

IMPLEMENTATION OF THE YOUTH FAMILY DEVELOPMENT PROGRAM BY THE NATIONAL FAMILY PLANNING COORDINATING AGENCY OF ROKAN HULU DISTRICT

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Abstract

The Bina Keluarga Remaja (BKR) Program is a strategic initiative aimed at fostering the development of quality human resources by enhancing parents' knowledge and skills in guiding adolescents. Implemented by BKKBN in Rokan Hulu Regency, this program targets adolescents aged 10–24 years, promoting healthy, productive, and well-characterized growth. BKR groups are established in each village to increase parental awareness and responsibility in mentoring adolescents through harmonious interaction. Key activities include regular education and counseling by BKR cadres, active parental involvement through socialization, group meetings, parenting training, and family counseling, as well as cross-sector collaboration with village governments, religious leaders, schools, and health institutions. The program has successfully improved parental awareness, reduced early marriage rates, strengthened family harmony, and guided adolescents away from delinquency, drug abuse, and risky sexual behavior. Nevertheless, the implementation faces challenges such as limited funding, requiring cadres to rely on self-funded activities, difficulties in gathering participants due to scheduling conflicts, and insufficient human resources for field outreach. Based on George C. Edward III's policy implementation theory, the program's success depends on effective communication among stakeholders, available resources, the enthusiasm of implementers, and an organized bureaucratic structure. Strengthening resources, improving communication, and enhancing cross-sector coordination are essential to optimize the effectiveness of the BKR Program in Rokan Hulu Regency.

Keywords: Bina Keluarga Remaja, Adolescent development, Early marriage prevention



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INTRODUCTION

The formation of quality human resources (HR) requires future generations through the presence of children in the family. To support this, the government provides special programs for parents and family members who have teenagers (Kartika et al., 2020). This effort also requires serious cooperation from all sectors of development by providing facilities that can be utilized by both parents and teenagers (Dechandt et al., 2021). The Bina Keluarga Remaja (BKR) program is an important strategy in forming quality human resources by improving the knowledge and skills of parents in mentoring teenagers. Through this program, families are guided to supervise and direct the development of teenagers positively, while also preventing deviant behaviors such as promiscuity, which is increasingly rampant among teenagers (Nurhanifah & Sharil, 2024). This program is a response to the significant challenges faced by Indonesian teenagers, particularly in the areas of reproductive health, free association, and high-risk lifestyles. The BKR program was first implemented in Indonesia in 1992, along with the enactment of Law Number 10 of 1992, which was later updated through Law Number 52 of 2009 on Population Development and Family Development. As of January 2017, there were 42,825 BKR groups spread across various regions of Indonesia (Dohan & Rahayu, 2020).

The number of teenagers in Indonesia reached around 65.82 million in 2022, or about 24% of the total population. This figure highlights the importance of systematic management of teenagers to become a national development asset. However, teenagers are vulnerable to the risks of the Triad KRR (Sexuality, Drugs, and HIV/AIDS), especially due to inadequate supervision and education. The increase in population has also triggered teenage issues such as early marriage, drug abuse, and promiscuity (Muktamar & Sudrajat, 2023). Data from 2018 shows that 4.5% of teenage girls had engaged in free sex at the age of 15–19, and around 33.3% of girls and 34.5% of boys experienced teenage pregnancy (Debbiyantina et al., 2024). Adolescence is a phase of heightened curiosity that drives them to explore the world more intensively. In the digital and globalization era, the influx of foreign cultures has influenced teenagers' knowledge and lifestyles. If they are unable to filter information and control themselves, teenagers are at risk of falling into free association, drug abuse, infectious diseases, premarital pregnancies, early marriage, and various forms of delinquency (Natalia et al., 2024).

To address this, the BKKBN, through the BKR program, strives to educate both teenagers and parents about the risks of early marriage, the importance of reproductive health, and the dangers of HIV/AIDS (Lahope & Fathurrahman, 2024). This program is implemented in accordance with the BKKBN Head Regulation No. 109/PER/F2/2012 through training, seminars, and outreach activities in collaboration with community organizations and ta'lim assemblies (Aminu et al., 2024). Another serious issue is the rising cases of HIV/AIDS and drug abuse (Obeagu et al., 2025). In 2020, 543,100 people in Indonesia were infected with HIV, the majority of whom were in the productive age range of 15-49 years (Barus et al., 2025). The number of new HIV cases continues to rise each year (Kemenkes, 2025). Data on adolescent dating behavior shows a broad spectrum of physical interactions. At one end, activities such as holding hands (74%) and hugging (48%) are quite common. Meanwhile, there is also a trend toward more intimate activities, such as various types of kissing (from the cheek 43% to the lips 28%), to sexual physical contact such as groping the chest (14%), kissing sensitive areas (14%), touching the genitals (7%), intercourse (5%), and oral sex (2%) (Mayren et al., 2020). Drug abuse also poses a real threat, with 3.6 million drug users in Indonesia in 2019, 24-28%

of whom are teenagers (Masyrurroh et al., 2024). This highlights the importance of interventions like the BKR program as preventive and educational efforts. According to the Rokan Hulu Correctional Institution, in 2019, 18 teenagers aged 13-19 were detained for drug-related cases (Marpaung et al., 2021). Additionally, according to BPS Riau data, HIV/AIDS cases in Rokan Hulu during the 2021-2023 period amounted to 25 new cases, with nine cases in 2021, eight cases in 2022, and eight cases in 2023. This indicates a decrease in the number of cases after 2021 (BPS RIAU).

Another problem faced by teenagers in Rokan Hulu is early marriage. According to Law No. 16 of 2019, Article 7, Paragraph 1, the Constitutional Court sets the minimum marriage age at 19 years for both men and women. However, data from the Rokan Hulu Religious Affairs Office (KUA) shows that there were still 419 cases of early marriage in the 2020–2022 period, with 153 cases in 2020, 164 cases in 2021, and 102 cases in 2022. This phenomenon indicates that the practice of underage marriage remains relatively high in the region. In response to various issues facing teenagers, especially the high rate of early marriage, the BKKBN launched the Bina Keluarga Remaja (BKR) Program. This program focuses on reproductive health education, life skills training, character development, counseling for teenagers and parents, as well as social and sports activities to improve social interaction and physical health. Based on this, this research is titled “Implementation of the Bina Keluarga Remaja Program in Rokan Hulu Regency” with the aim of understanding the efforts of the BKKBN in implementing the BKR program and how the program is being carried out in this area.

LITERATURE REVIEW

The implementation of programs in the context of public policy can be understood as a dynamic process that reflects the actual execution of policies formulated by the government or relevant stakeholders. In practice, implementation serves as a bridge that connects the idealism of policy formulation with the realities on the ground. Public policy programs are generally designed in response to pressing social issues within society, and therefore, successful implementation becomes a key factor in addressing those needs. The concept of implementation goes beyond how a policy is formulated, emphasizing in-depth how the policy is executed concretely. Meter & Horn (1975) highlight that implementation is a complex process that requires not only an understanding of the policy itself, but also the involvement of actors, structures, and accompanying social dynamics. Thus, implementation can be understood as a systematic effort to realize policy objectives in the form of measurable and impactful actions.

According to the Kamus Besar Bahasa Indonesia (Kamus, 2018), the term "implementation" derives from the root word *laksana*, which means to carry out or perform an activity. In the context of program implementation, execution is an essential element that functions as the concrete manifestation of policy intentions and planning. Without effective execution that aligns with the initial design, programs will remain stagnant as mere administrative documents, without producing substantive changes in society. Therefore, execution becomes a critical indicator in assessing the success or failure of a policy program (Cristiano Tiwa et al., 2023). One tangible example of policy implementation in the field of youth character development is through the Bina Keluarga Remaja (BKR) Program. This program is an integral part of the Generasi Berencana (GENRE) initiative launched by the National Population and Family Planning Agency (BKKBN). Designed with a family-based approach, BKR targets families with children aged 10-24 years as the main agents in shaping values, personality, and positive behavior in adolescents. Intervening through the family as the first and foremost environment for children makes this program relevant in building the character of the younger generation while also reducing the potential for social issues among adolescents (BKKBN, 2024).

In public policy literature, the success of program implementation is greatly influenced by several key variables. Satibi & Rochaeni (2023) identifies four crucial pillars in the policy implementation process, namely: (communication, resources, disposition, and bureaucratic structure). Communication, functions as the medium that ensures the policy is clearly understood, accurately conveyed, and not distorted in meaning when translated into action (Priyono et al., 2025). Clarity and consistency in delivering policy information are crucial to avoid misunderstandings among implementers and beneficiaries alike (Sartono & Cahyani, 2025). Resources, including human resources, budget, facilities, information, and authority, are the primary ammunition in implementing policies. The availability of adequate resources will support smooth implementation activities and ensure the continuity of the program across different sectors. Disposition, or the attitude of policy implementers, reflects their level of commitment, loyalty, and integrity. A positive, proactive, and responsible attitude from implementers becomes the driving force that ensures policies are not merely executed administratively, but also with a genuine spirit of change. Bureaucratic structure, is another key aspect that determines how systems and procedures are run. A flexible, transparent, and efficient bureaucracy will accelerate the implementation process, while a rigid and hierarchical bureaucracy tends to hinder program execution and weaken oversight functions (Meier et al., 2019).

Referring to these four variables, it can be concluded that the success of the Bina Keluarga Remaja Program implementation is highly influenced by the integration between thorough planning and effective execution. Open communication, sufficient resources, supportive implementer attitudes, and a conducive bureaucratic structure all form an interrelated system. Therefore, the theoretical framework in this study is used to analyze the extent to which the BKR program is implemented in Rokan Hulu Regency, as regulated in the (Regulation of the Head of BKKBN Number 109/PER/F2/2012) concerning Guidelines for the Management of the Bina Keluarga Remaja (BKR) Program.

RESEARCH METHOD

The approach used in this study is a qualitative approach with a descriptive type (Sugiyono, 2014). Data collection techniques are the most appropriate steps in this research, as the main objective is to obtain data. The data collection techniques used in this study include observation, interviews, and documentation. The types of data consist of primary and secondary data. Informants were selected using a purposive sampling technique. The data analysis technique follows the interactive model by Miles and Huberman (2009), which consists of data reduction, data display, and drawing conclusions. Data validity was ensured through source triangulation.

RESULTS

Communication plays a crucial and multifaceted role in determining the success of the Bina Keluarga Remaja (BKR) Program. As one of the community-based family development initiatives, the program emphasizes the importance of effective communication between facilitators, parents, and teenagers to achieve its core objectives namely, building harmonious family relationships, strengthening parental roles, and preventing adolescents from engaging in risky or negative behaviors. Through structured educational activities, personal counseling, and ongoing guidance, the BKR Program provides both parents and teenagers with knowledge, skills, and moral awareness to navigate the challenges of adolescence within the framework of strong family values.

In Rokan Hulu Regency, the implementation of BKR communication strategies relies heavily on direct and interpersonal approaches. Facilitators commonly conduct regular counseling sessions, integrate communication efforts into PKK (Family Welfare Movement) activities, participate in religious study groups (pengajian), and engage communities through village forums. These platforms allow for open dialogue, trust-building, and the exchange of

ideas between facilitators and participants. The interpersonal communication model adopted by BKR is particularly effective because it promotes two-way interaction, enabling parents to actively participate, ask questions, share personal experiences, and discuss parenting challenges.

Such an approach not only ensures that information is clearly conveyed but also strengthens emotional bonds between parents and children through better understanding and empathy. Furthermore, this form of communication enhances parents' awareness of the importance of education, religious and moral guidance, as well as consistent supervision of their teenage children. As a result, families become more resilient and capable of fostering responsible, well-behaved, and emotionally balanced adolescents aligning with the broader mission of the BKR Program to create strong, harmonious, and value-driven family units within the community.

The Bina Keluarga Remaja (BKR) groups in Rokan Hulu were established as part of a broader initiative to improve family quality and support the holistic development of adolescents, particularly focusing on parents with children aged 6 to 21 years. These groups aim to strengthen the family as the primary environment for nurturing, educating, and protecting adolescents from various social and psychological challenges. However, despite their noble objectives, the implementation of BKR programs in Rokan Hulu faces several obstacles, most notably budget limitations. Due to insufficient funding, the program often depends on volunteer efforts and minimal support from village governments, which affects the consistency and reach of its activities.

The Bina Keluarga Remaja (BKR) activities are diverse and designed to address multiple aspects of youth development and family resilience. They include skills training sessions, monthly counseling meetings, and educational programs that discuss critical issues affecting young people, such as drug abuse, early marriage, juvenile delinquency, and HIV/AIDS prevention. Information dissemination is typically conducted through community-based platforms like PKK meetings, village gatherings, and local youth events. These forums serve as effective media for communication and education, promoting awareness among both parents and adolescents. Through these activities, the BKR program seeks to shape a productive, responsible, and positive mindset among adolescents while simultaneously strengthening the capacity of parents to provide guidance and emotional support in a changing social environment.

A key component of the program is parental involvement, which is considered essential for achieving sustainable outcomes. Parents are encouraged to participate actively through socialization programs, parenting skills workshops, and family counseling sessions. These activities aim to enhance parents' understanding of the psychological and social needs of adolescents, enabling them to communicate more effectively and address behavioral or developmental challenges in a holistic and empathetic manner. The involvement of parents also fosters stronger emotional bonds within the family, contributing to a more harmonious and supportive home environment.

Furthermore, the success of the BKR initiative relies heavily on cross-sector collaboration. The program is implemented through the joint efforts of multiple institutions, including the Dinas Pengendalian Penduduk dan Keluarga Berencana (DPPKB), local health centers (puskesmas), schools, and community leaders. This collaborative framework ensures that the BKR program benefits from a variety of expertise and resources, making educational and mentoring activities more effective at the village level. The synergy among these stakeholders also helps in expanding outreach, improving program monitoring, and creating a more integrated approach to addressing adolescent and family issues.

Overall, the formation and operation of BKR groups in Rokan Hulu reflect a community-based effort to strengthen family resilience, promote youth well-being, and enhance social cohesion. Despite the existing financial and structural challenges, the

commitment of volunteers, parents, and local institutions demonstrates a growing awareness of the importance of family-based education in building a healthier and more empowered young generation.

The Bina Keluarga Remaja (BKR) Program has brought about a significant and multifaceted positive impact on both parents and teenagers in Karya Mulya Village. As a community-based initiative, BKR serves as a strategic effort to strengthen the role of families in nurturing adolescents through education, guidance, and value-based communication. One of its most notable outcomes is the transformation of parental mindsets. Parents who once tended to overlook the importance of their children's education, emotional needs, and religious guidance have now become more aware and responsive to the developmental challenges faced by their teenage children. This shift in awareness has fostered stronger family bonds and more open patterns of communication between parents and adolescents.

Furthermore, the BKR Program has succeeded in encouraging teenagers to develop a more positive self-concept, adopt healthy social behaviors, and stay away from delinquent or deviant activities. By participating in various counseling sessions, group discussions, and family-based education activities, adolescents are guided to understand moral values, self-control, and the importance of future planning. These changes contribute to the creation of a supportive family environment that promotes mutual respect, trust, and shared responsibility among family members.

In addition, BKR has played a crucial preventive role by educating parents on effective parenting approaches that are empathetic yet disciplined. Parents learn how to better understand the psychological and emotional dynamics of adolescence, manage conflicts constructively, and become role models in upholding positive behavior and values. This holistic approach not only improves family harmony but also contributes to broader community well-being by reducing social problems related to youth behavior.

Overall, the Bina Keluarga Remaja Program serves as a comprehensive platform for education, prevention, and empowerment. It strengthens the family's role as the first and foremost institution in shaping adolescent character, fostering moral integrity, and preparing the younger generation to become responsible, resilient, and value-oriented members of society.

Before the Adolescent Family Development Program (Bina Keluarga Remaja/BKR) was implemented effectively, the incidence of early marriage in the village was relatively high and had become a matter of concern for the local community. Many adolescents entered marriage at a young age due to a lack of knowledge about reproductive health, limited access to education, and strong cultural traditions that viewed early marriage as acceptable or even desirable. Based on a survey conducted by the Family Assistance Team (Tim Pendamping Keluarga/TPK), the data showed that early marriage cases were still quite significant, indicating the need for comprehensive intervention and education at the community level.

In response to this situation, BKR cadres, in collaboration with the village government, initiated various strategic efforts to reduce the rate of early marriage. One of the key steps was integrating the BKR program into ongoing community activities such as the PKK (Family Welfare Movement) and youth religious study groups. Through these forums, cadres organized counseling sessions, group discussions, and educational activities focusing on the dangers of early marriage, reproductive health, and the importance of pursuing education before marriage. The program also provided adolescents with guidance and support to build their self-confidence, plan for their future, and understand the social and psychological impacts of early marriage.

These efforts gradually began to yield positive results. Adolescents in the village became more open to discussing issues related to puberty, reproductive health, and their personal aspirations. A noticeable change occurred in their way of thinking—many young people began to view education and personal development as priorities over early marriage.

Parents also became more aware of the importance of supporting their children's education and delaying marriage until they were emotionally and economically prepared.

The success of the BKR program was not achieved solely through the dedication of the cadres but was also strongly supported by the commitment of the village government, religious leaders, and community organizations. The collaboration among these parties created a supportive environment for adolescents to grow, learn, and make informed life choices. Additionally, the use of various social platforms, such as community meetings, youth gatherings, and religious activities, helped expand the reach of information and strengthen collective awareness.

Overall, the implementation of the BKR program in the village has contributed significantly to reducing early marriage rates and improving adolescent well-being. It has fostered a culture of open communication, strengthened family roles in adolescent development, and encouraged a shift in community values toward prioritizing education and responsible adulthood.

DISCUSSION

Based on the results of the study, it can be concluded that the Bina Keluarga Remaja (BKR) programme in Rokan Hulu has achieved a number of key findings that are in line with its initial objectives (Fitria & B, 2024). The interpersonal communication strategy implemented through regular counselling, PKK forums, recitation of the Qur'an, and village activities proved to be effective in creating two-way interactions that encouraged a transformation in parents' mindsets (Gusmar et al., 2025). Parents have become more aware of the importance of education, religious guidance and supervision of adolescents, while also developing more empathetic parenting skills (Raffar et al., 2025). On the adolescent side, the programme has succeeded in reducing the rate of early marriage and shaping more positive behaviour, with adolescents prioritising education and self-development. The BKR communication approach not only functions as a medium for conveying information but also plays an important role in strengthening emotional bonds and creating more open communication patterns within families. This success is supported by inter-agency collaboration and the integration of the programme into existing community activities, which can overcome budget constraints through the commitment of cadres and the support of the village government (Astuti & Atmojo, 2025). Overall, these findings prove that a participatory communication model combined with a community-based approach is a determining factor in achieving BKR's goals of building family resilience, preventing risky behaviour among adolescents, and creating family harmony.

Based on the research results described above, it can be concluded that the findings consistently confirm the research question regarding the effectiveness of the Bina Keluarga Remaja (BKR) programme in strengthening family resilience and preventing risky behaviour among adolescents (Hasan & Handayani, 2022). Qualitative data show that the interpersonal communication approach applied by BKR through counselling, village forums, and religious activities has succeeded in increasing parents' awareness of the importance of education, religious guidance, and supervision of adolescents, while also changing the mindset of adolescents to stay away from early marriage and deviant behaviour (Rahman, 2021). These results not only prove the initial hypothesis that participatory communication is key to the programme's success, but also reinforce the argument that family-based interventions can create an environment that supports holistic adolescent development, despite budget constraints and reliance on volunteers.

The logical relationship between the research results and the spatial and temporal context in this study is reciprocal; the spatial context (Rokan Hulu Regency, particularly Karya Mulya Village) and temporal context (the period before and after the BKR programme intervention) not only provide the background for the findings, but also shape and explain them. Before the BKR programme was implemented, the socio-temporal context at the research site was characterised by high rates of early marriage, cultural traditions that accepted it, and

limited access to education (Khasanah, 2025). The research results a decline in early marriage rates and a change in the mindset of parents and adolescents can be explained by the BKR programme intervention, which was specifically designed for this context, such as utilising PKK forums and religious lectures. Conversely, these results also explain and prove how a social situation (early marriage) previously experienced by the community can be significantly changed through a contextual and collaborative approach in a specific space and time.

Based on the findings of this study, there is significant consistency with previous studies on the effectiveness of interpersonal communication and participatory approaches in family strengthening programmes, which reconfirms that two-way interaction between facilitators and parents is key to the success of such interventions (Ridwan et al., 2025). However, this study also reveals inconsistencies in terms of the programme's impact on reducing child marriage, where previous findings often showed a more rapid decline. The basis for this inconsistency is strongly suspected to lie in the unique socio-cultural context, where traditional norms that accept child marriage are still deeply rooted, requiring more time and a more cultural approach to shift public perceptions, unlike other studies that may have been conducted in contexts with lower cultural resistance. To enrich the field of study, this research adds the dimension of 'collaboration with existing community platforms' (such as PKK and religious study groups) as communication amplifiers, which are not only channels of information but also spaces for negotiating values. The distinctive contribution (strength) that sets this research apart is its exposition of cultural navigation strategies—how the programme integrates formal messages into traditional community structures to create organic and sustainable behavioural change, amid massive budgetary challenges, thus offering an implementation model.

Based on the findings of this study, the necessary responses or action plans can be formulated into the following strategic steps. First, strengthen funding and institutional aspects by allocating the Regional Revenue and Expenditure Budget (APBD) specifically for BKR operations, encouraging corporate social responsibility (CSR) schemes from local companies, and forming a permanent coordination team involving the Office of Women's Empowerment and Child Protection (DP3A), the Health Office, and the local Ministry of Religious Affairs to ensure programme integration. Second, diversify and intensify communication methods by developing digital communication modules (such as webinars, social media content, and parenting applications) to reach teenagers and young parents, while maintaining and improving the quality of face-to-face meetings through facilitation skills training for cadres. Third, institutionalise specific problem prevention programmes by creating a compulsory curriculum on the impact of early marriage, drug abuse, and reproductive health, delivered in stages through schools, religious gatherings, and PKK meetings, complemented by an early monitoring system by cadres for at-risk adolescents. Fourth, establish a continuous evaluation system by applying measurable outcome indicators (such as a decrease in early marriage rates, increased school participation, and changes in family communication patterns) and conducting periodic assessments every six months to adjust intervention strategies. Fifth, create a replication and expansion scheme by documenting best practices from Karya Mulya Village into a BKR model that can be adopted by other villages, accompanied by cross-regional cadre training and the establishment of an inter-village learning exchange forum. These technical steps are designed to transform positive findings into sustainable systemic impacts.

CONCLUSION

Based on research on the Youth Family Development Programme (BKR), one of the most important and surprising findings is that despite budget constraints and reliance on volunteers, an intensive interpersonal communication approach has proven effective in changing people's mindsets and significantly reducing the rate of early marriage. This finding shows that in the context of family empowerment, the quality of interaction and emotional closeness between facilitators and the community has a stronger impact than the mere availability of funds. This is

an important reminder that solutions to complex social problems do not always require large costs, but rather commitment, consistency, and a humanistic approach that directly addresses the needs and values of the community.

Based on the description provided, the results of this study on the implementation of the Bina Keluarga Remaja (BKR) programme in Rokan Hulu make several important contributions to scientific development, particularly in the fields of Development Communication and Community Empowerment, Family Studies, and Social Policy. Theoretically, this research enriches the participatory interpersonal communication model by demonstrating the effectiveness of community-based direct approaches (such as through PKK, religious gatherings, and village forums) in changing behaviour and mindsets, while strengthening the concept of family resilience as the foundation for preventing youth problems. In terms of approach, these findings emphasise the importance of integrating dialogic communication, multi-stakeholder collaboration (village government, health centres, schools, religious leaders), and parental education as a holistic strategy in social intervention. The research also identifies key variables such as village government support, budget constraints, and the role of volunteer cadres as significantly influencing the sustainability of the programme. In addition, this study raises new questions that need to be explored further, such as: how to model the sustainability of community-based programmes amid dependence on voluntarism? How to measure the long-term impact of interpersonal communication on reducing early marriage rates? And how to design effective advocacy strategies to increase regional budget allocations for family empowerment programmes such as BKR.

Based on the description of the implementation of the Bina Keluarga Remaja (BKR) programme in Rokan Hulu, there are several limitations to the study that require further investigation for a more comprehensive understanding, particularly in relation to methodological limitations such as the absence of quantitative analysis measuring the correlation between the intensity of interpersonal communication and specific behavioural changes in adolescents, as well as limitations in focus that have not explored in depth the perceptions of adolescents as beneficiaries of the programme, the dynamics of communication in multigenerational families, and external factors such as the influence of digital media that has the potential to moderate the effectiveness of face-to-face communication strategies that have been relied upon so far.

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