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AN EXPLORATORY FACTOR ANALYSIS FOR DEVELOPING AND VALIDATING A SCALE OF FOREIGN WORKER'S POLICY INSTRUMENT

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Abstract: *Policy instrument is an important tool that determines the effectiveness of a policy. The capability of the policy instrument needs to be revised from time to time to ensure that the instrument used is still relevant and appropriate. However, the current performance of foreign workers policy has demonstrated the incapability of the policy instrument adopted. Thus, the goal of this study is to make a revision on the questionnaire instrument developed by the researcher in relation to the influence of the policy instrument on the performance of foreign workers policy. The construct of this study is the policy instrument forming three dimensions (legislative, economy and communicative) that will be put to the test. All three are formed based on the theory used which is the policy instrument theory and literature observation. A total of 180 employers of foreign workers were involved as the study respondents. The study data was analysed descriptively. SPSS software version 22 was used to evaluate the level of reliability of the study instrument and the implementation of the exploratory factor analysis (EFA). The analysis outcome reveals that the Alpha Cronbach value obtained shows high reliability value for all three dimensions tested where the Alpha Cronbach values shown have respectively exceeded the requitement stipulated (>0.60). The analysis also establishes that the KMO (Kaiser-Meyer-Olkin) value is 0.879 which is sufficient for the inter-correlation to be carried out. Meanwhile, the value for the Bartlett test is also significant p (0.00) < 0.05 indicating that the data is appropriate for the EFA implementation. However, the analysis finds that from all the 35 items tested, there are five items that need to be removed from the instrument due to the low factor loading (< 0.40) and the existence of cross-loading. The sum of the value for the extracted variance for the remaining 30 items is 58.27%. Thus, the overall outcome of the finding suggests that the questionnaire instrument of the study has good validity and reliability. This instrument is also able to measure and answer the research objectives.*

Keywords: *Policy Instrument, Policy Performance, Foreign Workers Policy, EFA*

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Introduction

The studies about policy instrument have long gained the interest of scholars from various disciplines and fields, namely economy, politics, public administration, environment and so on. The rapid development of studies in light of policy instrument is testament to the fact that policy instrument is a significant concept to be reviewed. In general, there are multiple definitions of policy instrument. According to Capano and Howlett (2020), policy instrument is a tool that the government uses to achieve the policy objective. Policy instrument is also defined as a tool or a technique used by the government to manage or administrate policies of the country (Bressers & O'Toole (1998). The government adopts the policy instrument as a tool to resolve any issues that emerge (Peter at al. 2018).

Policy instrument plays a substantial role where it functions to determine the goal, set the action process and achieve the policy objective intended (Howlett et al., 2018; Lascoumes & Le Gales., 2007; Bemelmans-Videc et al., 1998; Howlett & Ramesh, 1993; Howlett, 1991; Schneider & Ingram, 1990). As it is today, the government has resorted to using a wide range of instrument categories to administer the various policies that have been outlined. In the context of foreign workers management studies, various forms of policy instrument such as legislation, rules, procedures and programs have been organised by the government as a mechanism that controls, manages the influx and hiring of foreign workers in this country. From time to time, the government is seen to have been committed and always performs improvement in the foreign workers' management system by revising the latest policy and carrying out new, improved agendas.

Nonetheless, the foreign workers' management instrument in this country is still regarded as frail, ineffective and has received criticisms from various parties. Prior scholars have found that there is a gap between the policy objective intended and the outcome received (Ajis, 2015; Kassim, 2012). A lot of issues have surfaced in the implementation process of the foreign workers' management policy and indirectly, this leaves a negative implication to the country in the security, political, economic and social aspects. As a tool deployed to achieve the objective, there are some policy instruments used today that are seen to be quite incapable of doing what they are supposed to be doing. The policy instrument has to be revised from time to time to ensure that the instrument selected is always relevant and appropriate.

Thus, this study aims to conduct research related to the influence of the policy instrument on the performance of the management of foreign workers. In this vein, researcher has developed a questionnaire instrument appropriate with the purpose and the context of the study that is to be implemented. Thus, before the actual study, the questionnaire instrument developed needs to undergo the reliability and validity process through an accurate evaluation technique (Sekaran & Bougie, 2010). This is due to the fact that the instrument developed needs to be able to measure the things that are to be measured. To obtain the validity and the reliability of the questionnaire items, the EFA analysis has to be done to ensure that only qualified items are used in the study instrument. Thus, this study will explain in detail the procedure required to validate and assess the reliability towards the instrument items using the EFA analysis.

Literature Review

Policy Instrument Studies: A Review

The study of policy instruments started from the early work of the American researcher Theodore Lowi and was later followed by other policy analysts in developing theories, concepts

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and typologies related to policy instruments around 1950 to 1980 (Capano and Howlett, 2020). For the era after the 1980s, works related to policy instruments continue to develop in various fields. Many scholars from various countries such as Doern & Phidd (1983), Hood (1983, 1986), Linder & Peters (1989), Schneider & Ingram (1990), Peters & van Nispen (1998), Salamon (1981, 2002), Howlett (1991), Vedung (1998), Lascoumes & Le Gales (2007) and many others have made contributions in the context of policy instruments. Studies from these researchers contribute to the broad approach and history in the study of policy instruments.

As is well known, research on policy instruments has been carried out for a long time. Following its development, the study of policy instruments is divided into several approaches. Based on a review of the development of policy instrument research made by Christopher Hood in 2007, there are several trends in policy instrument research that have been made since the 1970s. The study of policy instruments includes efforts to categorize policies, form better policy instruments in policy making, efforts to evaluate the impact of the implementation and influence of policy instruments on policy outcomes, efforts to develop a model of instrument use and explain the form of its use (Hood, 2007). Howlett et al. in his study summarizing the development of policy instrument research shows that most policy instrument researchers strive to develop concepts and models of the use of policy instruments that are compatible with the standard methods of social science research (Howlett et al., 2018).

Policy Instrument in the Management of Foreign Workers

In the process of making and executing the policy, government has adopted various instruments to achieve the objective intended. In the context of foreign workers' management, the policy instrument category used involves the legislative, economic and communicative instruments. All the three concepts of instrument are referred based on the policy instrument category proposed by Vedung (1998). Every form of instrument selected by the government carries its own characteristic, function and impact (Lascoumes & Le Gales, 2007).

The legislative instrument refers to the instrument involving the rules, the legislation, the order and command, also the norms that are characteristically coercive. This traditional instrument is adopted to determine the action, to rule, to impede an action and also to punish (Vedung, 1998). In sum, it plays the role as a tool used to determine the norm, the behaviour and the boundary of a certain action in the society by the government. In this study context, the legislative instrument in the foreign workers' management involves 1955 Work Act, 1952 Worker Compensation Act, 1990 Worker Housing Minimum Standard and Facilities Act (Act 446), 1959/63 Immigration Act, 2016 Minimum Salary Order and the foreign workers hiring regulations, such as quota, payroll sector, source country and payroll duration (Jabatan Tenaga Kerja, 2011). All these instruments have to be complied with, and the failure to do so can lead to the individual being punished.

The economic instrument refers to the instrument involving the financial aspect. The economic instrument encompasses the aspect of receiving or taking the source, be it in cash or in other forms, over an action. According to Pal (2014), the government uses the economic instrument as an effort to achieve the policy objective by way of influencing an individual's or an organisation's actions through a calculative decision on the financial resources, along with the cost and benefit of the action. Economic instrument also covers the positive dimensions like subsidy payment, cash grant, and loan warrantee, while negative dimensions include levy, charge, duty and permit (Mavrot, Hadorn & Sager, 2019). The form of economic instrument

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especially in this context includes levy for the foreign workers, permit, collateral bond, workers' safety insurance payment, healthcare-check charge and so on.

The next instrument is the communicative instrument, referring to the basic tool that comes in the form of information and data. This instrument is used to influence the policy recipient in a more subtle manner. Vedung (1998) explained that this concept encompasses the steps taken to influence the recipient by means of transferring the information or knowledge, relaying effective communication, persuasion, advice, pleas and anything related. The goal of this instrument is to convince the recipient to do an action or to obstruct the same recipient from doing something. The role is to relay information, explain meaning and inform the readiness of instruments in a policy. Also, this instrument is substantial as it motivates the functions of other instruments in the policy (Bemelmans, Rist & Vedung, 1998). As an information delivery tool, this instrument comes in many forms and categories. Communicative instrument is flyers, pamphlets, advertisements, reports, campaigns, bulletins, posters, web pages, portals, Facebook and Telegram applications, and so on that are able to deliver and share information. (Pal, 2014; Vedung, 1998). In the study context, the communicative instrument involves the online and webpage system used in the management and control of foreign workers. They include ePPax, ePLKS, eVDR and official portals of Ministry of Home Affairs, Ministry of Human Resource, Malaysian Immigration Office, Peninsular Malaysia Labour Office.

Based on the discussion about policy instrument in foreign workers management, a study model was developed based on the policy instrument theory introduced by Vedung (1998). Three dimensions of policy instrument will be studied to see the influence of the instrument on the performance of the policy. The following is the figure of the research model formed for testing in this study:

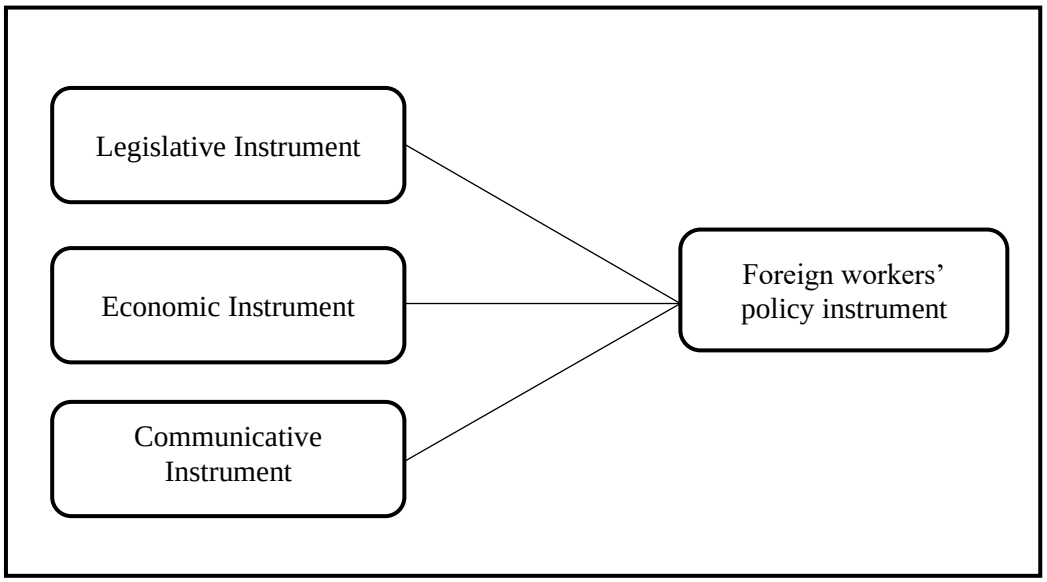

Figure 1: Research Model

Sources: Vedung (1998)

Based on the model framework, there are three dimensions emerging from the policy instrument variable, namely legislative instrument, economy instrument and communicative instrument, whose influence will be tested on the dependent variable which is the performance of the foreign workers policy. Leaning on the theory, every instrument has its own impact on policy

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performance. Their influence on the policy varies depending on the characteristics and functions. Thus, the questionnaire instrument formed based on the model will have to be tested beforehand.

Methodology

Methodology is the significant part that explains about the system, method or technique used in carrying out a study. Thus, to test and validate the questionnaire instrument developed in this study, researcher had run a pilot test. The aim is to ensure that the validity and reliability of the instrument's construct items are relevant and apt for the actual study (Field, 2009). The study samples are employers of foreign workers. For the purpose of EFA analysis, the total sample size required is 175 respondents. The determination of the total sample size is based on the recommendation of Hair, Hult, et al., (2014) which is according to the ratio (N:p) determination technique. 'N' refers to the number of samples, and 'p' refers to the number of items. The ratio that can be used is like 3:1, 5:1, 6:1 (Maccallum, Widaman, Preacher, & Hong, 2001; Williams, B., Onsman, A., & Brown, T., 2012). This study choose a ratio of 5:1. Based on the 5:1 ratio, the largest number of items in the questionnaire instrument needs to be multiplied by the number five. The maximum number of items is 35 items. Therefore, 5 X 35 is equal to 175. Although a total of 175 respondents are required, this study has distributed questionnaires exceeding the total number of samples required. This is because considering the issue of data damage and so on. Out of 200 questionnaires distributed, 180 were suitable for analysis. The distribution of questionnaires beyond the actual sample size helps to achieve the maximum response rate. The data collected from the pilot test were then analysed using the exploratory factor analysis procedure. For this purpose, the Statistical Package for the Social Sciences (SPSS) software version 22 was used.

Exploratory Factor Analysis on Research Instrument

Exploratory factor analysis is a procedure used to test the aspects of validity and reliability of the questionnaire instrument developed. This procedure involves the test on items that have been constructed in the construct that is to be tested (Darusalam & Hussin, 2018). It has been mentioned earlier that the construct of this study (policy instrument) contains three dimensions. The construction of items in every dimension has been done by referring to previous theories and literature. This is consistent with the point put forth by Chua (2011) and Hair et al. (2014) that the study measurement formation must be based on the theory so that the concept can be measure more accurately. Although the construction of the policy instrument is based on the theory and literature, the instrument also needs to undergo evaluation.

Based on the suggestion by Awang (2012) if researcher has developed and adapted his or her study instrument, an amendment still has to be carried out through the exploratory factor analysis procedure. There are aspects such as measurement precision, measurement tool consistency, item consistency that need to be revised. With the implementation of the EFA analysis, irrelevant and inappropriate items can be identified, modified or even removed from the instrument. The EFA analysis can also reduce the number of items that have been abundant (Field, 2009). Through the implementation of this analysis, the developed instrument will have both good validity and reliability. This will directly produce quality results for the study.

In this study, to measure the policy instrument construct, 35 items have been formed. There are 14 items for the Legislative dimension, 10 items for Economy dimension and 11 items for Communicative dimension. Before the implementation of the exploratory factor analysis on the data obtained, there are some conditions to be met first, where the data have to be normally

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distributed, and the values of Kaiser-Meyer-Olkin Measure of Sampling Adequacy (KMO) and Bartlett's Test of Sphericity need to fulfil the criteria of the analysis. The KMO value is examined to see the sampling adequacy to carry out the factor analysis, and it is measured between the value of 0 and 1. If the KMO value shows 0.50 and below, the value is then regarded as inadequate for the factor analysis implementation. For Bartlett's Test of Sphericity, the aim is to ensure that the data are suitable for the factor analysis. The condition is that the significant value of Bartlett's test must be $p < 0.05$ (Hair et al, 2014).

Other than that, the setting that needs to be considered is about the type of factor extraction analysis method that is to be implemented. In this study, the type of method adopted to extract the factor is the Principal Component Analysis (PCA) method with the Varimax rotation technique (Field, 2009). Every procedure conducted in this analysis must fulfil the Goodness-of-Fit Index determined. The following is the guideline:

Table 1: Evaluation Guideline on Goodness Value

EFA Model Index	Predetermined Condition
Kaiser-Meyer-Olkin Measure of Sampling Adequacy (KMO) Value	>0.50
Bartlett's Test of Sphericity (Sig. < 0.05) Value	<0.05
Factor Loading Value	>0.40
Cronbach Alpha Value	>0.60
Eigen Value	>1.00

Source: Field, (2009) & Hair et al, (2014)

Outcome and Discussion

As aforementioned, prior to the EFA process to be conducted, there are some conditions or criteria that have to be met beforehand. Early analysis shows that the data obtained have fulfilled the criteria for EFA implementation for the policy instrument construct tested. The first criterion is in terms of the data distribution normality. Data show a normal distribution when the skewness and kurtosis values are within the range of ±1.96. The skewness value shown is (-0.256) whereas the kurtosis value is (-0.239). The second criterion is by looking at the KMO value. The analysis finds that KMO has shown a high value which is 0.879 and this value is enough for the implementation of the EFA analysis. Bartlett's test also shows a significant value which is p (0.00) < 0.05.

After meeting the criteria, the EFA analysis was then implemented. The process was carried out to see or verify only the relevant items are used to measure the concept being studied. To extract the factor, this study uses the Principal Component Analysis method, with the Varimax rotation method. The outcome of the analysis shows that from the sum of 35 items from the three dimensions tested, only five items were removed. There are two surrounding issues-firstly, it has low factor loading value and secondly, there is an overlapping factor loading. The item with a low loading value is B28 and the items with overlapping loading values are B23, B20, B22 dan B25. As dictated in Table 1, the factor loading value has to exceed the value of 0.40. Thus, item B28 with low loading value must be removed from the instrument. The item with low loading value will affect the central validity whereas overlapping loading value will cause the discriminant validity to be affected.

After the validation process was done, the next analysis looks into the sum of the extracted variant values. The values will show the total percentage of the items used that can measure the

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policy instrument construct. All the 30 items have formed 58.27 percent of the change in the variant to the policy instrument construct. The most dominant factor is Legislative with the variant percentage 28.95, followed by Communicative which is 16.71 percent, and Economy 12.60 percent. The analysis then moves on to refer to the evaluation on the reliability aspect of the items. The reliability analysis will be evaluated by referring to the Cronbach Alpha value. The outcome reveals that all three dimensions measured show high reliability value. Legislative shows the Alpha Cronbach value of (0.937), Economy (0.820) and Communicative (0.911) and these have exceeded the pre-determined 0.60. Table 2 illustrates the finding outcome after the EFA analysis was conducted on the research instrument:

Table 2: Exploratory Factor Analysis by Policy Instrument

Rotated Component Matrix					
Skewness: -0.256					
Kurtosis: -0.239					
KMO: 0.879					
Bartlett's test: 0.00 (sig)					
No	**Item**	**Legislative**	**Economy**	**Communicative**	**Communality Value**
1	B1 [Legislative]	0.766			0.599
2	B2 [Legislative]	0.722			0.581
3	B3 [Legislative]	0.816			0.682
4	B4 [Legislative]	0.793			0.646
5	B5 [Legislative]	0.846			0.733
6	B6 [Legislative]	0.825			0.695
7	B7 [Legislative]	0.722			0.604
8	B8 [Legislative]	0.629			0.408
9	B9 [Legislative]	0.574			0.392
10	B10 [Legislative]	0.805			0.669
11	B11 [Legislative]	0.765			0.622
12	B12 [Legislative]	0.831			0.708
13	B13 [Legislative]	0.833			0.711
14	B14 [Legislative]	0.674			0.523
15	B15 [Economy]	0.564			0.380
16	B16 [Economy]		0.824		0.679
17	B17 [Economy]		0.756		0.601
18	B18 [Economy]		0.708		0.548
19	B19 [Economy]		0.811		0.665
20	B21 [Economy]		0.570		0.365
21	B24 [Economy]		0.404		0.309
22	B26 [Communicative]		0.465		0.364
23	B27 [Communicative]		0.491		0.420
24	B29 [Communicative]			0.741	0.570
25	B30 [Communicative]			0.846	0.721
26	B31 [Communicative]			0.849	0.742
27	B32 [Communicative]			0.797	0.642
28	B33 [Communicative]			0.817	0.677
29	B34 [Communicative]			0.786	0.644
30	B35 [Communicative]			0.734	0.583
Eigenvalues		9.911	3.190	4.380	
Percentage of variance (%)		28.95	12.60	16.71	
Cronbach Alpha Value		0.937	0.820	0.911	
Overall extracted variance for all 30 items: 58.27					

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Conclusion

All in all, the study outcome shows that this questionnaire instrument is appropriate to be used in the actual study. Every analysis done shows good outcome on the criteria that have to be fulfilled, especially in terms of the validity and reliability. Thus, it can be stated that this instrument is reliable and valid to be used in real-time studies to measure the construct of the policy instrument's influence on policy performance. The study on the policy instrument's influence on policy performance is important to ensure an ongoing effectiveness in achieving the objective of the foreign workers policy. A weak policy performance has a connection with the incapability of the instrument adopted. The policy instrument used is the aspect that needs to be considered as it can give a positive or a negative impact to the policy performance. In addition, the instrument is also a tool used to detect any change on the policy. With this study's implementation, an understanding on the influence of the instrument in the foreign workers' management policy can be formed. This study also exposes the actual capability of the policy instrument on the policy performance based on the instrument category. Therefore, the implementation of this study is significant to warrant the consolidation of the policy instrument used.

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