

Challenges in Implementing the Family Welfare Empowerment Program in Dambalo, North Gorontalo

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Abstract

Objective: Determine the inhibiting factors in the implementation of the Family Welfare Empowerment Program or PKK (Pemberdayaan dan Kesejahteraan Keluarga) program in Dambalo Village, Tomilito District, North Gorontalo Regency. **Theoretical framework:** This research is based on community participation theory which emphasizes the importance of active involvement in each stage of the program, as well as social program management theory that highlights the need for effective management with adequate resource support. **Literature review:** Previous research has shown that obstacles to community empowerment programs, such as PKK, are generally related to low budgets, weak management of management, and lack of community participation. The success of the program requires financial support, good management, and active participation. **Methods:** This study uses a qualitative descriptive method with data collection through observation, interviews, and documentation to identify factors that hinder the implementation of the PKK program. **Results:** The results of the study show that the implementation of the PKK program in Dambalo Village experiences three main obstacles. First, the budget allocation for the PKK program is very minimal, not reaching 10 percent of the need, thus limiting the activities that can be carried out. Second, the management ability of the PKK management has not been optimal, as can be seen from the lack of socialization and understanding in developing programs. Third, the participation of the community, especially women, in empowerment activities is very low. These obstacles as a whole reduce the effectiveness of the implementation of the PKK program in the village. **Implications:** This study highlights the importance of increasing budgets, strengthening PKK management, and strategies to encourage active participation of the community, especially women so that PKK programs run optimally and have a real impact. **Novelty:** This research offers a new contribution by revealing the specific obstacles of the PKK program in Dambalo Village that are rarely researched, as well as being a reference for the development of empowerment programs based on local needs.

Keywords: family welfare empowerment, program implementation, inhibiting factors, community participation, dambalo village.

INTRODUCTION

Indonesia is a country that has a Family Welfare Empowerment, PKK (Pemberdayaan dan Kesejahteraan Keluarga) program. PKK is a community organization in Indonesia that focuses on developing the welfare of families and communities. This program aims to improve the quality of life in the community. The Decree of the Minister of Home Affairs and Regional Autonomy of the Republic of Indonesia number 53 of 2000 concerning the

movement for the empowerment and welfare of the family article 2 states that the PKK movement aims to empower the family to improve the welfare of the innate mind towards the realization of a cultured, happy, and prosperous family. Therefore, it is necessary to develop PKK programs in remote areas such as in rural areas, especially in Dambalo Village [1].

Dambalo Village is one of the ten villages that make up Tomilito District, which was formed in 2011 through the expansion of Kwandang District. Which consists of 5 hamlets with 1,156 people in 2024. The formation of Dambalo village also formed the PKK which has 10 programs Among the 10 main programs are: 1) Appreciation and Practice of Pancasila, 2) Mutual Cooperation, 3) Food, 4) Clothing, 5) Housing and Household Management, 6) Education and Skills, 7) Health, 8) Development of cooperative life, 9) Environmental Sustainability, 10) Healthy Planning. has 4 core management consisting of secretary, treasurer, vice chairman, and chairman, Each program has a chairman, coordinator, and member [2].

Family Welfare Empowerment (PKK) is a community organization that aims to improve family welfare and empower women in Indonesia. This organization plays an important role in encouraging women's participation in social, economic, and cultural development. By developing 10 main PKK programs. With the availability of a sufficient budget, the ability of human resources (HR), and awareness from the community to participate in implementing the PKK program, in this case, it can prosper the community [3].

Regulation of the Minister of Home Affairs Number 1 of 2013 aims to: Realize family welfare through community empowerment, Program: There are 10 main programs of the PKK, Structure: The PKK Mobilization Team (TP PKK) is formed at various levels of government (Central, Provincial, Regency/City, District, and Village), with the chairman usually the wife of a local official. Law Number 52 of 2009 regulates Population Development and Family Development in Indonesia is an important legal basis for population management and family development in Indonesia, with a focus on improving the quality of life of the community through integrated policies [4].

PKK (Family Empowerment and Welfare) started in 1957 from the Home Economic Seminar in Bogor which formulated the 10 Aspects of Family Life. In 1967, Mrs. Isriati Moenadi, the wife of the Governor of Central Java, started the PKK movement to address the problem of hunger in Dieng, Wonosobo. This movement developed nationally after being inaugurated by the Minister of Home Affairs in 1972, with the 10 Main Programs of the PKK as a guideline. Until now, the PKK has become a national movement to empower the community and improve family welfare. There are two meanings in the explanation of empowerment, namely developing, independent, self-empowering, and strengthening the position of the strength and great pressure of several fields and sectors of life for the lower strata of society [5].

The Family Welfare Empowerment Program (PKK) requires the availability of a budget to enable various activities that aim to improve community welfare. This budget is funded not only by the central government but also by local governments and communities. To ensure that all planned activities are carried out effectively and efficiently in this situation, good budget planning is key. For example, the budget is allocated for one of the PKK programs, namely the development of cooperative life (fostering a family into a business family), how funds are allocated and used also shows the importance of budget management. The right budget is used to achieve the goals of the PKK program. In some situations, low budget absorption can indicate problems in program implementation, so changes need to be made [6].

Family Empowerment and Welfare (PKK) which is a forum that explores and mobilizes community participation, especially in the family environment, means a forum that accommodates and implements community aspirations and initiatives to create or improve family welfare. Family empowerment and welfare (PKK) as a mechanism and movement

that is keen to develop in villages and in all corners of the country, has shown its success with women as its main role [\[7\]](#).

Likewise, this research, with a background of problems with the assumption that the budget owned by the PKK management has not been optimal, the lack of knowledge of the management to develop the PKK program, and also the lack of participation from the community to be involved in every activity held by the PKK group. Based on the above background, the author formulates a problem related to how the availability of budget is still lacking in implementing the PKK program, such as the limited ability of PKK administrators, and the low level of community participation/collaboration in the implementation of the PKK program. Based on the formulation of the problem, the purpose of this study is to find out the factors inhibiting the implementation of the PKK program in Dambalo village, Tomilito District, North Gorontalo Regency [\[8\]](#).

Research Gap, Importance of the Theme, Implications, and Novelty. The Family Welfare Empowerment (PKK) program is a grassroots community movement in Indonesia that has long been instrumental in improving family well-being through education, health, and economic empowerment. Despite its national significance and established frameworks, the implementation of PKK programs often faces substantial obstacles at the village level. In particular, the Dambalo Village of Tomilito Subdistrict, North Gorontalo Regency, presents a localized context where such challenges are magnified due to a unique blend of socio-economic, geographic, and institutional factors [\[9\]](#).

Research Gap. While many studies have explored the success stories and achievements of PKK programs in various regions of Indonesia, there remains a significant gap in the literature concerning the barriers or inhibiting factors of PKK implementation, especially in rural and underdeveloped areas like North Gorontalo. Much of the existing research focuses on outputs, such as increased participation, community engagement, and program outcomes. However, there is a relatively limited empirical investigation into the micro-level challenges that hinder program implementation—particularly from the perspective of stakeholders within marginalized or peripheral regions. Moreover, research that specifically addresses the interaction between cultural norms, administrative constraints, gender dynamics, and infrastructural limitations in obstructing PKK activities is scarce. In the case of Dambalo Village, no comprehensive study has yet analyzed how these localized variables collectively contribute to program inefficiencies. This research, therefore, seeks to fill this void by examining the internal and external factors—ranging from leadership quality, funding, and training, to socio-political support—that impede PKK implementation in this specific context [\[10\]–\[12\]](#).

Importance of the Theme. The importance of this theme lies in the critical role that PKK programs play in national development. As an essential part of Indonesia's strategy for grassroots empowerment, PKK contributes directly to family health, education, women's participation, and poverty reduction. Understanding the barriers to its effective implementation is vital for enhancing the capacity of local governments, NGOs, and community actors to drive meaningful change [\[13\]](#).

In particular, the focus on Dambalo Village enables a bottom-up understanding of the socio-political landscape in underrepresented regions. Rural communities often contend with a lack of infrastructure, limited human resources, and lower levels of civic engagement. These realities necessitate a contextualized policy approach rather than a uniform, top-down model. Hence, this research is crucial in capturing the nuanced barriers experienced at the village level, contributing to both local policy improvement and broader theoretical development regarding community-based development programs. Additionally, the issue is timely and aligns with Indonesia's national priorities under the Sustainable Development Goals (SDGs), particularly SDG 1 (No Poverty), SDG 3 (Good Health and Well-being), SDG 5 (Gender Equality), and SDG 11 (Sustainable Cities and Communities). Analyzing the

obstacles to PKK implementation contributes directly to these global objectives by identifying what hinders progress and suggesting realistic interventions [14].

Implications. The implications of this research are both practical and theoretical. On the practical level, the findings will provide actionable insights for village-level leaders, local governments, and policy-makers seeking to revitalize or enhance PKK programs. For instance, if the study finds that a lack of leadership training or weak coordination among stakeholders is a key inhibiting factor, targeted interventions such as capacity-building workshops or inter-agency coordination protocols can be developed [15].

Furthermore, this research has implications for program sustainability. Understanding what impedes PKK from functioning optimally can inform monitoring and evaluation systems, ensuring that challenges are identified early and addressed systematically. It also encourages participatory governance by involving the voices of PKK cadres, village women, and community leaders in identifying and solving problems. From a theoretical perspective, the research contributes to the literature on rural development, gender empowerment, and participatory governance. It challenges the assumption that program frameworks designed at the national level can be applied uniformly across Indonesia's diverse villages without adequate contextual adaptation. The findings may lead to a revised understanding of the conditions necessary for community-based welfare initiatives to succeed in rural settings [16], [17].

Novelty. The novelty of this research lies in its focus on barriers rather than success factors. While many studies highlight the achievements of PKK programs in urban or semi-urban areas, few critically analyze the reasons for their failure or stagnation in remote regions. By shifting the lens from "what works" to "what hinders," this study offers a new perspective that is urgently needed in the discourse of local development. Moreover, the research adopts a localized case study approach—focusing specifically on Dambalo Village, a region that has not been significantly covered in academic research. This geographic specificity adds depth to the analysis, ensuring that findings are grounded in the lived realities of communities often overlooked by macro-level studies [18], [19].

Finally, the research aims to provide a framework that integrates both qualitative and contextual variables—such as traditional leadership structures, local cultural practices, and gender roles—into the analysis of development program implementation. This integrative approach represents a methodological advancement that bridges gaps between policy studies, development theory, and sociocultural analysis. In conclusion, this study fills an essential gap in the academic and practical understanding of community welfare programs by exploring the under-researched barriers to PKK implementation in rural North Gorontalo. Its findings are expected to inform more inclusive, responsive, and effective models of community empowerment that can be replicated or adapted across similar regions in Indonesia and beyond [20], [21].

LITERATURE REVIEW

Family Welfare Empowerment

According to the PKK Mobilization Team, the family welfare empowerment center is a national movement in community development that grows from below, its management from and for the community towards the realization of a family that believes and fears God Almighty, has noble and virtuous character, is healthy and prosperous, born and inward. The PKK organization is positioned as the driving force in efforts to empower women at the village level. Through the 10 Main Programs of the PKK (e.g. education, skills, health, cooperatives, environment), it is hoped that women can increase their knowledge, insight, and awareness of their potential [22], [23].

Suistiyani explained that "Etymologically, empowerment comes from the root word "power" which means strength or ability". Departing from this understanding, empowerment

is interpreted as the process of obtaining power, power, or ability, and/or the provision of power, power, or ability from those who have power to those who are less or powerless. According to Aritonang, women's empowerment is an effort to improve women's ability to develop their capacity and skills to gain access and mastery to, among others: decision-making, resources, and supporting structures or pathways. Women's empowerment with information in the process of awareness, education, training, and motivation to know their identity, be more confident, be able to make necessary decisions, be able to express themselves, lead, and move women to change and improve their circumstances to get a fairer share according to universal human values. Women's empowerment can be done by providing training and information about the importance of their existence in society so that women have the skills, motivation, and confidence to express themselves, make decisions, and move other women to change and improve their lives [24].

Sulistiyani explained that "Etymologically, empowerment comes from the root word "power" y a n g means strength or ability". Departing from this understanding, empowerment is interpreted as the process of obtaining power, power, or ability, and/or the provision of power, power, or ability from those who have power to those who are less or powerless. Conceptually, empowerment comes from the word 'power' which means power or empowerment. Because the main idea of empowerment is in contact with the concept of power. Power is often associated with our ability to make others do what we want, regardless of their desires and interests. Suharto's empowerment is a process and a goal. As a process, empowerment is a series of activities to strengthen the power or empowerment of weak groups in society. Meanwhile, as a goal, empowerment refers to the results achieved by a social change, namely an empowered society, has the knowledge and the ability to meet its life needs which include physical, economic, and social needs, can convey aspirations, has a livelihood, participate in social activities, and be independent in carrying out life tasks [25].

Meanwhile, Oos M. Anwas, conceptually, empowerment is related to power. The term power is often synonymous with the ability of an individual to make himself or the other party do what he or she wants. These abilities are both for themselves and others as individuals or groups/organizations, regardless of the needs, potentials, or desires of others. In other words, power makes others the object of their influence or desire. Oos M. Anwas, empowerment in its implementation has the meaning: of encouragement or motivation, and guidance or assistance in improving the ability of individuals or communities to be able to be independent. Based on this, it is the stage of the empowerment process in changing behavior and changing old habits into new habits that are better to improve their quality of life and welfare. There are many definitions of empowerment put forward by experts, all definitions point to how to improve people's living standards to be more prosperous [26].

Another meaning of Soetomo empowerment is empowerment in general focused on the community level. This is because the community is considered the basis of people's lives, thus if the development process must start from the bottom, then the beginning must depart from the most basic life. In the development process that uses the previous paradigm and perspective that is centralistic, top-down, and uniformly oriented, the bottom community at the community level is the most magnified, so if it has to be given to them, therefore, at a more operational level, the community empowerment process, in general, uses a community-based development approach, which means that community empowerment is carried out based on community [27].

According to Prijono, S. Onny, and Pranarka, A.M.W empowerment is the process of strengthening individuals or communities so that they are empowered. Encourage or motivate them to have the ability or empowerment to make their life choices. Empowerment can be said to be a process and a goal. Meanwhile, as a goal, empowerment to realize social change is to make the community or groups and individuals strong enough to participate to meet their life needs both physically, economically, and socially [28].

The goal that empowerment wants to achieve is to form independent individuals and communities. This independence includes the independence of thinking, acting, and controlling what they do. Community independence is a condition experienced by a society that is characterized by the ability to think, decide, and do something that is considered appropriate to solving the problems faced by using the power and ability consisting of cognitive, cognitive, and psychomotor abilities, with the deployment of resources owned by the internal environment of the community [29].

Cooperative Life Development Program

The development of cooperative life is an effort to improve the standard of living of the community through cooperatives, with a focus on family economic management, business development, and increasing creativity based on information technology. The Cooperative Life Development Program by Article 47 of the Regulation of the Minister of Home Affairs Number 36 of 2020 is implemented at least by: Mobilizing families in improving the quality of family economic management; Family development in the implementation and development of business groups to increase PKK family income; Encouraging the formation of cooperatives by the PKK's Special Group for Family Income Improvement (UP2K); and Developing creativity through micro, small and medium enterprises based on information technology [30].

The Government of the Republic of Indonesia has firmly outlined that in the context of national development, today cooperatives must be the pillar of teachers and the main forum for the people's economy. This policy is really by the content and spirit of the 1945 Constitution Article 33 paragraph 1, which states that the Indonesian economy is structured as a joint effort, building a business that is by it is a cooperative.¹⁰ Developing countries, including Indonesia, have implemented production-oriented development policies for a long period of time for the sake of high economic growth. Resource mobilization is carried out as optimally as possible to pursue increased production and economic growth [31].

According to Masjfuk Zuhdi, what is meant by a cooperative is an association or organization consisting of people or legal entities who work together with full awareness to improve the welfare of members voluntarily in a familial manner. Some scholars mention Cooperatives with shirkah ta'awuniyah (fellowship to help), which is a cooperation agreement between two or more people, one party provides business capital, while the other conducts business based on profit sharing (profit sharing) according to an agreement [32].

Budget

To better understand the meaning of budget, Nafarin explained that a budget is a written plan for the activities of an organization that is expressed quantitatively for a certain period of time and is generally expressed in monetary units but can also be expressed in units of goods/services. According to Bustami Bastian and Nurlela in their book Cost Accounting the budget is statements 10 11 in quantities that are formally stated, arranged systematically, expressed in monetary units, and valid for a certain period in the future [33].

According to Prawironegoro and Purwanto in their book Corporate Budgeting, the definition of a budget is as follows: Budget is a work plan that is outlined in financial figures both short-term and long-term that are used as guidelines for carrying out activities. Meanwhile, Darsono and Purwanti in their book Corporate Budgeting explain other meanings of budgeting; A budget is a plan for a company's activities that includes various operational activities that are interrelated and affect each other as a guideline to achieve the goals and objectives of an organization [34].

Definition of HR

The definition of human resources in macro terms is all human beings as residents or citizens of a country or within certain territorial boundaries who have entered the age of the

labor force, both those who have or have not obtained a job (employment). The definition of human resources in a simple micro sense is a human being or a person who works or becomes a member of an organization called personnel, employees, workers, labor, and others. According to Veithzal Rivai, HR is a person who is ready, willing, and able to contribute to the achievement of organizational goals. In addition, human resources are one of the input elements which together with other elements such as capital, materials, machines, and methods/technology are transformed into a management process into outputs in the form of goods or services in an effort to achieve company goals. Thus, it can be concluded that human resources are people who are involved in the implementation of the organization at various levels, both at the leadership level or top managers, middle managers, and staff or employees, including investors or financiers [35].

The definition of human resources summarized from various expert opinions is that what is meant by human resources is a group of people who are members and are in an organization where these people have expertise or skills, knowledge, abilities, cooperation networks, and information that are useful to increase the effectiveness of the achievements of the organization where the person is located. If the definition of human resources is associated with cooperative organizations, then what is meant by cooperative human resources is a group of people who have expertise, skills, knowledge, abilities, cooperation networks, and useful information to increase the effectiveness of achieving cooperative goals. Cooperative human resources have their functions and roles, depending on their position in the cooperative, namely in the position of (1) Member, (2) Administrator, either in their position as Chairman, Secretary, or Treasurer, (3) Supervisor, (4) Manager, and (5) Cooperative Employee. Cooperative members are people or legal entities of cooperatives who are legally registered as members of the cooperative, after meeting various requirements set. The position of the members in the cooperative is the owner and customer of the cooperative [36].

Community Participation

Participation means "taking part", or according to Hoofsteede ", The Taking Part in one or more phases of the process". Mubyarto defines participation as a willingness to help the success of each program according to each person's ability without sacrificing one's interests. Participation theory is a theory that talks about the process of individual involvement in various activities related to society. It is related to the role of the individual as a social being who cannot escape from the circumstances around him. In the view of some experts, a process of one's full self-involvement in a mutually agreed determination is a definition of participation from the perspective of several experts [37].

In the sense of participation, three concepts are very important:

Emotional and mental engagement: engagement refers to mental and emotional engagement rather than physical activity. Not only their abilities but also the individual character involved. This involvement is more psychological than physical; Participating individuals are more interested in their pride than in responsibility.

People who are motivated to contribute are referred to as participation contribution motivations. This means they are allowed to leverage their creative resources and initiatives to achieve the organization's goals.

A social process called participation responsibility encourages people to participate in group activities. Go through by individuals to become involved in the organization and ensure that it is successful.

H.A.R.Tilaar stated that participation shows a desire to develop democracy through a decentralized process, allowing for bottom-up planning and involving communities in their community development and planning processes. According to Cohen and Uphoff, quoted by Siti Irene Astuti D, participation consists of participation in decision-making,

implementation, utilization, and evaluation. The existence of a shared division of authority or responsibility and the involvement of an individual or group in achieving a goal is called participation. PSDM is an activity in honing the competence and expertise of administrators through training and development held in order to improve cooperative performance. Human resource development is a form of effort that aims to improve employee skills through education, and training in a wider scope in carrying out duties as employees and has a long-term cycle and preparation efforts to hold responsibilities in the future. Human resource development can be measured through dimensions consisting of: training activities, wages, recruitment, and working conditions [38], [39].

METHODOLOGY

The research method used in this study is descriptive research. Descriptive research is very important for each discipline, especially in its developmental stages, although this can vary. The importance of descriptive research is very prominent in the social sciences. Mayer and Greenwood posit that qualitative descriptive research refers solely to the identification of distinguishing traits or characteristics of a group of people, objects, or events. Qualitative description involves conceptual processes and results in the formation of classification schemes [40], [41].

This research is located in Dambalo Village, Tomilito District, North Gorontalo Regency. The research will be carried out for 5 months, starting from November 2024 to April 2025. The data sources in this study amounted to 5 (five) of which were the chairman of the PKK as a key informant, 2 (two) related PKK members, and 2 (two people) of the Dambalo community. The focus of this study is on the factors inhibiting the implementation of the PKK program in Dambalo Village, Tomilito District, North Gorontalo Regency. Namely the budget, the ability of PKK resources, and community participation. The data collection techniques used by the author in this study are observation and interview. The data analysis techniques in this study are data reduction, data display, decision-making, and verification [42], [43].

Table 1. Research Methodology

Aspect	Description
Research Method	Descriptive Qualitative Method. This method is essential across disciplines, particularly during the development stage. It is especially significant in the social sciences. As stated by Mayer and Greenwood, descriptive qualitative research refers to identifying characteristics of groups of people, objects, or events. It involves conceptual processes and results in classification schemes.
Research Location	Dambalo Village, Tomilito Subdistrict, North Gorontalo Regency
Research Duration	5 months – from November 2024 to April 2025
Data Sources / Informants	Total of 5 informants: 1 PKK Chairperson (Key Informant) 2 Related PKK Members 2 Community Members of Dambalo Village
Research Focus	Inhibiting factors in the implementation of the Family Welfare Empowerment (PKK) Program, specifically: Budget limitations PKK human resource capacity Community participation
Technical Data Collection	Observation and Interview
Data Analysis	Data Reduction; Data Display; Conclusion Drawing; Verification

RESULTS AND DISCUSSION

Empowerment, according to Parsons, is the process by which an individual acquires the capacity to take part in, exercise control over, and exert influence over institutions and events that impact his or her life. The concept of empowerment highlights that individuals gain the abilities, information, and authority necessary to make an impact on their own lives as well as the lives of those they care about. Empowerment is defined as an effort to build the existence of individuals, families, communities, nations, governments, and value systems through a just and civilized process of self-actualization, according to Pranarka and Muljarto. This is shown in various fields of politics, law, education, and other areas of life [44], [45].

According to the Central PKK Mobilization Team: The PKK Movement is a national movement for the development of society from the bottom up towards the realization of a family that believes and is devoted to God Almighty, has noble character, and is virtuous, healthy and prosperous, born and inward. The purpose of the PKK Movement is to empower families to improve welfare towards the realization of families who believe and are devoted to God Almighty, have a noble character, and are virtuous, healthy prosperous, and born [46].

Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 1 of 2013 concerning Community Empowerment through the Family Empowerment and Welfare Movement (PKK) Law Number 52 of 2005 concerning the National Development Planning System states that the PKK is one of the links to a prosperous society, so the government must pay more attention. In order to accelerate national development, the PKK must empower the community through this program. The following is a description of the discussion of this research related to the factors that hinder the implementation of the PKK program in Dambalo Village, Tomilito District, North Gorontalo Regency, with three research focuses: Budget, human resource capabilities of PKK Management, and participation [47].

Budget

Based on the results of the research from some information from informants and existing facts the author's observation is that the budget owned by the PKK group in Dambalo Village is not to the needs. There is no agreement between the needs of the PKK's very diverse work program and the amount of budget available. As a result, some important activities have not been fully implemented. Due to the limited amount of funds, the priorities of program implementation must be strictly chosen. On the other hand, efforts to obtain additional sources of funding or support from other parties also need to be increased. This will allow the PKK program to work more efficiently and provide the best benefits to the village community [48].

Human Resources Ability of PKK Management

Based on the results of the research, the PKK management still has several limitations in running the program properly. Programs often stagnate or don't run well due to a lack of initiative, attention, and commitment. Managers need increased awareness, responsibility, and greater support to achieve optimal outcomes [49].

Community Participation

Based on the results of the study, community participation is still less involved in the PKK program in Dambalo Village. The main factors that affect this low participation include the busyness of residents in meeting their daily needs and lack of interest or interest in the PKK program, Low participation causes the PKK program to not run well. To increase

participation, more intensive socialization, more innovative and engaging approaches, and support from village governments and related organizations are needed to increase community engagement. To encourage wider participation, PKK administrators, village officials, and the community must work together. Overall, it can be concluded that the implementation of the Family Welfare Empowerment Program (PKK) in Dambalo Village, Tomilito District, North Gorontalo Regency has not been optimal. This is evidenced by the lack of funds owned and managed by the Dambalo Village PKK, the lack of knowledge and innovation from the management, and the lack of participation of the general public in PKK activities or programs.

Analysis of Inhibiting Factors in the Implementation of the PKK Program in Dambalo Village, Tomilito Subdistrict, North Gorontalo

The research conducted in Dambalo Village highlights critical challenges in implementing the Family Welfare Empowerment (PKK) Program, which aims to improve social, economic, and familial conditions through community engagement—especially among women. This analysis explores three central inhibiting factors: budget allocation, human resource capacity, and community participation.

Budget Constraints

A key finding from the research is the insufficient budget allocated to the PKK program. The available funds fall far below the necessary level to support the program's ten core activities, which range from food and health to education and cooperative development. The study reveals that budgetary support does not even reach 10% of the required allocation for proper execution. This funding gap poses a significant threat to the sustainability of PKK programs. Important activities, such as community training, women's entrepreneurship, and environmental initiatives, are either scaled down or completely canceled due to financial limitations. The research indicates that the limited budget stems not only from governmental shortcomings but also from the lack of alternative financial sources, such as community donations or partnerships with local businesses. This points to a systemic weakness in financial planning and advocacy at the village level. Moreover, the absence of financial literacy and strategic allocation within PKK leadership exacerbates the problem. Without financial planning tools or knowledge, even the small funds available are not effectively used, further diminishing the program's impact [\[50\]](#), [\[51\]](#).

Human Resource Capacity of PKK Leaders

Another major issue is the lack of capability among the core leadership of the PKK in Dambalo. Despite having a structural organization with secretaries, treasurers, and coordinators for each of the ten programs, many members lack the skills and training needed for effective planning and execution. The study reveals that these limitations manifest in various forms, such as a lack of initiative in launching new programs, poor communication with village residents, and minimal collaboration with government or private stakeholders. The human resources (HR) in the PKK organization often have no formal training in management, planning, or community mobilization.

Leadership gaps result in passive program management, where activities either stagnate or fail to adapt to community needs. The inability to identify community challenges, mobilize resources, or adjust programs to local conditions severely hampers the program's effectiveness. For example, many program leaders do not understand how to tailor PKK's cooperative life development program (UP2K) to the specific economic realities of Dambalo Village. Capacity building is therefore essential—not only in technical areas like budgeting and coordination but also in soft skills such as leadership, motivation, and communication. Without strengthening the leadership and operational capacity of the PKK team, even well-funded programs are likely to underperform [\[52\]](#), [\[53\]](#).

Low Community Participation

The third obstacle is the community's low level of participation. Despite the PKK's participatory and grassroots orientation, community members—particularly women—are not actively involved in program activities. The study notes that people are often preoccupied with daily survival, leaving little room for voluntary engagement in development initiatives. There are several reasons behind this disengagement. First, the lack of public awareness and socialization regarding PKK programs means many residents are unaware of the benefits they could receive. Second, the PKK's failure to adjust its messaging and outreach to local cultural norms further alienates potential participants. Finally, a lack of visible results from previous programs has bred cynicism and reduced trust in the organization [54], [55].

The research emphasizes that boosting community participation requires more than simply inviting people to attend meetings. Instead, there needs to be a strategic approach that includes awareness campaigns, participatory planning methods, and visible community benefits. Building partnerships with local schools, religious institutions, and traditional leaders could also strengthen the PKK's community presence and legitimacy.

Broader Implications

The problems faced by the PKK in Dambalo Village are emblematic of challenges encountered by many community-based programs in rural Indonesia. They illustrate a disconnect between policy design and ground-level implementation, where resource limitations, weak institutional capacity, and lack of public engagement undermine national goals. From the lens of Sustainable Development Goals (SDGs), the failure of PKK programs to function optimally negatively impacts goals such as SDG 1 (No Poverty), SDG 5 (Gender Equality), and SDG 11 (Sustainable Communities). Therefore, addressing these barriers is not merely a local concern but also a national and international imperative [56].

The analysis points to several key recommendations:

Budget Reform: Advocate for an increase in PKK funding from both government and non-governmental sources. Explore partnerships with NGOs, CSR programs, and microfinance institutions.

Capacity Building: Implement continuous training for PKK leaders focused on project management, community engagement, and leadership.

Community Mobilization: Develop context-sensitive socialization campaigns to raise awareness about the PKK's benefits and empower residents to take ownership of the programs.

The implementation of the PKK program in Dambalo Village is hindered by inadequate financial resources, insufficient human resource capacity, and low community participation. These factors are deeply interconnected and require a holistic, multi-stakeholder strategy to resolve. By addressing these limitations, the PKK in Dambalo can transform into a more effective tool for promoting sustainable family welfare and gender-inclusive development in rural Indonesia.

Table 2. Analysis of Inhibiting Factors in the PKK Program Implementation

No	Inhibiting Factor	Description	Impact on Program	Suggested Solution
1	Budget Constraints	Budget allocation is less than 10% of what is needed. No alignment between funds and the diverse needs of the	Limited implementation of essential activities; some programs are postponed or canceled.	Increase funding from local government, explore alternative funding (e.g., CSR, NGOs, village funds).

		10 PKK program areas.		
2	Limited Human Resources	PKK leaders lack training and experience in planning, communication, and program execution.	Programs stagnate; lack of innovation and initiative; poor coordination with community stakeholders.	Conduct regular training, leadership development, and knowledge-sharing forums for PKK members.
3	Low Community Participation	Community members, especially women, are too busy with daily activities and unaware of the PKK's benefits. Low motivation to engage in initiatives.	Lack of engagement reduces effectiveness and reach of programs.	Strengthen socialization, use culturally relevant communication, and involve local leaders in outreach.

Analysis of Inhibiting Factors in the PKK Program Implementation

The implementation of the Family Welfare Empowerment Program (PKK) in Dambalo Village, North Gorontalo, faces three interrelated and persistent challenges: insufficient budget allocation, limited human resource capacity, and low community participation. These challenges are structural in nature and reveal a deeper disconnect between policy intent and grassroots realities.

Firstly, budget constraints are among the most critical impediments. The PKK program in Dambalo operates with less than 10% of the necessary funds to carry out its ten core activities. These include programs in education, health, food, and cooperative life development. Due to the financial limitations, key initiatives are either postponed or entirely omitted. This funding shortfall not only reflects weak fiscal support from local government but also an absence of alternative funding sources such as private partnerships, donations, or community-based fundraising. The lack of financial planning and budgeting skills among PKK managers further worsens the issue, making efficient resource utilization almost impossible.

Secondly, the human resource capacity of PKK administrators is notably lacking. Despite having an organizational structure, the program leaders often do not possess sufficient training in leadership, community mobilization, or program development. This results in a passive, reactive approach rather than a proactive, dynamic one. Many programs remain stagnant due to a lack of innovation, initiative, and strategic planning. Capacity-building efforts are minimal, and the knowledge gap prevents the adaptation of PKK programs to the local socio-economic conditions of Dambalo Village.

Thirdly, community participation, especially among women, remains low. Most residents are preoccupied with daily survival, limiting their availability for community engagement. Additionally, there is a lack of awareness regarding the benefits and goals of the PKK programs. Cultural communication gaps and the perceived irrelevance of activities contribute to a sense of detachment. Without community ownership, the PKK struggles to gain legitimacy and participation, which are essential to its sustainability. Together, these three factors form a cycle of inefficiency. A limited budget hampers programs, poor leadership fails to compensate through innovation, and weak community engagement leads to minimal impact—justifying further disinterest and underfunding. Addressing these barriers requires a holistic strategy involving increased financial support, structured training for PKK personnel, and culturally attuned community outreach. Only through this integrated approach can the

PKK in Dambalo become a transformative force for family welfare and sustainable rural development.

CONCLUSION

Based on the results of the research and discussion that has been presented previously, it can be concluded that the following things can be concluded: The Dambalo Village PKK Group has inadequate funds. This is demonstrated by the mismatch between the needs of the PKK's highly diverse work program and the amount of budget available. As a result, some important activities have not been fully implemented. Due to the limited amount of funds, the priorities of program implementation must be strictly chosen. On the other hand, efforts to obtain additional sources of funding or support from other parties also need to be increased. This will allow the PKK program to work more efficiently and provide the best benefits to the village community. The human resource ability of PKK administrators still has several limitations in running the program well. Programs often stagnate or don't run well due to a lack of initiative, attention, and commitment. Managers need increased awareness, greater responsibility, and support to achieve optimal results. Community participation is still not involved in the PKK program in Dambalo Village. The main factors that affect this low participation include the busyness of residents in meeting their daily needs and lack of interest or interest in the PKK program, Low participation causes the PKK program to not run well. In Dambalo Village, Tomilito District, the Program (PKK) was implemented. Has not been optimal. This is evidenced by the lack of funds owned and managed by the Dambalo Village PKK, the lack of knowledge and innovation from the management, and the lack of participation of the general public in PKK activities or programs.

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Author Contribution

All authors contributed equally to the conception, design, data collection, analysis, and writing of this research. Each author reviewed and approved the final version of the manuscript for submission and publication.

Conflicts of Interest

The authors declare no conflicts of interest related to the research, authorship, or publication of this study. This research was conducted independently and received no external financial or institutional influence

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