



Strategic Management In The Cultivated Fisheries Management Program At The Marine And Fisheries Office Of Pangkep Regency

Andi Novita Samsir^{1*}

Sangkala Rewa²

Gita Susanti³

^{1*,2,3}Public Administration, Hasanuddin University, Indonesia. ¹Email:andinovitasamsir@gmail.com,

²Email:sangkalarewa@gmail.com, ³Email:gitasusanti65@gmail.com,

***Corresponding Author:** Andi Novita Samsir

*Public Administration, Hasanuddin University, Indonesia. Email:andinovitasamsir@gmail.com,

Abstract

This research aims to analyze strategic management in the aquaculture management program at the Maritime and Fisheries Service of Pangkep Regency based on the approach by Wheelen et al. (2018) by analyzing four basic elements in strategic management, namely environmental observation, strategy formulation, strategy implementation, evaluation and control. The type of research used is exploratory qualitative, namely to analyze and explore in depth related to a phenomenon that occurs in the research. Data collection techniques are observation, in-depth interviews, and documentation. The research results show that strategic management in the aquaculture management program at the Maritime and Fisheries Service of Pangkep Regency uses four basic elements proposed by Wheelen et al. (2018), namely 1) Environmental observation which includes the external environment and the internal environment. 2) Formulation of strategies which include mission, objectives, strategies and policies. 3) Implementation of strategies which include programs, budgets and procedures. 4) Evaluation and control covering performance. The research results show that in the environmental observation element, the external environment has been implemented optimally, but the internal environment has not been optimal which is supported by limited resources. In the strategy formulation element; goals, strategies and policies have been implemented optimally, but the implementation of the mission has not been optimal, as can be seen from the weak involvement of the community. In the strategy implementation element, procedures have been implemented optimally, but not in the implementation of programs and budgets which are still not optimal. In the evaluation and control elements, implementation has not been optimal, as can be seen from the failure to achieve the program objectives, namely the decline in the productivity of aquaculture products.

Keywords: Aquaculture, Management, Strategy

INTRODUCTION

The current administration of government has shifted from government going to governance, the existence of multiple actors in government administration marks this paradigm (Muluk, 2010). The shift to new governance has resulted in many demands for public administration to provide structures and rules to support effective relations for the public sector and society when collaborating on decision-making processes (Edward, 1980). The community as the target of government administrators plays an active role in the success of government governance. Therefore, an effective management process is needed so that government organizations can align the accuracy of their strategies with understanding community needs to support the success of organizational goals.

The importance of strategic management for organizations is intended so that the organization always fit in achieving its goals. In other words, the organization must be able to adapt what it does to what the community wants. Emphasis on the important role of society as supported by

the development of public administration through principles New Publik Service which emphasizes that basically the government process should involve the community where public administrators carry out their duties to fulfill the public interest. (Denhardt & Denhardt, 2003) Community involvement as a basic value of democracy is an important concern in democratic public administration. As written by John H. Little (1996) in the book entitled *Thinking Government: Bringing Democratic Awareness to Public Administration* explains conception democratic public administration by explaining the three substances of democracy, namely Government of the people, Government by the people, and Government for the people that public administration will truly carry out public interests, not bureaucratic interests. In line with this thinking, community involvement in democratic public administration also obtains intellectual support from the work of Richard C. Box (1998) entitled *Citizen Governance* explains that ideas from this perspective have penetrated public administration at the local government level and suggests that the government should be restructured so that able to increase community involvement in the governance process. Responsible public administrators must involve the public, not only in planning but also in program implementation and evaluation. Community involvement in government governance cannot be separated from the role of the organization in determining the process of achieving program goals. The success of an organizational program is bridged by organizational management efforts or strategies to be able to plan, implement and evaluate actions that support the achievement of program goals in a sustainable manner. Strategic management needed so that the process of achieving organizational goals can take place effectively. Therefore, organizations must be able to understand what the people they serve want (the environment) so that government products (whether in the form of services, policies or programs) will receive a response from the community.

The future conditions of public sector organizations are currently increasingly difficult to predict due to increasingly rapid environmental changes. This makes the management process increasingly complex and requires deeper skills to manage the organization towards a better future. Public organizations place strategic management as an important tool because First, a more complex and uncertain environment (Joyce, 2015). Second, world internationalization trends. The public sector needs to take a long-term view and think strategically to improve its own national competitiveness to overcome internationalization pressures (Rosenberg Hansen and Ferlie, 2016). Third, public interest challenges. The public sector represents the public interest. The public interest requires the public sector to balance all interests with their relevance. Therefore, public administrators need to have a holistic and long-term view and build long-term local development strategies to maintain sustainable consistency (Ferlie and Ongaro, 2015)

The importance of the government's position so that it can accommodate every community's aspiration through the process of determining management strategies, one of which can be realized by encouraging its role in community empowerment, whether carried out by the central government or regional governments. As explained in Law Number 32 of 2004 which places the community as the main pillar of regional government which is directed at accelerating the realization of community welfare through improving services, empowerment and community participation. This focuses on implementing regional government in a participatory manner.

One of the roles of regional government in encouraging community empowerment in this case is carried out by the Maritime and Fisheries Service of Pangkep Regency. The urgency of these empowerment activities plays a role in optimizing welfare figures so as to enable and make people independent from the poverty line. However, the high poverty rate of the people of Pangkep Regency has questioned the success of the management of regional government organizations in achieving program implementation.

The Central Statistics Agency (2022) reports that Pangkep Regency occupies first position with the highest poverty rate within the districts in South Sulawesi with a percentage of poor people of 13.92%. There was a decrease in the poverty rate from the previous year by 0.12%, even though the poverty rate decreased, Pangkep Regency still ranked first in the last two years. The importance of empowerment in reducing poverty rates is as emphasized in Presidential Instruction Number 4 of 2022 concerning accelerating the elimination of poverty through empowering fishermen and fish farmers who are classified as extreme poor families.

Community involvement in the process of implementing government programs is a form of community empowerment. Therefore, organizations need elements of society to participate in determining the direction of the organization's management strategy. The existence of optimal community empowerment activities is one of the main aspects that can support community welfare. This is supported by the Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 40 of 2014 which states that Regional Governments are obliged to empower the community to improve their welfare.

Law number 7 of 2016 emphasizes that in order to provide integrated, coordinated and targeted protection and empowerment efforts, the central government and regional governments are required to prepare plans for the protection and empowerment of fishermen, fish farmers and salt farmers at the national, provincial and district/city levels. In the context of empowering fishermen and fish cultivators by Law number 7 of 2016, triggering a decline in aquaculture production figures for South Sulawesi Province which was reported by the Central Statistics Agency (BPS) in 2020 amounting to 2.432.300 tons. This figure has decreased from the previous year of 2.436.704 tons with a gap of 4.404 tons of aquaculture products.

Importance strategic management in implementing the Cultivated Fisheries Management Program, it is intended to increase the productivity of aquaculture products in Pangkep Regency through effective strategy mapping. Zunnunova (2019) stated that strategic management in the public sector is characterized by the following characteristics: First foresight, strategy determines the future direction and goals of the organization, and strategic management in the public sector has a future orientation (Honcharenko, 2015). Second systematic, strategic design is a prerequisite foundation, strategy implementation is the core key, and strategy evaluation is an important guarantee (Tjonndal, 2016). Third, dynamic. Strategic management seeks development opportunities and identifies threats in the public sector. Governments and organizations need to pay close attention to changes in the internal and external environment and make targeted adjustments (Dagnino et al, 2017). Fourth, relative stability. In management practice, strategy guides behaviour over time and changes frequently so that it will have a significant impact on government management. From this perspective, strategic management in government organizations must be relatively stable to adapt quickly to changes in all aspects of the situation (Karna et al, 2016).

The success of programs in organizations is influenced by the accuracy of strategies in organizational management. Whether the program is achieved or not can be seen from the extent of community participation or involvement in the organization's policy-making process which is supported by the effectiveness of the chosen strategic steps. The achievement of organizational programs at the Pangkep Regency Maritime and Fisheries Service appears to be inversely proportional to the existing reality, as supported by data on the 2022 Work Agreement (PK) Realization by the Pangkep Regency Maritime and Fisheries Service, with a program achievement target of 450.000 tonnes of aquaculture products, however only 427.486,3 tons were realized. This means that there is a gap in the figures of around 22.514 tons of aquaculture production that was not achieved in program implementation.

Strategic management provides guidelines for the implementation of management programs in the public sector. Achieving objectives in implementing the Cultivated Fisheries Management Program at the Maritime and Fisheries Service of Pangkep Regency must balance two aspects: namely the accuracy of the steps taken by the organization with the suitability of the wishes of the community. An imbalance between performance and the will of society can create obstacles in achieving organizational goals. Like the Maritime and Fisheries Service of Pangkep Regency which has problems with community participation in implementing the Cultivated Fisheries Management Program. This is confirmed by a statement from the Maritime and Fisheries Service of Pangkep Regency which was obtained through direct observation or exploration by researchers. As stated by the department, people tend to only want to be involved in program activities if the activity is intended to provide assistance. There is mind setThe community's constant thirst for assistance is a major concern because a program will not be successful without community involvement. The weak participation of the community to be involved in achieving the Cultivated Fisheries Management Program is indicated by weak aspects strategic

management by looking at his involvement in the process of determining organizational strategy. Community participation is needed so that people can channel their aspirations(voice) so that the organization can identify and analyze the information obtained as reference material in adjusting the strategy that will be pursued.

Looking at the previous description of the problem, it is known that there are two main problems that need to be underlined, namely the decline in productivity of aquaculture products and the lack of community participation. The failure to achieve the objectives of the aquaculture management program is of course suspected by the weakness of the strategic management aspect by the Maritime and Fisheries Service of Pangkep Regency. Achieving program objectives must balance two aspects: namely accuracy strategic management in determining the direction, efforts, steps or actions of the organization and accompanied by aspects of involvement of community elements. The people involved will feel trusted so that there will be a sense of responsibility to implement it as well as possible because the success of the program will be felt by the community itself.

Wheelen et al. (2018) mapped 4 basic elements in the process strategic management namely environmental observation, strategy formulation, strategy implementation, evaluation and control. Environmental observation is monitoring, evaluating and disseminating information from the external and internal environment to organizational members with the aim of identifying strategic factors, both external and internal elements, which will assist in strategic decision-making analysis. The reason the public sector requires environmental observation as a basic element is because the environment is complex and uncertain. Environmental demands on the public sector operate in a modern society that is constantly changing.

In relation to the Cultivated Fisheries Program by the Maritime and Fisheries Service of Pangkep Regency, environmental scanning in strategy formulation is needed to be able to identify the external environment and internal environment which can be used as material for analysis. strategic management to be able to see the suitability of the capacity or competency of the resources owned by the organization. This is also supported by Joyce who is of the view that the public sector can align its internal structure and grow with its strategic choices while adapting organizational capabilities to environmental requirements. (Joyce, 2015)

The second element according to Wheelen et al. (2018), namely strategy formulation, is related to determining the future direction of the organization. In relation to the achievement of the Cultivated Fisheries Management Program, strategy formulation is needed by the Maritime and Fisheries Service of Pangkep Regency to be able to identify the extent of community contribution or involvement in the long-term development process of the organization so that it can lead to actions to achieve organizational goals towards increasing the production of aquaculture products.

The third element according to Wheelen et al. (2018) is strategy implementation which is characterized by the process of putting previously formulated strategies into action. Wheelen emphasized that strategy implementation is the process by which strategies and policies are implemented and realized through the development of programs, budgets and procedures. In practice, a program is a collection of methods or ways in which tactics These are individual actions taken by the organization as elements of efforts to achieve plans.

The final element according to Wheelen et al. (2018) is evaluation and control. This phase involves a process of measuring and reviewing organizational progress that looks at actual performance compared to desired performance. To see the program's achievements, the Maritime and Fisheries Service of Pangkep Regency needs this element so that the results of the evaluation can later be used to improve performance or programs that have been implemented so that they can re-arrange appropriate strategies for future learning. This is a process by which organizational activities and performance results are monitored so that actual performance can be compared with desired performance.

RESEARCH METHOD

This research uses an exploratory qualitative approach to analyze and explore in depth each element of strategic management, exploring the indicators that cause the objectives of the aquaculture management program to be achieved in the process of formulating, implementing and evaluating strategies based on the implications of the theory used by the researcher. This research data comes from primary data and secondary data. Primary data was obtained through in-depth interviews with employees of the Pangkep Regency Maritime and Fisheries Service, consisting of the head of the service, secretary, head of the aquaculture management sector, head of the planning and reporting sub-division, and extension workers. Apart from the department, researchers also conducted in-depth interviews with the cultivating community to find out about program evaluation efforts carried out by the department. Secondary data consists of library research obtained from reports, documents, textbooks, both at government agencies and in libraries related to the research problem being discussed. This research uses qualitative data analysis techniques consisting of data reduction, data reduction, data presentation and drawing conclusions. Data reduction is carried out by summarizing all the data that has been collected and then sorting it according to the problem formulation. In this research, data presentation is carried out after the data has been reduced and then placed and analyzed further based on the problem to be answered. After the data presentation is carried out, conclusions will then be drawn based on the problem formulation. The unit of analysis in this research consists of the Maritime Affairs and Fisheries Service of Pangkep Regency and the fishing community of fish farmers.

RESULT AND DISCUSSION

Data on the realization of work agreements (PK) by the Maritime and Fisheries Service of Pangkep Regency shows that the achievement of the aquaculture management program appears to be inversely proportional to the program objectives. This can be seen from the decline in aquaculture productivity figures, which is indicated by 22.514 tons of aquaculture production that were not achieved during program implementation. Therefore, researchers want to find out the causes of not achieving the objectives of the aquaculture management program by looking at the 4 basic elements in the strategic management process including environmental observation, strategy formulation, strategy implementation, and evaluation and control.

1. Environmental Scanning

Wheelen et al. (2018) categorize environmental observations into the external environment and the internal environment. Wheelen stated that the external environment can be seen through observing the community environment which he referred to as Social Environment. Through these observations, the Pangkep Regency Maritime and Fisheries Service can absorb information from the community, knowing their needs, and identifying them issue what's happening. From the results of its observations of the community environment, the department can find out that the trend in the community is that there are still many cultivators who do not know the guidelines for good fish cultivation (CBIB). This can be seen from the fact that there are still cultivating communities that use feed sourced from expired ingredients such as bread and instant noodles. Referring to the decline in productivity figures for aquaculture products, it can be said that observations of the external environment at the Maritime and Fisheries Service of Pangkep Regency are not an indicator of the cause of not achieving the program objectives of increasing fisheries productivity figures.

The internal environment can be seen from optimizing an organization's resources. The Pangkep Regency Maritime Affairs and Fisheries Service has demonstrated optimal implementation in encouraging the development of its resource capacity. This is supported by the support and encouragement by the department in providing opportunities for extension workers to be able to take part in outreach activities and training activities which will equip the instructors in providing assistance to the cultivating community. Support for employee competency development is not enough to support the success of cultivation programs. The quality of the resources owned must be good balance between the giver of information and the recipient of information means that the organization must good at seeing the harmony between the number of extension workers and the scope of the cultivator's area will be built. This has become one of the concerns of the department which is supported by the statement The department stated that

only one extension worker covers cultivators in one sub-district. Competency development for employees must also balance competency development given to the cultivating community. However, from the results of the researchers' exploration it was known that planning capacity building activities for cultivators is considered not a priority by members of the House of Representatives. Referring to the decline in productivity figures for aquaculture products, it can be said that limited resources are an indicator of the failure to achieve the program objectives of increasing the amount of fisheries production.

2. Strategy Formulation

Wheelen et al. (2018) categorize strategy formulation into four indicators, consisting of mission, objectives, strategy and policy. As part of the Pangkep Regency government, the implementation of programs at the Maritime Affairs and Fisheries Service is of course still based on the mission of Pangkep Regency. It is known that Pangkep Regency's first mission emphasized strengthening community awareness and participation in development programs. As Wheelen emphasizes that a mission statement is a message created to achieve the hopes or goals of all stakeholders in the organization for a specified period of time. Referring to the decline in productivity figures for aquaculture products, by looking at the previous statement it can be stated that the mission indicators in the strategy formulation process at the Maritime and Fisheries Service of Pangkep Regency which are not yet optimal are one of the supporting indicators of not achieving the program objectives of increasing the amount of fisheries production.

Wheelen et al. (2018) emphasized that achieving organizational goals is the result of completing the mission. It is known that the main objective of implementing the aquaculture management program at the Pangkep Regency Maritime and Fisheries Service is to increase the productivity of aquaculture products, this aim is as stated in the RKPD or Strategic Plan of the Pangkep Regency Maritime and Fisheries Service. One aspect that is the main issue in the fisheries sector is the lack of fisheries production, this is as stated in the Pangkep Regency RPJMD text. To realize the achievement of the program's goal of increasing productivity rates, one of the efforts made by the department is to provide outreach or guidance to farmers regarding good fish farming methods (CBIB). This is a basic need for cultivators to be able to optimize their cultivation results. Seeing this, it can be said that the objective indicators in the strategy formulation process at the Maritime and Fisheries Service of Pangkep Regency have been implemented optimally so that they do not become indicators of the cause of not achieving the program objectives in increasing aquaculture productivity rates.

Wheelen et al. (2018) stated that strategy is a comprehensive planning formulation of how an organization will achieve its mission and goals. The Pangkep Regency Maritime and Fisheries Service strategy has shown optimization in its implementation as it is in line with the strategy mapping that has been structured in the Strategic Plan. This can be seen from the department's efforts to provide guidance and assistance to cultivators regarding good fish cultivation guidelines (CBIB) through direct visits to the cultivators' locations. These mentoring and coaching activities have their own urgency for cultivators because the CBIB aspect is a basic need that cultivators must provide before carrying out production activities. Based on this, it can be said that the implementation of the strategy at the Maritime and Fisheries Service of Pangkep Regency is not an indicator of the cause of not achieving the program objectives in increasing aquaculture productivity rates.

Policies are broad guidelines that link strategy formulation and implementation (Wheelen et al, 2018). Based on exploration by researchers, it is known that all activities of instructors at the Pangkep Regency Maritime and Fisheries Service in achieving the aquaculture management program are guided by statutory regulations by the Ministry of Maritime Affairs and Fisheries. All statutory regulations become a reference for instructors in carrying out coaching and mentoring activities by providing understanding to cultivators. The urgency of the type of legal regulations provided by the extension agent is adjusted based on the conditions of the cultivation unit. Referring to the decline in productivity figures for aquaculture products, it can be stated that the policy indicators at the Maritime and Fisheries Service of Pangkep Regency have been implemented optimally so that they do not become indicators of the cause of not achieving the program objectives of increasing aquaculture productivity rates.

3. Strategy Implementation

Wheelen et al. (2018) categorize strategy formulation into four indicators, consisting of programs, objectives, strategies and policies. Programs are activities or steps to complete planning. In this case, the program is a step or activity carried out by the Maritime and Fisheries Service of Pangkep Regency which leads to efforts to support the achievement of the objectives of the aquaculture management program. The selection and determination of activities carried out by the department is a consideration of the results of development planning deliberations (musrenbang) activities at the village or sub-district level. In achieving this program, several supporting activities are carried out, namely providing coaching and mentoring, providing assistance with cultivation infrastructure, providing data and information on fish cultivation, and managing fish welfare.

However, obstacles were found in implementing these activities. Based on exploration by researchers, there are certain concerns for the department and extension workers in distributing aid for aquaculture infrastructure and facilities. This is supported by the large number of new cultivators who have emerged to form groups just for the purpose of receiving assistance. After receiving assistance, the group did not use the assistance according to existing procedures. It is known that the formation of this group is a manifestation of the existence of basic aspiration funds main ideas (pokir) by members of the DPR. Referring to the decline in productivity figures for aquaculture products, by looking at the previous statement, it can be said that the strategy implementation process through the implementation of program activities is one of the supporting indicators of not achieving the program objectives of increasing the amount of fisheries production.

A budget is needed to support the implementation of the program. A budget is a program expressed in terms of units of money that is used by management to plan and control (Wheelen et al., 2018). To support the implementation of programs and activities in achieving goals and targets, the detailed budget for the aquaculture management program at the Pangkep Regency Maritime and Fisheries Service has been structured in the RKPD or Strategic Plan. In an effort to support the achievement of program objectives, the department is trying to intensify capacity building for all department programs, including the Cultivated Fisheries Management Program. When we had formulated and planned training and outreach to cultivators, there were obstacles in fulfilling the budget for these activities, where there was a budget cut by members of the DPR because these activities were deemed not to be a priority and they used the budget to distribute aid. Guldenur et al., (2020) emphasized that aligning budgets and strategic plans is an indispensable success factor of strategic planning. Even though there is an aim to reform it, if there is even the slightest interest within the budget planning commission regarding its use, then the whole process can fail. Referring to the decline in productivity figures for aquaculture products, by looking at the previous statement it can be stated that budget limitations are one of the supporting indicators of not achieving the program objectives of increasing the amount of fisheries production.

Wheelen et al., (2018) emphasized that the procedures in the strategy implementation process can be referred to as Standard Operating Procedure (SOP), the SOP will detail the various activities that must be carried out to complete the organization's strategic programs and plans. Extension workers are at the forefront in helping and accompanying cultivators in carrying out activities to support the achievement of program objectives. Data that has been collected by extension workers through field surveys will be input via the application One Data. The input data is then validated by a central validator. The central validator checks the results of the data collection, then the instructor confirms the suitability of the recording carried out in the field, if it is in accordance with the rules for recording aquaculture statistical data, then it will produce aggregate data. The aggregate data is then reviewed again by the relevant technical Echelon 1 to then be used as a validation reference by the Pangkep Regency Maritime and Fisheries Service for Validation. The validation data that has been agreed upon can then be validated by closing the book. Data that has obtained closed book status cannot be changed until the next data collection period.

Through implementation Standard Operating Procedure (SOP) by the department so that it can be said that the implementation of procedures for the strategy implementation elements at the Maritime and Fisheries Service of Pangkep Regency has been carried out optimally so that it does not become an indicator of the cause of not achieving the program objectives in increasing aquaculture productivity rates.

4. Evaluation and Control

Evaluation and control are carried out through performance assessments. Wheelen et al., (2018) stated that performance is comparing the initial plan with the performance achieved, then making efforts to correct the differences between the two. To evaluate the performance of the Pangkep Regency Maritime and Fisheries Service measurement is required performance to show whether targets or activities have been successfully achieved. As It is known from data from the Pangkep Regency Maritime and Fisheries Service Work Agreement for 2022, where fishery production results are an indicator of its performance with a target of 450.000 tons. However, based on the amount of cultivation production achieved, it is only 427.486,3 tonnes. Seeing that there is These differences, the department is making efforts to organize a 'Fish Cultivator Consultation' activity as a forum for discussion with cultivators to jointly find a solution in the hope that it will be better in the future. There are efforts by the department to respond to the decline in productivity figures so that it can be said that the evaluation and control process at the Maritime and Fisheries Service of Pangkep Regency has been carried out optimally so that it does not become an indicator of the cause of not achieving the program objectives in increasing cultivation productivity figures.

CONCLUSION

Based on the research results, Regarding the environmental observation element, it was concluded that the Department Maritime Affairs and Fisheries have been optimal in the process of observing their external environment. But no in an internal environment that is not yet optimal, this is supported by the amount of productivity aquaculture production is decreasing so it can be said that the number is decreasing This is caused by one factor, namely the lack of extension workers in implementation program. Regarding the elements of strategy formulation, the department has been optimal in its implementation, as can be seen from the compatibility between the objectives, strategies and policies that it has guided. However, as is The decline in productivity figures is said to be caused by implementation mission characterized by weak participation of the cultivating community. Regarding implementation elements strategy, service has been optimal in implementing procedure-based activities (SOP). However, see there is a decrease in productivity figures so it is stated that there are limitations budget and the emergence of new cultivators who only aim to receive assistance be the cause of program failure. Regarding evaluation and control elements, The department has not been optimal in its implementation, which is marked by a decline in fisheries productivity figures, so as an effort to improve future performance, the department has opened space and access for fisheries cultivators to be able to discuss solutions in the hope that in the future there will be no further decline in production figures.

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