

The Impact of Government Bureaucracy System Change towards Staff Anxiety

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Abstract: The consequence of local government organizational system change is causing psychological anxiety among the staff. The focus of research is to examine the staff anxiety in organizational changes. By applying a quantitative method, the research investigated 108 subjects from a local government office. The research used a purposive sampling method and applied descriptive analysis to research data. Based on the analysis results, it is found that the consequences of the uncertainty of organizational change caused the discomfort of the staff, which was brought about by anxiety. There are four dimensions of anxiety: cognitive, motoric, neuro-physic, and affective. The staff who have the administrative positions experience more anxiety than other staff without it. The ability to overcome this anxiety needs to be improved such as through adversity intelligence - that is the competence to face difficulties.

1 INTRODUCTION

A clean government, free from corruption, collusion and nepotism and realizing people's welfare is the goal of the whole government. Changes needed to achieve these conditions may include areas such as changes in organizational aspects, legislation, human resources management, oversight, accountability, public service, mind-set and work culture. Changes in various areas are a form of government commitment to realize good governance, professionalism, integrity, and being servants of society and nation.

Based on Government Regulation No. 74/2012 on the Amendment to Government Regulation No. 23/2005 on Financial Management, the Public Service Agency was formed to provide services to the public in the form of providing goods and or services sold without prioritizing the profit, and activities are based on the principles of efficiency and productivity. Under this rule every Public Service Agency is encouraged to apply sound business practices based on management principles in order to realize good governance in enhancing transparency and accountability of state financial management. This change implements a new system and administrative culture in the management of human resources by demanding changes in the way

people work and adjusting individual competencies. The consequence of such changes is the rotation and mutation of employees at each level of the work unit. There are employees who perceive this organizational change as one way to achieve good governance, but there are also others who believe that the changes that occur invite an atmosphere of uncertainty and discomfort at work for him/her. The establishment and comfort of the work environment are strong reasons for some to resist organizational change.

Inspired by Cummings and Worley (2005), Lubis (2009), Baron and Greenberg (2011) a preliminary study was conducted through the Elicitation Questionnaire, with 15 respondents as sampling. The preliminary study found that 60% of the sample felt anxious about the current situation. The question that arises is why the anxiety occurs in 60% of these employees. Why do 20% of subjects feel normal, and 20% of other subjects even feel optimistic? What makes them optimistic? What makes them feel normal? Based on these questions, the researchers wanted to know the relationship between changes in the local government bureaucracy and anxiety. It is expected that this result will provide significant input and consideration for local government to take strategic steps through policies related to employee anxiety.

2 LITERARY REVIEW

Anxiety is a term which describes a psychological disorder that can have characteristics of fear, concern for the future, prolonged anxiety, and nervousness. Anxiety is common to everyone. Anxiety is called a psychological disorder when it prevents a person from living their daily life and undergoing productive activities.

2.1 Anxiety

Anxiety is defined as the tension, insecurity, and stress arising from the perceived unpleasantness of the event but its source is largely unknown and originating from within. Anxiety can be defined as a state of feelings of concern, stress, uncertainty, or fear of the fact or perception of threats of an unknown or known actual source (Stuart and Sundeens, 1998). Anxiety is a non-specific symptom that is often found and is often a normal emotion. Anxiety is also often interpreted as a response to a threat whose source is unknown, internal, vague or conflictual (Kaplan, 1997). Anxiety is an individual response to an unpleasant situation and is experienced by all living things in everyday life. Anxiety is an emotional response without a specific object that is subjectively experienced and communicated interpersonally. Anxiety is confusion, anxiety about something that will happen with unclear causes and associated with feelings of uncertainty and helplessness (Suliswati, 2005).

Anxiety is related to feelings of uncertainty and helplessness. This state of emotion has no specific object. It differs from fear, which is an intellectual assessment of something dangerous. Anxiety is a state in which an individual experiences stress and activation of the autonomic nervous system in responding to unclear, non-specific threats. A person with anxiety cannot identify a threat. Anxiety can occur without fear but fear does not usually occur without anxiety (Capernito, 1999).

2.2 First Section

Government staff may be defined as government employees with employment agreements appointed by personnel officers and assigned duties in a government office or assigned other state duties and paid based on laws and regulations. Among government organizations both at the central level and the work area requires the completion of general tasks of government and development of tasks quickly, efficiently and effectively. Professional

staff are needed in assisting the leadership so that the job tasks in every government organization can run smoothly according to government and community expectations.

Anxiety can happen to anyone, including the staff. Anxiety will create an unpleasant feeling. Unpleasant feelings and anxiety come from feeling something will happen to the staff. This is due to the organizational change in the budgeting management system that previously budgeted based on the Regional Revenue Budget to the Management of the Public Service Agency Finance system.

The fundamental change in the Public Service Agency Management system is that all staff are required to innovate and enter into the entrepreneurial spirit, so that the target of the planned action can be achieved. If the revenue target is not achieved then the performance allowances received by the staff will be reduced. This creates an atmosphere of uncertainty. The existence of uncertainty in the process of change and a negative expectation of the output of this change is what causes anxiety among the staff.

Anxiety experienced by the staff will cause disturbances - physical and emotional disturbances, so that if the anxiety is not addressed properly it can have a negative impact on the performance of these staff. Staff anxiety in dealing with the Public Service Agency governance change system is caused when staff are required to change the mind-set that with Public Service Agency pattern performance allowance must be obtained independently. Changes in the mind-set of the staff depend on the ability of each staff member to respond to changes that occur.

In this study, the outline of anxiety used refers to the previous explanation of unpleasant feelings that are subjective and arise because of the tension, the threat of failure, the feelings of discomfort and uncertainty. Anxiety reactions can be manifested in physical reactions, such as increased heart rate, frequent urination, excessive sweating, going back and forth and indigestion, while the psychic reaction is tension, panic, worry, nervousness, fear and anxiety. The anxiety caused by the changing demands of staff thinking also depends on the personality type of the staff. Departing from the assumption that each person behaves according to his or her character, it is said that one's personality can also be reflected in the work environment, and these characteristics can directly or indirectly influence work behaviours. If a person works in harmony with his personality, then it can be said that the person will be able to achieve satisfaction so that his performance can run optimally. People choose

the work and working atmosphere they want, so as to reduce the variability of individuals in pursuing a particular job. When the job situation is commensurate with personality traits, it is likely that the individual is motivated to perform well (Heber and Runyon, 1984; Robert & Hogan, 2001; Cunha, 2003). Staff anxiety in facing challenges can be caused by many factors that cannot be separated from the conditions related to the physical environment, tasks faced, organizational structure and climate, and interpersonal relationships.

Based on the theoretical studies presented earlier, the researcher proposed a hypothesis: there is a relationship between bureaucratic system changes and psychological anxiety.

3 METHOD

The subject research involves employees at various levels of administrative and functional positions. Subjects in this study totalled 138 employees with details: 30 subjects were used as the initial research subjects for trial measuring instruments and 108 people for the actual research data. The sampling technique used was a purposive sampling method by taking each subject proportionally based on number of employees who fall into that category.

Operational definition of anxiety used is a subjective feeling of unpleasantness that is subjective and arises because of the tension, the threat of failure, the feelings of discomfort and uncertainty. Anxiety reactions can be manifested in physical reactions, such as increased heart rate, frequent urination, excessive sweating, going back and forth and indigestion, while the psychic reaction is tension, panic, worry, nervousness, fear and anxiety. Anxiety scale was based on the Taylor Manifest Anxiety Scale (TMAS Scale), which has been adapted into Indonesian language. The measuring tool of this study uses a modified Likert Scale with 4 choices of statement answers.

The results of the validity and reliability test of the anxiety gauge are as follows: after try-out test on 30 people with 3 rounds, yielding 16 valid items from 40 tested items, Cronbach Alpha R = 0.906 and $P < 0.01$. The result of validity and reliability test of items of anxiety measuring instrument has a strong discrimination with discrimination power 0,306 - 0,836 ($p < 0, 01 - P < 0, 05$), $SD = 7,542$, 16 items. The assumption test uses the data distribution normality test, and the linearity test using one-sample Kolmogorov-Smirnov Test resulting in the three tools meeting the normality norms. Normality

test on gauge normality test on anxiety gauge yields absolute value $D = 0.125$, $p > 0, 05$. (See Table 1).

Table 1: The Normality Test Results

		Anxiety
N		108
Normal Parameters ^{a,b}	Mean	31,463
	Std. Deviation	6,68298
	Absolute	0,125
Most Differences	Extreme Positive	0,121
	Extreme Negative	-0,125
Kolmogorov-Smirnov Z		1,295
Asymp. Sig. (2-tailed)		0,07

4 RESULTS & DISCUSSION

4.1 Results

Based on the data of research subjects, it is known that the age of research subjects ranged from 60 years to 22 years. Mainly the age of the respondents ranged from 40 to 50 years. Based on the last education, the subjects of the study were Bachelor of stratum 1 and stratum 2, whereas for the sexes it showed that the majority of subjects were males (72), while female subjects amounted to 36. The subjects of the study showed a work range of 2 to 35 years, where most of the study subjects had a working period of 20-30 years. The education ranged from junior high, high school, diploma, undergraduate (S1), master (S2) and Ph.D (S3). Most of the last subjects studied are at S2 and S1 level reaching 76.8% of the total research subjects, followed by the last education junior high/high school, Ph.D. and diploma.

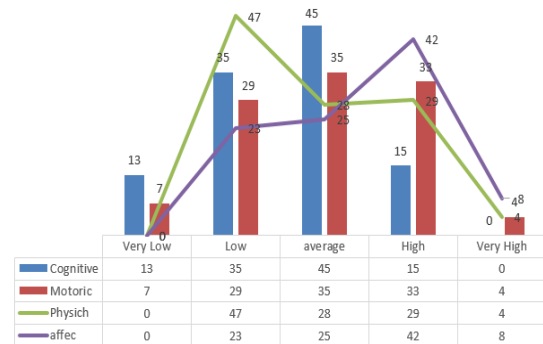


Figure 1: The anxiety dimensions results

Based on data processing of anxiety, most dominant subjects have low anxiety (62, 57%), followed by research subjects with anxiety average (20%), very low (19%), high (4%). None of the study subjects showed an extremely high anxiety category (0%). However, if examined in detail for aspects of anxiety, then the result show a graph depicting cognitive anxiety aspect showing the number of moves from the largest to the smallest with exposure to aspects of cognitive (see Figure 1).

4.2 Discussion

Cognitive anxiety: Cognitively only 14% of subjects experience high cognitive anxiety while the rest perceive organizational changes with an average of even 44% without excessive anxiety. Subjects are not worried or panicked, and are able to continue to concentrate and make decisions. This condition occurs because of the smooth communication system, socialization by the vigorous leadership so that the changes that will occur and this does not cause cognitive anxiety.

Although there is no significance of anxiety in the cognitive dimension, based on data analysis, motorically subjects experience high anxiety where subjects often convey that subjects sometimes show irregular, shaky movements. The individual also often exhibits some restless behaviour, stepping back and forth, biting lips and nails. This is indicated by the percentage of high and very high reaching 35%, followed by 32%, and low and very low 33%. Changes in the Public Service Agency processing system resulted in motoric anxiety. It can happen that this system prioritizes system changes that require motion of motors where more subjects are required to work efficiently and effectively.

The subjects suffered from neuro-physic anxiety with very high and high performance of 31% of the total subjects. In the condition of the staff, there is a neuro-physic anxiety with a change in the autonomic nervous system which is often reflected in the form of wheezing, dry mouth, hands and feet become cold, frequent urination, heart palpitations, increased blood pressure, sweating excessively, muscle tension and indigestion. This anxiety is in line with the test for motoric anxiety. Organizational change is most correlated with affective anxiety. Over 50% of subjects experience feeling uneasy and worried about the dangers in the future.

Changes in the organizational system bring civic disturbance and threats to the existing status quo for staff who have positions within the organization. Some employees have anxiety, more so staff

employees who have structural positions at this time. With the change of the Public Service Agency in East Java government, structural positions no longer take into account of the length of work and seniority but how capable officials can contribute to the work unit and the fulfilment of targets that support office leaders and the target of East Java Head of Region.

Implementation of organizational change in terms of budget management based on the Public Service Agency system, which requires a change in the way of work and the adjustment of skills, of course, leads to a situation of uncertainty for staff. The height of uncertainty as a consequence of the process of change affects the expectations of output on change in a way that causes anxiety. The psychological anxiety dimension that is more influential on staff is affective and emotion, followed by aspects of physic and motoric dimension and cognitive.

These findings are supported by those of several experts who found relationships directly or indirectly in the dimensions of anxiety (Leutner et al., 2014; Simona et al., 2015; Kim et al., 2014). Of course, the dimensions of staff anxiety in facing organizational change are influenced by organizational culture and intelligence against the challenges or character of the staff personality itself.

5 CONCLUSION

Local government system changes, especially in the Public Service Agency, are inevitable. Organizational changes and systems in it mainly affect and produce anxiety - affective or emotion anxiety, motor anxiety and neuro-physic anxiety.

Affective anxiety occurs because organizational change brings inconvenience to staff and brings with it a lot of work agenda so it appears on affective and motoric anxiety. This anxiety can be reduced by the ability to survive in the face of organizational change.

Limitations of the study: this study only looked at four dimensions in one aspect of anxiety. This research can be improved by expanding the existing research variables.

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