

Performance of Food Distribution Institutions in Realizing Price Stability and Access to Rice Food at The Household Level of Farming Group in Bantaeng Regency

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Abstract: This study aims to determine the performance of inputs, outputs, benefits, and impacts of Strengthening Community Food Distribution Institutions at the Food Security Agency in Supporting Grain Price Stability and Rice Food Access at the Household Level of Farmer Groups Bantaeng Regency. The type of research used is qualitative research. Informants in this study were the Head of Agency, Head of Division, Head of Regency Development Team, Field Extension Officer, and Head of Farmer Group. Based on these needs, organizational or program objectives are drawn up. The organization or program provides inputs (staff, buildings, sources of funds), arranges activities (activities) to process these inputs in a specific process to become outputs, turn them into benefits, and take the form of impact performance. The results showed that from the aspect of input performance, namely the availability of business capital and building capital for warehouses, the team of coaches and extension workers. Aspects of Output Performance, the form of business capital is greater than the initial capital, the price of grain increases, and the volume of grain purchases increases. Benefit Performance Aspect, namely the greater use of the Social Assistance Fund, as seen from the gains achieved, the price of grain during the harvest season is under control because it follows the government benchmark price (HPP).

Keywords: Input Performance, Output Performance, Price Stability, Community Food.

I. INTRODUCTION

Threats to food security and self-sufficiency have resulted in Indonesia frequently importing rice to meet domestic needs. In a situation where the population is still increasing, threats to rice production have raised concerns about food insecurity (rice) in the future. As a result, in the future, Indonesia will need additional food availability, rice and rice fields (Wicaksono and Kang 2019; Arifin et al. 2019)

Bantaeng Regency, as one of the Autonomous Regions in South Sulawesi and an inseparable part of the Unitary State of the Republic of Indonesia, makes agricultural development, especially food crops (rice), one of the main commodities cultivated by farmers. Therefore, the policy direction for food crop development is focused on rice food availability within the framework of realizing food security and independence, at

least for the needs of the people of Bantaeng Regency. (Agricultural Development Profile, 2010; Eckerstorfer et al. 2021)

To realize the performance of rice food security and self-sufficiency, the Bantaeng Regency Government pays great attention to giving emphasis (Reed et al. 2021) and clear directions as stated in the targets and achievement steps through concrete activities in program operations to increase rice crop productivity to meet community needs. Bantaeng Regency, especially the availability of rice at the household level.

One of the Government programs related to efforts to fulfill the availability of rice at the household level is the rice food distribution business activity through the Strengthening Program for Community Food Distribution Institutions (P-LDPM), which is a strategic activity of the Ministry of Agriculture to maintain price stability at the farmer level when facing the big harvest. And increasing access to food at the household level of members of the Association of Farmers (GAPOKTAN). The success of PLDPM activities is determined mainly by the cooperation and commitment of implementing organizations or stakeholders from government agencies and the community and actors who are part of the implementing organizational structure.

Support for the organizational structure, especially in implementing SOPs and the division of responsibilities in each activity unit in the PLDPM program, is unavoidable because the program will be achieved when there are predetermined standards and distribution of responsibilities for carrying out an activity. In the development program, P-LDPM activities are never separated from standards and the assignment of guilt in the organizational structure.

PLDPM business development activities) are supported by APBN funds and are carried out for 3 years to support development at the provincial and district/city levels and strengthen Gapoktan's business capital. The 2012 P-LDPM Bansos funding support will be given to Gapoktan in the Growth and Development Stage, namely in the first year and

second years. Gapoktan will only receive guidance from assistants, the technical team, and the coaching team for the third and fourth years.

This research focuses on the program plan for strengthening LDPM activities at the Food Security Agency for two Gapoktans, namely the Sahabat Gapoktan and the Hidayah Gapoktan, which in 2012 were included in the category of Independent Gapoktan. Furthermore, to analyze the PLDPM management system, this study uses a public administration approach through a performance measurement system based on opinions (Nguyen et al. 2021), suggesting an input/output model on program management through performance measurement in the form of inputs, outputs, outcomes, and impacts. To implement P-LDPM activities, in the two Gapoktans, adjustments are made between the indicators that are the provisions based on the technical guidelines with the conformity of the performance theory as follows:

II. STUDY OF LITERATURE

In the study of public administration (Lee 2021), the performance began to be required to be measured since it emphasized the efficiency aspect in the design of administrative systems and since FW Taylor encouraged employees to work efficiently. Today, performance is defined as the efficient and effective use of resources to achieve results.

Concerning the emphasis on government performance in terms of efficiency and effectiveness (Mizrahi et al. 2021) conducted a study since the government was considered inefficient, ineffective, and corrupt. Meanwhile, efforts to reform government organizations that are believed to increase the efficiency and effectiveness of the government do not do much to improve inefficiency and ineffectiveness in government organizations. Both see weaknesses in government performance measurement techniques based on efficiency and effectiveness. The measurement of the efficiency and effectiveness of government performance is not a narrow technical measurement problem but rather a fundamental concept problem. The concept of efficiency and effectiveness (E&E) was born from the production system model. This model partially describes government organizations with limitations regarding the feasibility of the model as an ideal normative concept. The government is not a company that pursues production capacity and profit (Mayer 2021), so the idea of measuring efficiency and effectiveness will be different from the company's production system model. Performance measurement in government organizations needs to be extended to outcome measurement.

Emphasis on meaning and performance measurement on aspect outcome (Rietra et al. 2022) explains performance as "the record of outcomes produced on a specified job function or activity during a specified period." over a certain period. This shows that the version only refers to a series of "results" obtained over a certain period and does not include other assessed characteristics.

The actual achievement of results, according to (Yu et al. 2021), can be assessed in four classifications, namely: 1) Behavioral classification, the results achieved by individuals (individual performance), which describe to what extent a person has carried out his main tasks so that he can provide the outcomes set by the group or group. Institutions: 2) Classification by group (group performance) describes to what extent a group has carried out its principal activities to achieve the results as determined by the institution; 3) Classification by institution (organizational performance) regarding what extent an institution has carried out all the main activities to achieve the mission or vision of the institution.

This study emphasizes the classification of performance based on programs or policies. The program or policy in question is a PLDP development program. Therefore, an assessment of program performance will be carried out on how far the activities in the program have achieved program objectives or policies for developing PLDP in Bantaeng Regency.

Specifically for the case of Indonesia, according to (Basch et al. 2021), to conduct a more in-depth study of the factors that affect the effectiveness of performance appraisals, it is necessary to look at several important factors as follows:

First, the clarity of legal claims or laws and regulations to carry out an assessment correctly and appropriately is an essential factor. People judge subjectively and are full of bias, but there is no legal rule that regulates or controls these actions.

Second, the current human resource management has functions and processes that will determine the effectiveness of performance appraisals. The rules of the game concerning who should assess, how to judge, when to judge, and what criteria are used in the performance appraisal system are regulated in human resource management. Thus, human resource management is the main key to the success of the performance appraisal system.

The third is the conformity between the paradigm adopted by the management of an organization to perform performance appraisal. If the paradigm adopted is still oriented towards classical management, then the assessment is always biased towards measuring the character or character of the party being assessed so that work performance which should be the focus, is not given much attention.

III. RESEARCH METHODS

This research was conducted using a qualitative approach that describes the nature or condition of an object in what it is. The reason for using a qualitative approach is that this method can be used to understand things hidden behind phenomena that occur in the implementation of policies. With a qualitative approach, it is expected to be able to describe the performance of P-LDPM in supporting rice food distribution at the household level of farmer groups in Bantaeng Regency in detail and in-depth, especially in matters relating to feelings, speech, writing, and or behavior of a person, or group of individuals, society, and specific organizations in certain

conditions, settings, and contexts. Thus, complete, comprehensive, and comprehensive information will be obtained.

This study carried out data collection at the Bantaeng Regency Food Security Agency Office, Bantaeng Regency Agriculture Service Office, Farmer Group Leader, and Agricultural Extension Officers. As determined in this study, data collection was carried out using observation, documentation, interviews, and focused group discussions (FGD). Interviews with several informants who can provide accurate data in uncovering research problems. The informants were officials and implementers, the head of the farmer group, and community leaders. Informants were selected using a purposive technique consisting of (1) Head of Agriculture Service and Head of Division and Section Head, (2) Head of the Food Security Agency, field extension workers (3) Head of Farmer Groups and Community Leaders.

Data analysis in this study was carried out qualitatively, which included: (1) Data reduction in this study will be carried out to select and sort data from interviews and observations to fit the data needs to answer research problems formulated. In reducing data from interviews and observations that are not relevant to the research theme, they will be set aside and only focus on relevant data. The applicable data are then patterned and assembled and then arranged more systematically. (2) The presentation of the data in this study is carried out after the data has been reduced and arranged systematically based on the type and pattern. Then the data is arranged in the form of a narrative to form a series of meaningful information about the problem. In this study, the presentation of data is done by linking and connecting relevant data into a series of systematically arranged data so that it has meaning in answering research problems. (3) Conclusion drawing and verification will be carried out after data reduction and presentation. Verification will be done by looking for new data that is more in-depth for conclusions that have been obtained previously. In this study, conclusions will be drawn to answer the problem of food retribution for rice at the household level of farmer groups. The first conclusion obtained is not immediately considered a conclusion but must continue to be verified and confirmed with actual data obtained at the next opportunity. It is connecting relevant data into a series of systematically arranged data so that it has meaning to be able to answer research problems. (3) Conclusion drawing and verification will be carried out after data reduction and presentation. Verification will be done by looking for new data that is more in-depth for conclusions that have been obtained previously. In this study, conclusions will be drawn to answer the problem of food retribution for rice at the household level of farmer groups. The first conclusion obtained is not immediately considered a conclusion but must continue to be verified and confirmed with actual data obtained at the next opportunity. It is connecting relevant data into a series of systematically arranged data so that it has meaning to be able to answer research problems. (3) Conclusion drawing and verification will be carried out after

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For validity in this study, triangulation techniques will be used to check and recheck the data obtained from various sources by comparing the consistency between the data from interviews with data from observations and compared with data from documentation studies. Triangulation in this study helps check data or information obtained from various sources in the field by comparing the observational data with the results of interviews, namely comparing what is said in public with what is said privately in other words, this technique is a researcher due to re-check the trust and truth of every information obtained from each informant, during the research process (data from interviews and field observations).

IV. RESULTS AND DISCUSSION

The rice food distribution business activity through the Community Food Distribution Institution Strengthening Program (P-LDPM) is a strategic activity of the Ministry of Agriculture to maintain price stability at the farmer level when facing the big harvest and increase food access at the household level of Gapoktan members. The success of LDPM-Strengthening activities is primarily determined by the cooperation and commitment of implementing organizations or stakeholders from both government agencies and the community and actors who are part of the implementing organizational structure.

Based on the P-LDPM activity plan, which started in 2009, the target of the program plan was set which showed the inauguration of the name of the implementing Gapoktan, location of implementation, year of establishment, allocation of funds and development of the Gapoktan stage. This

research is limited to two farmer groups associations (Gopoktan), with independent status, namely Gopoktan Sahabat located in the Nipa Nipa Village, Pajjukukan District, and Gopoktan Hidayah, Bonto Lebang Village, Bissappu District. These two Gopoktans are the first Independent Gopoktans established since the P-LDPM Program, in 2009. The consideration of these two Gopoktans was used as research locations. They have gone through three stages, namely the Growth Stage, Development Stage, and Independence Stage, whose results have been evaluated.

Strengthening Community Food Distribution Institutions (L-PDPM) at the Food Security Agency of Bantaeng Regency, analyzed based on opinions (Zhong et al. 2021), which consist of input performance, output performance, performance results, and impact performance or final outcomes on two Gapoktans, namely Gopokta Sahabat and Hidayah, as follows:

Input Performance

Input performance indicators are all the resources needed so that the implementation of activity from the program can run and then produce output (Li et al. 2018; Rincón-Moreno et al. 2021). The targets for measuring the output performance of Strengthening Community Food Distribution Institutions (P-LDPM), are 2 (two) Farmer Groups Associations (Gapoktan), namely the Sahabat Gapoktan in Nipa-Nipa Village, Pajjukukan District and the Hidayah Gapoktan, Bonto Lebang Village, Bissappu District, which was grown in 2009 and became a Development Gapoktan in 2010, to become an Independent Gapoktan in 2012 and sustainable in managing its business units.

To measure the performance of inputs from (P-LDPM) in supporting price stability and public access to rice food availability at the household level, two Gapoktans each use the following indicators: (1) for the Growth stage, in 2009 each was disbursed for business capital of Rp. 150,000,000., with details of Rp. 45,000,000 for warehouse construction purposes and Rp. 105,000,000 for the purchase of harvested grain. (2), availability of Regency/City Technical Team and PPPL/co-op staff. Then the input performance indicator (3), namely, at the Development stage, in 2010 there was an additional business capital of Rp. 75,000,000.

The results showed that when the venture capital was disbursed for the first indicator as much as Rp. 150,000,000, with details of the target use for the purchase of harvested grain of Rp. 105,000,000 and Rp. 45,000,000,000 for the construction of warehousing, Gapoktan Hidayah, apparently set aside a part of the business capital, namely Rp. 15,000,000, for the purchase of warehousing land. In the case of the P-LDPM technical guideline, it is stated that the Gapoktan selected based on the selection results must have its own land for preparation for the construction of storage or warehousing of business results. In contrast to the Hidayah Gapoktan, the Sahabat Gapoktan utilizes the business capital disbursed according to the technical instructions for implementing the P-LDPM. There are differences in the use of business capital in the purchase of harvested grain,

Theoretically, the availability of inputs in the form of resources, assistant staff, funds, and warehousing facilities indicates that the change process has already begun. Information are processed through various programs and activities to become outputs. The availability of inputs to realize the performance of individuals, groups and organizations will provide opportunities to achieve the goals of a program or activity (Steiss 2019; Fatimah and Syahrani 2022). This means that the more the process of utilizing or using inputs or resources owned by the organization, according to its designation, the better the achievement of output performance/results will be. This shows that the capacity of the implementer is responsible for the process of changing inputs in the form of resources to produce good outputs or outputs following the technical implementation.

Output Performance

Output performance is the form that can be seen and felt the most because it involves things that are done to realize what is outlined in a decision or statement in a program or activity. This means that the output performance is achieved from an activity that can be either physical or non-physical. A description of the output performance of P-LDPM in realizing price stability and public access to rice food availability at the household level in two farmer groups, namely Gapoktan Sahabat and Gapoktan Hidayah, is measured through tangible results about what is achieved from the input to output process. Utilization of resources or inputs to achieve tangible outputs or results that can be measured based on indicators: Output indicators (1) Gapoktan's business capital is bigger than before due to profit gains. For Gapoktan Friends: Capital 1. Year 2009 Rp. 105,000,000., with a profit of Rp. 6,500,000. Business capital 2. In 2010 Rp. 75,000,000, with a profit of Rp. 14,000,000, so that the accumulated capital for 3 years is Rp. 200,500,000. Furthermore, Gapoktan Hidayah, business capital1 Rp. 90,000,000, 5,500,000 profit. Business capital 2 Year 2010 Rp. 75,000,000, with a profit of Rp. 14,500,000, so that the accumulated capital increases by Rp. 180,500,000. The accumulation of Gapoktan's business capital, which was larger than before due to additional profits, was achieved by both Gapoktan Friends and Hidayah. What is different between the two Gapoktans is the use of initial capital, and therefore, the accumulation of capital and profits are also different. Gapoktan Hidayah, for venture capital 1, transferred to purchase land for land preparation for storage/warehousing. In the case of the P-LDPM technical guideline, it is stated that the Gapoktan selected based on the election results must have its land for preparation for the construction of storage or warehousing of business results. Output Indicators (2) Rice prices increased after implementing the P-LDPM. The price of grain that applies to the two Gapoktan before the P-LDPM, Dry Harvested Unhulled Rice, is Rp. 3,300 and dry milled unhulled rice Rp. 3,500. While the price of unhulled rice after PLDP, dry-harvested unhulled rice is Rp. 3,400 and dry milled unhulled rice Rp. 3,600. The research results on Output Performance, indicator (2) show an increase in the purchase price of rice harvested by farmers, amounting to Rp. 100 per

kg for harvested dry grain and dry milled unhulled rice. Output Indicators (3) The volume of grain purchases increases for one growing season when the status changes from the development Gapoktan to the Independent (Independent) Gapoktan. for Gapoktan Friends, planting season II, 2011, 25 tons, for planting season I 2012, 40 tons. Furthermore, the Amanah Gapoktan, planting season II, in 2011, 23 tons and planting season I, in 2012 37 tons.

Performance Benefits (benefits).

Benefit performance indicator (1) is that the social assistance fund from the government is utilized correctly by Gapoktan to purchase minimum grain from the production of its member farmers, which is used as business capital in the distribution/marketing unit in the Gapoktan, which increases more than the social assistance funds that have been distributed.

Gapoktan Sahabat feels indicators of benefits because the social assistance funds can be used to buy grain from farmers' production, namely: Social assistance funds for the first stage and the second stage, which are used as the business capital of IDR 180,000,000. This fund later grew to Rp. 200,500,000. This increase in business capital indicates that the Friends of Gapoktan can use the social assistance funds to purchase and distribute the grain/rice of Gapoktan members. This study indicates that there are additional funds in the form of profits due to the difference in the increase in working capital, from the initial capital in 2009 and 2010 to the last condition, planting season I, 2012, amounting to Rp. 20,500,000. Furthermore, indicators of benefits in the Hidayah Gapoktan, show the state of the social assistance funds in the Hidayah Gapoktan, even though in the first use of venture capital (2009), there was an error in the use of business capital, the performance benefits after improvements were made, the existing business capital could be managed properly, where the distribution/marketing unit used the remaining business capital to increase the volume of business to a greater extent so that funds The existing social assistance can increase significantly with the ratio of social assistance funds as the business capital of Rp. 165,000,000, growing to Rp. 185,500,000. This fact shows that Gapoktan Hidayah could make a profit from Rp. 20,000,000,000. Even though, at first, there was an error in the use of business capital, because of the hard efforts of the Guidance Team from the Regency City and the companion team to direct and motivate Gapoktan Hidayah to improve its performance, it finally worked out well.

The second benefit performance indicator is the price of grain/rice, controlled/stable in the Gapoktan area, especially during the main harvest season. The price of grain/rice prevailing in the Gapoktan Sahabat and Hidayah areas is quite controlled because it is beneficial for Gapoktan when buying according to the price set by the Government, which cannot be below the HPP price when farmers carry out harvests. With prices following HPP, namely harvested dry unhulled rice at Rp. 2,600 and dry milled unhusked at Rp. 3,500, the two

Gapoktans benefited from the difference between purchases and sales of grain when there was a turnover of working capital. Another benefit as a form of positive performance from Gapoktan is that the middlemen who have been operating so far no longer have free space to play with prices.

Impact Performance

Impact performance is an effect that the community or target group feels, both expected and not expected, because of the government's actions or inaction in specific fields or problems. Thus, the impact on performance can be positive and negative. The indicators used to measure impact performance are (1) the realization of grain price stability in the Gapoktan area. To see if the strength of grain prices is under control in the Gapoktan Sahabat and Hidayah areas during the main harvest and after, it can be said that it is stable and therefore has a positive impact. The results of this study indicate that the positive effects of the existence of L-PDPM, especially the price of grain that applies in the Gapoktan Sahabat and Hidayah areas, can be shown based on the stability of the price of grain purchased by Gapoktan according to the price set by the Government, which cannot be below the HPP price when farmers carry out harvesting. With prices that are following HPP, the positive impact on Gapoktan is very clear because the cost of grain during the harvest season is in a stable condition where at that time Gapoktan buys farmers' grain and then Gapoktan benefits, when the grain is purchased, it is resold for the use of working capital turnover. Another positive impact on Gapoktan and farmers, in general, is that the intermediaries operating so far no longer have the free space to play with prices as before the P-LDPM business unit. There is a positive impact on the stability of grain prices during the harvest season at the Friends and Hidayah Gapoktan locations in two sub-districts in Bantaeng Regency because the purchase of grain is made by Gapoktan at the introductory benchmark price (HPP), following Certificate Number: 113/BKPPP/11/2012 Head of the Agency for Food Security and Counseling Implementation, Ir. H. Muhammad Zainuddin, MP/Pangkat Pembina/ NIP: 195708181989031002, explained truthfully that the price range for rice commodities is around Rp. 2,600 for harvested dry grain and Rp. 3,500.

The second impact performance indicator is an increase in the amount of community food access at least at the Gapoktan household level to provide opportunities to realize food security at the farmer household level. The impact in the form of increasing community food access to the opportunity for the completion of food security at the household level can be stated based on data in the Friends and Hidayah Gapoktan, where there is an increase in community food access which can be categorized as the realization of food security at the household level because the amount of rice production is far above the number of household needs/residents in Pajjukukang District and in Bissapu District where the two Gapoktan areas are located. This increase in the amount of production, in addition to the support in the form of printing new rice fields,

The third impact indicator is the excess consumption of rice in Gapoktan households. Based on the analysis of rice needs at the Friends of the Association of Farmers for the year 2011, the total production of rice was 975,600 kg, while household consumption needs were 78540 kg/year. Thus, there is an excess of 897,060 kg/year. The amount of lots is obtained from production minus the number of needs. Furthermore, Gapoktan Hidayah for 2011, total rice production is 1,105,100 kg while household consumption needs are 82348 kg/year. Thus, there is an excess of 1,012,752 kg. The amount of lots is obtained from production minus the number of needs.

V. CONCLUSION

Based on the problems, objectives, research results and discussion stated above, it can be concluded that the performance of PLDPM in two Gapoktans, namely Friends and Hidayah Gapoktan, seen from the aspects:

1. The input performance aspect shows work achievements in the form of availability of business capital and building capital for warehouses, coaching teams, and extension workers. However, there are differences in business capital management, where Gapoktan Hidayah uses part of its business capital to purchase grain to purchase land for warehousing, which is not included in the technical instructions for the implementation of P-LDMP. As a result, there was a difference in work performance. The Hidayah Gapoktan was slightly lower in performance than the Sahabat Gapoktan in realizing inputs into outputs, especially in increasing the amount of working capital and purchasing grain during the harvest season.
2. Aspects of Output Performance, although there are differences between the two Gapoktans in terms of input performance, it is stated that both meet the requirements from the part of output performance because it is proven that there is an increase in business capital that is greater than the initial capital, the price of grain increases and the volume of grain purchases increases.
3. Aspects of Benefit Performance, both Gapoktan Sahabat and Hidayah show greater use of the Social Assistance Fund. As can be seen from the profits achieved, the price of grain during the harvest season is under control because it follows the government benchmark price (HPP).
4. Impact Performance Aspect shows that Gapoktan Sahabat and Hidayah controlled grain price stability during the harvest season with prices based on HPP. The strength of grain prices during the harvest season has a positive impact due to an increase in grain prices compared to before the price based on HPP was implemented. Another positive effect is that the intermediaries are no longer free to play with the cost of grain, there is a positive impact on increasing community food access due to increased production

and the excess consumption of rice in Gapoktan households.

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