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#### Review article

# Systematic literature review of postponed elections during COVID-19: Campaigns, regulations, and budgets

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#### ABSTRACT

The postponement of elections during the COVID-19 pandemic reflects a decline in global democracy. The policy of postponing elections due to health concerns, regulatory changes, and economic crises lacks empirical evidence. Several studies suggest that holding elections in countries that proceed with them does not significantly impact the spread of COVID-19. The acceleration of COVID-19 transmission is not limited to countries holding elections; it affects all countries, including those postponing them. Moreover, countries that continue to hold elections have turned this challenge into a COVID-19 mitigation strategy. This study aimed to analyze the findings of original research on election execution during the COVID-19 pandemic, focusing on campaign activities, regulatory changes, and election budgeting. It employed systematic literature review using 12 articles from the Web of Science and Scopus databases. The results show that conducting elections during the COVID-19 pandemic does not contribute to the spread of the virus. This is evident through the adoption of blended campaign strategies by the candidates. Election committees have adjusted voting procedures, including increasing the number of polling stations, tightly scheduling voter arrivals, and visiting red zone lockdown areas to prevent mass mobilization. The increase in election budgets during an economic crisis is not solely for the elections themselves but also for reinforcing health protocols. This research recommends a reconsideration of election postponements and advocates for conducting elections during the COVID-19 pandemic to uphold democracy. Furthermore, future research should explore the social and political implications, as well as the long-term consequences for democracy, which result from the implementation of soft campaign strategies and voting system modifications on a global scale, all in the pursuit of preserving democracy.

# 1. Introduction

Since the outbreak of COVID-19 in December 2019 until the emergence of the Omicron variant in February 2022, several countries opted to postpone simultaneous local elections due to health and life preservation concerns. However, many other countries chose to proceed with these elections, and cited the need to safeguard democracy and uphold people's constitutional rights. The ongoing Third Wave of the Omicron variant, with an unpredictable end, has compelled countries that previously postponed simultaneous local

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elections to reevaluate their policies. Excessive anxiety in responding to the pandemic could have adverse emotional impacts, and potentially make people more susceptible to the pandemic phenomenon [1]. Conversely, countries that have continued to hold simultaneous local elections during the COVID-19 pandemic must also reassess their election systems, funding, and voting mechanisms. In essence, this study aims to address whether the policy of postponing local elections during the COVID-19 pandemic is appropriate. In addition, it questions whether extravagant budget spending on simultaneous local elections during an economic crisis amid the COVID-19 pandemic is an appropriate decision. Hence, at present, countries worldwide grapple with the dilemma of whether to proceed with or postpone simultaneous local elections [2].

Information obtained from studies on the impact of simultaneous local elections on COVID-19 spread plays a crucial role in a country's decision to postpone or proceed with these elections. However, existing studies vary widely and have noticeable biases, and make it difficult to determine whether elections should be postponed or not. Therefore, it is necessary to conduct a systematic review of these studies. Most studies on simultaneous local elections during the COVID-19 pandemic are original and differ not only between areas but also between countries. This leads to fragmented and questionable information. Furthermore, there are very few studies that assess the reliability of these research results. Hence, there is a need for more comprehensive studies to better understand the outcomes of such original research.

So far, studies on simultaneous local elections during the COVID-19 pandemic can be categorized into two trends. Firstly, there are studies which indicate that there is no significant impact on the spread of COVID-19 when simultaneous local elections are conducted. One such study, led by Jan Palguta, suggests that incumbents have a better chance of formulating strategic policies to manage the COVID-19 pandemic compared to temporary officials [2]. Another study suggests that the high rate of COVID-19 spread during election seasons is not primarily caused by the election process but rather due to a general increase in the COVID-19 spread rate in various countries [3]. In addition, conducting simultaneous local elections during the pandemic is believed to potentially offer solutions to other problems, such as unemployment and health issues caused by the pandemic [4,5]. Moreover, this approach takes into consideration non-derogable rights, and prioritizes people's safety despite the high costs involved in the execution [6]. On the other hand, the second trend consists of studies that suggest the opposite, which indicate an impact on the spread of COVID-19 during the execution of simultaneous local elections. Several studies in this group argue that election campaign processes have a high potential to draw crowds and contribute to an increase in new COVID-19 cases due to low adherence to health protocol implementations [7].

The aim of this study is to analyze the findings from original research on simultaneous local elections during the COVID-19 pandemic. This analysis covers three aspects: campaigns without crowds and violence, budget allocation for medical equipment during election execution, and election mechanisms in red zone lockdown areas. This study seeks to offer alternative suggestions to countries that either postpone or proceed with simultaneous local elections. In essence, the results of studies which indicate that simultaneous local elections during the COVID-19 pandemic do not significantly impact the increase in COVID-19 cases may encourage certain countries to continue with their planned simultaneous local elections. On the contrary, such findings raise concerns about the policies of countries that have chosen to postpone these elections, and prompt a reevaluation of the postponement policy. This study is premised on the idea that simultaneous local elections do not have a significant impact on the spread of COVID-19. Campaigns that avoid crowds and violence demonstrate voters' compliance with health protocols. Allocating funds for the procurement of medical equipment during simultaneous local elections can minimize the risk of COVID-19 transmission. Moreover, adjustments in the election execution mechanism, especially in areas affected by COVID-19 (lockdown areas), can reduce the mobility of voters.

# 2. Method

This is a descriptive qualitative study of the systematic review type [8]. The reason for selecting a systematic review is that most studies on simultaneous local elections are original research with relatively high bias. Therefore, conducting a literature review is necessary to assess the validity of the existing study results. In addition, the steps of this systematic review adhere to the framework developed by Goagoses and Koglin [9].

#### 2.1. Data search design

The data search design is based on the problem formulation, which involves asking fundamental questions for which answers are sought in various sources of literature [10]. The obtained answers aim to be used for the development or synthesis of new theories. As mentioned in the Introduction, the fundamental questions in this systematic review are as follows: (1) Is the policy of postponing simultaneous local elections during the COVID-19 pandemic an appropriate one? (2) Is the extravagant budget allocation for simultaneous local elections during an economic crisis caused by the COVID-19 pandemic a suitable approach?

# 2.2. Criteria for selecting data sources

The sources of data in this study are articles resulting from studies which are published in reputable international journals within the Scopus database of quartiles 1 to 3 in the time range of 2020 until January 2022. The search for sources of data in this systematic review used keywords aimed at addressing the fundamental questions posed in the previous step. The data search technique follows the approach developed by Dickson, involving the use of keywords, control terms, "wildcards" (indicated by \* in the database), and Boolean operators "or" and "and" [11]. Specifically, the keywords employed in this study's data search are: "simultaneous local election," "COVID-19," "democracy," and "law and constitution."

### 2.3. Selection of data sources (article screening)

The process of selecting data sources, specifically articles, or screening data, is conducted to ensure that the reviewed articles are directly relevant to the research topic. In this systematic review, all potential articles were initially identified through a search of the Web of Science database, and any duplicates were eliminated. The initial screening focused on the titles and abstracts, and automatically excluded articles that did not meet the selection criteria. Subsequently, articles that met the selection criteria underwent a check of their reference lists for relevant citations. In particular, the article titles in the reference list were filtered and resulted in the addition of several new articles. The examination of reference lists is recognized as an integral part of search strategies in various systematic review guidelines [12]. Fig. 1 shows the process of data selection and screening in this systematic review adapted from Moher et al. [13], using the PRISMA model.

The researcher thoroughly examined the content of the articles to identify research gaps within the scope and assess the potential for further research. Moreover, the steps involved in this systematic review represent a comprehensive evaluation of qualitative research, and highlighted the persistent epistemological and methodological challenges [14].

#### 2.4. Data extraction

Data extraction is a systematic identification to ensure that all elements within the articles contain pertinent and essential information necessary to answer research questions. This information includes various aspects of the study and its context, such as study details, methods, and results [8]. In this systematic review, data coding adopts an open and categorical approach to extract theoretical

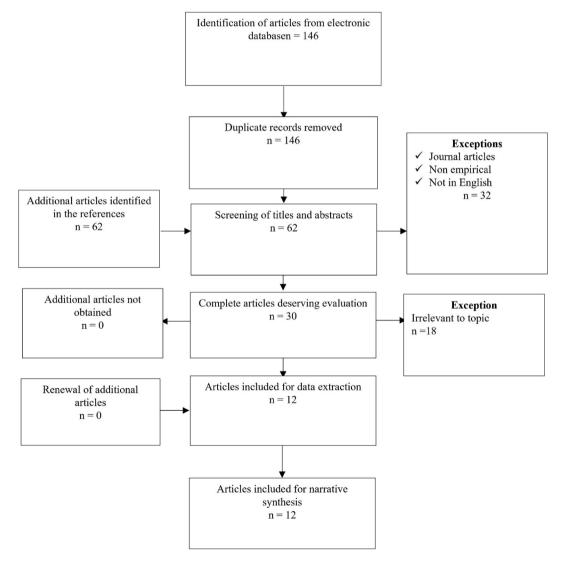


Fig. 1. The flow of data screening selection using the PRISMA model.

information. that includes the overall objectives, types and approaches, research questions, hypotheses, participant details (numbers, age ranges, education levels, study continents), methodological aspects (designs, timeframes, variables, measuring instruments), and findings (main results and brief conclusions). The whole systematic identification opens the possibility for a thorough synthesis to answer the research questions.

Gathering theoretical information from the entire article can be challenging. This is because not all articles explicitly present hypotheses or arguments. In fact, almost a third of the articles in this systematic review lack explicit reporting in this regard. To extract the main results, we combed through the results section of the article in depth. Therefore, the researchers did not extract information about descriptive or preliminary analysis, but specifically focused on critical analyses contributing to theory. We intentionally refrained from extracting information from the discussion sections of the articles, as this step allows for the analysis of all theoretical contributions in a broader context. As a demonstrative example, Table 1 shows explanations and information about article data based on authorship, source, and impact which is used as material for analysis in this study.

#### 3. Results and discussion

Fig. 2 describes the correlations of the three units, namely author, author's country, and author's keywords, using a three-field plot analysis. We have employed a sample size of 20, which means that all fields shown have the number 20: 20 authors, 20 countries and 20 keywords. These three elements are graphed using gray connections showing the associations between each field, starting from the author's country, author, and the top research keywords/themes. The size of each rectangle in each list indicates the number of articles associated with that element. The focus of these three fields plot is in the middle field. India stands out as the most frequently appearing country in the author's country category. Meanwhile, COVID-19 and Election are interesting themes to be discussed. This analysis uses a Three-Fields Plot analysis processed with the Biblioshiny R-Packet application [15]. This visualization supports a systematic literature review analysis by looking at the relationship between these three fields that can be used as a reference in seeing the author, author's country, and keywords.

In terms of keyword analysis, Fig. 3 shows that COVID-19 serves as the central theme followed by other keyword variables. The keyword analysis in Fig. 2 was conducted using VosViewer [16]. Fig. 2 reveals that keywords related to COVID-19 and Election generate 4 clusters of 20 keyword items. Cluster 1 (Red) consists of themes related to decision-making, geographic distribution, healthcare costs, high-risk populations, lockdowns, pandemics, political participation, and social media. Cluster 2 (Green) is centered on COVID-19, effective reproduction, elections, political behavior, and political campaigns. Cluster 3 (Blue) covers themes related to elections, politics, voting, and voting behavior. Cluster 4 (yellow) includes keywords such as climate change and Sweden. In summary,

**Table 1**Article data based on authorship, source, and impact.

No.	Title	Author	Source	TD	Index		TC
					Scopus	WOS	
1	Designing pandemic-resilient voting systems	Adam Schmidt; Laura A. Albert	Socio-Economic Planning Sciences	1	1	1	0
2	Waiting to vote safely: How COVID-19 safety measures shaped in-person voter wait times during the 2020 election	Joseph Coll	Social Science Quarterly	1	✓	1	1
3	Multi-player electoral engineering and COVID-19 in the polish presidential elections in 2020	Flis Jarosław; Marek Kaminski	Mind & Society	1	1	-	0
4	Pandemic democracy: the nexus of COVID-19, shrinking civic space for civil society organizations and the 2020 elections in Ghana	Emmanuel Kumi	Democratization	1	✓	1	0
5	Effect of 2021 assembly election in India on COVID- 19 transmission	Souvik Manik; Sabyasachi Pal; Manoj Mandal; Mangal Hazra	Nonlinear Dynamics	1	✓	1	2
6	COVID-19 crisis, voters' drivers, and financial markets consequences on US presidential election and global economy	Ionuț Daniel Pop	Finance Research Letters	1	✓	-	1
7	Political salaries, electoral selection and the incumbency advantage: Evidence from a wage reform	Ján Palgutaa; Filip Pertold	Journal of Comparative Economics	1	✓	✓	1
8	County-level association of COVID-19 mortality with 2020 United States presidential voting	A.S. Parzuchowski; A.T. Peters; C.P. Johnson-Sasso; K.J. Rydland; J.M. Feinglass	Public Health	1	✓	✓	1
9	To vote, or not to vote? Electoral campaigns and the spread of COVID-19	Davide Cipullo; Marco Le Moglie	European Journal of Political Economy	1	✓	1	1
10	The COVID-19 pandemic and the 2020 US presidential election	Leonardo Baccini; Abel Brodeur; Stephen Weymouth	Journal of Population Economics	1	✓	1	58
11	How does COVID-19 affect electoral participation? evidence from the French municipal elections	Abdul Noury; Abel François; Olivier Gergaud; Alexandre Garel	Plos One	1	1	✓	16
12	Did COVID-19 Kill Trump Politically? The Pandemic and Voting in the 2020 Presidential Election	Harold Clarke; Marianne C. Stewart; Karl Ho	Social Science Quarterly	1	1	1	3

Note: TD (Total Document), TC (Total Citations).

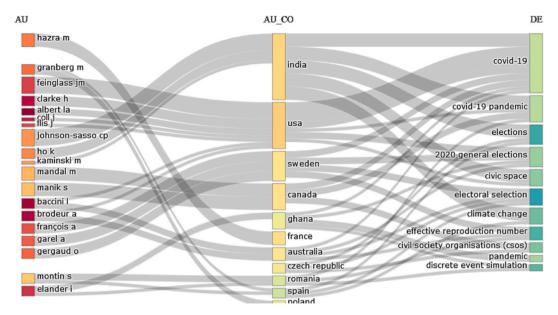


Fig. 2. Three-fields plot.

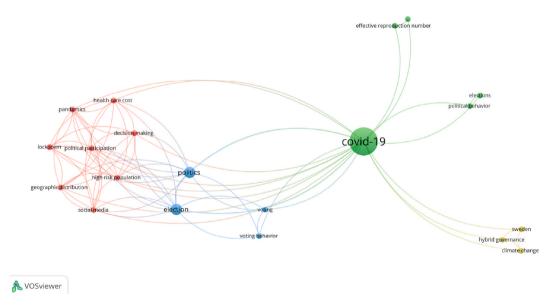


Fig. 3. Relationship of keywords with other keywords in the research theme.

cluster 1 is related to state policies, cluster 2 is related to COVID-19, Cluster 3 is about Elections, and Cluster 4 is about keywords outside of themes that are related to the election theme and COVID-19. These findings support a systematic analysis of the review literature to provide an overview of the relationships between keywords.

The results of this study are presented in three main findings. All three are narrative syntheses of original research results regarding the policy to postpone simultaneous local elections during the COVID-19 pandemic. Eight of the nine original, high-quality research results from the literature review proved that there was no impact on the spread of COVID-19. Only one study argued that general elections had an impact on increasing the spread of COVID-19 due to the weak implementation of health protocols. Thus, this study presents evidence sourced from the results of high-quality research on the policy of postponing general elections during the COVID-19 pandemic.

This research is based on three major premises, namely, the general election campaign, the mechanism for implementing the general election and the general election budget which are presented in Table 2. First, the execution of the general election campaign without crowds and violence. Second, the change in the mechanism for executing the general election to reach voters in the lockdown area to minimize public mobility. Third, the high cost of the general election for the procurement of medical equipment is not solely for

**Table 2**Data analysis and explanation of articles used for SLR analysis

No	Author	Year	Keywords	Title	Material Analysis	Election Execution	
						Postpone Contin	
1	Davide Cipullo & Marco Le Moglie [7]	2021	COVID-19, Voting, Elections, Difference- in-difference.	To vote, or not to vote? Electoral campaigns and the spread of COVID-19	This article essentially recommends postponing the general election during the Covid 19 pandemic on the grounds that the campaign process will involve mass formulation and have an impact on increasing the potential for the spread of Covid 19 throughout Italy and the inability of the government to take decisive action to deal with crowds during the election	<b>,</b>	
2	Ján Palguta & Filip Pertold [2]	2021	Political salaries, Incumbency advantage, Electoral selection, Regression discontinuity, Local elections.	Political salaries, electoral selection and the incumbency advantage: Evidence from a wage reform	campaign process. This article agrees that the election will still be held during the Covid-19 pandemic because the incumbent candidacy is more likely to win the election. The incumbent's position benefits from relatively cheaper campaign costs. This means that general elections can still be held by considering the nomination of incumbents with more efficient campaign costs.		•
3	A.S. Parzuchowski, et all [3].		COVID-19 Public health Presidential election Voting	County-level association of COVID-19 mortality with 2020 United States presidential voting	This article proves that the high death rate due to Covid 19 is not the impact of holding elections, but in general, deaths from Covid 19 in all countries continue to increase to 4.3 %.		✓
4	Ionuţ Daniel Pop [4]	2020	United States presidential election COVID-19 pandemic Global economy.	COVID-19 crisis, voters' drivers, and financial markets consequences on US presidential election and global economy	This paper supports that the presidential election will continue to be held during the Covid-19 pandemic on the grounds that there is an economic recovery program from presidential candidates that can be a solution to economic problems faced during the Covid-19 pandemic and can also be a solution to unemployment and health		•
5	Adam Schmidt, Laura A. Albert [17]	2020	Voting systems COVID- 19 pandemic Discrete event simulation Operational planning	Designing pandemic- resilient voting systems	problems that occur. This article describes the design of new systems in direct voting, such as protective measures implemented during the COVID-19 pandemic, voting systems with voter waiting times, voter stay times, and long queues at polling locations. The weakness of this system is the shortage of polling officers, social distancing, use of personalized protective equipment, and sanitary measures can lead to very long voter waiting times. the implication is that there will		/
6	Joseph Coll [18]	2022	Vote safely, Election, Covid 19	Waiting to vote safely: How Covid-19 safety measures shaped in- person voter wait times during the 2020 election	be queues at polling locations. Research findings show Covid security measures significantly affect voter waiting times. Effects vary by Covid safety features, with face coverings, barriers, social distancing, and		✓

Table 2 (continued)

No	Author	Year	Keywords	Title	Material Analysis	Election Execution	
						Postpone	Continue
					booth cleaning increasing voter waiting time (typically around 10–30 min), disposable pens reducing voter waiting time, and hand sanitizer having no effect. The results were further confirmed using the additive index.		
7	Abdul Noury, Abel François, Olivier GergaudIAlexandre Garel [19]	2020	Electoral participation,	How does COVID-19 affect electoral participation? evidence from the French municipal elections	This study measures the impact of the COVID-19 pandemic on owner participants in France which took place at the beginning of the ongoing pandemic on March 15, 2020. The results of this study indicate that the impact of the COVID-19 pandemic has reduced the number of electoral participations in all French states. One of the contributing factors is the number of elderly people most at risk of COVID-19 dying. Cities with higher population densities, where the risk of infection is higher, and cities where only one list is contested, which dramatically reduces competitiveness, experience different distance effects.		
8	Harold Clarke, Marianne C. Stewart, Karl Ho [20]	2021	Covid-19, Kill Trump Politically, Presidential Election	Did Covid-19 Kill Trump Politically? The Pandemic and Voting in the 2020 Presidential Election	This study presents interesting findings from the presidential election in the United States. The negative impact of Trump supporters in dealing with the COVID-19 pandemic. Trump's control of several other relevant factors resulted in a decrease in the number of votes cast for Trump. This is still exacerbated by the narrowness of Trump's path to victory in 2020, and the pandemic did much to ensure his defeat.		•
9	Souvik Manik · Sabyasachi Pal · Manoj Mandal · Mangal Hazra [21]	2021	Effect of 2021 assembly election in India on COVID-19 transmission	Effect of 2021 assembly election in India on COVID-19 transmission	This study explores the local elections in 4 Indian states when COVID-19 was at its peak. However, it turns out that with strict enforcement of the COVID-19 protocol, especially avoiding direct contact in the campaign, it was able to reduce the spread of COVID-19 in many Indian states.		<b>/</b>
10	Emmanuel Kumi [22]	2021	COVID-19 pandemic; civicspace; Civil Society Organizations (CSOs); 2020 general elections; Ghana	Pandemic democracy: the nexus of covid-19, shrinking civic space for civil society organizations and the 2020 elections in Ghana	This study presents Ghana's experience in upholding democracy during the COVID-19 pandemic through holding elections. Ghana found the online campaign model as an election management strategy. However, this online campaign has experienced polarization, marked by hate speech and the spread of fake news when political parties use social media to reach voters. This undermines efforts to promote democratic	,	

Table 2 (continued)

No	Author	Year	Keywords	Title	Material Analysis	Election Execution	
						Postpone	Continue
					development in the public sphere.		
11	Jarosław Flis, Marek Kaminski [23]		Multi-player electoral engineering and COVID-19 in the polish presidential elections in 2020	Multi-player electoral engineering and COVID- 19 in the polish presidential elections in 2020	This study showcases the unique experience of Poland in tackling the COVID-19 pandemic, namely the government's firm response to the pandemic and the overlapping of the pandemic with the country's presidential election scheduled for May 10, 2020. The government's quick response, combined with citizen discipline, enabled the safe conduct of Polish elections., despite a 2 month delay	<b>,</b>	
12	Baccini, Leonardo Brodeur, Abel Weymouth, Stephen [24]	2020	COVID-19; Elections; Pandemic; Political behavior; Pre-analysis plan	The COVID-19 pandemic and the 2020 US presidential election	This study investigates the impact of the COVID-19 pandemic on the 2020 US presidential election. The results show that the COVID-19 pandemic has had a negative impact on Trump voters and actually had a positive impact on Bidden. This is because Bidden is more optimistic about the economic recovery during the COVID-19 period.		•

the sake of the general election, but instead becomes a strategy for dealing with COVID-19. Election committees, campaigners, candidates, and other relevant play a crucial role as advocates for behavioral change for effective COVID-19 prevention.

# 3.1. Postponement of elections: campaign, regulations, and budgets

The success of various countries in conducting elections during the COVID-19 pandemic has demonstrated that all risks associated with general elections during such a challenging time can be overcome with effective mechanisms and appropriate regulations in place. As a result, it is not necessary to postpone it, as long as the safety of the voters, who are the sovereign citizens of the nation, is preserved and prioritized. In the future, it is essential to explore the social and political implications, as well as the long-term consequences for democracy, arising from the implementation of soft campaign strategies and modifications to the voting system, all in the pursuit of upholding democracy on a global scale. This will ensure that elections can continue to be held under various circumstances.

# 3.2. Blended campaign during the COVID-19 period: limited face-to-face meetings reinforced with online media reinforcement

One of the arguments for postponing elections relates to concerns about campaign crowds [3]. Prior to COVID-19, campaigns typically drew large crowds, which made it challenging to avoid gatherings. In fact, during the campaign period, violence often occurred, especially in clashes between opposing parties [25]. When a campaign involving large crowds has the potential to become a cluster for the spread of COVID-19, some argue that general elections should be postponed until the pandemic is under control [2]. However, the evidence suggests otherwise. Among the three carefully reviewed studies, only one showed the campaign impacting the spread of COVID-19. This is due to violations of campaign rules and weak implementation of health protocols. Meanwhile, two other studies show that limited campaigns have no impact on the spread of COVID-19. Thus, from a campaign perspective, postponing the general election does not have a sufficient theoretical basis.

Since its appearance in December 2019, until now COVID-19 remains controlled. Furthermore, the emergence of the new Omicron variant has marked the third global wave of COVID-19 transmission [26]. If general elections are continually postponed, awaiting the uncertain control of COVID-19, such delays could evolve into a new crisis, specifically a "democratic crisis" [27]. Therefore, an urgent review is necessary, and the absence of such a review may even raise legal questions. Indonesia is among the nations that postponed its general election for two months, shifting it from September 23 to December 9, 2020. However, this postponement wasn't solely for the purpose of awaiting COVID-19 control but rather to prepare new regulations for simultaneous regional elections during the pandemic. The General Election Commission (*KPU*) issued Regulation no. 3 of 2020 which amended the previous rule, and allowed for online campaigns only. Article 58 states:

"In the 2020 elections, candidates are required to prioritize their campaigns through social media and online platforms. If the campaign cannot be carried out through social media and online media, then face-to-face meetings with a maximum number of

50 participants are allowed, while strictly adhering to health protocols to prevent the spread of COVID-19. In article 88C, the *KPU* expressly prohibits the campaign team from carrying out activities that usually gather large numbers of people, such as public meetings, cultural activities such as art performances or music concerts, sports activities, competitions, social gatherings, or political party anniversary celebrations. Candidates who violate will be subject to sanctions in the form of written warnings, termination and dissolution of the campaign, as well as a three-day ban of the campaign methods involved in the violation"

Indonesia is not the only one that makes changes to general election regulations [28,29]. Almost all countries, both postponing and resuming elections, have launched discourses of online and offline campaigns to reduce the sspread of COVID-19 [30]. For example, simultaneous local elections in Latin America chose to postpone the election due to the COVID-19 pandemic [31]. In contrast, in the Middle East, elections were still held despite political tensions caused by the ongoing pandemic, as both ruling and opposing political parties were instrumentalizing nationalist narratives with an emphasis on protection and self-reliance during the outbreak [32]. This campaign model will serve as an important lesson and creative imagination [33] for aspiring local leaders that certain campaign models during the COVID-19 era will remain relevant and even effective even after the COVID-19 pandemic has passed. For instance, technology-based digital campaigns are more capable of influencing millennial voters compared to conventional campaign methods.

Nevertheless, conducting online campaigns or limited face-to-face campaigns is not without challenges. Issues like limited internet access, especially in certain remote areas, make it difficult to rely solely on online methods. On the other hand, access to communication technology is not evenly distributed among the wider population. Therefore, candidates, especially in Indonesia, prefer limited in-person meetings. Data from the Election Supervisory Agency (*Bawaslu*) noted that during the first month of campaigning, 26 September-25 October, 39,303 limited face-to-face campaigns took place. This number is very large when compared to other campaign methods, such as the installation of campaign props (APK) which totaled 1,698, and the distribution of campaign materials which amounted to only 1,915, and fewer online campaigns, namely 247 media. These statistics underscore the continued popularity of inperson or limited meeting campaign methods. However, *Bawaslu* also noted that for the first month, there were 373 cases of campaign violations in the November 15–24 period.

Thus, limited face-to-face campaign options are the best model in many countries, including Indonesia. While online campaign support can provide assistance, it alone is not sufficient. Although there is an analysis that states that incumbents benefit from limited campaigns, the fact is that not all incumbents win in elections during the COVID-19 pandemic. Thus, it can be concluded that limited face-to-face campaigns reinforced by online campaigns are a solution for the continuity of elections during the COVID-19 pandemic.

From a political perspective, on the one hand, COVID-19 has become a strategic moment for political parties in their campaigns. Voters will be more empathetic towards political parties whose campaign content focuses on addressing the COVID-19 pandemic. On the other hand, the numerous political parties that misuse COVID-19 pandemic relief assistance will lose the trust of the voters.

#### 3.3. Changes in voting mechanisms in lockdown areas

The next common argument for postponing the simultaneous local elections is the voting mechanism, which seems certain to invite large crowds so that it has the potential to become a cluster for the spread of COVID-19. However, empirical evidence suggests that increasing the number of polling stations can reduce the crowd. In addition, strict regulation and scheduling of voter attendance at polling stations, including in lockdown areas can reduce the potential for social contact [34]. Even the provision of facilities and infrastructure or health facilities at polling stations such as disposable gloves, masks, and hand sanitizers for strict implementation of health protocols can protect the security and safety of voters from COVID-19. Based on the rigorous screening of research results, of the 4 articles that met the validity, none of the general election mechanisms had an impact on increasing the spread of COVID-19. This is due to several changes in the voting mechanism as regulated in Article 68 of the General Election Commission Regulation Number 6 of 2020 concerning the Election of Governors and Deputy Governors, Regents, and Deputy Regents, and/or Mayors and Deputy Mayors simultaneously in the event of non-natural disasters COVID. 19 which states that; (1) Polling station (*TPS*) officers visit the quarantine (lockdown) area [34], then polling station (*KPPS*) members and *TPS* order officers wear personal protective equipment in the form of masks covering the nose and mouth to the chin, disposable gloves, and face shields.); Voters who are present at the polling station wear masks that cover their noses and mouths; (2) Increasing the Number of Polling Stations and Strictly Scheduling to Reduce Social Contact; (3)Strict implementation of health protocol. Voters must wear plastic gloves provided by the committee, masks, and hand sanitizers.

From very specific and detailed regulations governing the mechanism and stages of voting during the COVID-19 pandemic, the government has prepared a clear legal base to facilitate each stage of the voting process that minimizes the impact of the risk of COVID-19 transmission. Article 201A Law Number 6 of states that:

"First, the simultaneous voting as referred to in Article 201 paragraph (6) is postponed in the event of a non-natural disaster, as referred to in Article 120 paragraph (1). Second, the postponed simultaneous voting as referred to in paragraph (1) shall be held in December 2020. Third, if the simultaneous voting as referred to in paragraph (2) cannot be carried out, the simultaneous voting is postponed and rescheduled immediately after a non-natural disaster as referred to in paragraph (2). referred to in paragraph (1) ends, through the mechanism as referred to in Article 122A"

The discourse surrounding the mechanisms for conducting local elections during the COVID-19 pandemic has gained increasing prominence. Some parties are concerned that the voting process in elections could potentially lead to new clusters in the spread of the coronavirus [35]. The high risk associated with the voting process underscores the need for careful preparations when conducting elections during a pandemic [36]. Not to mention the voter turnout which is feared to decline due to the impact of the pandemic.

Moreover, there are concerns about a potential decrease in voter turnout due to the pandemic's impact. However, factual evidence indicates that, overall, voter participation in the 2020 simultaneous regional elections in Indonesia was relatively high compared to other countries such as South Korea and the United States, both of which had previously held elections [37]. Besides, political factors can influence the interpretation of risk facts. This suggests that politics and the media may play an important role in shaping perceptions of risk, and therefore may influence economic and health-related reactions to unforeseen health crises [38]. Adaptation to new habits in the new normal era automatically requires new regulations that regulate voting techniques to comply with health protocols. Another study found that in areas with a high number of positive COVID-19 cases, it was identified that there was a decrease in the number of voters participating in regional head elections in Spain due to fear of COVID-19 [39].

On the other hand, the pandemic situation can be viewed as having certain advantages, such as shortening and reducing the interactive nature of the voting process. This, in turn, lowers the likelihood of fraud occurring during the voting process. People's determination to exercise their right to vote plays a pivotal role in supporting the conduct of local elections, even in areas under lockdown. A study conducted in the Malang area of East Java highlighted that the direct regional elections in 2020 were conducted safely and comfortably, without contributing to new COVID-19 cases [40]. The results of other studies also explain that in practice, in a state of lockdown, the voting process can still occur during lockdown situations, with a focus on coordinating with the COVID Task Force. For instance, when verifying support for individual candidates that necessitates face-to-face interaction with supporters, *KPU* (General Election Commission) in red zone areas seeks recommendations for the appropriate timing to engage with the community.

A research result was obtained using a new model of voting during the COVID-19 pandemic with simulations to create a direct voting system that has strong performance against pandemic conditions [17]. However, another study highlighted the risks associated with public events such as voting in a lockdown situation, which could potentially lead to reduced voter turnout [41]. In the context of a democracy, popular sovereignty is at the top, and the government's response to the pandemic is critical to assess whether the response to the crisis is democratic or undemocratic, and no correlation is found between violations of democratic standards and reported COVID-19 deaths [42].

In Indonesia, one of the democratic responses to the pandemic involves the development of detailed and systematic regulations governing the conduct of regional elections during these challenging times. A similar situation occurred in Latin America, where regulatory changes made before the onset of the COVID-19 pandemic were insufficient to improve the conduct of elections during a pandemic (Ismael, 2010). In contrast, in the Middle East, elections were still held during the pandemic with new regulations in place (Gülseven, 2021). Although these regulatory changes were made in response to COVID-19 mitigation, according to the legal principle of *Lex posteriori derogat legi apriori*, if there is new regulation on a specific matter, the old regulation is set aside. As COVID-19 transitions from a pandemic to an endemic state, the regulations are expected to revert to their original state.

From a political perspective, the stances of political parties, whether they are in favor of or against holding simultaneous local elections during the COVID-19 pandemic, have a significant influence on regulatory changes. Therefore, political parties that support the holding of elections are the ones that uphold democracy, and vice versa.

#### 3.4. General election budget and COVID-19 countermeasures

The last argument in favor of postponing elections is related to the global economic crisis and corruption in social assistance funds for dealing with Covid [43,44]. If elections are still held during the COVID-19 pandemic, there will be uncertainty and an increase in the election budget due to the implementation of health protocols [45]. As an example, estimates from Indonesia indicate that conducting elections during the pandemic would require an additional budget of 5.6 trillion. This budget would be used for various purposes, including implementing health protocols, such as increasing the number of polling stations from 253,929 units (with 800 voters per unit) to 311,978 units (with 500 voters per unit). In fact, COVID-19 has had an impact on the global economic recession. Even developing countries such as Indonesia experienced contractions for two consecutive quarters and resulting in worsening economic conditions up to -5.23 % [46]. On the other hand, national economic policies are prioritized for the prevention of COVID-19, and lead to the redirection of budget resources from physical development to COVID-19 response [47]. Based on these considerations, many countries have chosen to postpone elections with the hope of waiting for improvements in the national economy in alignment with their COVID-19 containment measures.

The question arises: is postponing elections during the global economic crisis caused by the COVID-19 pandemic the right course of action? Several studies have proven that the increased election budget is for the prevention of the COVID-19 pandemic itself. So, whether elections proceed or not, state finances will be prioritized for dealing with the COVID-19 pandemic. Elections during the COVID-19 pandemic have actually become momentum for more massive pandemic prevention [48]. This can be seen in the increase in the procurement of health protocol infrastructure and the active role played by all election committees as agents of behavioral change to prevent COVID-19. For instance, the substantial budget allocated for general elections in the Middle East is a case in point, as this budget is also prioritized for COVID-19 mitigation. Similarly, Latin American strategies to address the global economic crisis through the conduct of general elections align with the primary goal of democracy-building [49]. This serves as a lesson that the allocation of state funds for upholding constitutional rights must continue even in pandemic and global crisis situations.

Moreover, the response to the COVID-19 pandemic, which so far has only relied on medical personnel, has received the help of volunteers from the national election committee. In fact, the campaign materials of the candidates also called for the prevention of COVID-19 and promised economic recovery [50]. In addition, various supporters are actively engaged in humanitarian solidarity efforts to combat the COVID-19 pandemic. Therefore, the soaring cost of elections is not solely for election success but also for addressing the COVID-19 pandemic. Singapore's government provides an example of successfully conducting elections during the COVID-19 period amid an economic crisis [51]. This demonstrates that the high election costs, which contribute to managing

COVID-19, should not serve as a reason for postponing the elections. In this regard, political parties that invest funds in COVID-19 mitigation are more likely to gain greater empathy from voyogyaters compared to parties that allocate their budget solely for the pursuit of positions.

# 4. conclusion

Elections, initially perceived as highly susceptible to becoming a new COVID-19 cluster, have in fact evolved into a more comprehensive COVID-19 mitigation strategy integrated within the election process. This transformation is evident in the successful election campaigns across various countries that have implemented very strict health protocols, supported by clear regulations and sanctions. Moreover, the majority of regional head candidates have adopted campaign themes focusing on COVID-19 pandemic mitigation, which has been enthusiastically received by voters. Numerous research findings demonstrate the safety of election campaigns, with only one study, as identified by the author, suggesting that general elections contributed to increased COVID-19 transmission due to weak health protocol enforcement. In addition, the continuous emergence of new COVID-19 variants makes it uncertain how long local elections should be postponed. Prolonged postponement poses a potential constitutional crisis. The newly approved voting regulation breakthroughs, as a form of government response to pandemic challenges, counter the conventional argument regarding the risk of large crowds during voting. Even in lockdown areas, the voting process can function smoothly and securely, with high voter participation rates. With the change in the voting mechanism in a pandemic situation, the budget for the regional election process will naturally increase compared to normal times. The cost of democracy and constitutional rights is indeed high, especially concerning the safety of all citizens in all countries. This is justifiable because safeguarding citizens exercising their voting rights and ensuring a well-functioning democratic process are paramount. The government must prioritize citizens' safety alongside upholding democratic principles and securing every citizen's constitutional right in simultaneous local elections. This study indicates the need for future research on the conduct of elections in emergency conditions or other infectious disease outbreaks, and to explore the social and political implications, as well as long-term consequences, of election strategy modifications on democracy. This includes themes of pandemic mitigation-oriented campaigns, regulatory changes, and substantial budget increases. The experiences of various countries in conducting elections during the pandemic provide valuable lessons. There should be a global platform for sharing best practices and strategies that worked effectively, helping other nations to adapt and improve their own election processes under similar circumstances.

## Data availability statement

Data will be made available on request.

# Additional information

No additional information is available for this paper.

# CRediT authorship contribution statement

Anom Wahyu Asmorojati: Writing – review & editing, Writing – original draft, Methodology, Investigation, Formal analysis, Conceptualization. Suyadi: Writing – review & editing, Writing – original draft, Methodology, Formal analysis, Conceptualization. Zalik Nuryana: Writing – review & editing, Writing – original draft, Visualization, Software, Methodology, Formal analysis, Data curation. Sumaryati: Writing – review & editing, Supervision, Formal analysis. Megawati: Writing – review & editing, Writing – original draft, Supervision, Formal analysis.

# Declaration of competing interest

The authors declare that they have no known competing financial interests or personal relationships that could have appeared to influence the work reported in this paper.

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