranks up to the community chiefs and community levels. Regarding the policy of limiting activities, the work guidelines of a policy are stated in each instruction of the Minister of Home Affairs for each period. Roles and responsibilities are also attached to each of the functions when the implementation of the policy is running. The policy of handling COVID-19 regulated in the instructions of the Minister of Home Affairs is specifically always updated based on the rate of COVID-19 cases at that time in each region.

4.4.2 Singapore's Bureaucratic Structure Indicators.

The Singapore government emphasizes the importance of capable leadership in public service and establishes a sound selection and training system. Singapore's government is very effective, efficient, and responsive (Wang, 2020).

The establishment of the Singapore COVID-19 Handling Task Force consisted of government officials from the Ministry of Singapore. A clean, effective, efficient, and responsive government system makes a government that has the public trust of its people. With experience in dealing with outbreaks, the government and the people of Singapore are cooperating to achieve the goal of returning to a safe situation and conditions in Singapore.

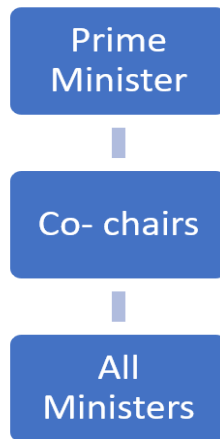


Figure 5: Multi Ministry Task on Force Organization Chart.

Source: (by analysis of the researcher, 2022)

The government is actively responding positively to the development of COVID-19 to the public. With cooperation and experts, the government always strives for policies that produce well for their country in carrying out the COVID-19 handling policy.

5. Conclusion

The policy is a strategy to achieve goals in several ways contained therein. In the case of handling COVID-19 between Indonesia and Singapore, there are similarities and differences. The similarity in the implementation of COVID-19 case handling policies between Indonesia and Singapore with the implementation of activity restriction policies, namely Restrictions towards community activities (PPKM) in Indonesia and Phase 1-3 in Singapore. The governments of both countries regulate the movement of community activities as a measure to anticipate the increase in COVID-19 cases in both countries. There are differences in the implementation and results of the implementation of COVID-19 case handling policies between Indonesia and Singapore seen from two things, a). The population and area of the country between Indonesia and Singapore influenced the outcome of the policy. Indonesia has a larger area and population than Singapore, b). The Singapore government maintains open communication to maintain and gain public trust. The Singapore Government has consistently implemented WHO's standard strategic communication framework with its key principles of accessibility, credibility, and timeliness.

Policy violations by some Indonesians show that public trust in the performance of the Indonesian Government has not been fully achieved. Public communication and community engagement are critical to increasing trust amid the COVID-19 pandemic. The realization of these two things in the implementation of policies can provide public trust in the community.

Based on the conclusions of the research results, several suggestions can be taken into consideration in taking steps to improve policies in the future, namely 1). The implementation of WHO standard strategic communication can be used in the implementation of Indonesian public

policy. Effective communication can provide public confidence in the implementation of Indonesian government policies, 2). The government can use its authority to reinforce the implementation of sanctions for violators of the ongoing activity restriction policy, 3). The use of technology to develop the ability and skills of government resources must be immediately improved so that it can make the best contribution to future performance, 4). Singapore's success through the implementation of COVID-19 handling policies can be used as a reference for Indonesia to find the right policy formulation for policy implementation according to the conditions and situation of the population in the territory of Indonesia.

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