

## **Guidance & Counseling Services for Students Special Needs in the Organizer School Inclusive Education in DKI Jakarta Region**

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**Abstract:** This study examines the implementation of guidance and counseling (BK) services for students with special needs (ABK) in inclusive public schools in the DKI Jakarta region. Although inclusive education policies have been adopted nationally, the provision of structured psychosocial and academic support through counseling remains inconsistent across schools. Using a qualitative descriptive approach, this research involved twelve inclusive schools and collected data through interviews, observations, and document analysis. Participants included BK teachers, homeroom teachers, and school principals. Thematic analysis was conducted to identify patterns in the design, delivery, and impact of counseling services for ABK students. The findings indicate that BK services for ABK are provided through various strategies, including individual counseling, group guidance, home visits, and coordination with parents and external professionals. Schools with strong collaboration and commitment from all stakeholders demonstrated more effective service delivery, resulting in positive outcomes such as increased student engagement, better emotional regulation, and smoother social integration. However, many schools still face limitations due to the lack of trained personnel, absence of special education teachers, and limited institutional support. This study underscores the importance of strengthening inclusive guidance and counseling services through targeted professional development, clearer role definitions, and integrated school policies. Enhancing the quality and accessibility of BK services is essential to promoting educational equity and ensuring the success of inclusive education practices.

**Keywords:** inclusive education; students with special needs; school counselling; guidance and counseling services; DKI Jakarta.

### **INTRODUCTION**

Inclusive education has become a fundamental agenda in achieving the Sustainable Development Goals (SDGs), particularly SDG 4 which promotes quality, inclusive, and equitable education for all learners, including those with disabilities. The presence of children with special needs (Anak Berkebutuhan Khusus/ABK) in mainstream classrooms is a manifestation of efforts to uphold equity, human rights, and social justice in education (UNESCO, 2020). Moreover, research has shown that inclusive practices not only benefit ABK, but also positively impact all students by fostering empathy, social cohesion, and respect for diversity (Ainscow, Booth, & Dyson, 2006).

In the Indonesian context, inclusive education is supported by a number of legal frameworks, such as Law No. 20 of 2003 on the National Education System and Government Regulation No. 17 of 2010. Despite this formal backing, implementation remains uneven and faces numerous challenges (Efendi, 2018). One key aspect that is often overlooked is the availability of psychological and emotional support for ABK, particularly through school-based guidance and counseling (Bimbingan dan Konseling/BK) services. These services are essential in ensuring that ABK not only survive but thrive in inclusive school settings.

Much of the literature to date has concentrated on physical accessibility, differentiated curriculum, and teacher preparedness in inclusive education settings. However, comparatively less attention has been given to the role of psychosocial support, particularly through school-based guidance and counseling, in fostering the academic, emotional, and social development of students with special needs. Siamlaran, Kasman, & Subagiya (2025) emphasize the importance of personalized counseling interventions for ABK, but highlight

that empirical studies documenting this specifically in urban Indonesian schools remain limited.

In addition, although collaborative practices among classroom teachers, guidance counselors, and special education teachers (GPK) are widely acknowledged as essential for holistic support, existing research suggests such teamwork is often underdeveloped. For instance, a study by Wahyudi & Rugaiyah (2019) reported that effective cooperation among class teachers, special guidance teachers, and parents significantly enhances ABK students' academic attitudes, social skills, emotional maturity, and independence. Similarly, Rasmitadila et al. (2023) found that although co-teaching between regular and special educators is viewed positively, in practice the roles are often imbalanced, with limited shared planning or instructional integration.

This study addresses that gap by examining how guidance and counseling services are implemented for ABK in public inclusive schools in DKI Jakarta. It explores the forms of service provided, the roles of various school personnel, and the real-world challenges they encounter. Importantly, the study includes schools at different levels, elementary, junior high, and senior/vocational high schools, to offer a broader picture of the current practices.

What sets this study apart is its focus on practical implementation rather than policy analysis alone. By shedding light on the realities of BK service delivery for ABK students, especially in an urban context, this research aims to provide actionable insights for policymakers, educators, and practitioners seeking to improve inclusive education practices.

## **METHOD**

This research employed a qualitative descriptive approach to obtain in-depth information about the implementation of guidance and counseling (BK) services for students with special needs (ABK) in inclusive public schools in the DKI Jakarta region. The research was conducted from March to September 2024 and involved multiple school levels: elementary, junior high, and senior/vocational high schools.

### **Research Subjects and Locations**

The subjects of this study included guidance and counseling teachers (BK teachers), special education teachers (GPK), and classroom teachers in twelve inclusive public schools across East, South, and West Jakarta. These included:

- a. 2 Elementary Schools (SDN JP 05 and SDN JKP 14)
- b. 5 Junior High Schools (SMPN DD J, SMPN DI J, SMPN ACI J, SMPN AEJ J, and SMPN BCB J)
- c. 5 Senior/Vocational High Schools (SMAN EA J, SMKN CB J, SMKN DH J, SMKN DF J, and SMKN EJ J)

The schools were selected purposively to represent different education levels and inclusive education practices.

### **Data Collection Techniques**

The data were collected using non-test techniques, including:

- a. Semi-structured interviews with BK teachers, GPKs, and class teachers.
- b. Direct observations of counseling sessions, classroom practices, and teacher interactions with ABK.
- c. Documentation analysis of school policies, student counseling records, and individual education plans (IEPs) where available.

- d. Interview guides and observation sheets were developed and validated by education experts prior to data collection.

### **Data Analysis Techniques**

The data were analyzed using Miles and Huberman's interactive model, which includes three steps:

- a. Data reduction: summarizing and selecting relevant data.
- b. Data display: organizing the information in tables and narratives.
- c. Conclusion drawing/verification: identifying patterns, meanings, and key findings.
- d. The analysis was conducted iteratively to ensure consistency between the data and emerging themes.

### **Data Validation**

To ensure trustworthiness, the study used triangulation of data sources (interviews, observations, and documentation), member checking with selected participants to confirm interpretation accuracy, and peer debriefing with fellow researchers.

### **Ethical Considerations**

This research involved human participants in the form of teachers and education personnel. Due to the non-invasive and low-risk nature of the study, consisting solely of interviews, observations, and document analysis, formal ethical clearance from a university-level ethics committee was not sought.

However, the researcher obtained verbal consent from each participating school, represented by the school principal or delegated teachers, after providing a clear explanation of the research objectives, methods, and confidentiality measures. All participants voluntarily agreed to take part in the research, and were informed of their right to withdraw at any time. Anonymity and confidentiality were ensured throughout the research process.

## **FINDING AND DISCUSSION**

### **Finding(s)**

The objective of this study was to explore and describe the implementation of guidance and counseling (BK) services for students with special needs (ABK) in inclusive public schools across DKI Jakarta. The results are presented by synthesizing data from interviews, observations, and documentation collected from twelve inclusive schools—covering elementary, junior high, and senior/vocational high school levels. Three major themes were identified: (1) implementation patterns of BK services, (2) common issues experienced by ABK students, and (3) obstacles in service delivery.

#### ***1. Patterns of Implementation of Guidance and Counseling Services***

Across all schools, guidance and counseling services are implemented with varying models of support depending on the availability of human resources, school policies, and school-level (SD, SMP, SMA/SMK). While some schools demonstrated a structured and collaborative approach involving BK teachers, class teachers, and special education teachers (GPK), others relied primarily on general BK teachers due to the absence of trained GPKs.

At SDN JP 05, for example, the BK teacher collaborated actively with parents, special educators, and external psychologists to ensure counseling services met the specific needs of ABK students. Despite spatial limitations (i.e., no dedicated counseling room), individual and group counseling was carried out regularly.

Similarly, SMKN DH J implemented highly individualized services, with regular private counseling sessions held for ABK students. These sessions were considered highly beneficial by the students themselves.

In contrast, schools such as SMKN DF J, although attempting to serve ABK students well, lacked GPK support and struggled to offer differentiated services.

## **2. Common Psychosocial and Academic Issues Experienced by ABK Students**

Findings reveal several recurring problems experienced by ABK students across schools:

- a. **Learning Difficulties:** Nearly all schools reported that ABK students struggled to follow the general curriculum. At SMPN BCB J, students with learning difficulties required additional time and often requested to study separately.
- b. **Bullying and Peer Exclusion:** Social challenges, especially in peer interaction, were commonly observed. Students with special needs were often subjected to subtle exclusion or felt inferior compared to peers.
- c. **Behavioral and Emotional Issues:** At SDN JKP 14, behavioral issues such as classroom disruption, excessive sleeping, or reluctance to participate were addressed by class teachers using direct counseling, storytelling, and follow-up discussions.
- d. **Low Motivation and Self-Esteem:** ABK students in secondary schools such as SMKN CB J often experienced anxiety about their academic performance and lacked confidence.

## **3. Counseling Strategies and Tools Used by Teachers**

Schools implemented various strategies to support students:

- a. **Personal Counseling Records:** At SMPN ACI J, each student had a personalized counseling book used to monitor emotional, behavioral, and academic progress.
- b. **Routine Group Counseling:** Conducted at SMPN DD J, where students were gathered in small groups to discuss common challenges and practice social skills.
- c. **Home Visits:** At SMPN DI J, BK teachers performed periodic home visits for students who were frequently absent or showed signs of emotional distress.
- d. **Multidisciplinary Collaboration:** Some schools like SMAN EA J actively coordinated with external psychologists and health professionals to provide targeted support.

## **4. Obstacles in Implementation**

Several significant challenges were reported across all schools:

- a. **Lack of Human Resources:** Many schools did not have GPKs and relied solely on general BK teachers who may lack expertise in special needs.
- b. **Limited Infrastructure:** A number of schools lacked designated counseling rooms, affecting the privacy and quality of sessions.
- c. **Time Constraints:** Schools with shift systems (e.g., SMPN AEJ J) faced difficulties allocating time for thorough counseling, especially for one-on-one sessions.

**Limited Awareness:** In some cases, students were unaware of the availability or purpose of BK services, reducing voluntary engagement.

## **Discussion(s)**

The study reveals important insights into how guidance and counseling (BK) services for students with special needs (ABK) are practiced within inclusive state schools in DKI Jakarta. While there is a clear national commitment to inclusive education, our results highlight significant inconsistencies in psychosocial and academic support, largely influenced by each school's resources and capacity.

### ***Summary of Key Findings***

BK services across the sampled inclusive schools are delivered through a collaborative model that actively involves BK teachers, classroom teachers, and special education teachers (GPK). The strategies employed are relatively diverse, ranging from individual counseling and structured group sessions to broader coordination efforts with parents and community stakeholders. In some cases, BK personnel also conduct home visits to better understand the students' social contexts and to strengthen parental involvement. These approaches reflect an intention to provide holistic and responsive support tailored to the unique needs of students with disabilities (ABK), particularly in managing behavioral issues, building peer relationships, and improving school engagement. However, the actual implementation of these strategies varies significantly between schools, largely influenced by the number and qualification of staff, infrastructure adequacy, and the extent to which school leadership supports inclusive programming.

Despite these various initiatives, the findings underscore persistent challenges faced by ABK students across academic, social, and emotional domains. Many students continue to struggle with adapting to academic demands, developing meaningful peer interactions, and managing stress or emotional regulation within mainstream settings. In schools with more consistent BK support and clearer role distribution among teachers, interventions tend to be more structured and impactful. Conversely, in contexts where BK teachers are overburdened or where collaboration between BK, GPK, and classroom teachers is limited, support services are fragmented and reactive rather than preventive. These disparities highlight the critical role of well-organized, multidisciplinary BK services in fostering inclusive learning environments and ensuring that ABK students are not only present in schools but also meaningfully included and supported throughout their educational experience.

### ***Comparing with Previous Research***

Our findings align with insights from comprehensive reviews like Komarudin and Kaeni (2023), which identify systemic bottlenecks affecting inclusive education in Indonesia. Their synthesis highlights persistent gaps in teacher competence, the scarcity of qualified special advisor teachers, inadequate infrastructure, weak stakeholder collaboration, and limited financial resources. These structural barriers resonate with our observations: even schools in supposedly inclusive urban settings often lack clear role definitions, proper facilities, and coordinated service delivery. Such consistent themes across studies underscore that policy endorsement alone is insufficient without robust institutional readiness and resources.

In contrast to studies emphasizing positive policy outcomes, our data reveal ongoing variability in on-the-ground implementation. For example, Rahmi et al. (2024) report that while many elementary school teachers express favorable attitudes toward inclusive practices, they still lack confidence in applying inclusive strategies due to large class sizes and limited training opportunities. Similarly, the Paramita (2023) study highlights that

despite formal designations of inclusion, many schools struggle with rigid curricula, cultural stigma, and fragmented policy execution at the local level. Our research builds on these findings by documenting how such challenges directly influence the quality and consistency of BK service delivery: trained staff availability and inter-professional collaboration vary widely, even in schools within the same city.

What sets our study apart is its focus on microscale dynamics specifically within the domain of guidance and counseling (BK) services for students with special needs. While broader evaluations, such as those of national policy implementation (e.g., Suwarta et al., 2025; Fauziyah et al., 2025), tend to emphasize macro-level disparities between urban and rural areas and highlight regional funding gaps and training coverage, our work zeroes in on how these systemic discrepancies materialize in daily practice at the school level. We examine how unclear role delineations, limited psychosocial training, and inconsistent coordination among BK, GPK, and classroom educators result in fragmented and often improvised counseling support, painting a more granular picture of the gap between policy intent and practice.

### ***Unique Contribution of This Study***

This study offers a grounded perspective on the implementation of guidance and counseling (BK) services for students with special needs (ABK) across inclusive schools in Jakarta. While many existing studies focus on national policies or school-level infrastructure, this research highlights what happens in practice, how educators interpret, adapt, or struggle with the inclusive mandate in their everyday work. The focus on multiple school levels (elementary, junior high, and senior high/vocational) provides a broader understanding of how inclusive support is structured across educational stages.

By foregrounding the voices of BK teachers, classroom educators, and school leaders, the study uncovers key institutional gaps: unclear definitions of responsibilities between BK and GPK (special education teachers), limited specialized training for psychosocial support, and weak coordination with external stakeholders. These gaps often lead to fragmented support systems that rely heavily on individual initiative rather than systemic frameworks. The variability observed across schools further underscores the inconsistency in inclusive service delivery, even under the same regulatory umbrella.

This research emphasizes the need for a more structured and collaborative approach to BK services in inclusive schools. It calls for clearer job role definitions, targeted capacity-building programs for teachers, and integrated collaboration mechanisms involving parents and professionals outside the school. By doing so, the study contributes not only to academic discourse on inclusive education but also offers practical recommendations for policymakers and practitioners aiming to strengthen psychosocial support for ABK students in urban inclusive settings.

### ***Practical Implications and Future Usefulness***

The results of this study carry practical relevance for multiple stakeholders within the inclusive education ecosystem. For school leaders, it emphasizes the importance of not only recruiting competent guidance counselors (BK) and special education teachers (GPK), but also ensuring they receive continuous, targeted training. Schools must move beyond symbolic inclusion and instead build functional support systems where psychosocial services are seen as integral to the learning process. Without proper investment in these services, the promise of inclusive education risks remaining superficial, particularly in urban school systems where class sizes and diversity compound the challenges.

From a policy and training standpoint, these findings offer actionable guidance. Policymakers may use this evidence to refine regulations and guidelines to more explicitly define the roles, collaboration protocols, and minimum service standards for psychosocial support within inclusive schools. Meanwhile, teacher education and counselor preparation programs can integrate the study's insights to develop curricula that prepare future educators to operate in diverse and inclusive settings. Ultimately, strengthening BK services can play a pivotal role in achieving Sustainable Development Goal 4 by promoting learning environments where every student, including those with disabilities, feels supported, understood, and able to thrive academically and socially.

### ***Limitations of the Study***

This study is limited by its focus on 12 state schools located in urban Jakarta, which may not reflect the diverse conditions of rural or private inclusive schools across Indonesia. The research also relied heavily on self-reported data from educators, which, while insightful, may introduce subjective bias and does not fully capture the perspectives of students or parents. In particular, the voices of ABK students and their families remain underrepresented, limiting the study's ability to assess how guidance and counseling (BK) services are actually experienced by the intended beneficiaries. Future research should consider a broader geographical sample and actively include input from students, parents, and district-level education stakeholders to develop a more comprehensive and inclusive understanding of effective psychosocial support practices in diverse schooling contexts.

### **CONCLUSION**

This study highlights the critical role of guidance and counseling (BK) services in supporting students with special needs (ABK) within inclusive public schools in DKI Jakarta. The findings reveal that while inclusive education policies are being implemented, the provision of structured, responsive, and consistent counseling services still varies significantly across schools. The effectiveness of BK services is highly dependent on the availability of trained personnel, collaboration among school staff, and institutional commitment to inclusive values.

BK services for ABK, ranging from individual counseling, group sessions, home visits, to collaboration with parents and psychologists, have shown promising impact in improving students' emotional well-being, academic engagement, and social adjustment. However, the absence of special education teachers (GPK) in many schools, along with time and resource constraints, continues to pose significant challenges.

To ensure the sustainability and quality of inclusive education, there is an urgent need to institutionalize the role of BK services for ABK by:

- a. Expanding training programs for BK teachers on inclusive counseling approaches;
- b. Strengthening school-level policies and routines that integrate BK as a core component of inclusive support;
- c. Facilitating collaboration among BK teachers, class teachers, special educators, and families.

Ultimately, improving guidance and counseling services in inclusive schools is not only a professional or pedagogical responsibility but also a realization of educational justice and fulfillment of the right to inclusive quality education, in line with SDG 4.

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