Portfolios, programs, and projects in strategic marine-fisheries sustainability and blue growth: a case study in Indonesia

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Abstract. The purpose of the study was to design the development of creative and sustainable solutions to critical problems of marine and fisheries through Portfolio, Programme and Project Management Maturity Model (P3M3) in order to execute strategic marine-fisheries sustainability and blue growth: a case study in Indonesia. This model can help marine-fisheries businesses deconstruct the problems of existing industries and create a new (innovative) policy based on the alignment of macro level (portfolio management), meso level (programme management) and micro level (project management) by providing superior value of Triple Bottom Line (economic-social-deep ecological environment) to the stakeholders and the generations for today and future forevermore.

1. Introduction

The Ministry of Marine Affairs and Fisheries (MMAF) Republic of Indonesia –especially Directorate General of Product Competitiveness— collaborates with Sustainable Development Goals (SDGs) Indonesia to execute SDGs through Sustainable Development Goal 14 (‘Life Below Water’). SDG 14 aims “to conserve and sustainably use the oceans, seas and marine-fishery resources for strategic sustainability and blue growth.” Strategic sustainability means that effective strategies are needed to mitigate adverse effects of increased ocean acidification in order to advance the sustainable use of oceans—the basic concept of blue growth. This concept is essentially more integrated management of complex marine’s triple bottom line of economic-social-ecological environment systems [6]. The MMAF develops its strategy through three pillars of the mission as follows: Sovereignty, Creating sovereign marine-fisheries development that will sustain economic self-sufficiency by securing marine and fisheries resources. The MMAF’s missions contribute to strengthen the national economic growth through the 4th mission of the Nawacita (the Nine Missions) is Sustainable Development. These
missions also reflect Indonesia's identity as an archipelagic country in order to mitigate the risk of the eradication of Illegal, Unreported and Unregulated (IUU) Fishing.

Being one of the largest archipelagic countries, Indonesia has many potential marine and fisheries resources including tourism potential which makes Indonesia a world tourist destination. The myriad of potentials that Indonesia can certainly be used to improve the country’s economy. On the other hand, Indonesia is also dealing with the problem of plastic waste that is polluting the sea and damaging the ecosystem. After being claimed as the second largest waste-producer after the People Republic of China, the Government of Indonesia feels the need for changes in the mindset of the national development program of the Indonesians in treating the social and ecological environment. For those that decide that mindset shifting is inevitable, even if the Government of Indonesia (through MMAF) cannot yet know exactly what the change will look like, building their capability for policy innovation must become an utmost priority. Thus, MMAF could optimize its marine and fisheries resources for a sustainable development program. Indonesia’s national development priorities include strengthening human development through poverty reduction and basic services improvement; reducing regional disparities through connectivity and maritime development; increasing economic value added and job creation in marine and fisheries industry; and overcoming the digital divide.

The powerful approaches to policy based innovation can be found in the Portfolio, Programme and Project Management Maturity Model (P3M3) which was designed by the Office of Government Commerce [11] used in this study. The primary goal of policy based innovation is to increase insight into this dynamic process, searching for options to improve the productivity (effectiveness and efficiency) of both policy and innovative practice, and to identify conceptual or empirical lacunae and questions that can guide the innovative model of the capability improvement such as P3M3 [16].

2. Literature Review

2.1 Portfolio, Programme and Project Management Maturity Model (P3M3)

The Portfolio, Programme and Project Management Maturity Model (P3M3) has become a key standard amongst maturity models, providing a framework with which organizations can assess their current performance and put in place improvement plans with measurable outcomes. P3M3 should be developed based on the strategic alignment of portfolio, program, and project management into Portfolio, Programme and project Offices (P3O) (Figure 1). P3O will provide a focal point for identifying a prioritized and balanced portfolio of change and ensuring consistent delivery of programme and projects across an organization, division, function or department [1] Figure 1 shows an organization strategy (the MMAF related to its mission, vision, and values) creates a portfolio which strive to identify competitive and performance advantages, and leverage them through improved efficiency and effectiveness as the basis of productivity measurement. Portfolio management (at the macro level) designed to assess the MMAF performance and identify opportunities for programs and projects development are increasingly important. In addition, a portfolio can have both programs and projects. Program management (at the meso level) is the management of a series of projects executed over a broad period of time, and which are designed to accomplish broad goals, to which the individual project contributes. A program can have many projects and an enterprise project management or EPM. Project management (at the micro level) is a set of principles, methods, techniques, and skills for achieving a set of objectives (on time, on budget, on specification) or completing a set of tasks (activities and events) [14].
P3M3 is an overarching model (Figure 2) containing three individual models: Portfolio Management Maturity Model (PfM3), Programme management Maturity Model (PgM3), and Project Management Maturity Model (PjM3). P3M3 focuses on the following seven process perspectives: Management Control, Benefits Management, Financial Management, Stakeholder Engagement, Risk Management, Organizational Governance, and Resource Management [11].

Maturity models in particular have become an essential tool in assessing organizations’ current capabilities and helping them to implement change and improvements in a structured way. These models consist of a hierarchical collection of elements describing the characteristics of effective processes, and their use can enable organizations to reap the benefits brought by improved capability at all levels. [8] introduced the Capability Maturity Model integrated (CMMi) framework to develop a new theoretical model (such as P3M3) to improve the chance of portfolios, programs and projects implementation success. P3M3 uses a five-level maturity framework and the five maturity levels are: Level 1— awareness of process; Level 2—repeatable process; Level 3—defined process; Level 4— managed process; and Level 5—optimize process (Table 1) [11].
Table 1. Maturity Level [11]

| Level 1 - awareness of process | Portfolio Management | Programme Management | Project Management |
|-------------------------------|----------------------|----------------------|-------------------|
| Does the organization’s Executive Board recognize programmes and projects, and maintain an informal list of its investment in programmes and projects? (There may be no formal tracking and documenting process.) | Does the organization recognize programmes and run them differently from projects? (Programmes may be run informally with no standard process or tracking system.) | Does the organization recognize projects and run them differently from its ongoing business? (Projects may be run informally with no standard process or tracking system.) |
| Level 2 – repeatable process | Does the organization ensure that each programme and/or project in its portfolio is run with its own process and procedures to a minimum specified standard? (There may be limited consistency or coordination.) | Does the organization ensure that each programme is run with own processes and procedures to a minimum specified standard? (There may be limited consistency or coordination between programmes.) | Does the organization ensure that each project is run with its own processes and procedures to a minimum specified standard? (There may be limited consistency or coordination between projects.) |
| Level 3 - defined process | Does the organization have its own centrally controlled programme and project processes and can individual programmes and projects flex within these processes to suit particular programmes and/or projects. | Does the organization have its own centrally controlled programme processes and can individual programmes flex within these processes to suit the particular programme? | Does the organization have its own centrally controlled project processes and can individual projects flex within these processes to suit the particular project? |
| Level 4 - managed process | Does the organization obtain and retain specific management metrics on its whole portfolio of programmes and projects as a means of predicting future performance? Does the organization assess its capacity to manage programmes and projects and prioritize them accordingly? | Does the organization obtain and retain specific measurements on its programme management performance and run a quality management organization to better predict future performance? | Does the organization obtain and retain specific measurements on its project management performance and run a quality management organization to better predict future performance? |
| Level 5 - optimized process | Does the organization undertake continuous process improvement with proactive problem, and technology management for the portfolio in order to improve its ability to depict performance over time and optimize processes? | Does the organization undertake continuous process improvement with proactive problem and technology management for programmes in order to improve its ability to depict performance over time and optimize processes? | Does the organization undertake continuous process improvement with proactive problem and technology management for projects in order to improve its ability to depict performance over time and optimize processes? |
2.2 Strategic Marine-Fisheries Sustainability and Blue Growth

The roots of the blue growth concept can be traced back to the conceptualization of sustainable development [6]. Since the publication of “Our Common Future” (also known as the Brundtland Report) in 1987, the concept of sustainable development (or SD), defined as humanity strategic thinking which has the capability to make development sustainable to ensure that it meets the needs of the present without compromising the ability of future generations to meet their own needs [18] [22] [2]. SD has permeated the mainstream development thinking to an unprecedented extent. Specifically, in an attempt to mitigate the destructive environmental consequences of economic growth, the Brundtland Report introduced a new growth model “that is forceful and, at the same time, socially and environmentally sustainable”, placing great emphasis on the need to manage and use natural resources wisely so as to uphold the principle of intergenerational equity (WECD, 1987; [5]). The word “development” is clearly perceived as a process of progressive technological, economic, social and other changes aimed at improving the quality of human life; then the word “sustainable” goes beyond the traditional concept of “constant, stable, and static”—flexible, continuity, and dynamic. Based on the content of the established goals, a broad interpretation of the sustainable development may include such definitions as “harmonious”, “balanced” and “environmentally sound” [23]. [4] posit that the term blue growth is meant to realize economic growth based on the exploitation of marine resources, while at the same time preventing their degradation, overuse, and pollution. Blue Growth is promoted as an important strategy for future food security, and sustainable harvesting of marine-fisheries resources. In addition, strategic marine-fisheries sustainability and blue growth pertain to long-term sustainability and human well-being [3]. The concept of Blue Growth becomes a way for SD of the marine-fisheries. It is also consistent with the 2030 Agenda for Sustainable Development Goals (SDGs); especially for SDG 14 (‘Life Below Water’). This consistency is based on the growth and benefit mindsets that economic-social-ecological goals can be reached through Blue Growth strategies [20]

The concept Blue Growth is related to the concept of Blue Economy. The Blue Economy refers to the use of seas and coasts for economic activities (economic value-added) by considering its social and ecological benefits. Meanwhile, blue growth refers to the expansion of such marine and coastal activities in a planned way. The latter also involves sustainability: Blue Growth strategies include the premise that healthy ocean ecosystems are more productive (and therefore more supportive of ocean-based economies) than unhealthy ones – so such growth should be done with conservation and long-term sustainability in mind [12]. According to [13], the Blue Economy is a concept of economic development that considers local wisdom, the wise management of natural resources by encouraging creativity, innovation, efficiency, and effectiveness without leaving waste.” The purpose of Blue Economy is not just about the sea, but the scope is broader, including multisector and multiscale practical applications that can be implemented at the regional, country and community [19]. For Indonesia, the Blue Economy and Blue Growth are more directed to sustainable marine-fisheries development programs [9] [10]. Blue Growth is not just investment or ocean-related industries. Especially for Blue Growth strategy (crafting and executing) has to be a strong commitment and integrity to sustainability and ethics. If the Government of Indonesia is able to soundly bring together entrepreneurial leadership and economic wisdom, fair social distribution of earnings and opportunities, such as employment, while respecting environmental barriers and even moral issues, then and only then, we may realize about Blue Growth [15].
3. Research Methods

A policy-based innovation through Portfolio, Programme and Project Management Maturity Model (P3M3) related to the Ministry of Marine Affairs and Fisheries (MMAF) the Republic of Indonesia was studied using qualitative research. This study used cross-sectional unstructured interviews and were conducted using focused group discussion (FGD) that was arranged by zoom cloud meeting with policy makers and their primary staff. The informants were selected based on the criteria of their education (bachelor degree or above), their capability of experiencing considerable knowledge of the marine-fisheries policies, and their engagement in the policy making to produce necessary and sufficient strategic marine-fisheries sustainability and blue growth. The collected data were analyzed using qualitative analysis to design the best fit of P3O and P3M3 for sustainable development of the marine-fisheries business in Indonesia.

4. Results and Discussion

As discussed above, the strategic marine-fisheries sustainability and blue growth are the strategic thinking translated from mission, vision, and values of MMAF (based on sustainable development goal # 14—‘Life Below Water’). Realization of strategic thinking requires at least three elements of strategic management. Firstly, MMAF needs to identify where they are now, what kind of situation they are dealing with, and what resources and capabilities they possess. Understanding the strategic position will help MMAF set the specific future position that they want to achieve (vision). As an effort to achieve and realize this vision there are varieties of alternatives to be taken as strategic choices. The operationalization of strategic choice is often in the shape of a bundle of related projects.

As a ministry organization, MMAF tends to have a variety of projects. This projectized work in the MMAF structure should consider five directorate generals based on their functionality and specification. In the past, organizations with multiple projects would fit perfectly into the matrix organization model. Within a matrix organization model, projects can be managed properly—on-time, on-budget, and on-specification. But in the era of industry 4.0 (high-tech revolution) and society 5.0 (high-touch revolution), projectized work no longer exists. The internal works should be linked and matched with external works that involve external stakeholders. There are some projects that are irrelevant if only carried out independently by the MMAF, for instance project development of People's Salt Business and salt land irrigation, as well as construction of people's salt trading facilities and infrastructure. By the name of the projects, it can be identified that the project requires more competences beyond MMAF’s. The construction of facilities and infrastructure will require support from the Ministry of Public Works and Housing. Other example projects regarding environmental issues like rehabilitation of mangrove areas will need support from the Ministry of Environment and Forestry. There are some projects that have redundancies among related ministries because of missing alignment, mis-coordination, especially during the project’s execution. The involvement and engagement of stakeholders has resulted in the need for a new model of enterprise project management (EPM) that can assist the MMAF in managing its projects more effectively and efficiently.

This qualitative research proposes a model using Portfolio, Program, Project Office (P3O) (Figure 3). P3O refers to distinguished organizations which help main organizations dealing with a variety of permanent and temporary structures. As a distinguished organization P3O has several strategic roles and services to help the main organization be able to deliver strategic alignment. P3O also provides running project access to specialist tools and techniques (sharing resources) therefore projects which involve various parties can be managed efficiently. Considerations in using the P3O model other than because this model is very suitable for organizations that manage many projects
(enterprise project management) involving partners and stakeholders, based on an analysis of the organizational structure of ministries in Indonesia, there are three levels of command. Meaning these three command levels will be very suitable when inserted in the P3O model encompassing portfolio, program, and project. In addition, the Government of Indonesia—the President and Vice President followed by Ministries (the macro level—Portfolio Managers) should coordinate the Directorate Generals and and Provincial Government (the meso level—Program Managers), and the Agencies and the District/City Government (the micro level—Project Managers) to realize the strategic alignment or synchronization of interests (good and dynamic governance).

Figure 3. P3O for MMAF [1]

Based on proposed Figure 3 above, there are three levels of organization; macro, meso, and micro. Within each level there is an office which serves as a supportive, controlling, and directive role depending on the needs of the organization. First level is the macro level. The Portfolio office is led by the head of P3O since this model was proposed for MMAF therefore the one who should lead the Project Office is the Minister of Maine Affairs and Fisheries. The portfolio office will be run under a portfolio board encompassing President, Vice President, MMAF and other significant supportive ministers. Second level is meso level. Program Office led by a Program Officer who was proposed by the program board. The program board itself consists of the middle level in ministry (general directorate, deputy), partners, and department/agencies of marine and fisheries in provincial level. The third level is the micro level or Project office which is led by a Project Officer who is proposed by the project board. The project board consists of functional roles such as directorate or deputy assistant in
related Ministries, Investors, community organization (fisherman, fish cultivator) and other micro-
small, medium business entities. Each office (Portfolio, Program, and Project) will have its own
functional structure.

4.1 Strategic alignment of P30 and P3M3 based on Strategic Management Model

One of the most significant problems faced by the Indonesian Government regarding fishery is IUU Fishing (Illegal, Unregulated, Unreported Fishing). There are several reasons why the practice of IUU fishing occurs. The rapid increase in demand for fish makes all parties want to fulfill this demand in various ways, both legally and illegally. Particularly in Indonesia, there is a significant difference in the price of fresh fish, so this encourages fraud by fishermen who want to make a profit by selling their fish to other countries. In addition, Indonesia as one of the large archipelagic countries is one of the main targets for IUU fishing practices. This is exacerbated by the vastness of the Indonesian sea which is not matched by sufficient surveillance capacity. Limitations in conducting supervision can be reduced by utilizing technology. Indonesia through the MMAF has used various surveillance technologies such as air surveillance, geofencing, vessel monitoring systems, cosmos skimmed, and other advanced surveillance technologies.

Another way to deal with IUU Fishing practice is to work with the Food and Agriculture Organization (FAO). FAO Members negotiated the Port State Measures Agreement (PSMA) - the first international treaty aimed at preventing foreign vessels engaging in IUU fishing and supporting activities from using ports and blocking their catchers from reaching national and international markets [7]. The PSMA provides an international regulatory framework for countries to review compliance of foreign vessels seeking entry into their ports with applicable fishery regulations and to take action in cases of non-compliances.

Based on the discussion above, in dealing with a problem, MMAF is faced with limited capabilities and capacities. In fact, the MMAF does not only face IUU fishing problems but other strategic problems (such as corruption, collusion and nepotism). Therefore, it is better to deal with these problems, it is necessary to cooperate with other ministries so that the critical problems can be faced properly. For example, in dealing with the practice of IUU fishing, MMAF can cooperate with the ministry of defense because there are indeed similarities of interest between these two ministries. In other challenges such as the utilization of beaches as tourism to boost the local economy, MMAF can collaborate with the ministry of tourism. Not only involving the institutional level, MMAF must also involve all aspects of stakeholders such as local governments (provinces, districts/cities), fish cultivation groups, fisheries micro-small-medium enterprises (MSME), fishermen, and also the wider community so that challenges can be faced effectively and efficiently. That's why one of the most suitable organizational models to accommodate various fields is P3O.

The P3O model requires a strategy to be applied sustainably, therefore P3M3 is sort of tools to measure the maturity of different types of capability such as software processes, people, and also P3 (Portfolio, Program, and Project) delivery management. Basically, P3M3 has the three core pillars at its fundamental aspect of portfolio, program, and project. The analysis comprises four different elements. The first is the model, within each of those models there are a number of different perspectives. Within each of those perspectives there are some threads which are kind of main topics reviewed during the assessment. Last but not least there are characteristics through the attributes expected to perform from the people delivering the organization's capability. According to [21] there are at least two types of organization in terms of P3M3; Start-up enterprise and established corporate. The organizational needs of MMAF tend to lead into start-up enterprises because the focus of the organization is more on initiation, development and growth rather than innovation. This is consistent with the MMAF mission; Improving Human Quality, through increasing the Competitiveness of
human resources and Development of Marine and Fisheries Innovation and Research, Productive, Independent, and Competitive Economic Structure, through increasing the Economic Contribution of the Marine and Fisheries Sector to the National Economy, Achieving a Sustainable Environment, through Improving the Sustainability of Marine and Fishery Resources, Clean, Effective, and Reliable Government Management, through Improving Governance in the MMAF. In order to compensate for the lack of innovation aspect the organization requires the right number of disciplines to establish institutional level of Portfolio and Program Management (PPM) proactive and supportive processes from related parties that will enable capability growth within the organizations.

In the P3M3 (Figure 4), the MMAF will start at level 1 in the maturity level. In order to realize the P3O, the MMAF needs to learn by experiencing what it called a maturity journey. There are 5 levels of maturity. Since the P3O is relatively new in Indonesia, based on the analysis and identification of the organization, the MMAF is still at level 1. Therefore the MMAF should arrange the succession plans as follows: process designed and documented, the establishment of Portfolio, Program and Project Management (PPPM) in the organization, visibility of ongoing projects, and the leading (champion) for PPPM probably through the projects outcomes [21]. [17] explain that P3M3 has provided evidence that low maturity tends to incur higher costs due to slow decision making, poor requirements, duplication and overlap, poor knowledge management, poor team performance, excessive meetings, using poor frameworks and process, hidden operational costs, and excessive reporting and documentation. P3O needs to be developed in order to run the organization into a higher level of maturity. After that, MMAF needs to have better management of seven perspectives.

5. Conclusion

We live in a world of volatility, uncertainty, complexity and ambiguity (VUCA World) and marine-fisheries businesses must be prepared continually to adapt in order to meet new normal conditions (after Covid-19 pandemic) and retain a collaborative edge. The P3O and P3M3 models are
indispensable parts of the armoury to build Vision, Understanding, Clarity, Agility (VUCA Prime) through strategic marine-fisheries sustainability and blue growth. By enabling marine-fisheries businesses to change their mindset and improve in a controlled and manageable way, P3O and P3M3 are increasing productivity (effectiveness and efficiency) in the delivery of marine-fisheries products (goods and services) through the public, private and people partnerships.

The P3O and P3M3 should be established soon at the MMAF as a flagship management tool in helping to achieve the blue growth's mission of driving up the quality of life standards and capability and improving performance in the macro, meso and micro levels. To gain the maximum benefit from using the P3O and P3M3, performance improvement should be seen as a long-term process. A policy-based innovation (through P3O and P3M3) is very crucial in the execution of the blue growth concept as a way for sustainable development in the marine and fisheries development in Indonesia. This policy-based innovation is being required to increase fisheries production while trying to ensure the sustainability of fish resource stocks in the future. The Government of Indonesia through the Research and Development Agency of the Marine and Fisheries Ministry seeks to conduct research on breakthrough innovations and appropriate technologies that can be used in marine-fisheries sustainable business. Blue Growth puts digital technology and disruptive innovation as key drivers of economic, social and deep ecological environment development, because they could execute the growth and benefit mindsets in the marine-fisheries business community to produce more innovative fish processing products. Finally, the proposed models of P3O and P3M3 of blue growth policy would be successful to obtain marine-fisheries sustainability in order to gain society welfare, prosperity and happiness in Indonesia.

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