

Characterizing the Government's Preventive Measure in Combating COVID-19 Pandemic in the Philippines: A Content Analysis

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ABSTRACT

By and large, COVID-19 pandemic is an unprecedented circumstance that impacted millions of people around the globe. This is a new strain of coronavirus that targets one's lower respiratory tract and most likely to infect those who are immunosuppressed. Thus, this qualitative paper answers the question, *What characterizes the preventive measures of the government to combat COVID-19 in the Philippines?* The research design employed was content analysis with news articles in three major dailies in the country as its corpora of data. From the cool and warm analyses of the field text, four measures emerged, labeled as 'preventive nodes' namely: *communication node* which refers to government's way of disseminating the needed information and coming up with an alternative in saving the lives of many while vaccines are still on progress; *accommodation node* which pertains to supplementary efforts from the government in addressing health, social and economic concerns brought by COVID-19; *assessment node* which relates to the issues that have to be improved both of government and its people; and *impact node* which refers to government's way of reporting the cases that may indicate the result of their measure. It was concluded that these nodes may promote a sense of awareness and provide knowledge to the public, alleviate financial constraints, hunger, and unemployment, come up with a better response and arrive at informed decisions in taking actions to impede this crisis.

Keywords: *content analysis, COVID-19, pandemic, Philippine government, preventive measures*

INTRODUCTION

Millions of people around the globe have been impacted by the emergence of the COVID-19 pandemic. Originally abbreviated as 2019nCoV by World Health Organization (WHO), this new strain of virus identified by the Chinese Center for Disease Control and Prevention (CDC), originated in Wuhan, Hubei Province, China in December 2019 and targets the lower respiratory tract of patients with pneumonia. Coronavirus is a similar trend to severe acute respiratory syndrome (SARS) and Middle East Respiratory Syndrome (MERS). This infectious disease was regarded as an international health concern and

subsequently, WHO officially declared COVID-19 as a global pandemic in March 2020. Its susceptibility appears to be associated with personal profiles through exposure to the virus. This includes age, biological sex, and other health conditions and most likely to infect older adult with chronic comorbidities or who are immunosuppressed (Chen et. al., 2020; Adhikari et. al., 2020). In the latest guidelines from Chinese health authorities, three main transmission routes for this virus were described: 1) droplets transmission; 2) contact transmission; and 3) aerosol transmission (Adhikari et. al., 2020; National Health Commission of People's Republic of China, 2020). Further, a recent study conducted claimed asymptomatic transmission (Bai et. al., 2020) but any such study could be limited by errors in self-reported symptoms or contact with other cases (Harapan et. al., 2020). An infected patient may suffer from symptoms like fever, dry cough, chest pain, fatigue, difficulty in breathing and myalgia.

However, upon knowing these facts, the most important question that needs an urgent answer is what and how can this pandemic be cured as there is still no specific antiviral treatment for COVID-19. Many

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infected countries manage to contain the virus by giving non-pharmaceutical measures. Prevention is, by far, the best practice in the hope to eradicate the impact of this virus considering the lack of effective treatment and this recommends isolation and supportive care including oxygen therapy, fluid management, and antibiotics treatment for secondary bacterial infections (Gennaro et.al., 2020; Harapan et. al., 2020). With the vast and growing number of affected people in just a short period of time, it overwhelms countries that may end up being unable to provide health care, maintain the society of their community or keeping the function of the economy (Nicomedes & Avila, 2020). In the words of Miller (2006), “this could cause the disruption of the world economy, decline of stock markets, scarcity of supplies, worsening political instability, and governments losing hundreds of billions of revenues.”

The world needs a careful planning and informed decisions. Thus, it must be taken collectively with quick emergency responses to battle against the common enemy – the new corona virus. When measures are uncontrolled, it will lead to the rapid increase in the number of cases, reach the peak earlier and require more capacity healthcare systems to respond so all country leaders are encouraged to proactively take strategic actions as soon as possible to lower the cases (Qian et. al., 2020; Djalante et. al., 2020). It is in this trying time that the government should come up with a well-orchestrated plan while the potential vaccines are still in progress. In the case of the Philippines where the first suspected case was reported on January 22, 2020, and 633 suspected cases were tallied as of March 1 (Edrada et. al., 2020), the government formulated a resolution to organize COVID-19 Inter-Agency Task Force for the Management of Emerging Infectious Diseases that would respond to concerns brought by this global pandemic. Moreover, a bill was passed known as Republic Act No. 11469 or “Bayanihan to Heal as One Act” which provides the President an extension of powers to promote and protect the collective interests of all Filipinos (Official Gazette, 2020). The Philippines ranks 43rd on countries having the greatest number of cases as it hits more than 10,000 cases as of May 2020 (Statista, 2020).

This paper aims to qualitatively investigate the preventive measures implemented by Philippine government and its agencies through the use of content analysis with news articles published from March 17 until April 21, 2020 by three major dailies in the country as its corpora of data. The findings of this study may be beneficial in improving the government's actions as this study examines their existing practices in addressing the needs of Filipino people during this pandemic. Furthermore, this may also contribute in coming up with a well-coordinated and comprehensive plan and policy to respond and combat COVID-19.

METHODOLOGY

Research Design

Content analysis was employed in this paper as its research design. Qualitative content analysis is the examination of various nonliving material or cultural texts as a means of gaining insight into a social world, ideologies, or dominant worldviews (Wright, 2017). Despite that, what can be gained from this study is just a synthetic knowledge, the purpose of content analysis is to reveal the emerging trends and patterns of behavior in the texts. Since this study deals with corpora of data, this design was specifically used to characterize the preventive measures of the Philippine government in addressing the problems of COVID-19.

Data Measures

To unfold the emerging themes, news articles in web content were used as a corpus of data coming from the three major daily newspapers in the country: 1) Philippine Daily Inquirer (PDI); 2) Manila Bulletin (MB); and 3) Philippine Star (PS). Using their own news generators in their websites with a keyword, *preventive measures of government in the Philippines against COVID-19*, led to 308 potential news articles. To taper down the overwhelming number of potential articles, inclusion criteria was set such as the *Timeline* (articles published from March 17, the day which the lockdown started until April 21), *Section* (Purely focused on news, other sections like feature, opinion, business, editorial, lifestyle etc. were excluded), and the *Region* which only focused on Luzon). Applying the criteria resulted in 12 qualified news articles that served as the extended text: 5 articles from *PDI*, 2 from *MB* and 5 from *PS*.

Mode of Analysis

The reading and rereading of field text were employed to get the sense of the whole. Using a structural analysis or dendogram as an analytical tool emerged the pattern of behavior underlying in the text. The extended text was subjected to cool analyses by extracting the significant statements from the corpus. After condensing the meaning units, codes were formulated to identify connections between meaning units and applied warm analyses by scrutinizing text for similarities and differences from which categories are derived (Ryan & Bernard, 2003). Subsequently, categories further yielded to development of themes that qualitatively describe the layer of experience. Validation of the dendogram was utilized through a *member checking procedure* in which the correspondence made by the researcher with another person involved in the data analysis to achieve truthfulness and trustworthiness of the data (de Guzman, 2020). Furthermore, to arrive at the openness

towards the text, processes such as *Bridling* (Dahlberg, 2008) or becoming patient and actively waiting for a theme to show up and *Bracketing* (Tufford & Newman, 2010) or removing the biases and prejudices in analyzing the corpus were observed.

RESULTS AND DISCUSSION

From the cool and warm analyses of the field text, the government's *Wind Vane of Prevention Nodes on Fighting COVID-19* unfolded. Interestingly, wind vane depicts a direction or node that the Philippine government may land in responding to this pandemic.

As seen in the simulacrum, the vane consists of four nodes namely: communication node which refers to government's way of disseminating the needed crucial information and coming up with an alternative to be able to save the lives of many while vaccines are still in the works; accommodation node which pertains to contingency and auxiliary efforts from the government in addressing the health, social and economic concerns brought by COVID-19; assessment node which relates to the issues that have to be improved both of government and its people; and impact node which refers to government's way of reporting the cases that may indicate the result of their measure. The extent to which the government curb the impact of this virus depends on great measures namely: promoting the new normal; coming up with an alternative; forming a well-coordinated plan; upholding humanity towards the vulnerable; improving current measures; and tallying the cases.

Communication Node

It is interesting to note in this study how does the Philippine government flatten the curve of COVID-19 without the presence of vaccine. With this, a conveyance of information was realized as a measure by promoting the new normal in living in the community, particularly, reminding its people to observe and adhere to behavioral etiquettes or health protocols. This includes physical distancing or keeping one meter away from each other, wearing of masks in public places, the practice of proper handwashing and sanitizing and other non-medicinal measures. As reported in a news article, "*Even if ECQ is gradually lifted, Galvez said measures such as physical and social distancing must remain since they are part of the "new norm."*" Stated in another report, "*We cannot live in a way like we used to. We can see that even in mass transport, we need to have social distancing. We might need to put markers just to ensure that social distancing and the new norms that we will create are observed.*"

The gathered articles revealed that the declaration of strict implementation on quarantine directive in a community, urging people to follow was

evident through restricting human movement, putting a halt or police checkpoints in a certain area and even limiting the flocking of large group. As written in some reports, "*Initially, BuCor suspended visitation rights for one week, starting March 11, after President Rodrigo Duterte declared a state of public health emergency as cases of COVID-19 in the country continue to increase.*" In other article, "*As per Manila Barangay Bureau information office, all barangays under Zone 4 are under 'lockdown' as a preventive measure against COVID-19. In other words, people from other barangays are no longer allowed to enter that zone.*"

Also included in this node which can be seen in articles is introducing the alternative testing method known as 'antibodies rapid testing' aside from what has been currently using – the Polymerase chain reaction (PCR) tests. This breakthrough (as it was developed by local scientists in the country) presents another way of testing probable infected patients with a fast result and can cater 'mass testing' as another measure to contain the virus and improve the country's health management. As seen in a report, "*While he said the PCR test could detect the virus on the first day of illness, the rapid antibody test can detect antibodies about five days on.*" This is even supported by another report, "*Dr. Dominga "Minguita" Padilla said these test kits detect either of two unique antibodies in a COVID-19 patient. The presence of these "soldiers," or the body's natural defenses, was an accurate indicator that the person was positive for the virus that causes COVID-19, the severe acute respiratory disease, she said.*"

Doing benchmarks from other countries as to handling this health situation was also regarded as an alternative measure based on the data. As read in an article, "*Tayag said the rapid antibody test was popular in China and Korea and was their "secret" to how they were able to conduct massive testing.*" In addition, requiring everyone's full cooperation was believed to be of big help against COVID-19. As penned in a report, "*National Task Force (NTF) COVID-19 chief implementer Secretary Carlito Galvez Jr. said the discipline and cooperation of everybody are the "key" to keep the infection rate low.*" All these actions mentioned above were perceived as a non-pharmaceutical measure through the promise of communication.

Accommodation node

It is in this trying time that the people need a relief support and supplementary effort to survive. Specifically, those who are in the periphery are an unwilling victim. This is when accommodation node

transpires. The government, more so the President, must come up with a well-coordinated plan to respond to the challenges of this pandemic. The gathered news articles contained some of government's arrangement that will address the social and economic issues brought by this global concern. This covers its contingency plan, ensuring economic boost and business continuity amidst the crisis, and considering the source of fund to utilize. Specific points were seen including budget realignment and ensuring food security. As reported, *"the government now has greater means to supplement, expand, improve, and intensify existing COVID-19 responses and preventive measures and to further mitigate the social, economic, and financial impact of COVID-19 on all Filipinos."* This was also seen in another report, *"In the same memo, the President authorized the Secretary of the DOLE to authorize alternative working arrangements in the private sector."* Written in other news, *"The DBM Secretary must also consider any unutilized or unreleased balance in the special purpose funds of agencies excluding state corporations; allocate cash, funds, investments, including unutilized or unreleased subsidies and transfers, held by any national government agency in order to address the COVID-19 emergency."*

Remarkably, it was found out that the orchestration of this plan will be possible through the President's extension of power in order to translate this into reality and be in-charge of curbing the crisis. As what the report said, *"In view of the enactment of RA No. 11469 on 24 March 2020, which granted President powers and authorities necessary to carry out urgent measures to meet the COVID-19 national health emergency recommendations on any further action that the President may need to take."* This also is visible in another report shown, *"Whatever recommendations to be presented, ultimately, it will be President Duterte who will decide," he said, adding that regardless of the post-quarantine scenario to be implemented"*.

It is also in this node that those who are in the hot zones or the vulnerable are being protected such as the frontliners, underprivileged class and even those infected persons who are deprived of liberty or jail inmates. Thus, upon reading the news, their welfare and their status quo are highly considered in this difficult time. As seen in some reports, *"In the same memo, the Philippine Health Insurance Corporation (Philhealth) has been directed to cover the cost of treatment for COVID-19 patients under the National Health Insurance Program as well as shoulder all medical expenses of public and private health workers in case of exposure to COVID-19 or any work-related injury or disease."* Also, what the other report stated, *"The Board of Pardons and Parole is formulating interim guidelines for the expeditious release of PDLs who are*

already of old age, sickly or are suffering from terminal illnesses, or with serious disabilities, as well as those eligible for parole or executive clemency, in order to decongest penal facilities," the report said. "

Assessment node

Out of the current problem, an assessment comes into picture. This is where you determine the areas to be improved through evaluation and recognize the issues that may become problematic. Upon reading the news articles, some of the problems were identified, both from government and its people. One of these is the resistance on the side of the government to try a new measure. As reported, *"Health Secretary Francisco Duque III on Saturday rejected rapid testing,"* Following another report, *"Duque urged those who continue to push for the use of rapid test kits to "read up more," given that there were already questions about their reliability."* Additionally, a resistance from the people to follow the quarantine directive and observe behavioral etiquette has also been reported from the gathered data. As written in an article, *"Meanwhile, hundreds reportedly trooped to a public market in Quezon City recently to buy food and other groceries while apparently failing to observe social distancing."* Also revealed in another report, *"The task force chief particularly pointed out the supposed rising COVID-19 cases in the capital city of Manila, Quezon City, and San Juan City because the lockdown is not being enforced "faithfully."*

It should also be noted that even the government's existing practices may have a room for improvement. Hence, it must be assessed too to achieve better result. As shown in an article, *"For now, our priority is symptomatics: those with severe cases, vulnerable groups (including) elderly persons, (those with) pre-existing conditions, pregnant, and even our health care workers who are already showing symptoms,"*. As appeared in other news, *"Padilla said the DOH advisory for persons experiencing "mild symptoms" to isolate themselves as a preventive measure does not work as effectively as rapid testing."*

Impact node

Reporting the tally about how many people were already infected or doing statistical effort at least was reflected in some articles. This node may serve as a measure to aid the government in taking actions to mitigate the COVID-19 pandemic by knowing the impact of their measures. As written in a report, *"As of 12 noon March 19, the Philippines has recorded 217 cases of COVID-19. Of the number, 17 died while eight recovered from the disease."* In other news, *"It is clear to us that the number of COVID-19 cases have not yet decreased" Ho said. "We expect that the number of confirmed cases in the country will continue to rise as*

we test more people," she added." Seen in another article, *"As of Monday, the Philippines has 4,932 confirmed cases with 315 deaths and 242 recoveries, according to the Department of Health."*

Discussion

Indeed, what the qualitative approach can do should not be underestimated as it gives a closer look in discovering the underlying theme in multiple layers of experience. Preventive measures against COVID-19 are undeniably important as there is still no vaccine rolled out in the market. In this study, it is worth mentioning that the preventive nodes revealed in this study may give the readers a direction to combat the virus as well as responding to the challenges of it despite the absence of the cure.

As purported in this study, the power of communication is seen as a measure of impeding the spread of the virus by disseminating crucial information and promoting the new norm of living. Since there are no vaccines available now, prevention is, by far, the most effective way to reduce the COVID-19 impact and the best prevention is to avoid exposure to the virus (Adhikari et. al., 2020). That is why the Philippine government specifically, the Department of Health (DOH) is making an effort to launch a campaign against the pandemic which is supported by the WHO and conduct a series of media briefings from time to time. According to WHO-Philippines (2020) website, they are with DOH on sharing latest updates, giving technical advice, strengthening laboratory capacities to run many tests and planning and messaging to communicate the risks and engage the public regarding this matter. A variety of materials has been released, promoting the "new normal". Some of these include wearing facemasks when going out, maintaining physical distance and making proper handwashing as a habit. These actions have been shown to successfully delay the transmission of the virus and as seen in China and South Korea, has led to containment of the virus (Maier & Brockman, 2020; Baye, 2020). Putting a community under quarantine and temporary closing of malls, establishments, churches, schools, and other public places to limit human movement were also done as directed and announced by the government.

Hence, in this global crisis, it is worth mentioning that the role of communication is highly relevant and needed as it creates awareness and knowledge, the two important keys for prevention. It should also be noted that being unaware and having a lack of knowledge may lead to the event of getting infected, or worse, death. As supported by Seeger (2006), central and local government must develop an integrated risk communication strategy that allow people to be informed to minimize irrational behaviors. Djalante et. al. (2020) argues, the limitation of technical

knowledge and tools impedes the effectiveness of the initiatives. In their analysis on Indonesia's current responses to COVID-19, public misinformation and lack of communication among government levels triggered a misleading interpretation through social media tools like herbal medication can beat viruses quickly and some activities such as sunbathing have been implemented by some government entities. Indeed, educating the minds of people by giving important information will save the lives of many. People's unawareness requires health authorities to apply different means to disseminate information and educate people about applying protective measures (Amen et al., 2020).

In the light of COVID-19 scare, it is undeniably true that this pandemic has been bringing not just health issues but also social and economic concerns and with this, the government has developed a plan to accommodate and respond to the needs of those who were impacted by this crisis. Gennaro et. al., (2020) posits that COVID-19 outbreak is proving to be an unprecedented disaster, especially in the most afflicted countries including China, Italy, and USA in all aspects, especially health, social and economic. In addition, in the worst-case scenario of the COVID-19, most countries will be unprepared, with low resources allocated for affording the viral emergency and the consequences will be catastrophic. With the suspension of several business operations, many Filipinos who belong to working class and those who earn on a daily basis have temporarily lost their jobs. Furthermore, this implies that people may face financial constraints. Therefore, the President, together with the concerned agencies came up with an intervention, asking for an extension of powers in addressing this challenge by giving supplemental efforts and incentives to the community. Such effort was seen through Department of Social Work and Development's (DSWD) *Social Amelioration Program* where Filipino families were given cash aids to suffice the needs amidst the pandemic. It is true enough that hunger and unemployment, as another prevalent issue in this time of pandemic require a crafting of well-coordinated plan to respond to these problems. Djalante et. al. (2020) suggests that community-based responses may help to alleviate pressure to local governments to provide relief responses. Also, urgently mandating local governments from their own special task force to accelerate responses and to achieve coordinated and coherent responses, involving key government departments, especially health is important. Because of the creation of Philippine government's Inter-Agency COVID-19 Task Force which aims to give relief support and protection to affected Filipinos, particularly in the periphery, it can ease the financial burden they have on their shoulders.

Subsequently, since there are specific workers who risk their lives in fighting this battle, protecting the welfare of those who are in the vulnerable sector including frontliners and law enforcers was also realized as part of accommodation node. Moreover, as stated in the findings, there are reported cases in jails which led to consideration of releasing the infected persons deprived of liberty. Indeed, it is at this time that the status quo must be recognized by upholding the virtue of compassion and humanity. As Okoye (2020) asserts, in reducing the impact of COVID-19, healthcare resources should be directed at vulnerable groups. Thus, this will assist healthcare workers to guide high-risk groups, predict and control the rate of disease progression. By arriving at a strategic response, those who work in the hot zones can be safeguarded and will still have a chance to serve and protect more lives. Similar to what Khan (2020) argues, the strategy includes community-based approach where planner, employers and community organizers can take strategy to protect vulnerable groups and the community against COVID-19 infection.

Looking in a different dimension, the government's actions in mitigating this crisis should undergo an assessment in order to strengthen their measures. Findings showed that there is a resistance from both the government and its people, and these were identified as the areas to be improved. It should be noted that one's openness and willingness to adhere to government's directive may result in a better outcome. While the government is exerting their effort to flatten the COVID-19 curve, some residents were reported to being not compliant in a way that the quarantine directive is not being followed. It was already stated in this paper that the prevention is, so far, the best practice to avoid the virus. The adherence of people to the preventive and control measures is very crucial to ensure the mitigation of the spread of an epidemic, and this is greatly affected by the people's level of knowledge, attitude, and practices towards COVID-19 pandemic (Ajilore et al., 2017; Amen et al., 2020). The extent to which the growing infected cases of COVID-19 will be curtailed depends on the people's behavior and compliance. Saurabh & Ranjan (2020) claims, it is obvious that implementation of quarantine for avoiding the transmission of virus at community level will be only effective when there is adherence to comply. On the other hand, findings revealed that as to government's room for improvement, there has been reluctance and hesitance to try a new different method that would cater more people to get tested. Being receptive to new ideas is as important as openness and willingness. DOH's existing practices must be further assessed so that it can determine the parameters to refine particularly, their way of conducting the tests, in delivering a better health management. Countries that

acted quickly and implemented preventive measures with aggressive testing, isolation and contact tracing were able to contain the virus well without lockdowns (Lee et al., 2020; Baye, 2020). As issued by WHO (2020), ramping up production tests and increasing availability should be undertaken by the governments to cope with the pandemic. Therefore, realizing the shortcomings of both the government and the residents through a careful evaluation may stop the number of cases to pile up.

Lastly, reporting the cases of those infected, recovered and died also manifested in the findings section of this paper. This was realized as a preventive node in a sense that doing a statistical inference may help the government in taking their actions towards impeding the crisis. Knowing the tally may serve as a baseline in giving informed decisions in battling COVID-19 outbreak. Wang et. al. (2020) emphasizes the importance of doing the statistical analysis by stating that the quick release of confirmed cases data of Centers for Disease Control and Prevention enables them to explore epidemiological characteristics and to understand more the situation and characteristics of the epidemic. Additionally, a reported data is urgently needed to conduct risk assessments, inform policies related to containment of COVID-19 and may play a vital role in demonstrating the impact to support requests for funding relief from the government (Naidich et. al. 2020; Anderson et al., 2020). Moreover, data transparency through tallying the cases may give a notion whether the government has been effective with their intervention or their responses to COVID-19 are most likely to be unsuccessful. In the analysis of Djalante et. al. (2020) on Indonesian government's preventive measure, there was a lack of data transparency reported and such misinformation impedes the government's future responses, indicating the possibility that their government's efforts were not enough.

CONCLUSION

This qualitative paper attempts to characterize the preventive measures of the Philippine government through naturalist's approach, using content analysis as the research design. The findings successfully emerged the four preventive nodes in combating and responding to the challenges of COVID-19. These include *communication node*, *accommodation node*, *assessment node* and *impact node*. Clearly, in the absence of the vaccine, government's communication strategy of promoting the "new normal" may give a sense of awareness and provides knowledge to the public which can truly help the government in preventing the spread of the virus. Also, the supplemental effort and coordinated plans of the President, together with

concerned agencies may alleviate many Filipino families' financial hardships, hunger and unemployment due to the impact of the crisis, as company, schools and business operations were temporarily suspended. Furthermore, the government should pinpoint the problems and evaluate the aspects of their measure that need to be assessed in order to come up with a better response in suppressing COVID-19 catastrophe. Another way to assist the government in arriving at informed decisions in taking epidemiological actions towards this pandemic is making statistical inferences. This study advances the implication of government's preventive measure, guided with current and relevant literatures that may help them in crafting a holistic plan towards the mitigation of this unprecedented circumstance. However, the revealed findings cannot generalize the measures that the government has been implementing because the inclusion criteria in gathering the data were limited including the time frame and the place it only focused. Nonetheless, this paper gave us a closer look on government's path on which direction it may take, hence, the preventive nodes.

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