

Creative Behavior of Bawaslu Pangandaran Employees in Supervision of Elections during the Covid-19 Pandemic

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ABSTRACT

This year, several regions will have regional elections. The process will go through various stages. During a pandemic, creative ways are needed so that elections can be carried out well. Bawaslu as one of the election organizers has a supervisory task from the beginning to the end of the stages in the election. In pandemic conditions, of course, there will be many things that will be taken into consideration in the surveillance process. This research explores what creative efforts Bawaslu Pangandaran will do and what factors can influence how creative behavior can be created. The results showed that Bawaslu Pangandaran implemented several ways to carry out surveillance during a pandemic. Creative behavior can arise due to various things, such as environmental factors, organizational support, individual abilities, and how a person interacts with their environment.

Keywords: Creative Behaviour, Elections, Covid-19.

1. Introduction

The election is a means for people's sovereignty in the government of the NKRI (*Negara Kesatuan Republik Indonesia* / Unitary State of the Republic of Indonesia) which is based on Pancasila and the 1945 Constitution. An election is a series of activities related to politics, to change leaders in a certain position (Abdullah, 2019). These positions include President and Vice President (Executive), Governor and Deputy Governor, Regent and vice-regent, or Mayor and Vice Mayor, and Legislative (DPR, DPD, and DPRD).

In its implementation, the election is held by 3 institutions, which are regulated in Law Number 7 of 2017. These institutions consist of the General Election Commission (KPU/*Komisi Pemilihan Umum*), Election Supervisory Agency (Bawaslu/*Badan Pengawas Pemilihan Umum*) and Election Organizer Ethics Council (DKPP/*Dewan Kehormatan Penyelenggara Pemilu*).

Bawaslu is one of three election organizers. Referring to Law number 7 of 2017, the task of Bawaslu is to prevent and take action against election violations. However, in the conditions of the Covid-19 pandemic, it will certainly be a challenge in surveillance efforts. Before the pandemic, the simultaneous election of regional elections was planned to be held on September 23, 2020. However, considering the current conditions, there have been changes based on PERPPU (*Peraturan Pemerintah Pengganti Undang-Undang*) Number 2 of 2020 so that the implementation of voting will be held December 9, 2020.

The implementation of the health protocol must be implemented because it is part of an effort to prevent the transmission of Covid-19. This year Bawaslu must make alternatives in the supervision process. So that in pandemic conditions and implementing health protocols, Bawaslu's performance can still be carried out well. One effort that can be made to encourage employees to be able to behave creatively. According to Amabile (1988), creative behavior is defined as new and useful ideas about products, procedures, and processes in the workplace. Thus creativity refers to developing potentially useful ideas, which increase the efficiency and effectiveness of the process (Gong et al., 2009).a

Bawaslu which is a government agency must have a good contribution to society. Therefore, we must continue to behave creatively to remain productive. There are at least three reasons why productivity in the public sector is so important (Thornhill, 2006):

- The public sector is the “big company”.
- The public sector is the main provider of services in the economy, particularly business services (affecting input costs) and social services (affecting labor quality).
- The public sector is the user of tax resources. Changes in public sector productivity can have significant implications for the economy.

Based on this description, this research will explore the perceptions and efforts to behave creatively in Bawaslu Pangandaran in the 2020 elections during the Covid-19 pandemic.

2. Literature Review

2.1 Bawaslu

Bawaslu based on Law No.7 of 2017 consists of several hierarchical levels. The highest position is Bawaslu RI, then Bawaslu Province, Bawaslu Regency/City, Panwascam (*Panitia Pengawas Kecamatan/ District Supervisory Committee*), PKD (*Pengawas Kelurahan – Desa/Sub-district – Village Committee*), LN (*Luar Negeri/Overseas Committee*), and PTPS (*Pengawas Tempat Pemungutan Suara/ Voting Place Supervisor*). Each level has almost the same duties, powers, and obligations. Responsibility is the differentiating side of each level in Bawaslu. Bawaslu has a permanent status, while Panwascam, PKD, LN, and PTPS are ad hoc.

2.1.1 Duties, Authorities, and Obligations of Bawaslu

In general, each level has the same duties, and it is clearly stated in Law Number 7 of 2017, BAB 2 pasal 3 starting from ayat 93 until 116.

2.1.2 International Standards for Democratic Elections

Democratic elections have 8 international standard principles. This principle is referred to and becomes a commitment, such as the government, election organizers, political parties, election observers, and the public. The application of election principles can be used as a reference for assessing the quality of elections. This principle is according to the OSCE (Organization for Security and Cooperation in Europe). Eight principles of democratic elections (OSCE, 2010):

- Periodic elections, election time regulated by law.
- Genuine elections, a guarantee of freedom, and political pluralism can grow. Political pluralism makes people have various choices.

- Free elections have the freedom to be actively involved as a member of a political party, political candidate, or to be involved in campaign activities.
- Fair elections, elections become democratic when they can guarantee justice and equality. Being fair means: (1) Enforce the law fairly and do not benefit either party. (2) Regulation of campaign finance transparency. (3) Existing reports must be able to provide balanced and neutral information. (4) The election organizer must be professional, neutral, and effective.
- Universal suffrage, the organizer must guarantee the right to vote and be elected to all citizens who meet the requirements under the law.
- Equal suffrage, the same vote size from voters must be the same. This means that the voice of everyone in the same, one person is one voice.
- Voting by secret ballot, the committee must be able to apply the principle of confidentiality by arranging the layout of the TPS (*Tempat Pemungutan Suara*/ voting place) and guaranteeing that voters are alone when they will cast their votes.
- Honest counting and reporting of the result, a professional, impartial, efficient, and accurate vote-counting process.

2.1.3 Basic Regulations in the Supervision Process

In the supervisory process, Bawaslu certainly has guidelines that are used as guidelines. The 1945 constitution (UUD) BAB VIIB Pasal 23E is the basis for holding elections in Indonesia. Then regulated in Law number 7 of 2017 concerning general elections. Based on this law, Bawaslu issued Regulation of the Election Supervisory Agency of the Republic of Indonesia Number 21 of 2018 concerning Supervision of General Election.

2.2 Creative Behaviour

2.2.1 Definition of Creative Behavior

Creativity is defined as the production of new and useful ideas (Amabile, 1988). Another opinion says that creativity is a useful new thing and is the development of ideas about products, services, practices, processes, and procedures that are considered to be potentially beneficial (Joo, 2018).

The creative creation process starts with preparation, incubation, inspiration, and verification (Rhodes, 1961). The preparatory stage starts from observing, listening, asking, reading, collecting, comparing, and relating. The incubation stage, conscious and unconscious, this step involves every part and relationship. The stage of inspiration often occurs during this period, in a sense the time to come up with creative ideas. The verification stage is a period of hard work. This is the process of turning an idea into an object or idea to implement.

2.2.2 Dimensions of Creative Behavior

Rhodes (1961) presented a theory called the "Four P's of Creativity". There are 4 dimensions in creative behavior, person, press, process, and product. (1) Person is the center of every creative behavior. They use their skills, environment, creative abilities, and motivation to create products/ideas. Creativity is a manifestation of a person's uniqueness in interaction with their environment. (2) Press is a condition in which a person is to create ideas. This refers to conditions that are conducive to creating creativity, including organizational culture. Creative talent becomes

optimal in a supportive environment (Rhodes, 1961). (3) Process refers to the procedures used by a person in developing ideas. This is the way people think when they are trying to solve a problem or come up with a new solution. (4) Product is the result of a creative process. The factors that allow a person to create creative products are personal and environmental. Where both encourage someone to involve himself in the creative process (Rhodes, 1961).

2.2.3 Factors Affecting Creative Behavior

According to Amabile (1988), the factors that encourage creativity can be categorized into individuals and the environment.

Individual factors that encourage creativity:

- Various personality traits: Individual specific qualities, including perseverance, curiosity, energy, and honesty.
- Self-motivation: Independent personal, passionate about work, enthusiastic, and interested in facing problems.
- Special cognitive abilities: A special talent for creative thinking.
- Risk-orientation: thinks out of the box, is interested in challenges, and tends to take risks and do things differently.
- Expertise in the area: Talent, experience, and knowledge.
- Qualities of the group: Synergy is formed from the intellectual and personal qualities that make up the quality of the team.
- Diverse experience: Extensive knowledge and experience in various fields.
- Social skill: Social/political skills, which means having the ability to maintain good relationships, be a good listener, be a good team member, and think openly to other people's ideas.
- Brilliance: High level of intelligence.
- Naivete: Not being biased by prejudice or bound by old ways of doing things.

Environmental factors that encourage creativity:

- Freedom: Freedom in deciding what to do.
- Good project management: A manager acts as a good role model, enthusiastic, has good communication skills, can protect the team from disturbances that arise, can match tasks with workers' skills and interests, sets direction, and can manage without being too strict.
- Sufficient resources: Accessibility of the required resources, including facilities, equipment, information, funding, and human resources.
- Encouragement: Management enthusiasm for new ideas, creates a non-threatening atmosphere.
- Various organizational characteristics: Mechanisms for considering new ideas, corporate climate with cross-level or divisional cooperation, and collaboration. An atmosphere where innovation is valued.
- Recognition: Feedback from creative behavior, it is expected that appropriate recognition and appreciation.
- Sufficient time: Sufficient time to think creatively about issues, and to express differently in existing ways.
- Challenge: Feelings are attracted to a problem and become important things for the organization.

- Pressure: The sense of urgency that results from the competition.

2.2.4 Creativity In Bureaucracy

The bureaucracy is an organizational system with complex tasks, consisting of organization, human resources, and management. In government, the three are called institutional, staffing, and management (Abdul, 2011). The Indonesian bureaucracy system adopts the theory of Max Weber (Abdul, 2011). According to Max Weber, there are several points in the bureaucracy to be said to be ideal:

- The duties of each position are based on regulations, so they are not freely used for personal purposes
- Positions are arranged hierarchically from top to bottom so that there are superior or subordinate positions, and some hold greater or less power.
- The duties and functions of each position in the hierarchy are specifically different.
- All positions have a work contract, containing the job description which becomes the authority and responsibility.
- Each position filling is selected based on professional qualifications, preferably through a competitive exam.
- Each position has salary and pension rights according to the hierarchical level. Employees can leave their jobs and positions, as desired or under certain conditions
- Clear career paths, with promotions based on seniority and merit, following objective considerations.
- Each position is under the control and supervision of a system that runs regularly.

The environment according to Rhodes (1961) is a factor that can affect creativity, so that different organizational cultures will lead to different creativity. Based on Max Weber's criteria, bureaucracy has the potential to limit creativity. This is because in the bureaucratic structure there are elements of an institution, staffing, and management (Abdul, 2011). Meanwhile, creativity has a greater potential to emerge in a non-binding state and limit freedom of expression.

Laube's research (2009) proves that the creativity of bureaucratic employees with many regulations can still be created if they can to synergize with the environment. Other research conducted by Clegg (2008) also proved that the collectivity of fellow members led to creative behavior in the bureaucracy. Then policymakers must support bureaucratic reform to improve public services from a lack of creativity, innovation, and accountability (Budd, 2007).

2.2.5 Measuring Creative Behavior

To measure creative behavior used 13 items were developed by Zhou and George (2001).

3. Research Methodology

3.1 Research design

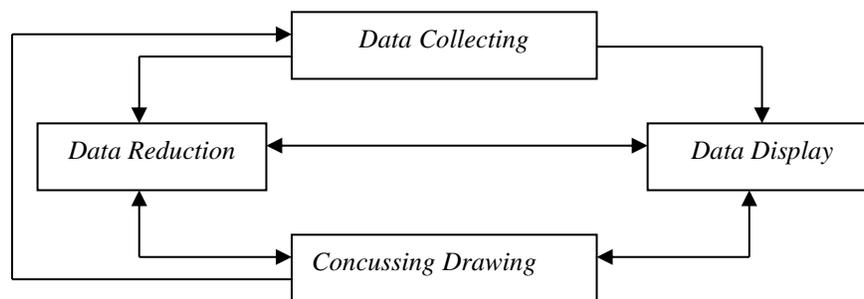
The method used is qualitative, which aims to obtain in-depth results. Qualitative methods are research that does not use statistical or other analysis procedures (Moleong, 2018: 6). Qualitative research is based on data in the form of statements or sentences from respondents (Suliyanto, 2018: 19). This research was conducted at Bawaslu Pangandaran, address on Jalan Raya Parigi No.160, Karangbenda, Parigi, Pangandaran, West Java. The total number of Bawaslu Pangandaran was 29 people, the sample was taken, 2 people.

3.2 Data analysis method

3.2.1 Data analysis technique

Data analysis is the systematic arrangement of data obtained from research. This process begins by examining available data from various sources, such as interviews, observations, archival documentation, photos, and others (Moleong, 2018: 247). This study uses an analytical method proposed by Miles and Huberman (1994: 10-12) called an interactive model of analysis. This model has three analysis components, starting with data reduction, display data, and conclusion drawing. All stages are carried out in an interactive form and become a cycle.

Figure 1. Interactive Model of Analysis Miles & Huberman (1994:12)



3.2.2 Data Validity

Data validity is a method of checking the validity of data or documents obtained for use in research, this aims to make the research results accountable (Moleong, 2018: 320). In this study, checking the validity of the data followed the criteria proposed by Moleong (2018: 324) starting from credibility, transferability, dependability, and confirmability.

4. Results

4.1 Election Stages and the Strategy Applied

The implementation of Pilkada supervision during the Covid-19 pandemic is based on Perbawaslu (*Peraturan Badan Pengawas Pemilu* / Election Supervisory Agency Regulation) number 4 of 2020 and PKPU (*Peraturan Komisi Pemilihan Umum* / General Election Commission Regulation) number 10 of 2020. All stages in the election must apply health protocols based on the Decree of the Minister of Health of the Republic of Indonesia Number HK.01.07/Menkes/413/2020. Facing the 2020 General Election, Bawaslu Pangandaran has specially prepared many things, including:

- Hold regular meetings between employees to minimize miscommunication.

- Holding regular discussions to broaden employees' insights, especially regarding handling violations and pandemic conditions.
- Maximizing information technology (online) in the implementation of election supervision tasks.
- Periodically identify obstacles to holding elections during a pandemic.
- Periodically identify the vulnerability of holding elections during pandemic times.
- Oversee the preparations for holding elections with the application of the new normal.
- Strengthening the synergy between stakeholders.

Election stages and the efforts of Bawaslu Pangandaran are:

- Stages of verification of candidate support
Data collection by meeting supporters directly door to door. Gathering people is permitted by implementing health protocols.
- Updating and compilation of voter list
Coklit (*Pencocokan dan penelitian* / research and matching) activities of voter lists use health protocols. Receiving input from the public using information technology / online (e-mail and WhatsApp).
- Registration stage for regional head candidates
Registration is held conventionally. Limitation on the number of people who enter the registration room without bringing supporters. Completeness checks of candidates using health protocols and conducted online to avoid crowds.
- Campaign stage, timing, and restrictions
Campaign priorities are carried out through online media / social media/print / electronic. The face-to-face method is only allowed 3 times with a maximum of 20 participants and applies a health protocol. An open campaign must apply the applicable provisions. Public debates are held in the studios of Public Broadcasting Organizations or Private Broadcasters for broadcast. Only directly attended by Candidates, Campaign Team (limited number), KPU, and Bawaslu.
- The voting stage
Conducted rapid tests for officers before and after voting. Complete logistical needs (masks, face shields, hand sanitizers, thermo gun, gloves, and disinfectants). The maximum number of voters per TPS is 500 people. TPS layouts are spaced apart and polling time is extended. Cooperate with medical personnel and at least one medical officer per TPS.
- Calculation and recapitulation of votes
Consistency in implementing health protocols.
- Supervision and law enforcement of Bawaslu
Every supervision, enforcement of violations, or disputes still apply the health protocol.

4.2 *The Challenge of Bawaslu Pangandaran*

- Ensure all regulations have been made into law
- Ensure the required budget has been allocated
- Ensure health protective equipment has been distributed
- Providing understanding to organizers and participants regarding the importance of implementing health protocols
- Ensuring voters have confidence in the election administration process

4.3 Handling of Report on Alleged Election Violation

Handling reports of suspected violations by implementing health protocols. Receipt of reports of suspected violations is submitted in person (with health protocols) or via email. Implementation of clarification through face-to-face (implementing health protocols) or via online. Notification of violation status can be delivered by direct mail/information media.

- Handling TSM (*Terstruktur Sistematis Massif* / Structured, Systematic and Massive) Electoral Administration Violations

It is handled by the Provincial Bawaslu face-to-face (by implementing health protocols) or using online media (Zoom / Google Meet). The reporter wraps the evidence with plastic or waterproof material.

- Election dispute resolution

Receipt of application reports can be submitted directly (with health protocols) or indirectly through the SIPS (*Sistem Informasi Penyelesaian Sengketa* / Dispute Resolution Information System) website at <https://sips.bawaslu.go.id/>.

- Application of Health Protocols

If election participants do not apply health protocols, Bawaslu will submit suggestions for improvement. When the suggestions for improvement are not implemented, it can be determined as an ethical violation / administrative violation / criminal offense.

5. Discussion

This study used a qualitative method using Bawaslu Pangandaran as research subjects. We conducted interviews with one leader and one staff member. The main topics discussed were the creative behavior of employees and how to implement them. The postponed election implementation leaves only about 3 months remaining. In this short time, all parties must prepare everything by implementing health protocols.

The results of the research reveal that Pangandaran Bawaslu will try to keep the election going well. Various efforts are being prepared. Election implementation is quite different from before. The most striking difference is the implementation of the health protocol which is an additional task of Bawaslu. In its implementation, many stages require implementing health protocols. The implementation of each stage also emphasizes the use of information technology to reduce crowds.

This study is in line with Amabile's (1988) research where creative behavior can grow due to environmental and individual factors. Positive environmental factors make the work atmosphere comfortable and employees have the freedom to express their opinions. A bureaucracy that has many regulations does not always become an obstacle for someone to behave creatively when one another can work together, this is following the research results of Laube (2009) and Clegg (2008).

Bawaslu Pangandaran has a discussion forum to exchange ideas and provide suggestions for improvements. The organization supports employees at Bawaslu Pangandaran who have ideas. The employees at Bawaslu Pangandaran have many backgrounds. Following Amabile's (1988) opinion, individual diversity can make creativity emerge. With the presence of various people with

different backgrounds, Bawaslu Pangandaran has a lot of input that can be useful for the organization.

6. Conclusion

The conclusion that we can take is that every organization will try to adapt to the existing conditions to survive. Individuals should try to think creatively and find ways when under unexpected conditions or pressure. Learning every rule that applies is one way of avoiding violations. Conducting studies and conducting regular meetings is the way for Bawaslu Pangandaran to maintain one command and maintain communication.

Creative thinking can arise from various things, one of which is due to social exchange. Where individuals exchange ideas and share their experiences. This condition occurs in Bawaslu Pangandaran, they hold regular meetings and learn from each other. Then formed ideas that can be formed and useful for the organization. What should not be overlooked is how the organization and leaders can create a conducive atmosphere, because these conditions can make employees feel comfortable and free to express their ideas.

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