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Low Numeracy in Elementary School Students: A Recurring Problem Pattern

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ABSTRACT

This study aims to examine recurring patterns of low elementary school students' numeracy through a literature review and identify causal factors and directions for improvement. This study is motivated by various findings indicating that students' numeracy skills are still low, especially in conceptual understanding and contextual problem solving, and tend not to show significant improvement from year to year. The method used is library research by analyzing scientific articles, research reports, and relevant educational documents, then synthesizing them thematically to identify problem trends and proposed solutions. The results of the study indicate that low numeracy is related to weak understanding of basic concepts, the dominance of procedural learning, minimal use of real-world contexts, and an assessment system that emphasizes final answers rather than thinking processes. Student affective factors, teacher pedagogical competence, and a supportive learning environment also play a role. These findings confirm that the numeracy problem is multidimensional and requires comprehensive improvements in learning practices, assessment, and collaboration between schools and families to support the sustainable development of students' numeracy.

Keywords *: Numeracy, Elementary School, Mathematics Learning Difficulties*

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INTRODUCTION

Numeracy skills are one of the main foundations in basic education because they play an important role in forming logical, systematic and problematic ways of thinking in students. (Iasha et al., 2024; Witono & Hadi, 2025) . Numeracy is not merely related to the ability to count, but also includes understanding number concepts, mathematical reasoning, and the ability to apply mathematics in various contexts of everyday life. In a global context, numeracy is part of the essential competencies of the 21st century that determine an individual's readiness to face social, economic, and technological challenges. (Adnyana et al., 2025; Herman et al., 2024; Nurhayati et al., 2025; Rochaendi et al., 2025) . Therefore, strengthening numeracy at the elementary school level (SD) is a priority in various educational policies.

However, various educational evaluations show that elementary school students' numeracy skills are still relatively low and tend to stagnate from year to year. Numerous studies reveal that students often experience difficulty understanding

basic concepts such as place value, fractions, arithmetic operations, and the application of mathematics to contextual problems. (Maryanti & Asmara, 2026; AD Putri & Fitriyani, 2024; Rahma et al., 2025; Syukra et al., 2025) . On the other hand, classroom learning is still dominated by a procedural approach that emphasizes memorizing steps for solving problems rather than understanding the meaning of concepts. (DA Putri et al., 2025) . This condition shows a mismatch between the objectives of strengthening numeracy and the learning practices that take place in elementary schools.

Numeracy problems in elementary schools are not just sporadic but show recurring patterns in various research findings. Frequently reported contributing factors include student misconceptions, low self-confidence in mathematics, limited teacher learning strategies, minimal use of real-world contexts, and assessment systems that emphasize outcomes over thinking processes. (JH Putri et al., 2024) . Although various programs and interventions have been implemented, these underlying problems do not appear to have been addressed comprehensively, resulting in the same pattern of difficulties continuing to recur in subsequent generations of students.

Several previous studies have addressed mathematics learning difficulties or the effectiveness of specific learning models, but most remain partial and focused on a single aspect, such as learning methods, media, or learning outcomes within a limited context. Relatively few studies have specifically examined recurring patterns of numeracy problems by reviewing various research findings in an integrated manner. Consequently, understanding the root causes of numeracy problems in elementary schools is often fragmented and lacks a comprehensive picture that can serve as a basis for formulating more effective policies and learning practices.

Based on this gap, this study offers a novelty in the form of a comprehensive analysis of the patterns of elementary school students' numeracy problems that recur in various research findings. This study not only identifies the factors causing low numeracy but also explores the interrelationships between factors at the student, teacher, learning, curriculum, and assessment levels. Thus, this research is expected to provide a more comprehensive perspective on why numeracy problems are difficult to overcome and the direction of more fundamental improvements.

The objectives of this study are: (1) to identify factors that cause low numeracy in elementary school students based on the results of various previous studies; (2) to analyze patterns of numeracy problems that appear repeatedly; and (3) to formulate implications and recommendations for improving numeracy learning in elementary schools. Through this study, it is hoped that a deeper understanding of the characteristics of numeracy problems will be obtained so that efforts to improve the quality of learning in elementary education can be carried out in a more focused and sustainable manner.

METHOD

This study employed a library research method with a qualitative descriptive-analytical approach. This method was chosen because the study aimed to deeply understand the phenomenon of low elementary school students' numeracy through a review of various written sources, rather than through direct field data collection. This approach enabled the researcher to identify, compare, and interpret various previous

research findings to discover recurring patterns of numeracy problems. The research data consisted of secondary data obtained from national and international journal articles, seminar proceedings, mathematics education reference books, and educational policy documents relevant to numeracy literacy in elementary schools. Literature searches were conducted through various academic databases such as Google Scholar, ERIC, DOAJ, and Garuda using keywords related to elementary school numeracy and mathematics learning difficulties. The obtained literature was then selected based on the relevance of the content, the novelty of the publication, and its direct relevance to the research focus.

Data collection was conducted through documentation studies, involving in-depth reading, noting important information, and grouping findings based on problem themes. Each source was analyzed by considering the research objectives, methods used, and key findings related to students' numeracy difficulties. The collected information was then classified into several categories, including factors originating from students, teachers, the learning process, the curriculum, and the assessment system. Data analysis was conducted through stages of reduction, categorization, thematic analysis, and synthesis. Researchers filtered relevant information, identified common patterns of problems that emerged in various studies, and then compiled them into a comprehensive understanding of the root causes of numeracy problems in elementary schools. Data validity was maintained through the selection of credible scientific sources and comparison of findings from various references to obtain consistent and academically accountable conclusions.

RESULT AND DISCUSSION

The low numeracy of elementary school students is a consistent and recurring problem in various studies. Many studies report that students are capable of performing simple calculations, but experience difficulties when faced with problems that require conceptual understanding and application in everyday life contexts. This condition indicates that students' numeracy has not yet developed as a thinking ability, but is still limited to mechanical counting skills (Akmalia, 2023; Endradewi et al., 2025) . In other words, students often know "how to calculate" but do not yet understand "why that method is used."

Literature findings also indicate a pattern of misconceptions in basic mathematical concepts such as place value, fractions, measurement, and mixed number operations. These misconceptions recur across elementary school grade levels, indicating that conceptual understanding issues are not fully resolved in the early grades and are carried over to subsequent grades (Hidayati & Wahyuni, 2024) . Consequently, as the material becomes more complex, students increasingly rely on memorizing procedures without a strong foundation of understanding. In addition to cognitive aspects, affective factors also play a significant role in students' low numeracy. Several studies have shown that many elementary school students develop negative perceptions of mathematics from an early age, which triggers anxiety and lowers their confidence in solving numerical problems (Lubis et al., 2025; N. Ramadhani & Rezkillah, 2025) . This emotional state directly impacts learning performance, as students become hesitant to try new strategies and tend to give up quickly when faced with challenging problems.

From a learning perspective, recurring patterns indicate that the numeracy learning process in the classroom is still dominated by a procedural approach. Teachers often provide examples and routine exercises rather than engaging students in conceptual understanding through discussion, exploration, or contextual problem-solving (Ismaimuza, 2025) . This practice makes students accustomed to following fixed steps without truly understanding the relationships between the mathematical concepts being studied. Studies also show that low numeracy is related to a lack of problem-based learning that is close to students' real-life situations. The problems given in class are often abstract and not linked to everyday situations, making it difficult for students to see the relevance of mathematics in their lives. Numeracy, however, requires the ability to use mathematics functionally in various contexts (MH Ramadhani et al., 2025) . When context is not present, students' understanding tends to be shallow and easily lost.

Teacher factors have also been highlighted in various studies. Several studies indicate that teachers still experience difficulties designing numeracy lessons that emphasize higher-order reasoning and problem-solving. This is related to limited training, administrative burdens, and the demands of completing a dense curriculum (Alief et al., 2025; Lukito et al., 2026; Purwasi, 2025; Rosyada et al., 2024) . As a result, teachers tend to choose methods that are considered the most practical and quick, even though they do not support students' in-depth understanding. Furthermore, the assessment system used in elementary schools also shows patterns that do not support numeracy development. Many learning evaluations still focus on right-wrong answers and final results, rather than on students' thinking processes. Assessments that emphasize procedures make students more oriented towards getting answers quickly, rather than understanding the underlying concepts (Sari et al., 2025) . This pattern reinforces shallow and less reflective learning habits.

The literature also highlights that student learning independence is related to numeracy skills. Students who are accustomed to thinking independently, trying various strategies, and reflecting on mistakes tend to demonstrate better numeracy performance than students who rely heavily on teacher guidance (Fitri, 2025; Fitriana & Huda, 2025) . This suggests that numeracy develops better in a learning environment that allows for exploration and discussion. On the other hand, limited learning facilities and resources also contribute to low numeracy skills. Several studies have found that the minimal use of concrete media, teaching aids, and learning technology makes mathematical concepts difficult for elementary school students who are still at the concrete operational development stage. (Maulida et al., 2022) . Without visual support and direct experience, numeracy learning becomes too abstract for most students.

A dense curriculum is also a recurring systemic factor. Teachers are often pressured to complete material targets so that time for deepening concepts is limited. As a result, learning tends to pursue the completeness of the material, not the quality of students' understanding. This situation makes the concept of numeracy studied hastily and lacks meaning (Syafei, 2025) . Interestingly, several studies have shown that when the learning approach is changed to be more contextual and problem-based, students' numeracy skills can improve significantly. Students become more active in discussions, are able to explain the reasons behind their answers, and demonstrate a deeper understanding of number concepts. (Badu et al., 2025; Indah, 2024; Kariadi et

al., 2025; Pradana, 2025) . This finding confirms that low numeracy is not solely due to limited student abilities, but also due to a less than optimal learning approach.

The role of the learning environment cannot be ignored. Parental support, reading habits, and a culture of discussion at home and school all influence students' numeracy development. An environment that encourages children to ask questions, discuss, and logically solve everyday problems tends to foster the development of their numeracy skills (Indah, 2024; Pradana, 2025) . In general, the patterns of numeracy problems found in various literatures indicate a close relationship between weak conceptual understanding, procedural learning approaches, and evaluation systems that do not support reasoning. These three factors form a cycle of problems that causes low numeracy to persist year after year .

However, the literature also suggests that changes in learning practices can disrupt this pattern. Learning that emphasizes exploration, discussion, the use of real-world contexts, and process-based assessment has been shown to be more effective in developing elementary school students' numeracy. This suggests that many solutions to the numeracy problem have been proposed, but their implementation has been uneven. Therefore, the low numeracy of elementary school students can be understood as a multidimensional problem, involving factors such as students, teachers, learning, curriculum, assessment, and the learning environment. This recurring pattern emphasizes that improving numeracy requires a comprehensive and sustainable approach, not just a temporary change in methods. Integrated efforts are believed to be more capable of producing long-term improvements in elementary school students' numeracy skills.

Table 1. Map of Recurring Patterns of Elementary School Students' Numeracy Problems

Key Findings	Problem Pattern	Impact	Direction of Improvement
Students are weak in place value, fractions, measurement, and mixed operations.	Conceptual errors appear continuously from lower to higher grades.	Students just memorize the steps without understanding the meaning.	Strengthening conceptual understanding from early grades through concrete representations
Students have difficulty solving story problems and real contexts	Students are used to routine questions, not used to non-routine questions	Numeracy does not develop as a life skill	Contextual problem-based learning
Learning is predominantly procedural and teacher-centered	More mechanical exercises than conceptual discussions	Students are passive and less able to explain the reasons for their answers.	Exploratory strategies, group discussions, and open reasoning
Many students are anxious and lack confidence in mathematics.	Repeated failed experiences form negative perceptions.	Low motivation, giving up easily when problems are difficult	Supportive classroom climate and learning that provides successful experiences
Teachers have difficulty designing meaningful numeracy learning	Focus on completing the material rather than deepening the concept	Shallow and rushed learning	Teacher training in reasoning-based numeracy task design

Key Findings	Problem Pattern	Impact	Direction of Improvement
Assessment focuses on the final answer, not the thinking process.	Students are after quick results, not understanding.	Instant strategy without reflection	Process-based assessment, strategy explanation, and answer reflection
Numeracy is better in students who actively try strategies	Many students rely too much on teacher examples.	Less flexible in solving new problems	Multiple strategies familiarization and error discussion
Lack of concrete teaching aids and media	Abstract concepts are taught without visualization	Difficulty understanding the meaning of numbers and operations	Use of concrete objects, pictures, visual models, and simple technology
Target dense material and limited time	Teachers are in a hurry to achieve completion	Shallow understanding and quick forgetting	Focus on the depth of essential concepts, not the breadth of material.
Home support and discussion culture influence numeracy	Not all students receive numerical stimulation at home.	The ability gap between students is widening	School–parent collaboration in daily numeracy activities
Numeracy problems are systemic and recur every year	Combination of conceptual, learning, and assessment factors	Low numeracy is a chronic problem	A comprehensive approach across educational aspects

The table above shows that the low numeracy of elementary school students is not caused by a single factor, but rather the interaction of various interrelated aspects. The most fundamental problem lies in a weak conceptual understanding, which is further exacerbated by a learning approach that overemphasizes procedures. When students don't truly understand the meaning of numbers or arithmetic operations, they rely solely on memorizing steps, making them prone to errors when the problem format changes. From a pedagogical perspective, learning that doesn't provide enough space for exploration means students rarely practice explaining their reasoning. This results in poor problem-solving skills, particularly on contextual problems, which are at the core of numeracy. The situation is further complicated when the assessment system reinforces procedural learning habits by assessing the final result rather than the thinking process.

Emotional aspects and the learning environment also show no small influence. Stressful math learning experiences can lower students' self-confidence, while a lack of numerical support at home widens ability gaps. Thus, low numeracy is not only an academic problem, but is also related to students' learning experiences and educational ecosystem. Overall, the pattern repeats itself every year indicating the need for comprehensive improvement. Efforts to increase numeracy are not enough just to add practice questions, but require changes in the way teachers teach, the way schools assess, the way the curriculum is structured, and how the learning environment supports children using mathematics in everyday life. This integrated approach has the potential to break the cycle of low numeracy in elementary schools.

CONCLUSION

The low numeracy of elementary school students is a recurring and systemic problem. The research objective, to identify recurring patterns of problems, was

answered through the findings that the main weaknesses lie in the understanding of basic concepts, the dominance of procedural learning, and assessments that do not encourage reasoning. Students' numeracy has not developed as the ability to use mathematics in real-world contexts, but is still limited to mechanical calculation skills. This pattern indicates that numeracy issues are not solely the domain of individual student abilities but are also influenced by learning practices, curriculum design, and the evaluation culture in elementary schools.

In the literature-based research process, several constraints affect the depth of analysis. First, the variety of terms and research focuses in the literature requires careful selection and interpretation of the synthesis of findings. Second, not all studies provide detailed empirical data on the causes of low numeracy, so some conclusions must be drawn from general trends across studies. Third, differences in regional contexts, student characteristics, and educational policies mean that research results cannot always be directly generalized; instead, they must be understood as patterns that exhibit similar tendencies across situations.

Based on these findings, further research is recommended to complement the literature review with field research that explores direct numeracy learning practices in the classroom. Future studies should also explore learning designs that specifically target strengthening elementary school students' understanding of mathematical concepts and reasoning. Furthermore, research on the development of process-based numeracy assessment models and parental involvement in supporting children's numeracy at home is crucial for developing more comprehensive solutions. With a more applicable and contextual research approach, efforts to improve numeracy in elementary schools are expected to produce more tangible and sustainable changes.

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