

Spatial Collaboration Model among Local Governments in Ratubangnegoro Region in the Boundary Area of Central Java and East Java Provinces, Indonesia

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Abstract: In Indonesia, according to Law No. 23/2014 on Local Government, a local government can conduct cooperation with other local governments that are based on considerations of efficiency and effectiveness of public services and mutual benefit, in order to improve people's welfare. Such cooperation can be categorized into mandatory and voluntary cooperation. Cooperation shall be developed jointly between the adjacent areas for the implementation of government affairs which have cross-local government externalities; and the provision of public services more efficient if managed together. One of the parts of the area that is directly related to the implementation of the policy liabilities of inter-local government cooperation which is mandated is the he province boundary areas. The public management of the provincial boundary areas is different from the central province area. While the central province area considers only their own interests, the management of boundary development must consider the neighboring regions. On one hand, the area is influenced only by its own province policy, while on the other influenced by neighboring regions. Meanwhile, a local government tends to resist the influence and intervention of neighboring regions. Likewise, neighboring local governments also tend to resist the influence and intervention of other local governments. Therefore, when interacting on the boundary, inter-local government interaction is not only the potential for cooperation, but also conflict-prone regions. One of the boundary area provinces attempt to implement the collaborative planning approach is the boundary area of Central Java Province and East Java Province, which is known as Ratubangnegoro Region. Ratubangnegoro region is one of the strategic areas of both provinces. In order to the interaction between the region could take place, there are regencies in the region have formed and joined the Inter-Local Government Cooperation Agency (BKAD-Badan Kerjasama Antar Daerah) Ratubangnegoro. Based on the explanation, this article explains the institutional model of collaborative planning contained in BKAD Ratubangnegoro. The model is much more complex, because it involves two different levels of government, provincial and regency government hierarchies. Institutional model of cooperation in the regency boundary area should be different from that of between provinces. The results of this are expected to be input from related parties of the inter-regional cooperation institution, particularly cooperation in the area of the provincial boundary with the province, which is implemented by the regencies contained therein.

Keywords: Spatial Collaboration, Local Government Cooperation, Local Government Boundary, Ratubangnegoro.



1. Introduction

The boundary area of local government is not only an area having a boundary line of local government, but also a place of mutual interaction between neighboring local governments. The local governments utilize such interactions to accommodate their own mutual interests with their neighbors [1,2]. If they use the interactions for the common good, in the form of cooperation, it can be mutually beneficial. However, as every local government tends to hold their own autonomy, they tend to resist any intervention coming from its neighbors [3]. Therefore, if in the interaction, the local government rejects the influence of its neighbors and uses it only for its own sake, then the interaction is conflict-prone. In short, the interaction is not only potential for cooperation, but also vulnerable to local conflicts, which can be institutional, social, economic, spatial and land use conflicts [4]. In other words, the interaction is ambiguous, as it can be profitable, but also unprofitable.

Newman [5] defines border or boundary as a marker indicating the spatial restrictions, which can be functionally or administratively. Functionally, the boundary is the termination of function space as a place or container. While, administratively, the space should be limited so it do not disturb neighbors' space as the space of administrative power. Furthermore, Newman [5] states that the boundary area is the area that has boundary line. Based on such understanding, it can be formulated that boundary area can be defined as an area which has boundary line that ends the influence of neighboring areas. Where the boundary line is imaginary, the area became a place which influences between the neighboring areas interact. Based on this, there are two main characteristics which has a borderline, and the interaction between the influence of a region and its neighboring region.

A local government boundary area is a consequence of the limitation of the jurisdiction of local government in the care of the local region and the interests of society, as well as regional development [6]. In order to a local government authority does not conflict with the neighboring regions, the government sets an administrative boundary line [7]. Collaboration between local governments is a consequence of the nature of the line is a translucent effect, which become a place of interaction influence a local government and neighbors. Since it is influenced passable, the area around the line of the region of an interaction of mutual influence between neighboring regions [7,8].

Inter-local government cooperation is a manifestation of a local government effort to implement collaborative planning in the utilization of different regional externalities. The collaborative plan aims to conduct among relevant parties to develop a solution to a problem faced together [9,10]. Innes [11] explained that the parties use collaborative planning to accommodate their aspirations and reconcile the differences between them to build solutions together. Through the process, participants can share the planning and building of empowerment to express and realize their aspirations. The application of the collaborative planning approach in inter-local government interaction aims to determine the right strategy to build cooperation between regions. Given the boundary area is ambiguous. The approach is used not only to promote the regional potentials for cooperation, but also to negate potential regional conflicts.

In Indonesia, according to Law No. 23/2014 on Local Government, the local governments can conduct cooperation with other local governments based on considerations of efficiency and effectiveness of public services and mutual benefit, in order to improve people's welfare. Such cooperation can be categorized into cooperation mandatory and voluntary cooperation. Cooperation shall be developed jointly between the adjacent areas for the implementation of government affairs which have cross-regional externalities; and the provision of public services more efficient if managed together.

One part of a local government that is directly related to the implementation of the policy liabilities of inter-local government cooperation which is mandated to the local government boundary area. The area is located in the area around the local governmental boundary having cross-regional implementation of government affairs. The public management of the area is different from the central local governmental area. While the central area only considers their own interests, the management of border development

must consider the neighboring regions. On one hand, the area is influenced only by its own regional policy, on the other hand it is influenced by neighboring regions.

One of provincial boundary areas that has a local government cooperation, is the boundary area of Central Java (Jawa Tengah, shortened as Jateng) Province and East Java (Jawa Timur, shortened as Jatim) Province, which is known as the Ratubangnegoro Region. The region is one of the strategic areas of both the provinces. In order that the inter-local government cooperation to work well, all four regions agreed to establish the Inter-local Government Cooperation Agency (Badan Kerjasama Antar Daerah, shortened as BKAD) Ratubangnegoro. BKAD Ratubangnegoro is a cooperation institution among regions of Tuban and Bojonegoro regencies, the entrance of Jatim Province; as well as Blora and Rembang regencies, the entrance of Jateng Province. The name of Ratubangnegoro is an acronym derived from the initials of the four regencies.

The four regions are located in the boundary areas of Jateng and Jatim northern provinces, where Tuban and Rembang Regencies are in northern coastal region and passed traffic lines between provinces in the Java Northern Region (Pantura Jawa). While Bojonegoro and Blora regencies are in position south of the regency before, that partly has the potential of forests and oil and gas. With the potential and geographical conditions such that the mobility and community activities among the four regencies are often past the boundaries of the regency and even provincial administrative regions. This of course led to consequences in various aspects, in which each pulse of public life, government and the business community in the region bordering regency will affect each other and have socioeconomic and environmental impacts.

If viewed from the direction of development of the region, Bojonegoro Regency has been seen as a better developing since it is supported by the activities of the economic potential, which allows the development of synergies between the regions. Bojonegoro Regency has an urban area geared to the development of agricultural production centers to increase agricultural yields and the development of the petroleum processing industry. As for Tuban Regency, directed the development of the region as a center of activity and commerce services that need to be developed industrial activities that include small industries, agriculture, agro-industry and mining. Bojonegoro and Tuban regencies equally included in the development of regions.

The local governmental cooperation institutionalized in the BKAD Ratubangnegoro has tasks to coordinate, plan and implement the interaction of local governments in the Ratubangnegoro region. In performing its duties, the institution up a joint secretariat to facilitate their activities in implementing inter-local government cooperation, as well as provide feedback and suggestions to the institution. What's interesting is that the existence of such institution has been able to cut the route of administration should be done by all four members of the regency. In normal conditions, when they wanted to cooperate with the area that is outside the province, the governor should involve. However, the role of the governor can be done by BKAD Ratubangnegoro. The institution has been able to make the interaction which was more flexible, efficient and effective.

This article aims to analyze the institutional model of collaborative planning contained in the BKAD Ratubangengoro. Such institutional model of cooperation in the local boundary area is different from the model between regions within a province. The model is much more complex, because it involves two different levels of government, both the provincial and regency government hierarchies.

2. Data and Methods

The study discussed in this article used a qualitative research approach. The approach was used to examine in detail and in-depth a collaboration model between local governments involved in BKAD Ratubangnegoro (Figure 1). Characteristics of these objectives in accordance with the opinion of Creswell [12] which states that qualitative research is very suitable for research that aims to build knowledge based

on built perspective a constructive depth of experience of the individual, social values and history; as well as a participatory perspective narrow source.

Specifically, the study used a case study explanation as a research strategy, as described by Yin [13]. According to Yin [13], the explanatory case study attempts to answer research questions that are explanative. Case study is a study of the object to be positioned as a 'case', which is done completely, thoroughly and deeply by using various sources of data [13]. Yin [13] looked at a case study as one of the qualitative research strategy that aims to disclose detailed and thorough review of the object studied. Because the position is an important case, Yin [13] looked at the case study is not a research method which should be selected, but the most important is choosing the right research object to be positioned as a case.



Figure 1. Map of the Ratubangnegoro Location in Indonesia (<http://tragom.me/map-world-java.html>)

Yin [13] reported a case study aims to examine in detail and depth of the research object. Case study method in this study used a thematic assessment method it is a method that examines the formation of certain patterns of data obtained. These patterns are used to build the theme and sub-themes, and eventually the researchers were able to determine the main theme of which is supported by the facts of the results of data collection in the field. In general, the process is as follows: Identification stage: the data that have been collected through the study of literature, observation, and in-depth interviews, were identified. Data that is not in accordance with the needs of neglected or discarded; Interpretation stage: the data already categorized links with each other to be interpreted. The stage will be done by the interpretation of the data and linking goals and objectives of the research; Concluding stage: the stage will be used when data have been interpreted, then do, concluding the results that's then used to construct a model; The object of this research is located in Ratubangnegoro area, which is an area consisting of four

regencies, which are Rembang, Blora, Tuban and Bojonegoro Regencies, located in the boundary area of Central Java and East Java Province, in Java Island of Indonesia.

3. Results and Discussion

BKAD Ratubangnegoro is a cooperative institution of four government regencies of two provinces, namely Blora and Rembang regencies in Central Java Province; and Tuban and Bojonegoro regencies of East Java Province. All four regencies are located in the boundary area of both provinces and the four mutually benefit one another. The initiation of institution is motivated by the fourth regencies that feel they have similar potential for development, as well as mutually supportive and complementary advantages and disadvantages of each. In addition, the economic movement of peoples' lives in the four regencies is very dynamic, and often crosses the boundaries of administrative regions so that they feel that the inter-local government cooperation they should do. To that end, on July 6, 2006, the four Regents of the four counties made a mutual agreement to synergize their programs. Through inter-local government cooperation, they can build and develop the synergies of the potential they have. The purpose is to synergize BKAD Ratubangnegoro establishment of governance, development programs and community service in order to provide the greatest possible benefits for the welfare of the people and maintain the unity and integrity of the Unitary Republic of Indonesia.

The establishment of BKAD Ratubangnegoro was marked by signing a Letter of Agreement between the Regents of Bojonegoro, Tuban, Blora and Rembang with No. 188/ 05/ 412.12/ 2006, No. 180/ 2530/ 4.4.012/ 2006, No. 640/ 3109/ 2006, No. 130/ 1988/ 2006 on Regional Development Cooperation. Furthermore, the agreement is followed up with the signing of the Joint Decree of the Regents of Blora, Rembang Regent, Regent of Tuban and Bojonegoro Regent No. 130.1/4884/2010, No. 188.45/ 147/ KPTS/ 414.012/ 2010, No. 01/ 2010 and No. 253/ 05/ 412.11/ 2010 on the Establishment of BKAD Ratubangnegoro, on 21 September 2010.

To follow up the establishment of this institution, the four regencies governments agreed to form the joint secretariat Ratubangnegoro, through the signing of the Joint Decree Regent of Blora, regent of Rembang, Regent of Tuban and Bojonegoro Regent No. 130.1/ 4885/ 2010, No. 188.45/ 148/ KPPS/ 414 012/ 2010, No. 02/2010 and No. 254/ 05/ 412.11/ 2010 on the Establishment of a joint secretariat Ratubangnegoro on September 21, 2010. The area become a joint secretariat is designated in turns between regions, for 2 (two) years, with a corresponding sequence Ratubangnegoro acronym. Until now, such joint secretariat position has been held on the year Blora Regency 2011-2012, Tuban in the year 2013-2014, the Government of Rembang Regency Year 2015-2016, and Bojonegoro in the year 2017-2018.

Based on mutual agreement between the regions, BKAD Ratubangnegoro has scope for cooperation in some fields, such as health; social; mining and energy; spatial planning; forestry and plantations; public works; trade and industry; transportation; capital investment; living environment; employment; tourism; and education and culture. Nonetheless, to date, the agreement made in BKAD Ratubangnegoro areas of cooperation includes health, mining, energy, forestry and plantations, investment and employment, as well as cooperation in tourism and culture.

Various agendas have been carried out by BKAD Ratubangnegoro, all in Blora, Tuban, Bojonegoro and Rembang. Some cooperative activities that have been done, include the development of an investment in 2010; the development of education and culture in 2012; social development and employment in 2012; tourism development in 2012; the synchronization of development/ maintenance of public works of roads and bridges in 2012; enforcement of regulations as well as the disruption of public order and peace of the community in 2013; the handling of health care in 2013; the handling of service of artificial insemination in 2014; traffic handling animals and animal products in 2014; veterinary services in 2014; disaster prevention in 2014, synchronization of spatial area in 2014, motor vehicle inspection program in 2014, and exchange of tourism and creative economy in 2014.

Although it has been established ten years ago, BKAD Ratubangnegoro still faces many challenges and critical issues concerning sustainability. The main issues is incompatible of the regulatory foundation for the establishment of the institution, the Government Regulation No. 50/2007 on Procedures For Local government cooperation, with Law No. 23/2014 on Local Government. The new law states that cooperation between regions in the local boundary area is mandatory, The need for adjustment of cooperative activities between the different areas in the region the boundary. On the other hand, the old law does not regulate explicitly on it.

The Letter of Agreement of BKAD Ratubangnegoro has been signed for ten years ago, but the follow-up implementation does not work because of constraints on financial reasons. The existence of the Joint Secretariat should be strengthened in establishing inter-local government cooperation on the boundary. Urgency MOU between the parties, among others, the weak point in the exercise in the Cooperation Agreement, cooperation based on the needs, an MOU was made in the context of supervision within a certain period.

In carrying out this authority, the province did not just play the role of implementing and regulating the field directly and inter-local government cooperation, but also provide assistance and support, cooperation among regions in specific fields such as the development of infrastructure and facilities area, investment, industry and trade, and agriculture. Thereby formally, cooperation between regions should be arranged or facilitated by the province.

According to Yunus [4], there are two main issues in the discussion of institutional interaction between regions, which are related to regional autonomy; And related to development financing. The first issue relates to how to manage two or more regional autonomy meetings well, so as to avoid conflicts between regions. Inter-regional autonomy meetings can create regional development synergies, but are otherwise vulnerable to conflicts of inter-regional interests that result in conflict between the regions.

The second issue relates to the coordination and integration of financial utilization of each region in financing inter-regional interaction activities. In Indonesia, the main obstacle faced is the absence of clear legislation governing it. According to existing regulations, the financing of joint development activities and responsibilities must be undertaken by each region. Meanwhile, often the financing coming from these areas is merged into one to create greater synergies, so the responsibility is difficult to specify one by one based on their origin and source.

Adopting the Warsono's explanation [2] about the variety of cooperation between regions, the range of inter-regional interaction institutions can be grouped into two models. The first model is the institutional model of inter-regional networks. This institutional model of inter-regional interaction is based on this network, it considers that each region should be free and independent to interact with each other. This model places inter-regional interaction as an embodiment of collective action that must be managed by the regions involved. Therefore, there is no central authority structure and purpose of such cooperation which is not the result of agreement from those regions. While the second model is the institutional model of relations between local governments. This model has a formal and hierarchical interaction character, which views, inter-regional interaction as a coherent activity with clear objectives. The process is structured from above, directed to a specific purpose, decision-making is dominated by centralized authority and has clear goals and values. In other words, this model is built on formal rules and regulations.

In practice, in Indonesia, institutional interaction between regions consists of five different models. If they are grouped into two different models developed based on Warsono's opinion [2], then there are two kinds of models that include institutional, inter-regional networks, namely the model of networking institutions and coordination forums. The other is inter-regional relationship that includes three models, namely the model of cooperation forum forums, cooperation institutions and business entities. The following table is an explanation of the five kinds of institutional interactions between regions can be seen on the Table 1.

As mentioned before, interregional institutional interaction in BKAD Ratubangnegoro consists of two types, namely the interaction between provincial governments, namely between the Provincial Government of Central Java and East Java Provinces; and inter-regency government interactions, consisting of 4 regencies, which are Blora and Rembang are in Central Java Province, and two regencies, Tuban and Bojonegoro in East Java Province.

The model of interaction in the provincial level interaction is networking forum. The function of inter-regional institutional networking model is very limited, that is only in an effort to facilitate information sharing activities between the provinces that benefit to the regions. The objective of the activity is to align the cross-regional development plan. A harmonized development plan can reduce conflict between the provinces and even increase profits for the regions that interact. While the scope of the information shared is usually limited to technical implementation and budgeting. Nevertheless, this model can be utilized to promote strong tolerance among regions that can be inter-regional binding forces.

Because it lacks a clear institutional form, this institutional model has weak regulatory authority, and its inter-regional interaction is fluid and flexible. In other words, this model is informal because it is not contained in a clear organized form. As a result, often information-sharing activities do not result in binding agreements, as regions have only an obligation to provide information on their own areas and use information from other regions for their own local interests, without any other obligations or expenses, as long as the information shared provides mutual benefits. As a result, violations of the consequences of sharing information between regions that occur usually do not result in sanctions.

The institutional model of the network is generally the beginning of the development of a more sophisticated model of cooperation, particularly those embodied in clearer and binding institutions. Without being preceded by information sharing, inter-regional interactions will not begin and develop. In the subsequent institutional model development, the interaction is not only about sharing information, but also sharing other things, such as ideas, ideas, resources, benefits and even risks.

Meanwhile, at the regency level cooperation model interaction cooperation is the cooperation joint secretariat model. The model is an institutional model that provides a forum in the form of inter-regional forums for sharing information, coordinating and working together to utilize shared resources to achieve mutually agreed goals. This institutional model is the development of a coordinated institutional model developed by adding other activities, such as the implementation of joint programs to facilitate in creating joint activities that are integrated in local internal policies.

However, this institutional model has the character of liquid and flexible member-to-person relationships. Although it does not provide and administer sanctions for violating areas, it is possible to set up an incentive structure and a set of rules that can influence its members to implement what has been mutually agreed. The strength of this model lies in the magnitude of the long-term contribution provided by the cooperation forum on the internal policy of the region as it can have a significant effect. So the solidity and sustainability of the cooperation forum with this model can be more guaranteed.

In Indonesia, the cooperation forum is a forum of cooperation institutions established in areas called the Inter-regional Cooperation Agency (BKAD). Basically, BKAD was formed to accommodate the cooperation of the Coordination Team for Regional Cooperation (Tim Koordinasi Kerjasama Antar Daerah, shortened as TKKSD) which is an institution established in a region headed by a regional secretary who has a member consisting of the Local Government Working Units (Satuan Kerja Perangkat Daerah, shortened as SKPD) involved in inter-regional cooperation. The team is in charge of preparing the implementation of inter-regional cooperation undertaken by the relevant SKPD. The interaction between the teams was conducted in a cooperation forum managed by the provincial TKKSD.

Cooperation is an interaction act between parties to exchange information, carry out joint activities, and share resources, for mutual benefit and achieve common goals. Cooperation is a more advanced measure of coordination with the addition of resource sharing characteristics. Through sharing of resources, cooperative action can alter and bind the parties involved. Successful use of resource sharing

can provide mutual benefits, but on the contrary, failure to utilize shared resources can be at risk of shared losses.

The development of institutional model of this cooperation forum has a higher level of difficulty than the institutional model of the network and the coordination forum. In Indonesia, the difficulties faced by these interacting areas were solved through assistance by provincial TKKSD. Nevertheless, the development of this model requires internal support and readiness to open up to interacting interactions from other regions.

Table 1. Local Government Interaction Institution Models

Type of Interaction	Definition	Relationship	Characteristics	Resources	Model of Institutional
Networking	Exchanging information for mutual benefit	Informal institution	Minimal time commitments, limited levels of trust, and no necessity to share turf; information exchange is the primary focus	No mutual sharing of resources necessary	Networking forum
Coordinating	Exchanging information for mutual benefit, and altering activities to achieve a common purpose	Semi-formal institution	Moderate time commitments, moderate levels of trust, and no necessity to share turf; making access to services or resources more user-friendly is the primary focus	No or minimal mutual sharing of resources necessary	Coordination forum
Cooperating	Exchanging information for mutual benefit, and altering activities and sharing resources to achieve a common purpose	Formal institution	Substantial time commitments, high levels of trust, and significant access to each other's turf; sharing of resources to achieve a common purpose is the primary focus	Moderate to extensive mutual sharing of resources and some sharing of risks, responsibilities, and rewards	Cooperation joint secretariat
Collaborating	Exchanging information for mutual benefit, and altering activities, sharing resources, and enhancing the capacity of another to achieve a common purpose	Formal institution	Extensive time commitments, very high levels of trust and extensive areas of common turf; enhancing each other's capacity to achieve a common purpose is the primary focus	Full sharing of resources, and some sharing of risks, responsibilities, and rewards	Cooperating agency
Integrating	Exchanging information for mutual benefit, and altering activities, sharing resources, and enhancing the capacity of the institution to achieve a common purpose	Formal institution	Long time commitments, very high levels of trust and extensive areas of common turf; enhancing each other's capacity to achieve a common purpose is the primary focus	Full sharing of resources, and full sharing of risks, responsibilities, and rewards	Joint venture agency

Source: Developed from Roberts, 2004

4. Conclusion

As mentioned before, interregional institutional interaction in BKAD Ratubangnegoro consists of two types, namely the interaction between provincial governments, namely between the Provincial Government of Central Java and East Java Provinces; and inter-regency government interactions, consisting of 4 regencies, which are Blora and Rembang are in Central Java Province, and two regencies, Tuban and Bojonegoro in East Java Province.

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