

Health Communication Planning Implementation for the Healthy Living Community Movement Program based on Management by Objectives Theory in Banyumas Regency

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ABSTRACT. GERMAS (Healthy Living Community Movement) is a program initiated by the Ministry of Health of the Republic of Indonesia to carry out comprehensive and holistic interventions to cultivate healthy living behavior in society. Regarding to this issue, several activities were launched in the forms of promotive, preventive, curative and rehabilitative efforts as a continuum of care or integrated sustainable care in line with the spirit of community empowerment and increasing multisectoral action. This study is to examine the implementation of Management by Objectives (MBO) Theory of Peter Drucker through the Community Health Center (*Puskesmas*) in GERMAS program. This research uses a descriptive-qualitative method with emphasis on triangulation of data collection techniques in the form of observation, interviews and literacy studies. In-depth observations and interviews were carried out with the Youth Posyandu team leader at the Puskesmas North Purwokerto 2, Banyumas District Nutrition Expert, Banyumas District pediatrician, and 15 Youth Posyandu cadres as an implementation of the use of data source triangulation. The other data were obtained from written documents such as Basic Health Research, Government Regulations from the Ministry of Health of the Republic of Indonesia, Technical Instructions for Organizing Youth Posyandu from the Ministry of Health, as well as the results of internal meetings at the Banyumas District Service regarding the implementation of Youth Posyandu. The results revealed that, (1) The stages of top management commitment have been clearly defined and stated in Presidential Instruction (Inpres) Number 1 of 2017. (2) The participation stage is marked by the setting of more concrete goals, namely preparing for a demographic bonus in the 2020-2035 range, Golden Indonesia 2045, and threats to the mental and physical health of teenagers. The release of the Technical Guidelines for the Implementation of Youth Posyandu in 2018 by the Ministry of Health constitutes an indicator of guidelines for program implementation. However, at present the implementation has not optimally conducted in various Puskesmas. This is caused by a lack of human resources, daily routine work that takes up a lot of time, and other programs already running also need attention. (3) The communication stage is marked by the implementation of the program for adolescents. The importance of raising awareness regarding the crucial importance of this program is not easy because teenagers consider that the age of 10-19 years is a healthy and productive age, so invitations to join Posyandu are less attractive.

KEYWORDS: GERMAS; health office; management by objectives; youth posyandu

1 INTRODUCTION

GERMAS (Healthy Living Community Movement) is a program initiated by the Ministry of Health of the Republic of Indonesia to carry out comprehensive and holistic interventions to cultivate healthy living behavior in society. Healthy living behavior is defined as all forms of behavior that people believe in and conduct to maintain health and avoid disease (Özçakar et al., 2015). Regarding to this issue, the Ministry of Health of the Republic of Indonesia has launched several activities in the form of promotive, preventive, curative and rehabilitative efforts as a continuum of care or integrated sustainable care in line with the spirit of community empowerment and increasing multisectoral action. Intervention programs are often needed, especially when many people face difficulties giving up unhealthy lifestyle choices. The success of these programs cannot only depend on the role of the Ministry of Health alone, but of researchers and practitioners as well (Earl & Lewis, 2019).

GERMAS needs to carry out through a series of systematic and planned actions by all components to create a society with healthy behavior. The implications lead to the creation of

maintained and productive public health, a clean environment, and the potential to reduce medical costs. These goals are also in line with the need for involvement of various components of society, viewed as a reflection of concern and a positive collaborative spirit to achieve the success of this program.

GERMAS emphasizes more on the formation of awareness, willingness and ability to behave holistically in a healthy manner to improve the quality of life for the community (Ambarwati & Prihastuti, 2019). Presidential Instruction (*Inpres*) Number 1 of 2017 concerning GERMAS mandates that all related parties need to establish policies and take appropriate steps according to their respective functions to succeed this program. Some implementation activities can include increasing physical activity, implementing healthy living behavior, providing healthy food, improving nutrition, detecting early of disease, increasing environmental quality, and educating on healthy living. This Instruction also mandates to carry out the GERMAS campaign related to advocacy and regional guidance in implementing the KTR (No-Smoking Area) policy, education regarding balanced nutrition, exclusive breastfeeding, physical activity, and implementation of early disease detection at the Community Health Centers (*Puskesmas*), as well as preparing guidelines for implementing early disease detection in government and private agencies.

To achieve success, the implementation of GERMAS in target community groups needs to carry out sequentially. The involvement of many parties must be able to build a comprehensive understanding for the target group, from the individual to the family level. This implementation is important to form family norms that will become individual habits for healthy living behavior in society. The success of this program is also closely related to the availability of health literacy, advocacy, and building strong partnerships with all components of society to produce qualified health insight and a conducive healthy environment.

The implementation of GERMAS will not run optimally without involvement of many parties, so that it really needs to be encouraged with the spirit of community empowerment. This is important because the aim of GERMAS is related to efforts to increase knowledge, awareness and ability of individuals, families, and communities to play an active role in health efforts. Particularly for academics, with an educational and participatory approach they may offer the problem solving process conducted through community empowerment. According to Minister of Health Regulation Number 8 of 2019, several community empowerment strategies implemented are (i) increasing community knowledge and ability to recognize and overcome the health problems faced; (ii) increasing public awareness through community mobilization; (iii) enhancing community and organization developments; (iv) strengthening and increasing advocacy to stakeholders; (v) increasing partnerships and participation across sectors, community institutions, community organizations and the private sector; (vi) increasing utilization of potential and resources based on local wisdom; and (vii) integrating the existing community empowerment programs, activities and/or institutions in accordance with community needs and agreement.

One of the efforts to optimize GERMAS in the community by providing Youth Posyandu is intended to assist adolescents regarding crucial issues in the healthy living movement. Youth Posyandu is also a form of Community Resource Health Effort (UKBM) managed by, for and with adolescents in implementing health development. The emphasis on youth empowerment is to provide adolescents with convenience in obtaining health services and involve them in improving their health and sustainable healthy living skills.

Youth Posyandu is a program released by the Ministry of Health of the Republic of Indonesia, and its implementation is regulated in the Technical Instructions for Youth Posyandu Organizers in 2018. This program is delegated to the Puskesmas in the respective regions. The Banyumas Regency Health Service started the Youth Posyandu program to cultivate GERMAS in early 2022. According to the Status of the Indonesian Nutrition Survey, several crucial issues related to children and adolescents include cases of stunting reaching 21%, threat of anemia and Chronic Energy Deficiency (KEK). The other crucial issues are the needs of establishing a platform to create a healthy and characterized golden generation, providing appropriate facilities to observe adolescent health problems, forming alternative problem solving, and establishing adolescent support groups.

This crucial issue of child and adolescent health obtains more attention from the Banyumas Regency Health Service in the relation to the prediction of the demographic bonus that Indonesia will receive between 2020-2030. This demographic bonus will produce Indonesia's golden generation in

2045. The realization of this prediction certainly requires a collaborative role of all parties with regard to efforts to prepare a productive, healthy and strong mentally and physically generation. At this point, Youth Posyandu needs to present in the community to help adolescents understand and solve health problems (Afritia et al., 2019). Youth Posyandu can be a positive contributive step in preparing for Indonesia's demographic bonus.

In encouraging GERMAS, the Youth Posyandu program needs to take adolescents in the age range of 10 to 19 years as its appropriate target. Adolescents are a group of people almost always assumed to be healthy, so their mental and physical health often goes unnoticed. In fact, the threat to adolescents' mental and physical health is actually quite high. Accordingly, the implementation of the Youth Posyandu program in the Banyumas Regency area managed by the Banyumas Health Service has begun to conduct at Puskesmas of Baturaden I, Sumbang, and North Purwokerto II. The Youth Posyandu program implemented by the Puskesmas needs to view as a forum for community empowerment in the health sector. Technically and medically, guidance needs to be carried out by the Puskesmas and constitutes a collaboration between health workers, health cadres and local village officials.

In a further stage, the Youth Posyandu program needs to develop according to individual needs, problems, and resource capabilities. It starts from the availability of health workers to a number of related parties willing to involve in the program. Sufficient competence and ability are required to empower the community to actively involve, as well as to increase the community's ability to manage and develop Youth Posyandu. At this point, Youth Posyandu requires effective implementation of Management by Objectives (MBO).

Health communication studies address the various ways communicators plan and manage communication interactions. Communication theorists have approached individuals as communicators from various points of view, ranging from biological, cognitive, to social. The realm of communicators attracts the topic of strategic management as an issue that needs to be studied (Littlejohn, 2021). MBO is a contemporary method related to managing individual roles for organizations which was coined by Peter Drucker in 1954 (Islami et al., 2018). The implementation of MBO is related to the role of stakeholders in developing strategies in accordance with organizational goals starting from the planning, implementation, to evaluation stages. In this research, the MBO approach studied focuses more on the planning aspect. Plans are mental representations of messages intended to facilitate the achievement of goals. Actions or executions are the actual messages designed and delivered by individuals in their efforts to realize persuasive goals. This restriction was made because it was necessary to adapt to the existence of the GERMAS program which is still running. This research intends to look further at the role of stakeholders in preparing plans, and this is important because the results are expected to make a positive contribution to the success of the GERMAS program.

In the MBO paradigm, stakeholders need to start their activities by identifying relevant publics, determining appropriate methods or tools used to reach the target public, developing expected results, as well as in-depth evaluation (Luttrell, 2013). Furthermore, MBO is very appropriate to examine problems related to optimize and evaluate collaborative performance between individuals that are beneficial to the organization. The role of related parties in the Youth Posyandu program is very important to cultivate GERMAS. This is also the main assumption in MBO, namely directing collaborative performance between individuals in participating in the planning process and implementing the goals set by the organization (Ofojebe et al., 2014). This research is to examine further the Community Health Center activities in empowering the community in the Youth Posyandu program to cultivate GERMAS for the community groups targeted by the program.

2 RESEARCH METHODS

This research uses a descriptive-qualitative method with emphasis on triangulation of data collection techniques in the form of observation, interviews and literacy studies. In-depth observations and interviews were carried out with the Youth Posyandu team leader at the Puskesmas North Purwokerto 2, Banyumas District Nutrition Expert, Banyumas District pediatrician and 15 Youth Posyandu cadres as an implementation of the use of data source triangulation. Meanwhile, other data

was obtained from written documents such as Basic Health Research, Government Regulations from the Ministry of Health of the Republic of Indonesia, Technical Instructions for Organizing Youth Posyandu from the Ministry of Health, as well as the results of internal meetings at the Banyumas District Service regarding the implementation of Youth Posyandu.

Management by Objectives (MBO), coined by Peter Drucker, is a concept focusing on the importance of setting goals as a basis for managing an activity (Greenwood, 1981). This concept emphasizes the importance of a collaborative process between superiors and subordinates in an organization to identify common goals. Goal setting becomes a guide for each member to the achievement of organizational goals through directed guidance. Setting a goal will enable and ease the organization to have clear achievement targets (Drucker, 1981). Further, the main goal is the main way a person influences other people. This goal is described as the main goal because it starts the goal-plan-action sequence and directs attention to a number of specific aspects of the interaction (Dillard, 2004).

Several acts must be done to make implementation of MBO can run effectively are educating and training employees, formulating clear goals, showing continuous top commitment, providing effective feedback, and encouraging participation. By emphasizing Drucker's MBO, this research examines how the Puskesmas are able to implement the basic framework of GERMAS program objectives set by the Health Service. Expectedly, each Puskesmas may adapt to achieve goals in their respective areas.

3 RESULTS AND DISCUSSION

The Technical Instructions of the Ministry of Health regarding the Youth Posyandu Program were published in 2018. However, in Banyumas Regency only the Baturraden I Health Center and Sumbang Health Center have been actively operating. Nutritionist EN stated that the level of success of the two Puskesmas is still being monitored, as the program was only intervened in early 2022. Considering the main objective of Gold Indonesia 2045, in early 2023 the Government insisted on adding the number of Youth Posyandu program at the rest of existing Puskesmas.

Results of official meetings and interviews with nutrition experts EZ, revealed the specific aim of establishing the Youth Posyandu program in Banyumas Regency was to deal with adolescent health problems such as malnutrition, anemia, chronic energy deficiency, obesity, unhealthy eating behavior (eating disorder), to an unhealthy lifestyle. Another important issue that must be alerted is mental health. Pediatrician DY stated that adolescence is a vulnerable period to stress and storms. In puberty phase, adolescents often display various emotional turmoil in the forms of withdrawing from family, experiencing many problems at school, at home, in their home environment, or in their circle of friends (Shidiq & Raharjo, 2018). This period can also be mentioned as a dynamic development phase, a transition period marked by accelerated growth, mental-emotional and social development. DY added that mental disorders in adolescents include emotions reaching 5-10%, depression 2-3%, opposition 2-16%, behavioral disorders 6-16% in men, and 2-9% in women.

Community-based Youth Posyandu is youth-oriented, so its activities are not carried out at school. Practically, this activity constitutes a collaboration between teenagers and youth organizations. The main point of the golden generation in Banyumas Regency emphasizes the motto "No Drugs, No Free Sex, and No Young Marriage". This is a strategic background and trigger to insist the implementation of the Youth Posyandu program, and a more specific basis for encouraging the Youth Posyandu program in Banyumas Regency.

Considering that intervention activities are curative and preventive, three prevention methods have been established consisting of universal, selective and indicative prevention. Universal prevention is aimed at the general population, whether for families or children. Selective prevention is aimed at families and children at high risk. These risks can be in the forms of demographic, psychosocial environmental, and biological ones. In the mean time, indicative prevention is aimed at cases experiencing various risk factors in a dysfunctional family. The picture will be further examined through MBO perspective which pays attention to 3 aspects comprising of top management commitment, participation communication, and periodic review and evaluation.

Top Management Commitment

This research views Youth Posyandu as an MBO program that emphasizes the results to achieve in the short and long term. Considering the potential for the demographic bonus and Golden Indonesia 2045 as well as the crucial physical and mental health problems of teenagers that need to handle, a top management commitment from the government and all related departments is urgently required. The Law of the Republic of Indonesia No. 36 of 2009 mentions that the implementation of welfare indicators realization must be in accordance with the goals, ideals, and human right of the Indonesian nation, namely the health (Nurliah & Sagena, 2022). The Ministry of Health has circulated Technical Instructions for the Implementation of Posyandu for Adolescents in 2018. This indicates that the government is paying enough attention to the problems and potential dangers that may occur in adolescents. The publication of this Technical Instructions indicates that adolescent problems are a national issue that must be immediately accomplished by public health services. Accordingly, Puskesmas is designated as a primary service institution.

Banyumas Regency perceives this policy as an innovation that can be developed and become a pilot project for other regions that have not yet implemented it. At this point, the Banyumas Regency Health Service acts as the communicator manager having the task for planning and managing programs, creating communication policies and monitoring their implementation, as well as providing advice to the organization. Even though clearly defined and directed, its implementation is adjusted to the problems occurring in each region. Implementation techniques are also adapted to the culture, way of communicating, mindset, and availability of youth resources. The communication manager must also be concerned with the ability to think strategically, reliability in solving internal and external problems, as well as expertise in using appropriate judgment regarding the duties (Kanihan et al., 2013). Furthermore, a communicator manager must be able to organize appropriate strategies so that individuals are willing to accept a value and implement it happily. The Banyumas Regency Health Service must be able to play this role well, so that all forms of information regarding the GERMAS program can be provided quickly and accurately.

Participation

Participation is related to how the Puskesmas, under the Banyumas District Health Service, are able to implement goals into real work programs. The Puskesmas of Baturraden 1 and Sumbang have adopted the Youth Posyandu program. These two Puskesmas are still running the program well, and their success rate is still being monitored. The next project is Puskesmas North Purwokerto 2 covering several operational areas, and Grendeng Village is the first area to experience intervention related to this program.

The selection of the village/sub-district was inseparable from the availability of potential human resources in the form of 15 university students. The number and quality of these cadres are considered capable enough to play a participatory role in the success of the program, quite competent in understanding the benefits of the program, able to communicate well, expert in using social media, and skillful to encourage teenagers in the area to actively participate in Youth Posyandu. Communication skills relate to a person's ability to choose appropriate communication behavior to achieve the goal of harmonious social relations (Zlatić et al., 2014).

Three hundreds adolescents targeted in Grendeng Village spreading out with average of more than 50 people in each RW (*Rukun Warga*). In the implementation, 15 youth cadres acted as communication technicians serving as implementers in technical and operational areas. They play as the vanguard explaining and encouraging adolescents in their respective environments to realize the importance of health from an early age. Through their communication skills, they are able to encourage adolescents to actively check themselves at the health center. They are also encouraged to be able to invite other teenagers to participate, change their health behavior for the better, and to detect anything that are potentially dangerous to themselves and their families. The concept of participation is very widely used in the health and social care literature, and believed to contribute to health and well-being (Piškur et al., 2014). The concept of participation will give rise to a voluntary attitude which can be achieved through the application of appropriate tactics and tools so that the intervention runs effectively and efficiently.

Communication

This stage is characterized by explanations about the organization's goals and plans (communication), meetings, clear plans, counseling (consultation), and resources. The success of a program begins with careful planning, delivery of objectives that focus on the interests of the target, and appropriate communication strategies. James Dillard developed the goal-plan-action (GPA) model to explain the process by which individuals develop messages designed to change or maintain the attitudes or behavior of others. This theory assumes that individuals consciously act when they want to achieve a goal, and these actions are based on cognitive processes and behavioral patterns that can be identified objectively (Little John, 2021).

When you communicate with many people from various backgrounds, there is one thing that you constantly carry with you. You can't help but see the situation from your own perspective. In addition, you as an individual are also traditionally seen as the initiator of communication resources (Little John, 2021). Communicating effectively with different people on different topics and at different times requires flexible communication behavior (Men, 2015). At this point, the Health Service as the communicator manager not only needs the ability to design a communication strategy, but also detect emerging adolescent problems, anything having the potential to threaten adolescent health, and adapt to the needs of stakeholders. Health Services must be able to think strategically and focus organizational efforts to contribute to mutually beneficial relationships that help the organization achieve its primary goals.

Youth Posyandu carried out every month is adapted to youth activities since the age range 10-19 years has a busy school schedule and other various activities. Problems arising and information regarding the benefits of participating in this program have not been provided comprehensively. Banyumas Regency nutrition expert, EN, stated that one of the significant challenges is that adolescents do not know the benefits. Thus, more effort is required to provide an understanding of the importance of this program for their health. Health information is a valuable factor mediating the relationship between social status and health (Jacobs et al., 2017). At this point, health workers, including nutritionists, must first strengthen the provision of information so that it will ease the implementation of the program technically and successfully to achieve the goals.

Individuals consciously act when they want to achieve a goal, and these actions are based on cognitive processes and behavioral patterns that can be identified objectively (Dillard in Little John, 2021). Cadre IA revealed difficulties to gather teenagers and found that social media did not play much in encouraging teenagers to be active. When trying to translate ideas into action, individuals look to a series of plans to implement strategies. If a pre-existing plan is deemed unworkable for some reason, the individual will adjust the existing plan to make it more appropriate or complete or create a new plan altogether (Dillard in Little John, 2021). Cadres have created a WhatsApp Group and shared meeting schedule information, but no one came. An alternative solution working is to visit the teenagers one by one, and explain the purpose of the meeting they will attend. This effort emphasized the benefits they will get, so that they are willing to attend. Individuals look for a number of patterns or plans that already exist in memory about how to communicate to achieve desired goals (Dillard in Little John, 2021). Teenagers are promised to gain various knowledge about health, such as adolescent reproductive health, mental health, overcoming drug abuse, fulfilling nutrition, physical activity, preventing non-communicable diseases, and violence against teenagers.

The health workers and cadres must continue to motivate adolescents to succeed the youth health program. This happened in Baiya Village, Tawaeli District, Palu City, that the health workers must continuously motivate Posyandu cadres to embrace adolescents so that they invite other adolescents to Posyandu. Health cadres must always provide information to teenagers that many benefits they can obtain if they visit and take part in Posyandu activities (Muliati & Yusuf, 2022). Another benefit that also needs to inform is that teenagers can have healthy living skills, which also serve as self-actualization in improving their health status. Expectedly, this skills provision can help adolescents form better and more principled individuals. Posyandu is an excellent place to meet, exchange ideas with peers, and socialize. In this way, adolescents can gain knowledge about health, provide mutual motivation and positive suggestions for their own psychological development.

Apart from providing appropriate information, cadres can also create creative activities to attract adolescents to attend Youth Posyandu activities. Activities carried out every month can be a film show, developing soft skills with relevant speakers, organizing gymnastics or currently popular

activities with teenagers. Of course, the dressing must also have a positive impact on the mental and physical aspects of the adolescents. In this way, adolescents will feel a good and enjoyable impact, so that they are willing to come back for the next month's activities.

Periodic Review and Evaluation

Dillard's theory involves three components which include goals, plans, and actions. A goal is something an individual wants to achieve. Goals motivate plans which are the second component of the model. Plans are mental representations of messages, intended to facilitate the achievement of goals. Action, which is the third step in the process, is the actual message designed and delivered by an individual in an effort to realize a persuasive goal (Little John, 2021). An activity planned and determined goal has clear stages to achieve. Referring to the background above and the goals willing to achieve by the Banyumas District Health Service, Youth Posyandu needs to evaluate periodically so that its progress is monitored. The procedure for carrying out periodic reviews and evaluations basically consists of four main stages: finding what "we" estimate, finding what "they" estimate, evaluating differences, and making a number of recommendations. Regarding the concept of what "we think", the extent of the ideal achievements set or the goals of an organization/agency/company have been implemented appropriately. This is important because the Youth Posyandu has national goals derivated to the regional realm in the regions and are technically adapted by the regional Health Service for intervention so that it is implemented properly.

Meanwhile, "them" is meant all stakeholders in the form of both internal and external public involved in the success of the program. In the Youth Posyandu program, everything planned by the Health Service focuses more on whether the activities carried out by the Puskesmas in promoting the GERMAS program have succeeded in getting the expected response. Basically, almost all people in the relevant Puskesmas area gave a positive response to the program. The problem remains with the continued understanding of teenagers who need to be continuously guided so that they have the same perception regarding health until they reach the desired level of expectations. At this stage, a more detailed evaluation needs to carry out. The way is to compare what "the organization thinks" with what "they" think, then provide the best recommendation (Qonitia, 2018). Overall, the supervision carried out by the Banyumas District Health Service in encouraging Community Health Centers to implement the GERMAS program in the community was quite successful. This program must be simultaneously accomplished, in the sense that continuous supervision and guidance for teenagers in the future are required.

4 CONCLUSION

The Banyumas Regency Health Service is currently intervening in the Youth Posyandu program at three Puskesmas: Sumbang, Baturraden 1, and North Purwokerto 2. From the stages passed, the research results show findings that, (1) The stages of top management commitment have been clearly defined and stated in Presidential Instruction (Inpres) Number 1 of 2017. (2) The participation stage is marked by the setting of more concrete goals, namely preparing for a demographic bonus in the 2020-2035 range, Golden Indonesia 2045, and threats to the mental and physical health of teenagers. The release of the Technical Guidelines for the Implementation of Youth Posyandu in 2018 by the Ministry of Health constitutes an indicator of guidelines for program implementation. However, at present the implementation has not optimally conducted in various Puskesmas. This is caused by a lack of human resources, daily routine work that takes up a lot of time, and other programs already running also need attention. (3) The communication stage is marked by the implementation of the program for adolescents. The importance of raising awareness regarding the crucial importance of this program is not easy because teenagers consider that the age of 10-19 years is a healthy and productive age, so invitations to join Posyandu are less attractive.

Periodic review and evaluation is the final stage which is very crucial in determining the next steps. It can be said that this program is still relatively new so it needs to improve in several ways, such as providing information and instilling the importance of this program to teenagers. Some interesting attractions need to design by cadres so that teenagers are willing to come to Posyandu. Film shows, soft skills training and other useful activities can be offered. The Puskesmas of Sumbang and Baturraden 1 can be used as models or pilots. This is because the program in that two Puskesmas

has been running well so that it can become a benchmark for other Puskesmas in Banyumas Regency. As for the implications of the MBO Approach, in similar programs in the future it can be maximized to achieve the goals expected in the Youth Posyandu program. The temporary evaluation obtained is to add quite a lot of interesting activities so that adolescents are willing to come to Posyandu, change their actions and lifestyle patterns so that they are physically and mentally healthy in everyday life. In the end, this program can encourage an individual's excellent level of health so that teenagers are ready to step on the next phase of life well. Achieving individual health will certainly increase the overall health level of teenagers in Golden Indonesia 2045.

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