

# Pakistan Journal of Life and Social Sciences

www.pjlss.edu.pk



https://doi.org/10.57239/PJLSS-2024-22.2.001574

#### RESEARCH ARTICLE

# Examining the Regulations and Guidelines of the PIK-R Community Pathway in Preventing Premarital Sexual among Teenagers in Makassar

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# ARTICLE INFO

# ABSTRACT

Received: Oct 13, 2024 Accepted: Dec 27, 2024

#### **Keywords**

Regulations

Guidelines

Effectiveness

Information and Counseling

Adolescents

Premarital Sex

The prevalence of sexual behavior among unmarried adolescents has been increasing in recent years. The government has implemented the Adolescent Information and Counseling Center (PIK-R) program in response to this concern. This initiative aims to effectively deliver comprehensive information, counseling, and support to promote positive behavioral outcomes among adolescents. Evaluate the policies, guidelines, and effectiveness of the PIK-R community-based program in preventing premarital sex among adolescents in Makassar. This research uses a qualitative approach with a phenomenological perspective. Informants were selected through purposive sampling. Data collection was conducted through in-depth interviews, focus group discussions (FGD) with the PIK-R community-based youth group in Mattoangin, and document review. The findings indicate that regulations and decrees have implemented the regulatory and policy aspects. The program aspects consist of three indicators: the clarity of the strategy for achieving goals and program development, which have been applied according to BKKBN regulations. At the same time, the provision of facilities and infrastructure still needs to meet the required standards. The utilization of the PIK-R community channel for the prevention of premarital sex in Makassar has been implemented by BKKBN regulations, although some indicators do not fully comply with the requirements. It is essential to address the staffing needs of the PIK-R program, particularly by ensuring the recruitment of peer educators and counselors. Additionally, strengthening partnerships with relevant stakeholders, enhancing communication with internal and external environments, and fulfilling infrastructure requirements, particularly for secretariat facilities, are critical for the program's effectiveness.

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# INTRODUCTION

The world population in the 10-19 age group reached 1.2 billion people or about 17% (WHO, 2020). Indonesia is one of the countries in the world that has experienced an increase in the population in the adolescent age group in recent years. In Indonesia, the number of adolescents aged 10-24 years reached 65 million people or equivalent to 30% of the total population (Rina et al., 2022). Based on projections, the demographic bonus will occur in 2030-2035 where current teenagers will enter the productive age in the future. However, this bonus can be a big problem if adolescents as the golden generation are not well prepared physically, mentally, emotionally and spiritually (BKKBN, 2019). In South Sulawesi, based on population projection data, it is known that the total population is 8.89 million people. 23.97% of them are in the youth category (aged 16-30 years), including the highest in the adolescent age group, namely 16-20 years old at 35.26% (BPS Sulawesi Selatan, 2020).

Sexual behavior among unmarried adolescents tends to increase. In some western countries, the average age of first sexual intercourse is around 17 years old and 18.6% of women have sexual intercourse at around 20 years old (Todd & Black, 2020). Data on premarital sexual behavior of several European countries such as France at 62.2%, Bulgaria 59.6%, Portugal 57.9%, Slovenia 56.5%, the Netherlands 53.5%, and Belgium 52.6% (Eurostat, 2020). Based on the results of research conducted by Harvey et al. (2022) in Southeast Asia and the Pacific found that 57-92% of adolescents were married because they were pregnant. The results of a national survey in Cambodia showed that the prevalence of premarital sexual behavior in adolescents was 7% and in Thailand it was 18.6%. Then the results of research conducted in Brunei Darussalam showed that there were 11.3% of adolescents who had had premarital sex (Pengpid & Peltzer, 2021). The highest premarital sexual behavior in the Southeast Asian region is in Papua New Guinea at 12% and Indonesia is in 5th place with a proportion of 2% (Binder et al., 2022).

There are several reasons why teenagers engage in premarital sex, including curiosity (11.3%), being forced by a partner (12.6%), it just happened (38%), wanting to get married (1.4%), peer influence (1.2%) and other factors (31.6%). In addition, premarital sex experienced by many adolescents in Indonesia is caused by lack of attention from parents, economic factors, promiscuity, lack of knowledge related to reproductive health, and environmental factors (Rina et. al., 2022).

The problem of premarital sexual behavior is very detrimental to adolescents, both in terms of health and in terms of adolescent education. Therefore, this problem must be addressed by providing health education and education, as well as the consequences of premarital sex (Minardo & Rini, 2021). Education related to sexual health is needed by adolescents. However, this is still considered taboo for some countries that adhere to eastern manners (Goldschmidt-Gjerløw, 2019). Lack of knowledge about sexual health has an impact on the occurrence of a number of deviations in adolescent behavior, such as premarital sex, abortion, gender inequality, homosexuality, and even sexual violence (Lyu et al., 2020).

The government in overcoming this problem collaborated with National Population and Family Planing to form a youth generation program called Planning Generation. This program was developed as an effort to prepare family life for adolescents. One of the strategic programs developed in Planning Generation is the Adolescents Information and Counseling Center, which is a forum for youth resilience development program activities in the context of preparing family life for adolescents managed from, by, and for adolescents to provide information and counseling services on family life planning for adolescents and other supporting activities (BKKBN Regulation, 2020).

The Adolescents Information and Counseling Center activeness cannot be used as a benchmark in assessing the effectiveness of a program. This is because the effectiveness only based on the implementation of routine and development activities carried out every month, while to assess the effectiveness of the Adolescents Information and Counseling Center can be assessed from four aspects, namely aspects of tasks, aspects of programs, aspects of provisions and regulations, and aspects of goals, where these aspects are applied in several assessment indicators ranging from goals, policies, human resources involved, available facilities and infrastructure, strategies and programs prepared for achieving goals in efforts to prevent premarital sex in adolescents. Effectiveness is very important in a program in measuring the success or failure of the program to benefit the recipient. In this case, a program must have a clear form and purpose, to what extent the program is running, whether the results that have been obtained are in accordance with the plan set at the beginning (Sari, 2022).

Based on some of the things mentioned above, the researcher wants to explore more in-depth information related to the effectiveness of the use of PIK-R related to the aspects of provisions and regulations and program aspects in efforts to prevent premarital sexual in Makassar City.

# **METHODOLOGY**

The research method is qualitative with a phenomenological approach. This approach aims to interpret and explain the experiences that a person has in this life. This research was conducted at The Adolescents Information and Counseling Center Mattoangin, Mariso Subdistrict, Makassar City with the consideration of examining in depth the effectiveness indicators of the Adolescents Information and Counseling Center program according to activeness based on the criteria set by the

person in charge of the Adolescents Information and Counseling Center program at National Population and Family Planning South Sulawesi.

#### **Informants**

Determination of informants in this study was done *purposively* by first selecting the most active the Adolescents Information and Counseling Center group, namely PIK-R Mattoangin, which was obtained from an initial interview with the person in charge of the Adolescents Information and Counseling Center at National Population and Family Planning South Sulawesi. Then the Adolescents Information and Counseling Center group will be determined as informants as follows:

- 1. Person in charge of the Adolescents Information and Counseling Center at National Population and Family Planning South Sulawesi
- 2. Head of Family Planning Center of Mariso sub-district
- 3. The Adolescents Information and Counseling Center Mattoangin coach
- 4. The Adolescents Information and Counseling Center manager.

#### **Ethical considerations**

In the ethical aspect of research, ethical considerations related to human rights are needed. Therefore, this research has been carried out ethical testing and obtained a recommendation for ethical approval with number: 1790/UN4.14.1/TP.01.02/2024 which was officially issued by the Research Ethics Committee of the Faculty of Public Health, Hasanuddin University Makassar.

# Data processing and analysis

Data processing is carried out by first making a transcript of the recording through the process of transferring the recordings obtained from the results *in-depth interviews* with informants into written form without changing the meaning. The transfer must be in a language that is easy to understand by writing in detail word by word and also special notes when conducting interviews related to the atmosphere during the interview, impressions of informants, surrounding conditions and expressions of informants. Then read, study, and analyze the whole word, and build a general meaning of the information obtained and then reflect on the meaning as a whole. After processing the data, then the data is analyzed using the *Miles and Huberman* model which states that the process in qualitative data analysis is carried out interactively and continues continuously until it reaches a conclusion. The stages of analysis in this model are data reduction, data model, and conclusion and verification.

#### RESULTS

#### **Characteristics of Informants**

Informants in in-depth interviews consisted of 4 people, namely one person in charge of the Adolescent Information and Counseling Center at the National Population and Family Planning of South Sulawesi, one head of the Mariso District Family Planning Extension Center, one Adolescent Information and Counseling Center coach, and one Adolescent Information and Counseling Center manager. Based on Table 1, it is known that the characteristics of informants in in-depth interviews are all female with a high school education level for managers, while those in charge and managers have a bachelor's degree. Meanwhile, based on the age of the informants, the age varies between 17 and 54 years old. The age of the manager is 20 years old, which is in accordance with the provisions in the Guidelines for the Management of Adolescent Information and Counseling Centers, namely the age of adolescents as administrators between 10-24 years old.

Table 1: Characteristics of informants for in-depth interviews

No	Initials	Gender	Educational Qualification	Age (years old)	Job Title
1	Y	Female	Bachelor's Degree	32	Person in Charge of the Adolescent Information and Counseling Center

2	SW	Female	Bachelor's Degree	37	Head of the Mariso District Family Planning Extension Center
3	НА	Female	Bachelor's Degree	54	Adolescent Information and Counseling Center Coach
4	SANQ	Female	High School Education	20	Adolescent Information and Counseling Center Manager

Source: Primary data, 2024

Table 2: Category of themes and sub-themes on the effectiveness of utilizing the youth information and counseling center (PIK-R) community channel for premarital sex prevention in Makassar City

No	Theme	Sub-Theme / Category	
1	Aspects of	PIK-R Community Channel Program Policies	
	Regulations and Policies	Accuracy of Premarital Sexual Prevention Policy Implementation	
2	Program Aspects	Strategies for Achieving PIK-R Community Channel Program Goals PIK-R Community Channel Activities	
		Supporting Facilities and Infrastructure	

Source: Primary data, 2024

# 1. Aspects of regulations and policies

# A. PIK-R community channel program policy

Based on the findings from in-depth interviews conducted by the researcher, it was revealed that the policies related to the implementation of the PIK-R community channel program are based on central regulations, specifically the Regulation of the Head of the National Population and Family Planning Board (BKKBN) Number: 456/PER/F6/2015 concerning the Guidelines for the Management of Youth/Student Information and Counseling Centers (PIK-R/M). The regulatory aspects of the PIK-R community channel program in Mattoangin are based on the BKKBN regulations issued by the BKKBN Representative for South Sulawesi Province, which are then forwarded to the Population and Family Planning Control Agency (DPPKB) of each district to disseminate the rules related to the establishment of PIK-R in the sub-districts under the jurisdiction of the UPTD Balai KB. Furthermore, the findings from in-depth interviews with three informants indicated that, in line with the implementation of the central BKKBN regulation, each sub-district is encouraged to establish a PIK-R managed by local youth, with guidance from the Family Planning Field Officer (PLKB) from each sub-district. Mariso is one of the districts in Makassar City with nine sub-districts within its jurisdiction. Document searches conducted by the researcher revealed the existence of the "Youth and Student Information and Counseling Center (PIK-R/M) Implementation Guidelines" from 2015, which contains the BKKBN regulation previously mentioned. Additionally, a Decree No. 12/S.KCP/KMT/I/2024 was found, which pertains to the formation and appointment of the Youth and Student Information and Counseling Center (PIK-R) "Remaja Mattoangin" in the Mattoangin Subdistrict, Mariso District, Makassar City. This decree is issued by the Head of Mattoangin Sub-district and is updated annually or whenever there is a change in the PIK-R management. The results of policy subtheme if described in schematic form, are as follows:

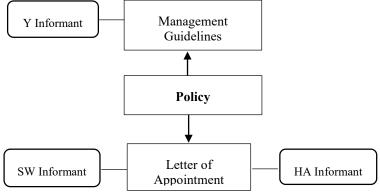


Figure 1: PIK-R community channel program policy

# B. Accuracy of premarital sexual prevention policy implementation

Based on the information obtained through in-depth interviews discussing the category of accuracy of the implementation of Adolescent Information and Counseling Center program, it can be concluded that this policy is considered appropriate as one of the efforts to prevent premarital sexual, especially in adolescents. The existence of the Planning Generation which is applied in educating adolescents through counseling by peer educators and counseling conducted by peer counselors as a form of implementation that makes the forum for exchanging information between adolescents in an effort to maintain personal health, especially in preventing premarital sexual behavior. The results the accuracy of the implementation of premarital sexual prevention policies if described in the form of a scheme, are as follows:

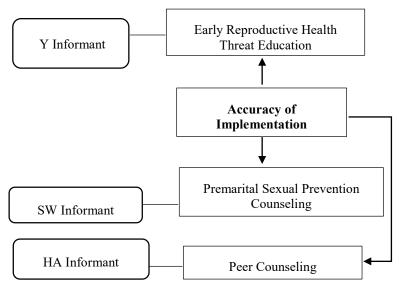


Figure 2: Schematic of premarital sexual implementation accuracy

#### 2. Program aspect

# A. Strategies for achieving the PIK-R community channel program goals

The PIK-R community channel aims to provide information and counseling to youth about the issues they face in preparing for family life in the future. To achieve these goals, several strategies are employed, including advocacy, Communication, Information, and Education (KIE), program socialization, enhancing partnerships, increasing youth-friendly activities, implementing capacity building, improving facilities and infrastructure, and integrating the PIK-R community channel program with other institutions. The PIK-R Mattoangin management also applies strategies like socializing the program, establishing partnerships with various stakeholders, fulfilling the required facilities, and applying KIE to local youth. They also offer training in skills such as food processing and participate in PIK-R management training.

In-depth interviews with the informants revealed that achieving the program's objectives requires the active participation of all involved parties. The program's management is mainly responsible for implementing advocacy strategies, organizing capacity building, and integrating the program with other institutions. Meanwhile, the facilitators and managers who directly implement the program in the community play a crucial role in applying socialization strategies, KIE, partnerships, improving facilities, and providing training related to PIK-R management. The results of the subtheme of strategies to achieve program objectives if described in the form of a scheme, are as follows:

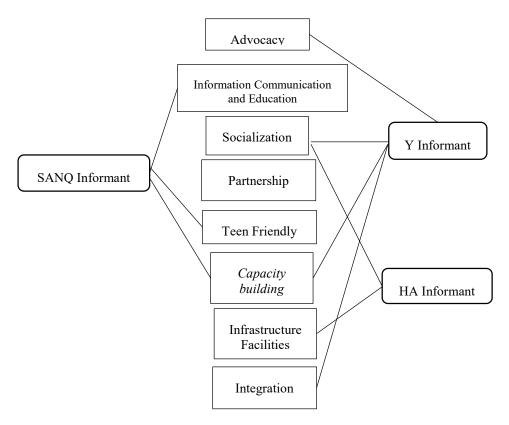


Figure 3: Schematic of objective achievement strategy program

# **B. PIK-R community channel activities**

PIK-R community channel activities consist of routine, annual, and developmental. Routine activities include information dissemination and education for youth through group counseling and Peer Educators (PS) discussions, which are designed to engage youth participants. Other routine activities include individual counseling, which provides personalized guidance from Peer Counselors (KS) to help youth address specific issues. These activities are organized using a module about "Kita" (Us) and cover topics such as TRIAD KRR (premarital sex, substance abuse, and HIV/AIDS). Based on the interviews and document review, it was found that the PIK-R community channel in Mattoangin carries out routine activities such as counseling and education, annual activities such as scouting training, and developmental activities such as local food processing. However, detailed written records of the activities are not available. Additionally, while regular reports were submitted via the BKKBN's SIGA (Family Information System) application, which evaluates the program's effectiveness, specific documentation detailing routine, developmental, and annual activities was not found. The results of the activity subtheme if described in the form of a scheme, are as follows:

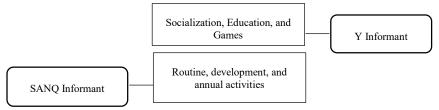


Figure 4: Scheme of adolescent information and counseling center activities

# C. Supporting facilities and infrastructure

Supporting facilities and infrastructure are crucial in effectively implementing the PIK-R community channel program. The required facilities include a secretariat space for delivering information and counseling, a GenRe kit containing educational modules, books on TRIAD KRR, adolescent reproductive health, life skills, and laptops. Despite this, the findings from in-depth interviews revealed that several challenges remain in meeting these needs. The PIK-R community channel in

Mattoangin has faced difficulties obtaining the necessary facilities, which requires continued advocacy with local governments to provide adequate resources. Document reviews also indicated that certain facilities, such as a dedicated secretariat space and an organizational signboard, needed to be included. However, the PIK-R Mattoangin profile and GenRe kit, including the "Kita" module and tablet PCs, are available to support educational efforts. The results of the facilities and infrastructure subtheme if described in the form of a scheme, are as follows:

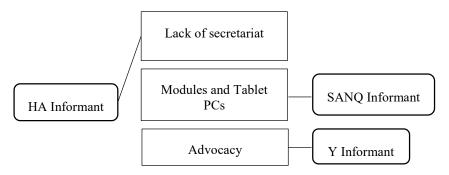


Figure 5: Scheme of facilities and infrastructure

# **DISCUSSION**

In this research, the provisions and regulations aspect is assessed based on the right policy indicator, where the policy of the Adolescent Information and Counseling Center is formulated by institutions that have the authority in matters relating to the prevention of premarital sexual among adolescents. The implementation of policies related to the Adolescent Information and Counseling Center program is considered to be an appropriate effort in preventing premarital sexual behavior among adolescents. One of the objectives of implementing the program is to prevent risky behavior that is often experienced by adolescents, Maturation of Marriage Age, and Preparation for Family Life for Adolescents. The National Population and Family Planning Agency through this forum categorizes the risky behavior of adolescents with the term Three Threats of Early Adolescent Reproductive Health which includes premarital sexual, HIV AIDS, and drugs (Naufi et al., 2021).

Based on the results of the research conducted, it is known that the policy of implementing the Adolescent Information and Counseling Center program in Makassar City is considered appropriate because one of the objectives is focused on Preparing Family Life for Adolescents which discusses how adolescents maintain their reproductive health by avoiding premarital sexual behavior. In addition, adolescents can obtain information about efforts to prevent risky behavior, especially premarital sexual through Information Communication and Education activities delivered by program managers. The implementation of policies related to the establishment of Adolescent Information and Counseling Centers in Sumenep District through the activities of Peer Educators and Peer Counselors has been considered good in efforts to prevent premarital sex. This happened because of the knowledge, perceptions, motivation, provision of material, and supervision of good coaches (Permatasari & Suprayitno, 2021).

Based on the description above, it can be concluded that the indicators of appropriate policies in the Adolescent Information and Counseling Center program have been implemented through Regulations and Management Decrees which are a reference in the implementation of the program with one of its objectives to prevent premarital sexual in adolescents. The National Population and Family Planning through coordination made efforts to prevent premarital sexual by providing a forum for adolescents to exchange information about the problems being experienced as well as efforts to prevent and handle these problems, especially in preventing premarital sexual.

In this study, there are three indicators that are seen to assess the effectiveness in terms of program aspects, namely the clarity of strategies to achieve goals, the preparation of appropriate programs focused on preventing premarital sexual among adolescents, and the provision of facilities and infrastructure that support the implementation of the program. Strategy is a road map that guides various efforts to achieve predetermined goals. Clarity of strategy in program implementation is very important so that each party involved in the implementation can act in accordance with the strategy that has been prepared (Herdiana, 2022). According to the Guidelines for the Implementation of

Adolescent Information and Counseling Centers of the National Population and Family Planning Agency (2015), there are seven strategies that can be applied in the implementation of programs both in education and community channels, namely advocacy, Information Communication and Education, socialization, increasing the role of managers, developing youth-friendly activities by utilizing local potential, *capacity building* for managers, improving facilities and infrastructure, and integration.

Based on the results of the research that has been conducted, information was obtained that the Adolescent Information and Counseling Center Mattoangin has routine, development, and annual work programs. Routine activities include providing material in the form of socialization regarding material or topics related to adolescent behavior. This activity is packaged in the form of counseling accompanied by games or simulations so that adolescents are more active in participating in activities. Information is provided by resource persons, both from mentors and from Peer Educators. Peer education can contribute to improving participants knowledge, attitudes, and actions. In addition, the study found that peer education also contributed to a number of other unmeasured outcomes related to community support and mobilization, gender, and economic empowerment (Evelia et al., 2023). In addition, routine activities carried out include peer counseling provided by Peer Counselors. There was increasing interest in developing peer counselling facilities in youth and community centers and other neighborhood drop-in facilities, and the development of peer counselling into a "city-wide" program was reported. Peer counselling programs are built on spontaneous, naturalistic peer support and seek to equalize access opportunities and deepen and widen the impact (Topping, 2022).

There is also a program development in the form of processing local food ingredients which is also a source of funds for the program. This is in line with research which states that the development activities carried out by the Adolescent Information and Counseling Center Sukoreno Village are carried out through catfish cultivation and making catfish nuggets. This is intended to improve the skills of adolescents in carrying out daily activities (Putri, 2022).

Then, the annual activity carried out is in the form of scout training for the Mattoangin youth group which is carried out once every three months. In addition, the annual activity carried out is in the form of discussions with teenagers which are carried out once every two months with the aim of being a forum for teenagers to exchange information about problems experienced and how to overcome these problems. This is in line with research which states that providing youth group guidance services using the discussion method is considered to have a positive effect so that teenagers gain new perspectives on free association and understand and prevent it (Alawiyah, 2024).

Based on the results of the research that has been conducted, information was obtained that the availability of facilities and infrastructure has not been fully met. Adolescent Information and Counseling Center Mattoangin does not yet have its own secretariat room, but is still joined to the multipurpose building owned by the Mattoangin Village. The lack of facilities and infrastructure is one of the factors that can hinder the program implementation process, such as the unavailability of a separate secretariat room so that it can create a counseling atmosphere that is less comfortable and safe for teenagers (Simorangkir et al., 2022).

Then, other facilities and infrastructure, the GenRe kit are already owned by the Information and Counseling Center, consisting of Tablet PCs and modules related to adolescents. Meanwhile, related to adolescent reproductive health materials, and adolescent life skills are already available in the Tablet PC obtained from the National Population and Family Planning of South Sulawesi. The Adolescent Information and Counseling Center is one of the solutions for adolescents to overcome various problems faced. Adolescents need the right information in overcoming behavior related to premarital sexual, HIV AIDS and drugs (Jannah & Agustin, 2024).

# **CONCLUSION**

The effectiveness of utilizing the Adolescent Information and Counseling Center (PIK-R) through the community channel in Makassar City in terms of regulations and policies has been implemented through the Head of BKKBN Regulation and the Decree of the PIK-R Community Channel Management in Mattoangin, which serve as guidelines for the implementation of the PIK-R program. Through the policies issued, BKKBN has made efforts to prevent premarital sex by providing a

platform for adolescents to exchange information about the issues they are facing, as well as prevention and intervention efforts, particularly in the context of preventing premarital sex.

#### **Authors' contributions**

MJ conceived and designed the study, led data interpretation, and wrote the manuscript. IFI contributed to study design and revised the manuscript. MA participated in data analysis and manuscript drafting. MS supported refined intellectual content and framework organization. AS provided expert feedback and ensured study quality. All authors reviewed and approved the final manuscript.

# Acknowledgement

The author would like to express deep gratitude to the National Population and Familiy Planning South Sulawesi and Adolescent Information and Counseling Center Mattoangin for their assistance and support during the research process. This research was conducted independently without receiving financial support from any institution.

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