

IMPLEMENTATION OF INDUSTRIAL RELATIONS POLICY AT PT. YULIANI AMANAH CONSTRUCTION IN PETASIA TIMUR DISTRICT, NORTH MOROWALI REGENCY

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Abstract

This study aims to analyze the implementation of industrial relations policies at PT. Yuliani Amanah Construction in Petasia Timur District, North Morowali Regency, using Grindle's (1980) policy implementation theory approach, which emphasizes two main dimensions: content of policy and context of implementation. This study uses a qualitative method with a case study approach. Data were collected through in-depth interviews with key informants consisting of company management, employees, and representatives from the North Morowali Manpower and Transmigration Office. The research results show that in terms of the content of policy, industrial relations policy implementation has not been optimal due to limited resources, poor understanding among policy implementers at the company level, and weak fulfillment of workers' rights, such as minimum wages, occupational safety (K3) standards, and labor dispute resolution mechanisms. Meanwhile, in terms of the context of implementation, power factors, economic interests, and regional socio-economic stability significantly influence policy implementation. Local governments place greater emphasis on investment stability than on firm enforcement of labor laws. These findings reinforce Grindle's (1980) view that the effectiveness of policy implementation in developing countries depends heavily on the interaction between the policy's substance and the sociopolitical context in which it is implemented. This study recommends strengthening the institutional capacity of labor inspectors, increasing company management awareness of regulatory compliance, and establishing a tripartite dialogue forum between the government, companies, and workers to create harmonious and equitable industrial relations.

Keywords: *Policy Implementation, Industrial Relations, Employment, content of policy, context of implementation*

1. Background

Industrial relations are a crucial foundation of the modern employment system, playing a significant role in maintaining a balance between the interests of workers, employers, and the government. Globally, the quality of industrial relations is a crucial indicator of economic stability and sustainable development. Countries with strong industrial relations systems generally have high productivity, low workplace conflict, and better worker welfare. According to the International Labour Organization (ILO, 2023) report in its World Employment and Social Outlook, more than 60% of developing countries still face serious obstacles in establishing a fair industrial relations system, particularly in the construction sector and labor-intensive industries prone to conflict, discrimination, and workplace accidents. The construction sector in particular is characterized by complex and high-risk work. Time-pressured fieldwork, the involvement of numerous subcontractors, and short-term contract work systems often give rise to labor issues. A study by Kineber (2023) found that implementing Occupational Health and Safety Management Systems (OHSMS) in the construction industry globally can reduce workplace accident rates by up to 67%, but its success depends heavily on consistent policy implementation and company commitment. Similarly, Sánchez et al. (2017) emphasized that one of the causes of the high number of accidents and workplace disputes in the construction sector is the weak implementation of occupational safety systems and workers' lack of awareness of their normative rights.

Indonesia, as a developing country, faces similar challenges. The government has attempted to regulate and strengthen the industrial relations system through Law Number 13 of 2003 concerning Manpower and various derivative policies, including labor inspection, the implementation of Regional Minimum Wages (UMR), and

occupational safety and health (K3) policies. However, despite the legal framework being in place, implementation on the ground is often ineffective. A 2024 report from the Ministry of Manpower indicates that in 2023, more than 10,000 industrial relations disputes were recorded in Indonesia, with approximately 35% originating in the construction and mining sectors. This figure demonstrates that the implementation of industrial relations policies remains far from ideal and faces both structural and cultural obstacles. Specifically in the construction sector, implementation barriers are often related to weak supervisory capacity, low company compliance with regulations, and limited human resources. A study by Maddeppungeng (2024) showed that the main obstacles to implementing OHS in construction projects in Indonesia were ineffective communication, low compliance with personal protective equipment (PPE), and minimal occupational safety training for field workers. Conversely, research by Vitrano (2024) found that the effective implementation of safety and industrial relations policies requires integration between national regulations, institutional oversight, and managerial commitment at every stage of the project. Without such synergy, policies become merely administrative instruments without any substantive impact on worker welfare. At the regional level, Central Sulawesi Province is one of the regions experiencing accelerated infrastructure and industrial development, particularly in the construction and mining sectors. According to data from the Central Statistics Agency (BPS, 2024), the province's construction sector is growing at 9.7% annually and employing more than 35,000 workers, making it a strategic sector for the regional economy. However, this increase in economic activity is not always accompanied by strengthened industrial relations oversight. A 2023 report from the Central Sulawesi Provincial Manpower and Transmigration Office revealed that the ratio of labor inspectors to active companies in the region remains low, at only one inspector for every 400 companies, limiting the effectiveness of policy implementation oversight.

This situation is also evident in North Morowali Regency, particularly in the Petasia Timur District, an area experiencing rapid industrial and construction growth. One company representing this sector is PT. Yuliani Amanah Construction, a construction services company that employs a large number of contract workers on various development projects. Based on initial observations and reports from the local Manpower Office, several ongoing issues were identified, such as the application of wages below the minimum wage (UMR), late payment of wages, termination of employment without compensation, and low discipline in implementing occupational health and safety (K3). Wage disputes are also often resolved informally without formal mediation due to limited oversight capacity of the local government. Another emerging issue is workers' lack of awareness of their normative rights and their weak bargaining position in negotiations with management. A patronizing work culture makes workers reluctant to report or assert their rights for fear of losing their jobs. This phenomenon aligns with Pressman and Wildavsky's (1973) view of the implementation gap, a gap between normatively designed policies and actual outcomes on the ground due to the complexity of their implementation.

From a theoretical perspective, according to Grindle (1980), the success of policy implementation is determined by two main dimensions: the content of policy and the context of implementation. In the case of industrial relations at PT. Yuliani Amanah Construction, the content dimension of policy includes regulations on wages, occupational health and safety, layoffs, and labor dispute resolution, which are normatively regulated but have not been effectively implemented. Meanwhile, the context dimension of implementation shows that the socio-economic context and power relations in the region also influence the success of policies. When companies have greater power than supervisory institutions, and workers have a low bargaining position, even good policies have the potential to fail to be implemented properly. Several previous studies, such as Maddeppungeng (2024) and Vitrano (2024), have focused more on the implementation of OHS policies and general occupational safety aspects in the construction sector, but not many have comprehensively examined the relationship between employment policies, worker welfare, and the power of actors at the regional level. Research on industrial relations in the North Morowali industrial area is also still very limited, especially those using the public policy implementation theory approach as proposed by Grindle (1980). Therefore, this study has novel value (research gap) in examining how the content and context of industrial relations policies are translated operationally at the regional construction company level, as well as what factors influence their success or failure. Thus, this research not only contributes to the development of public policy implementation studies in the employment sector, but also provides an empirical basis for local governments and companies to improve industrial relations systems to be fairer, more productive, and more sustainable.

2. Theoretical basis

Public policy implementation is one of the most crucial stages in the policy cycle because it determines the extent to which formulated goals and objectives can be realized in practice. This stage encompasses not only the translation of political decisions into administrative actions but also the interactions between actors and the complex socio-political context. Pressman and Wildavsky (1973) stated that implementation often faces structural and

coordinative barriers that create a gap between policies on paper and their implementation in the field. Similarly, Van Meter and Van Horn (1975) emphasized that implementation effectiveness is greatly influenced by the clarity of policy standards, available resources, the character of implementing institutions, and communication between the institutions involved. According to Mazmanian and Sabatier (1983), implementation is a long-term process that depends on stable legal structures, clear objectives, and supportive socioeconomic conditions. They argued that successful implementation will be achieved with strong commitment from implementers and adequate political support. O'Toole (2000) later expanded on this thinking by emphasizing the importance of coordinating policy networks in the increasingly complex era of modern governance involving multiple actors. In the context of developing countries like Indonesia, Subarsono (2020) assessed that public policy implementation is often hampered by weak institutional capacity, overlapping regulations, and low bureaucratic commitment.

One relevant theoretical framework for analyzing policy implementation in developing countries is the model proposed by Merilee S. Grindle (1980). She emphasized that successful implementation is influenced by two main dimensions: the content of policy and the context of implementation. The first dimension relates to who benefits from the policy, the benefits it generates, the extent of expected change, the position of policymakers, and the availability of resources. Meanwhile, the second dimension encompasses the power and strategies of the actors involved, institutional characteristics, and the social, economic, and political conditions in which the policy is implemented. Grindle views implementation as a political process fraught with negotiations between actors, where the final outcome depends on the balance of power, interests, and the capacity of policy implementers. In the context of industrial relations, this theory is highly relevant because the relationship between the government, employers, and workers is an arena of interaction fraught with economic and social interests. According to Dessler (2020), industrial relations is a system that regulates the relationship between management and labor to achieve a balance between productivity and welfare. The government acts as a regulator and mediator to ensure that the rights and obligations of both parties are implemented fairly. In Indonesia, the principles of industrial relations are regulated by Law Number 13 of 2003 concerning Manpower, which emphasizes the principle of partnership and a balance of rights between employers and workers (Ministry of Manpower of the Republic of Indonesia, 2024).

However, the implementation of industrial relations in the field still faces several obstacles. Various studies show that employment policies in Indonesia have not been fully implemented effectively, particularly in the construction sector, which is high-risk and has a low level of formality. Sánchez, Pellicer, and Molenaar (2017) noted that the weak implementation of occupational safety systems in this sector is due to cost pressures, short-term contracts, and low worker awareness of safety standards. Kineber (2023) emphasized that the successful implementation of occupational safety policies depends heavily on management commitment, ongoing training, and an effective oversight system. The above conditions also occur in Indonesia, where employment practices still face issues related to regional minimum wages (UMR), occupational safety and health (K3), and termination mechanisms that often do not comply with regulations. Maddeppungeng (2024) found that supervision of K3 implementation in construction projects remains very limited due to a shortage of supervisors and minimal worker awareness. Vitran (2024) in his international study also emphasized that strengthening institutional capacity and managerial commitment are essential requirements for ensuring effective policy implementation in the construction sector. From these various studies, it can be concluded that the implementation of industrial relations policies in the construction sector faces complex structural and institutional challenges. Most research still focuses on the technical aspects of occupational safety and health, while aspects of industrial relations, including the balance of power between workers, companies, and the government, have not received much in-depth study. Therefore, this study is important to analyze how industrial relations policies are actually implemented at the regional construction company level, by examining the interaction between policy content and the context of its implementation, as explained by Grindle (1980). This approach is expected to not only strengthen theoretical understanding of public policy implementation but also provide a practical contribution to improving the effectiveness of industrial relations in Indonesia.

3. Methodology

This research uses a qualitative approach with a case study design to deeply understand the implementation of industrial relations policies at PT. Yuliani Amanah Construction in Petasia Timur District, North Morowali Regency. This approach was chosen because it can explain social dynamics and actor behavior in the context of complex public policy (Creswell & Poth, 2018; Yin, 2018). The research location was determined purposively by considering the characteristics of the construction industry in this region which has a high level of interaction between the government, companies, and workers. The research informants consisted of six people who have direct involvement in the implementation of industrial relations policies, namely government officials from the North Morowali Manpower and Transmigration Office (Head of Office and Head of Industrial Relations Division), the

company (Project Manager, Field Supervisor, and HR Admin), and one representative of contract workers in the PT. Yuliani Amanah Construction construction project. Primary data was collected through in-depth semi-structured interviews, while secondary data came from company documents, Manpower Agency reports, and scientific literature related to industrial relations (Merriam & Tisdell, 2016). Observation techniques were also used to directly observe work practices, occupational safety (K3), and interactions between actors in the field. All data were collected over three months and analyzed using Creswell's (2018) interactive analysis model, including data reduction, data presentation, and conclusion drawing. Data validity was maintained through triangulation of sources and methods, as well as member checks with informants to ensure interpretations aligned with empirical reality (Denzin, 2017; Patton, 2015). This approach enabled a comprehensive understanding of the relationship between policy substance, actor interests, and the local socioeconomic context that influenced the effectiveness of industrial relations policy implementation in North Morowali.

4. Results and Discussion

The implementation of industrial relations policies at PT. Yuliani Amanah Construction in Petasia Timur District reflects the dynamic interaction between formal regulations, economic interests, and social conditions in the field. Based on interviews with local government officials, company management, field supervisors, and human resources staff, the implementation of employment policies in the construction sector still faces challenges in terms of consistency, compliance, and the availability of supporting resources. Within Grindle's (1980) theoretical framework, the effectiveness of policy implementation depends heavily on two main dimensions: the content of the policy and the context of its implementation.

4.1 Content of Policy

From a policy-substantive perspective, the implementation of industrial relations in this company aims to maintain a balance between workers' rights and company interests. Officials from the Manpower Office explained that industrial relations policy in North Morowali Regency is aimed at creating stability between worker protection and business continuity. However, most construction companies do not yet have formal collective bargaining agreements, so policy implementation still focuses on administrative aspects. This situation indicates a gap between regulations and implementation, or an implementation gap, as explained by Pressman and Wildavsky (1973), which states that implementation is often hampered by the complexity of actors and weak coordination between implementing agencies. The company management explained that the wage system at PT. Yuliani Amanah Construction has been adjusted to the Regional Minimum Wage (UMR) provisions of North Morowali Regency, and permanent workers are registered with the BPJS Ketenagakerjaan program. However, casual workers or short-term contract workers have not fully received the same protection due to the fast recruitment process and administrative limitations. This condition indicates that the benefits of industrial relations policies are beginning to be felt by some workers, but their implementation is still uneven. This phenomenon is consistent with research by Sánchez et al. (2017), which shows that the construction sector is characterized by flexibility and high risk, so the implementation of employment policies is often partial and unsustainable.

Furthermore, the company's occupational health and safety (OHS) policy has begun to show positive behavioral changes among workers. Field supervisors revealed that awareness of the use of personal protective equipment (PPE) has increased, and short training sessions are routinely conducted before project commencement. However, adherence to OHS practices tends to decline as the project deadline approaches. This suggests that while the OHS policy has had a positive impact, consistent implementation remains a challenge. Consistent with Kineber's (2023) findings, the effectiveness of an OHS policy is determined not only by formal regulations but also by organizational commitment, work culture, and ongoing management oversight. From an institutional perspective, local government officials stated that the labor development and supervision functions in North Morowali have not been optimally implemented due to the limited number of supervisors. Supervision is often conducted only when violations are reported or in large projects that attract public attention. This demonstrates the government's weak role as a supervisor of policy implementation. Mazmanian and Sabatier (1983) emphasized that consistency, administrative capacity, and the stability of legal structures are crucial factors in ensuring the successful implementation of public policies. In this context, limited institutional capacity in the region results in industrial relations supervision being reactive rather than preventive. Meanwhile, from the company's perspective, human resources staff explained that the implementation of OHS and worker welfare policies is highly dependent on the availability of project budgets. For small-scale projects, the provision of personal protective equipment, safety training, and welfare incentives is limited. Resource factors are a major obstacle to ensuring consistent policy implementation. Subarsono (2020) emphasized that limited human resources, funding, and organizational capacity at

the regional level are often the main causes of weak public policy implementation in Indonesia. The results of the study indicate that in general, the implementation of industrial relations policies at PT. Yuliani Amanah Construction has been carried out in accordance with formal provisions, such as payment of wages according to the Regional Minimum Wage (UMR), registration for BPJS (Social Security), and implementation of K3 (Occupational Health and Safety). However, the implementation has not yet touched on the substantive dimensions of ideal industrial relations, such as social dialogue between workers and employers, worker participation in decision-making, and legal certainty for contract workers. Policies that should encourage a harmonious balance in employment relations are instead interpreted more as administrative obligations that must be fulfilled. This condition shows that the effectiveness of policy implementation is still determined by how strong the coordination between implementing actors, institutional capacity, and local socio-economic conditions. Theoretically, the results of this study reinforce Grindle's (1980) view that policy implementation in developing countries is political and contextual, where successful implementation is determined not only by the policy's content but also by the context in which it is implemented. In the context of North Morowali Regency, the success of industrial relations policies is greatly influenced by the strength of implementing actors, the commitment of local governments, the capacity of company management, and the socio-economic conditions of communities dependent on the industrial and construction sectors. Therefore, the effectiveness of industrial relations in this region requires a more participatory implementation approach, strengthening the government's development function, and encouraging companies to build an organizational culture that positions workers as partners in achieving common goals.

4.2 Context of Implementation

In the context of industrial relations policy implementation at PT. Yuliani Amanah Construction, the implementation process is not only influenced by the policy content, but also by the power and interests of actors, institutional characteristics, and socio-economic conditions in the surrounding environment. Research findings indicate that these contextual factors have a significant influence on the extent to which policies can be effectively operationalized in the field, as explained by Grindle (1980) that the implementation context is a field of political and social interaction that determines the final outcome of public policy. From the actor perspective, the relationship between government, companies, and workers illustrates an unbalanced power dynamic. Local government officials revealed that in practice, supervisory positions are often under pressure from economic interests, particularly as the construction and mining industries are the mainstays of regional revenue. Local governments tend to compromise between protecting workers' rights and sustaining investment. This compromising stance makes industrial relations policies at the regional level more accommodating to employers than repressive against violations. This phenomenon aligns with Lipsky's (1980) view of street-level bureaucracy, which explains that policy implementers in the field often make decisions based on resource constraints and local socio-political pressures.

Company management views labor policies as a legal obligation that must be complied with to avoid disruption to operations due to administrative sanctions. However, in practice, project efficiency often takes precedence over the implementation of safety standards or formal dispute resolution procedures. Field workers reported that occupational health and safety training was sometimes conducted briefly or symbolically to avoid project delays. This pattern suggests that company-level actors' strategies are more focused on minimal compliance to avoid penalties than on internalizing the values of fair industrial relations. Grindle (1980) emphasized that actors' interests and strategies are often determining factors in the implementation process, as each party interprets policies based on their respective positions and objectives. Furthermore, institutional characteristics also influence the effectiveness of policy implementation. The North Morowali Regency Manpower Office faces structural limitations in carrying out its supervisory and developmental functions. Industrial relations oversight still relies on a limited number of employees and is often administrative in nature. Supervisory activity reports indicate that routine inspections are only conducted on large companies with high potential legal risks or labor violations. On the other hand, medium-sized construction companies such as PT. Yuliani Amanah Construction interact more with the government through periodic reporting rather than direct development. This situation indicates an institutional distance between policy makers and implementers, which hinders effective coordination across levels of government. These findings align with a study by Hill and Hupe (2014), which emphasized that modern implementation governance requires cross-institutional coordination for policies to be implemented as intended. From a socio-economic perspective, the local context of North Morowali significantly influences the dynamics of industrial relations. This region is known as a mining and construction industry, employing thousands of workers from various regions. The community's dependence on employment in these sectors weakens workers' bargaining power in employment negotiations. Workers tend to accept existing working conditions for fear of losing employment opportunities amidst intense competition from migrant workers.

Local government officials acknowledge that socio-economic stability is a primary consideration in enforcing labor regulations. The government strives to avoid open industrial conflict to avoid disrupting the investment climate in the region. This situation demonstrates that industrial relations policies are often implemented based on pragmatic, rather than normative, logic. These socio-economic limitations also reinforce the view that public policy implementation in developing regions cannot be separated from the structural conditions of their communities. O'Toole (2000) emphasized that successful implementation depends on the extent to which policies adapt to the complex social environment and inter-sectoral networks. In the case of PT. Yuliani Amanah Construction, industrial relations were influenced by the balance between economic pressures, labor needs, and the government's role as a mediator. Although the policy provided a clear legal framework, the context of implementation in the field showed that compliance remained situational and influenced by social conditions and the company's economic capacity.

Overall, the contextual dimensions of industrial relations policy implementation in North Morowali Regency demonstrate an imbalance of power between government actors, employers, and workers; institutional limitations in oversight functions; and the strong influence of socioeconomic conditions on the stability of employment relations. This phenomenon confirms Grindle's (1980) argument that public policy in developing countries often experiences distortions during implementation due to the influence of power dynamics, resource inequality, and socioeconomic pressures. Thus, the success of industrial relations policy depends not only on the substance of its regulations, but also on the ability of local institutions and actors to adapt its implementation to the social context at hand. Efforts to strengthen the effectiveness of industrial relations policy implementation in this region require a collaborative strategy between the government, companies, and workers, through more participatory oversight, increased capacity of supervisory institutions, and the creation of sustainable and inclusive spaces for social dialogue.

5. Conclusion

Based on the research results, it can be concluded that the implementation of industrial relations policies at PT. Yuliani Amanah Construction still faces various obstacles both in terms of the content of the policy and the context of its implementation. In terms of the content of the policy, provisions regarding minimum wages, occupational safety (K3), and the resolution of labor relations disputes have not been fully implemented in accordance with applicable regulations. Contributing factors include limited human resources who understand employment provisions, lack of training for implementers, and the company's weak commitment to upholding workers' rights. Meanwhile, in terms of implementation, the dynamics of power relations between the government, companies, and workers demonstrate the dominance of economic interests over labor protection. Local governments strive to maintain social stability and the investment climate, often resorting to compromise in policy enforcement. The socioeconomic conditions of local communities dependent on the construction and mining industries also weaken workers' bargaining power with companies. Thus, the effectiveness of industrial relations policies in North Morowali is greatly influenced by the ability to adapt policy substance to local socioeconomic conditions. Successful implementation will depend heavily on collaboration between the government as regulator, companies as implementers, and workers as policy recipients. A more participatory and responsive policy strategy is needed to ensure harmonious, fair, and sustainable industrial relations.

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