COVID-19 outbreak and education institutions in Indonesia: A critical analysis of the ministry of education's work efficiency

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Abstract. COVID-19 is a health crisis that is experienced by the world. Many countries decided to close schools, colleges, and universities. The Indonesian government decided to close schools and educational institutions and change the teaching and learning process through face-to-face turns into online learning. The transformation in this process impacts online learning for most teachers and students who have not adapted well. This study aims to analyze the relevant ministries in the education sector, which is less capable and less responsive, creating the right policy to face changes that occur and policy alternatives that should be taken by the government. This study uses the research method mixed method, that is a mixture of qualitative and quantitative with the type of concurrent triangulation to analyze each variable's relationship more accurately. The data source is secondary data sources derived from journals, online news, and previous research survey results. This study shows that there is still the occurrence of inequality of internet access and technology capabilities, especially in rural areas; therefore, online learning facilities and infrastructure should be improved so that there is no aggrieved party.

1. Introduction

In responding to and suppressing the number of transmissions spread COVID 19, many countries decided to close schools, colleges, and universities. On March 18, 2020, the UN Educational, Scientific, and Cultural Organization estimated that 107 countries had implemented national school closures related to COVID-19, affecting 862 million children and young people, roughly half the global student population. This situation had rapidly escalated from 29 countries with national school closures a week before [1]. This step is also implemented in Indonesia by closing the whole teaching activity and learning face-to-face directly into teaching and learning online. Changes in the teaching and learning process, which makes the government and related institutions, should be presenting an alternative process of education for learners and students who cannot carry out the educational process in educational institutions face-to-face.

Casualties due to a pandemic COVID-19 are felt by the students of the primary level and Middle and High School students to high school students. All education students, students and students, and education personnel "forced" to learn from home because of learning face-to-face dispensed to prevent the transmission of COVID-19. However, not all the students, students, and students are accustomed to
learning through Online. Moreover, the teachers and lecturers are still not yet proficient in teaching using the internet or social media technology, especially in various regions.

To get more information of the impact or challenges of online education during the pandemic COVID-19 on the activities of the teaching and learning process then made several research questions, among others why in the sector of primary education, medium, and high, related ministries are considered not responsive, creative and innovative in the delivery of the policy face the Pandemic COVID-19?; what Policy alternatives should be published related to the ministry in protecting stakeholder interests (stakeholders) in the education sector?

2. Method
This research approach using a mixed-method study concurrent mixed-method aims to understand the research problem accurately. This approach combines qualitative and quantitative data to collect information and data research using secondary data sources. The source of qualitative data derived from research journals and related parties’ statements is stated in the media. The quantitative data in the form of a table using the results of a survey of previous research. Qualitative data and quantitative are then combined to analyze the relationship between the variables of the problem.

3. Results and Discussion

3.1. The results of the qualitative research
After the incident in Epidemic COVID-19 in Indonesia, then in mid-March, the number of cases COVID-19 began to grow, the government is trying to reduce the number of patients with COVID-19. The ministry of education and culture issued a policy in education is not approved while learning face-to-face is replaced by online learning. In the learning activities for this situation, by using distance learning (distance learning), many aspects are proposed to support education concerning improving Indonesia's national education quality. Information technology is becoming a primary facilitator of teaching and learning activities. However, Information Technology is also dependent on distance learning ability cannot be separated from space, time, and distance.

The minister of Education and Cultural AFFAIRS, Nadiem Anwar Makarim, issued several policies to regulate the activities of learning during the period of this pandemic through circular Letter No. 4 the Year 2020, which is about the Implementation of Education Policy in Times of Emergency the Spread of Coronavirus Disease (COVID-19), dated March 24, 2020. There is six exposure policy: Waived the UN year of 2020 so that the UN can not be a graduation requirement or admission to higher education; the process of learning from the home; school Exams as a graduation requirement through the assignment or test online; The increase in class is measured through past assignments and tests online; Acceptance of New Students is done by looking at the accumulation of report cards and academic and non-academic achievements. Fund the School Operational Assistance or Operational Assistance Education used to procure goods to prevent COVID-19 and school community from financing distance learning [2].

Also, the Ministry of Education issued a program of learning from home in cooperation with the television station TVRI. The Program is called the Program to Learn from Home (referred to as BDR) [3]. Learning in the BDR is not the pursuit of mastery of the curriculum but emphasizes literacy and numeracy. At the end of the school year, the Program BDR continues with impressions of Holiday at Home entertain and educate. Impressions on the holiday period this includes children's story, a documentary science and nature, documentary life on the inside and outside of Indonesia, the series of Vocational education Now, the series of Family Development The Crisis, Indonesian movies, Cultural programs, and other.

A survey conducted by the Indonesian Child Protection Commission (KPAI) regarding distance learning received 213 complaints from parents or students. First, a task that is too heavy with such a short time. Second, much of the task of summarizing and copying books. Third, the Learning Hours still stiff. Fourth, the quota to participate in online learning.
Furthermore fifth, most students do not have devices (gadgets) difficulties in taking the online exam. From the side, access is also a challenge in the running of distance learning. The difficulty of distance learning in the region is accessibility, infrastructure, and digital literacy. Internet users in 2018 according to APJII (Indonesian Internet Service Providers Association), the distribution of the data shows 15 more than half of the internet users in Indonesia (55.7%), followed by Sum (21.6%), Sulawesi-Maluku-Papua (10.9%), Kalimantan (6.6%), Bali and Nusa Tenggara (5.2%) [4]. Meanwhile, based on the report of the survey results KPAI, about 54% of Papua students are not done learning since the implementation of distance learning [5]. One of the difficulties encountered in learning from home is the internet's limitation better than the network and quota's access to online learning. Several points become an obstacle for the ministry of education in conducting a variety of innovations for teaching and learning activities during the COVID-19, among others: the inequality of technology between schools in big cities and regions; limitations of the competence of teachers in the utilization of the learning application; resource limitations for the utilization of educational technology such as the internet and quotas; the relationship teacher-student-parents in learning online which has not been integral [6].

The implementation of physical policy distancing, which then became the basis of implementing the learn from home, with the utilization of information technology to apply suddenly, it is not uncommon to make educators and students surprised, including even older people all people who are in the house. Several things become an obstacle for the ministry of education in various innovation for teaching and learning activities during the COVID-19, among others [7]: First, inequality of technology between schools in big cities and regions. Second, the limitations of teacher competency in the use of learning applications. Third, resource limitations for the utilization of Educational technology such as the internet and the quota. Fourth, the relation teacher-student-parents in learning online, which has not been integral.

A pandemic COVID-19 government urged people to keep physical distancing and not be in a crowded place. Therefore, activities are considered to be the most helpful in meeting through a virtual (online). However, many records must be corrected by the government, especially in teaching and learning. First, due to inequality in digital infrastructure, education institutions should start to improve facilities and support infrastructure with the technology policy affirmations, i.e., Internet access must be expanded and the capacity of the bandwidth for online learning. Second, increase the competence and brief at all educators levels to set up a learning system. The syllabus and method of online learning use the app distance learning is necessary. Third, the Ministry of Education does a guide or guidance to the parent to assist learners during teaching-learning activities at home. At least to prepare technology before and after the learning online takes place so that students can follow. Communication between teachers and the school with parents should be interwoven smoothly [8].

3.2. The results of quantitative research
The National Agency for Disaster Management (BNPB) has set the status of a state disaster emergency disease outbreaks due to virus corona in Indonesia during the 32 days from January 28 – February 28, 2020, which was later extended for 91 days from the date of February 29 – May 29, 2020. However, because the coronavirus spread, which is still high and a global pandemic, is not over, people are encouraged to keep doing physical distancing to reduce the spread of this virus. Policy physical distancing this positively affects the joints of life where many sectors cannot run as before; one of them is the education sector. Teaching and learning activities had to be continued online, starting from the middle of the second semester of 2019/2020. This, with so many consequences that arise.

The government has not been preparing to face this pandemic was quite overwhelmed in the set policy and regulate all components to run correctly. The ministry of education and culture (Kemdikbud) own a new release of circular letter no. 4 the year 2020 regarding the implementation of education policy in the event of an emergency deployment COVID-19 on March 24, 2020, approximately one month after the enactment of the emergency by BNPB [9]. In a circular letter, the new set that the learning must be done online, some educational institutions previously learning face-to-face, was just about to change its policy. It is quite tricky for most students, especially those in the dispersion, because it is difficult to
return to areas of origin, and are at high risk of exposure to the virus if you travel by public transportation.

Before the pandemic COVID-19, education in Indonesia has been ranked 72 out of 77 countries globally, according to a survey released by the Programme for International Student Assessment (PISA) on December 3, 2019 [10]. According to the observer, Budi Trikorayanto, three of the principal problems of education in Indonesia, namely the quality of teachers, the education system, and educational institutions. With a track record in the teaching and learning activities that are still expected and education in Indonesia in the COVID-19 limited resources.

About 44 million students from elementary school up to high school have been doing online learning, ranging from easy internet access to less accessible areas to access the internet [11]. These numbers do not include students at the college level. Many institutions have researched to see the development of education in Indonesia, where we can see the policy's implementation for approximately half the semester.

First, a survey of parents of students using a sample with 300 respondents of ± 5.7 million students (elementary and middle school) scope from 18 counties/cities in the provinces of NTT, NTB, Kalutara, and East Java [12]. The results are that 66% of respondents said they keep using learning media offline as the book package due to the limited access to the internet and the media for an online class. Then about 35% of students have not the opportunity to communicate with their teachers due to time and conditions are limited, and many tasks to complete the curriculum's load. Students from vulnerable groups are not learning effectively at home as much as 47% due to the family background being less supportive than students of the family economy can afford. Even this online class is complicated, and the parents say that the children live healthier (62%), and many learn life skills such as washing, cooking, etc., (53%). The conclusion is that online learning is not sufficient, especially for elementary school students who need more attention in the learning process; not all parents can direct children in learning online at home. The child is focused on activities-the activity in the house and adds to light work skills at home.

Second, a survey of vocational secondary school using a sample with 88 students of SMK Negeri 8 Tangerang City of 643 students scope from school [13]. The results are 59.1% of the students are less aware of the material submitted by teachers online, and 56.8% of the students stated learning online is less effective because many of the practica cannot only be understood in theory. Every teacher is used different media for learning, but 97.7% of students use the smartphone as a media of learning, say the most influential media is google classroom (69.3%). The model of effective learning according to 40.9% of the students that the module/book and 23.9% other prefer learning with a job sheet and 72.7% he tasks given the majority in multiple-choice. However, 50% of students complain of a limited quota and the slow network internet (45.5%), and 4.5% claimed not to have learning media. The conclusion is that learning online is not useful for secondary vocational students because subjects must perform practices and understanding. Simultaneously, online learning is limited to either of the schools, teachers, and students.

Third, a survey of students using a sample with 430 students of UIN Sunan Gunung Djati Bandung of 28 thousand students 10 departments in UIN Sunan Gunung Djati Bandung. The results are that 59.8% of the student's enthusiasm for participating in learning online and 63.3% are good enough for literacy activity to technology [14]. Meanwhile, 39.5% of the students' difficulties in communication between students and lecturers online, at 38.1%, feel quite able to cope with this problem, and 22.3% are not constrained in communicating. Then 55.1% difficulty in collaborating to carry out tasks online, and 54.9% of student learning 3-4 times while 38.6% other less than two times in a day. This conclusion is that online learning at the college level can be a pretty good run in practice if viewed from the spirit of learning. Literacy will be the technology of online learning, intrapersonal communication, collaborative activities, and individual learning independence. All the obstacles that exist can be evaluated in the future.

Fourth, a survey of the effectiveness of the media online learning using a sample with 100 students of UIN Sunan Gunung Djati Bandung of 28 thousand students scope from Faculty of Social Science and
Political Science [15]. The results are using the platform Zoom, and Whatsapp is not adequate for the overall course. The course theory can be effectively done online with weights at 0.88, and subjects theory and lab work are quite effectively done online with a weight of 0.70. However, practicum courses are not useful done online with a weight of 0.42, and courses in the field are also not very useful done online with a weight of 0.20. Then the conclusion is an application of Zoom as a learning medium face-to-face, and Whatsapp as platform tasks and information lectures are considered adequate for courses theory as well as theory and practicum course, while for the practicum course more effective use of lectures with face-to-face.

From the explanation above, it can be concluded that learning online is not useful, particularly for elementary up to senior high school/vocational school. Some values should be delivered in the learning process to develop their knowledge, skills, and attitude. However, when the learning process does not run well, all the expected achievements will also be more challenging to achieve. The following is a table containing the numbers of school participation for various age levels in the year 2019. The school participation rate is the size of the absorptive capacity of educational institutions to the school-age population, by the formula [16]:

\[
APS = \frac{(school - age \ Students\ limited)}{school - age\ Population - specific} \times 100
\]

Table 1. The numbers of school participation in various age levels in the year 2019 [17].

| Province                  | APS 7-12 | APS 13-15 | APS 16-18 | APS 19-24 | The number of students |
|---------------------------|----------|-----------|-----------|-----------|------------------------|
| Aceh                      | 99.75    | 98.52     | 83.26     | 32.54     | 19936.00               |
| Sumatera Utara            | 99.41    | 96.89     | 77.67     | 25.75     | 2973760.00            |
| Sumatera Barat            | 99.52    | 96.23     | 83.63     | 35.66     | 1070386.00            |
| Riau                      | 99.36    | 95.37     | 77.29     | 28.16     | 1299764.00            |
| Jambi                     | 99.70    | 96.42     | 71.97     | 23.32     | 629551.00             |
| Sumatera Selatan          | 99.71    | 94.51     | 70.29     | 18.07     | 1579975.00            |
| Bengkulu                  | 99.77    | 97.18     | 79.39     | 30.71     | 370956.00             |
| Lampung                   | 99.80    | 94.89     | 71.05     | 20.69     | 1441948.00            |
| Kep. Bangka Belitung      | 99.76    | 92.87     | 67.79     | 17.01     | 277524.00             |
| Kep. Riau                 | 99.48    | 98.50     | 84.04     | 19.88     | 396867.00             |
| DKI jakarta               | 99.63    | 98.33     | 72.01     | 24.52     | 1557840.00            |
| Jawa Barat                | 99.53    | 94.18     | 67.29     | 22.71     | 8011091.00            |
| Jawa Tengah               | 99.77    | 96.11     | 69.65     | 22.41     | 5140654.00            |
| DI Yogyakarta             | 99.90    | 99.56     | 88.97     | 51.85     | 568298.00             |
| Jawa Timur                | 99.65    | 97.43     | 72.74     | 24.80     | 5276678.00            |
| Banjarnegara              | 99.44    | 95.79     | 68.72     | 21.43     | 2047227.00            |
| Bali                      | 99.74    | 97.72     | 82.83     | 27.86     | 777561.00             |
| Nusa Tenggara Barat      | 99.46    | 97.92     | 77.51     | 25.59     | 853345.00             |
| Nusa Tenggara Timur       | 98.47    | 95.11     | 75.36     | 29.27     | 1329818.00            |
| Kalimantan Barat          | 98.52    | 92.85     | 68.37     | 23.69     | 1007624.00            |
| Kalimantan Tengah         | 99.66    | 94.09     | 66.95     | 23.98     | 481758.00             |
| Kalimantan Selatan        | 99.53    | 92.83     | 69.19     | 24.34     | 616515.00             |
| Kalimantan Timur          | 99.68    | 98.83     | 81.81     | 29.89     | 722305.00             |
| Kalimantan Utara          | 98.82    | 96.50     | 76.06     | 23.11     | 136622.00             |
| Sulawesi Utara            | 99.39    | 95.18     | 74.04     | 22.55     | 443060.00             |
| Sulawesi Tengah           | 98.40    | 93.01     | 75.73     | 27.39     | 562477.00             |
| Sulawesi Selatan          | 99.23    | 93.22     | 70.85     | 24.44     | 1612796.00            |
| Sulawesi Tenggara         | 99.13    | 94.78     | 74.03     | 31.27     | 551501.00             |
| Gorontalo                 | 98.96    | 91.64     | 71.44     | 30.97     | 211265.00             |
| Sulawesi Barat            | 98.34    | 89.92     | 69.31     | 23.64     | 265519.00             |
| Maluku                    | 99.61    | 97.29     | 79.65     | 38.58     | 398990.00             |
| Maluku Utara              | 98.97    | 96.97     | 76.41     | 31.23     | 262681.00             |
| Papua Barat               | 97.68    | 96.58     | 81.49     | 31.48     | 219673.00             |
| Papua                     | 82.67    | 80.13     | 63.50     | 22.91     | 641470.00             |
Multiple regression is used to determine the contribution of each level of the APS to the number of active students in each province. The data of the numbers of school participation in various age levels were calculated using multiple regression by SPSS software are as following:

\[ Y = -3539991.897 - 181917.113X1 + 422487.329X2 - 242095.738X3 + 24913.189X4 \]

| Coefficients | Standard Error | t Stat | P-value |
|--------------|----------------|--------|---------|
| Intercept    | -3539991.897   | -0.38057 | 0.706295 |
| APS 7-12     | -181917.113    | -0.99743 | 0.326806 |
| APS 13-15    | 422487.328     | 2.103863 | 0.044178 |
| APS 16-18    | -242095.738    | -2.64452 | 0.013066 |
| APS 19-24    | 24913.18861    | 0.426079 | 0.673196 |

From the above results, it can be concluded that the number of students in the province overall is dominated by 13-15 years old students or junior high school. In contrast, junior high school students are still less effective in learning, and online learning policy was not significant for this age, which required further evaluation to improve learning effectiveness. The factor of equitable access to information technology plays a significant role. The majority of students in an elementary-high school are dominated by the middle class, where they have difficulties getting access to communication technology. The majority of students who mainly sit on the bench of the university complain of inequality and the omission of the university and the ministry of education related to the enactment of the payment obligation in full for the semester's cost. As long as they perform learning activities online, they must incur additional internet access costs, which are not cheap. Extra spending is burdensome for most people because, due to the pandemic, the work becomes brutal, and daily needs are always running. The government should make a policy that aims to overcome the community's problems related to education costs that are not proportional and equitable access to information technology to smooth out learning online.

One of the short-term solutions to ease students' burden is providing a subsidy quota that is proportional to the learners, especially for students who need it rather than learners at lower levels. The subsidy quota can be realized in collaboration with a telecommunications service provider. A long-term solution to ease students' financial burden is to give payment installment and subsidies to students with financial difficulties or cross-subsidies between rich and poor students.

The government should also address the inequality of access and utilization of information technology. The primary step is infrastructure development throughout the country. After the infrastructure is adequate, the next step is to train the learners to utilize information technology optimally. It is a strategic move long-term to national security in the aspects of the quality of human resources.

We can say, from the two points above, that the level of satisfaction of students towards the effectiveness of learning online depends upon the level of their education itself because the higher the education level, the more intense is also the need for usage and habituation use of information technology to learning. From this, we can also find that the distribution and use of information technology have not been evenly distributed and tend to be used by learners who are in higher education.

3.3. Scenario building

There are two scenarios; first, the pandemic is still ongoing, and the process of teaching and learning is still done online, then there must be a subsidy to students to support learning, the addition of internet access to remote areas, or a unique mechanism for learning the distance away and increase the familiarity
of the technology of online learning on educators and learners. Second, when offices already do the new normal and ask the employees back to the office, giving the student the task must be proportional, mostly elementary and junior high school.

4. Conclusion
Policies in the education sector were considered slow and uncreative during the COVID-19 pandemic because of inequality of internet access in different regions and the ability to use technology. The gap between a large city and a suburb in accessing the internet was vast. The equitable distribution and use of the internet and information technology were not evenly distributed. They tend to be used by learners in higher education, and the use of the internet is still focused on Java. Therefore, the government was obliged to improve the accessibility of the internet in all-region. The emergency COVID-19 that requires all teachers and students to learn from home. It should not just change the location but also the method of learning in education. Sudden changes that happen quickly encourage the ministry of education to make a policy adjustment during the COVID-19. Education online is an alternative that is considered the most secure. Therefore, educational institutions should be started to improve the facilities and infrastructure to support online learning such as infrastructure and increase educators' competence at all levels to use distance learning applications, for example, by providing guidance or education module online. The ministry of education have already given a guide or direction to parents to assist students during the teaching-learning activities in the home. This guideline were important to prepare the technology before and after the online learning progresses to follow the online learning.

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