



A SWOT ANALYSIS OF THE STATE AND PRIVATE SCHOOL RATIO IN INDONESIAN EDUCATION POLICY

Kiki Maharani¹

¹University of Islamic State of Sultan Aji Muhammad Idris Samarinda

Corresponding Author: maharanikiki3105@gmail.com

ABSTRACT

This study examines the imbalance between state and private school availability in Indonesia through a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis of national education policy. Although the constitution emphasizes the importance of education and the government has allocated significant resources, including the 12-Year Compulsory Education Program and a requirement to dedicate at least 20% of national and regional budgets, the implementation has yet to guarantee fair access to state schools, especially at the secondary level in urban regions. Employing a qualitative-descriptive approach, the analysis is based on primary policy documents, statistical data, and literature reviews. Findings reveal key weaknesses including uneven school distribution, limited capacity, governance gaps, and teacher shortages. Simultaneously, opportunities exist to leverage education funding, zoning policy, decentralization, and digital data systems to address these challenges. However, commercialization trends and rapid urbanization threaten to exacerbate inequality. The SWOT analysis highlights strategic pathways, including state and private partnerships, better spatial planning, and the redistribution of teachers, as means to promote more equitable policy implementation. This study concludes that policy reform must be responsive to spatial and socioeconomic disparities and grounded in cross-sectoral collaboration to realize inclusive and sustainable access to quality public education in Indonesia.

Keywords: State and Private School Ratio, Educational Equity, SWOT Analysis, Education Policy in Indonesia, School Zoning System

INTRODUCTION

Education is a fundamental right guaranteed to every citizen, as stipulated in Article 31 of the 1945 Constitution of the Republic of Indonesia. To uphold this right, the government has enacted a range of strategic policies and regulations aimed at ensuring equitable, affordable, and high-quality access to education for all segments of society (Undang-Undang Dasar Negara Republik Indonesia 1945, n.d.). One concrete manifestation of this commitment is the implementation of the 12-Year Compulsory Education Program, which underscores the importance of both availability and affordability of formal education services, particularly at the primary and secondary levels (PP Nomor 47 Tahun 2008, n.d.). In principle, the state holds a central role in the provision of educational services to its citizens. However, in practice, the number of state schools remains insufficient to meet the needs of the population in a balanced and equitable manner. According to data from the Ministry of Education, Culture, Research, and Technology (MoECRT), private schools outnumber state ones in several regions, particularly in urban areas and notably at the junior and senior secondary levels. This disparity poses a serious challenge to the principle of educational equity, as private schools typically charge higher tuition fees, making them less accessible to low-income families (BPS data).

This issue is further compounded by the implementation of the school zoning policy within the New Student Admission System (PPDB), which is designed to promote equitable access to education (Atmaja et al., 2024). However, the zoning policy is often not supported by a sufficient and evenly distributed number of schools, particularly in densely populated areas. As a result, students from underprivileged backgrounds frequently face limited school options. Many are forced to enroll in private schools with higher tuition fees, or in more severe cases, may be unable to continue their education altogether (Mareta et al., 2021).

This phenomenon highlights a significant gap between the ideal objectives of educational policy and its practical implementation. Therefore, it is essential to conduct a comprehensive evaluation of national education policy, particularly concerning the availability of state schools. A SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis can serve as an effective tool to systematically identify internal and external factors influencing this issue. Such an approach can inform the development of more adaptive and equity-oriented policy strategies (Pangkey et al., 2022).

This study focuses on evaluating national education policy in relation to efforts to ensure the availability of state schools in Indonesia. By examining the proportion of state and private schools through a SWOT analysis, the research aims to provide both theoretical and practical insights for policymakers in formulating more targeted, inclusive, and context-sensitive strategies to promote equitable access to education.

METHOD

This study employs a qualitative-descriptive approach using the SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis method to evaluate national education policy in ensuring the availability of state school in Indonesia. SWOT analysis is chosen for its ability to identify both internal and external factors that influence policy implementation, while also providing a strategic foundation for formulating more adaptive policy solution (Puyt et al., 2023).

This study utilizes two types of data:

- **Primary-secondary data**, comprising national education policy documents (e.g., Undang-Undang Dasar Negara Republik Indonesia Tahun 1945, Law No. 20 of 2003 on the National Education System, Government Regulation No. 47 of 2008 concerning Compulsory Education, Ministerial Regulations

concerning student admissions and school operational funding), annual reports from the MoECRT, and as well as statistical publications from Statistics Indonesia (BPS).

- **Supporting data**, obtained from literature reviews, previous research findings, and official reports released by government bodies and independent institutions relevant to the distribution and proportion of state and private schools in Indonesia.

The analytical process was conducted through four main stages:

1. **Inventory of internal and external factors** influencing the availability of state schools, based on literature review and policy document analysis.
2. **Classification of findings** into the four core components of SWOT analysis: strengths (S), weaknesses (W), opportunities (O), and threats (T).
3. **Interactive SWOT analysis** to identify relationships among factors (e.g., SO, WO, ST, WT strategies) to formulate alternative policy solutions.
4. **Interpretation of the analytical results** within the context of the dynamics of Indonesia's education system, considering spatial variables (urban/rural areas), demographic patterns, and socio-economic disparities (Sasoko & Mahrudi, 2023).

To ensure the validity and reliability of the data, the researcher employed source triangulation by comparing information from various official documents and credible sources, including the MoECRT, Statistics Indonesia (BPS), the National Development Planning Agency (Bappenas), and peer-reviewed journal publications. Additionally, the analysis was conducted iteratively, with repeated checks for consistency across each stage of the SWOT categorization process. This methodological approach is intended to provide a comprehensive overview of the position, challenges, and opportunities of

national education policy in ensuring the equitable and sustainable provision of public schools.

FINDING & DISCUSSION

Finding

This study identified several critical issues that hinder the realization of equitable and inclusive access to state education in Indonesia. Drawing on data analysis and policy review, five key findings were highlighted, covering disparities in school distribution, capacity constraints, governance weaknesses, potential policy opportunities, and emerging systemic threats. Each of these findings provides insight into the current state of public education and the structural challenges that must be addressed to improve policy implementation and service delivery.

Disproportion Between State and Private Schools

Based on data from MoECRT, private schools were found to outnumber state ones at the secondary education level, especially in urban areas. In DKI Jakarta, for instance, more than 60% of senior high schools are privately managed. A similar pattern is observed in other major cities such as Bandung, Surabaya, and Medan. This imbalance directly affects the affordability of education, as private schools generally impose fees that are inaccessible to low-income communities.

Geographical and Capacity Imbalances

The second finding points to a geographical disparity in the distribution of state schools. Densely populated areas such as urban fringes and city centers face considerable pressure on the limited number of state schools. Meanwhile, remote, outermost, and underdeveloped regions (commonly referred to as 3T areas) continue to face shortages of state-school units and qualified teaching personnel. The limited capacity in terms of class groups and classroom availability has contributed to intense competition in the zoning-based school admission system (PPDB), raising concerns about fairness for students from disadvantaged socioeconomic groups.

Weaknesses in Governance and Human Resource Quality

The study also identified that the quality of human resources in state schools is a critical issue. Many state schools, especially in rural and remote areas, suffer from a lack of permanent or civil servant (ASN) teachers and still rely heavily on non-permanent staff with varying levels of competency. In addition, school governance practices remain insufficiently transparent, particularly regarding the utilization of School Operational Assistance (BOS) funds. The limited integration of information technology and data-driven management further constrains effective, needs-based decision-making processes.

Opportunities for System Strengthening Through Policy Reform

Despite these challenges, there are substantial opportunities for systemic improvement. These include optimizing education funding mechanisms (such as BOS and Special Allocation Funds), utilizing zoning policies as a tool for mapping school needs, and implementing digital education management information systems such as EMIS. Furthermore, decentralization policies provide room for local governments to take the initiative in establishing new state schools, including through collaborative models with the private sector in the form of state-private partnerships in education.

Threats of Commercialization and Quality Gaps

The final finding highlights the growing trend of education commercialization, driven by the increasing dominance of private schools. Quality education has become a "premium commodity" that is not equitably accessible to all segments of society. State schools, particularly in underdeveloped regions, often lack adequate facilities and qualified personnel, which exacerbates quality disparities across regions and socioeconomic classes. This situation contradicts the

principles of inclusivity and equity that underpin the national education philosophy.

These findings underscore the significant gap between national policy frameworks and their implementation on the ground. To ensure the equitable availability of state schools, it is essential to reformulate policy strategies that are data-driven, spatially targeted, and inclusive of cross-sector stakeholders.

Table 1. SWOT Analysis of State-School Availability in Indonesia

SWOT Aspect	Key Findings
Strengths	<ul style="list-style-type: none"> – The 12-Year Compulsory Education Program provides a legal foundation for state school provision (MoE Regulation No. 80/2013). – Minimum allocation of 20% of the national and regional budgets for education supports infrastructure development. – State schools offer low or no tuition fees through BOS. – Uniform implementation of the national curriculum (Merdeka Curriculum).
Weaknesses	<ul style="list-style-type: none"> – Unequal distribution of state schools,

	<p>especially in major cities.</p> <ul style="list-style-type: none"> – Limited capacity, not matched by new school construction under the zoning system. – Shortage of permanent (civil servant) teachers in certain regions; reliance on contract teachers with varying qualifications. – Weak governance, lack of transparency in BOS fund utilization, and limited use of data in school management.
Opportunities	<ul style="list-style-type: none"> – Utilization of BOS and Special Allocation Funds (DAK) for building state schools in underserved areas. – Digital technologies enable spatial mapping (e.g., EMIS). – Zoning policies can serve as tools for evaluating new school needs. – Opportunities for state-private

	<p>partnerships (PPP).</p> <ul style="list-style-type: none"> – Decentralization allows room for regional innovation.
Threats	<ul style="list-style-type: none"> – Dominance of high-cost private schools drives the commercialization of education. – Quality gaps between state schools in urban areas and those in underdeveloped regions. – Limited government control over tuition and quality standards in private schools. – Urbanization increases pressure on existing state schools in cities.

Table 2. Synthesis of Policy Strategies Based on SWOT

Strategy Type	Strategy Formula	Strategic Implementation
SO (Strength–Opportunity)	Leverage strengths to capitalize on opportunities	<ul style="list-style-type: none"> – Use zoning and growth projection data to plan new school construction.

		<ul style="list-style-type: none"> – Prioritize education budget allocation for regions with low public school ratios.
WO (Weakness–Opportunity)	Address weaknesses to leverage opportunities	<ul style="list-style-type: none"> – Implement region-specific teacher recruitment based on spatial needs. – Encourage local government initiatives to build state schools with community support.
ST (Strength–Threat)	Use strengths to counter threats	<ul style="list-style-type: none"> – Develop flagship state schools as alternatives to elite private

		<p>institutions.</p> <ul style="list-style-type: none"> – Strengthen accountability in BOS fund management and enforce quality accreditation systems.
WT (Weakness–Threat)	Minimize weaknesses to avoid threats	<ul style="list-style-type: none"> – Reform zoning policies to be more adaptive in areas with limited state schools. – Establish cross-subsidy mechanisms between state and private schools to ensure affordability.

Discussion Based on SWOT Analysis

Strengths and Opportunities

The primary strengths of the policy lie in its constitutional commitment to education, the substantial allocation of educational funding (20% of the national and regional budgets), and the uniform implementation of the national curriculum across state schools. Opportunities to enhance access to public education can be realized through the optimization of Special Allocation Funds (DAK) and School Operational Assistance (BOS) to support school development in underserved areas. The zoning system introduced in 2017 has the potential to serve as an effective tool for mapping school needs based on population density and geographic location (Li, 2024; Nasri et al., 2022).

However, this potential remains underutilized. Most state-school development efforts are still concentrated in areas with existing infrastructure, while regions experiencing rapid population growth have not been prioritized. Therefore, synergy between central and local governments is crucial to realizing these opportunities more equitably and effectively.

Weaknesses and Threats

Significant weaknesses are evident in the unequal distribution of educational infrastructure, the deployment of state-school teachers, and the limited capacity of state schools. The community's reliance on private schools has led to economic disparities in educational access. Another pressing threat is the increasing commercialization of education, where quality has become a "commodity" accessible only to certain social groups. The widening quality gap between state and private schools reinforces a dualistic education system, which runs counter to the national principles of equity and inclusiveness (Crawford et al., 2024; Larsen et al., 2023; Liu et al., 2024).

Furthermore, rapid urbanization in major cities has placed substantial pressure on state schools, which often lack the capacity to accommodate incoming students. In some cases, the zoning system has further restricted options for students from low-

income families who reside outside priority zones (Tri & Angga, 2021).

Discussion

National education policy in Indonesia emphasizes the importance of equity and quality improvement as integral components of human development. Although education has become a national priority, implementation at the local level continues to reveal imbalances between the number of state and private schools across regions. Through a SWOT analysis, this study identifies various internal and external factors that influence the extent to which national policy can ensure the equitable presence of public schools (BPS Data).

From the perspective of strengths, the 12-year compulsory education program and the mandatory allocation of at least 20% of the national and regional budgets for education serve as crucial foundations for upholding every citizen's right to access education. State schools, which implement a standardized national curriculum, offer low-cost or free education services, significantly benefiting low-income communities. This demonstrates a tangible commitment by the state to achieving social justice through the education sector (PP Nomor 47 Tahun 2008, n.d.; Undang-Undang Dasar Negara Republik Indonesia 1945, N.D.).

However, despite these strengths, the policy has not yet resulted in a balanced distribution or consistent implementation across regions. This study finds that one of the main weaknesses lies in the geographical disparity in the distribution of state schools. In major cities such as Jakarta, Surabaya, and Medan, private schools dominate secondary education institutions. In contrast, remote and underdeveloped (3T) areas still lack nearby state schools within accessible distances. In addition, inadequate state-school capacity and a zoning system unaccompanied by new school development have worsened access disparities, especially among low-income students in densely populated regions (Mallevi Agustin Ningrum et al., 2022).

In terms of opportunities, zoning policies and increased education funding provide avenues for more targeted interventions (Madiana et al., 2022). Zoning can be utilized as a tool to map out the need for new schools, considering both regional distribution and population density (Atmaja et al., 2024). Decentralization policies also allow provincial and local governments to address the shortage of state schools in a more contextualized manner, aligned with local characteristics and needs (Setiawan & Usman, 2022). The support of technology and data systems such as EMIS plays a key role in enhancing planning processes based on real conditions in the field (Asio et al., 2022).

Despite these opportunities, several external threats continue to hinder efforts toward equitable education. The commercialization of education by the private sector has created a widening gap between expensive elite private schools and under-resourced state schools (Siregar & Azmi, 2022; Zainuddin & Rozali, 2022). This quality disparity reinforces the perception that state schools are less competitive, leading many urban families to prefer private options. At the same time, ongoing urbanization has intensified pressure on state schools in urban centers, while the establishment of new school units has not kept pace with rapid population growth (Widiawaty, 2023).

A synthesis of these four SWOT components underscores the need for a more dynamic, spatially informed, and socioeconomically grounded evaluation of national education policy (Atikah, 2024). The government should develop adaptive strategies, such as promoting the construction of state schools in high-density areas, reallocating teaching staff, and strengthening central-local-private collaboration through state-private partnership models (Mukhlisin & Hidayat Pasaribu, 2020). Additionally, revisions to the implementation of the zoning system are necessary to prevent it from becoming a mechanism of social exclusion and instead

serve to promote equitable access to educational facilities (Mallevi Agustin Ningrum et al., 2022).

In conclusion, this discussion underscores that the availability of state schools in Indonesia has not yet fully reflected the principles of equity and fairness in access to education. To achieve inclusive and just education for all, it is crucial to reformulate policy strategies based on continuous evaluation and enhanced educational governance that is both participatory and responsive to local conditions.

CONCLUSION

The findings of this study reveal that although Indonesia's national education policy is built upon a strong normative foundation, supported by compulsory education mandates and substantial budget allocations, its implementation still faces significant challenges in ensuring the equitable availability of state schools. The unequal proportion of state and private schools, particularly at the secondary level in urban areas, reflects the state's limited presence in guaranteeing fair and inclusive access to education for all segments of society.

The SWOT analysis conducted in this study identified several strengths and opportunities that could be optimized, such as the availability of education funding, the zoning policy, and the national curriculum framework. Nevertheless, weaknesses related to infrastructure distribution, limited capacity in state schools, and quality disparities across regions pose serious barriers to equitable access. External threats, including the commercialization of education by the private sector and rapid urbanization unaccompanied by the development of public educational institutions, further exacerbate these inequalities.

Therefore, a reformulation of education policy is necessary. This reform should be informed by spatial data, demographic projections, and a collaborative approach across sectors. Both central and

local governments must develop dynamic educational needs mapping, increase the construction of state schools in densely populated areas, and improve the governance of teacher distribution and educational infrastructure. Without targeted interventions, the gap between public and private schools will likely continue to grow, undermining efforts to achieve a national education agenda that is equitable, inclusive, and sustainable.

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