

The Divorce Phenomenon of Young Couple: Challenges to Achieve Qualified Human Resources (A Case Study in Cilacap Regency, Central Java)

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Abstract— Family is the core of society. A qualified family will create qualified human resources needed to conduct development. Thus, family development must be the concern of every party. The anxiety for this matter is really needed because of the increasing number of divorce in all regions, including in Cilacap Regency. In fact, the number of cases in this regency is the highest in Central Java. Therefore, this research aims to figure out further the phenomenon of divorce in this Regency in 2016, and also how the government tries to prevent it so far. The approach of this research is a mix method between quantitative and qualitative. The first research question was analyzed from secondary data of couple who had been divorced in Cilacap Religious Court in 2016 with the number of 5721 couples. Sample are taken at 5 percent of the total population of 286 people selected by random sampling technique and then analyzed by descriptive statistics. The second question was answered through primary data collection with interview techniques to a number of officials in agencies related to family development. This data is then analyzed by interactive model. Data triangulation is done by combining several sources.

The results drawn from conclusion are: firstly, the couples' profiles were dominated by productive age of 30-39 years, from the poor (labor) to the 5-10 year marriage period. Secondly, there is no local government agency that specifically has the function to prevent the divorce process and to do the mediation. Moreover, PKK, which is the largest and widest network of family development organization, does not include divorce prevention and solution as their programs. From the results of this study, it is recommended that these institutions must be more concern on divorce programs as divorce often happen in the society. One of the efforts is to improve coordination and cooperation between agencies. This includes Religious Courts which takes care of the divorce process; thus, they have complete data of divorced couples which then can be used for mapping the phenomenon.

Keywords— young couple divorce, family resilience, PKK

I. INTRODUCTION

The urgency to continue family development has been regulated through [10] on Population and Family Development. This law stated that national development covers all dimensions and aspects of life including population and family development in order to realize a just and prosperous society according to Pancasila and the 1945 Constitution. Hence, family development is going to contribute to realize the society.

The importance of building qualified family is because family is the core of society. It provides various roles that cannot be replaced by any institution. If these strategic functions work well, qualified human resources are the result, and they are also going to contribute greatly to the ongoing development in various fields.

In the reality, today, the quality of family in almost all regions in Indonesia tends to decrease. This happens in the same time when many families where most of them are couples of productive age (15-64 years) experience divorce.

Central Java is one of three provinces where in recent years; the number of divorce cases is the highest in Indonesia. Other provinces are West Java and East Java. Furthermore, in 2015 the percentage of divorce in Central Java is the highest compared to previous years which is 20.23 percent, although the number of cases decreased.

TABLE I
THREE PROVINCES with HIGH NUMBER of DIVORCES in INDONESIA
in 2012-2015

Province	Year			
	2012	2013	2014	2015
East Jawa	91.449	85.484	89.406	87.149
Jawa Tengah	73.351	70.769	72.560	66.548
Jawa Barat	63.139	60.160	65.848	70.267
Indonesia	346.480	324.247	344.237	347.256
% Jawa Tengah	18,22	18,55	19,13	20,23

Source: [2]-[3]

Among cities in Central Java, Cilacap regency is the region with the highest number of divorce cases since 2013. If in 2013 the number was 4,956 cases, in 2015, it increased to 5,519 cases [4]. The condition continued until 2016 with 5,553 cases which is 7.78 percent of the total cases in Central Java [7].

TABLE II
THE FIVE HIGHEST REGENCY in CENTRAL JAVA DEALING with
DIVORCE in 2013 – 2015

Rank	Year					
	2013	Total	2014	Total	2015	Total
1	Cilacap	4956	Cilacap	5661	Cilacap	5519
2	Brebes	4430	Brebes	4766	Banyumas & Purwokerto	4795
3	Banyumas & Purwokerto	3437	Banyumas & Purwokerto	4744	Brebes	4714
4	Purwodadi	3360	Slawi	3586	Pemalang	3584
5	Slawi	3140	Pemalang	3582	Slawi	3441

Source: [20]

In Cilacap Regency Religious Courts, divorce is the highest cases each year with more than 90 percent. Most of the cases are propose divorce, which means the divorcee is the wife. During 2012 the number continued to increase and only slightly decreased in 2016. However, the percentage continues to rise.

Other cases in Cilacap Religious Court are marriage dispensations. This is a request to the Religious Courts to grant dispensation for the party who wants to get married but it is prohibited by the legislation because of age limitation (women are at the age of 16 year old and men are at the age of 19

year old). The number and percentage of these cases continues to grow every year. The following is the data.

TABLE III
CASES in CILACAP RELIGIOUS COURT in 2012-2016

Kinds of Divorce	2012	2013	2014	2015	2016
Propose divorce	3293	3552	4030	4096	3951
Pre-divorce	1632	1715	1854	1854	1770
Total Divorce =	4925	5267	5884	5950	5721
Marriage Dispensation	87	101	135	175	174
Others	58	68	76	176	197
Total =	5070	5436	6095	6301	6092
% Total Divorce =	97,14	96,89	96,54	97,62	93,91
% Cerai Gugat on Divorce =	66,86	67,44	68,49	68,84	69,06
% Marriage Dispensation =	1,72	1,86	2,21	2,78	2,86

Source: [21]

Based on people who get divorce each year, almost all of them are in the productive age category which is under 20 to 40 years old. This age problems experience both the plaintiff and the defendant. Therefore, this phenomenon needs to be examined further to acknowledge the factors in order to prevent divorce.

TABLE IV
THE AGE of PLAINTIFF and DEFENDANT in CILACAP REGENCY in
2014-2016

Age	2014		2015		2016	
	Plain tiff	Defe ndant	Plain tiff	Defe ndant	Plain tiff	Defe ndant
<20-30	2002	1564	1939	1580	1862	1522
31-40	2506	2533	2594	2485	2343	2276
41-50	1145	1296	1210	1373	1346	1404
51- >90	434	501	542	533	538	593
Total =	6087	5894	6285	5971	6089	5795
% age <20-30 on total =	32,89	26,54	30,85	26,46	30,58	26,26
% age <20-40 on total =	89,00	80,89	89,50	80,26	83,02	74,99

Source: [21]

The increasing number of divorce, especially in Cilacap Regency, is interesting, and it needs to be analyzed further considering the negatives and wide impacts which may cause long term damages.

Especially, since most of them are young couples whose participation in development is essential. Based on this reason, this study aims to examine deeper: (1) the profile of divorced couples in Cilacap 2016, and (2) the commitment of Cilacap Regency Government to prevent and overcome divorce.

A. Family as the Basis to Create Qualified Human Resources

The first article of the [11] on marriage states that marriage is a mental bond between a man and a woman as husband and wife in order to form a happy and eternal family (household) because of God. Marriage becomes the beginning of the realization of various family strategic functions that cannot be replaced by other institutions. National Family Planning Coordination Board (Badan Koordinasi Keluarga Berencana Nasional/BKKBN) calls those strategic functions as "8 family functions" consisting of religious, social, cultural, compassionate, protective, reproductive, socializing and educating, economical, and environmental constructing function. Family becomes the affirmation of relationship between husband and wife, procreation and legal way to do sexual intercourse, socialization and education of children, unit of naming and status, basic child care, family members' protection, recreation and emotional care, and the organization to exchange goods and services [25]. Families also play roles in the development of mega skills and moral virtues [16], [20]. In Bennett's terms [17], family is the most effective department of health, education, and welfare.

Furthermore, family becomes the most powerful institution because of its resistance [8]. A well-functioning family is an absolute prerequisite for the continuity of a society, because in family, a new generation obtains values and norms which are in line with the expectations of society. The family participates in creating social capitals, which are a prerequisite creation of civil society [6]. Without social capitals, there would be no civil society, and without civil society there would be no democracy [6].

If these strategic functions can be accomplished, it will form a quality family. According to [10] on

Population and Family Development, a qualified family is a family formed based on a legal marriage, and it is characterized by prosperity, health, advance, independence, an ideal number of children, future-orientation, responsibility, harmony and caution to God.

As a family is the core of society, the formation of a qualified family will create qualified human resources needed for development. Human resources have two definitions. First, human resources (HR) in the definition of work or service business reflect the quality of business provided by a person within a certain time to produce goods or services. Second, human resources are a human being able to work to provide services or business. Physically, the ability to work is measured with age. In other words, people in working age are considered capable of working. This working age group is called by manpower.

Besides, human resources can be seen from two aspects, namely, quantity and quality. Quantity concerns on the amount of human resources (population) which has less contribution in development compared with the quality aspect. Moreover, the existence of quantity without quality will be a burden for nation's development. The aspect of quality is about the ability on both physical and non-physical (intelligence and mental).

B. Roles Division in Household

Family's effort to produce qualified human resources depends on the optimization of cooperation between husband and wife according to their roles. In Indonesia, the division roles in family generally refers to article 34 of [11] which states that husband is the breadwinner, while wife is the housekeeper.

In reality, division of roles can be exchanged as a result of a dynamic society. Therefore, the more appropriate term is gender division.

Currently, there is a gender role shift in which the economic role is dominantly run by the wife. The husband is not the main breadwinner anymore as their wage is only the additional income for the family. This is due to the husband being unable to work fully and can only be a regular employee or even unemployed. Reference [14]-[15] in

Purbalingga believed that the condition happened because of employment opportunities for women to work in companies of false eyelashes and hair. This brings up the local term "*pamongpraja*" which is an extension of "*papa momong mama kerja*" (the husband takes care of household, while the wife works) and "*ternakteri*" (*nganter anak nganter istri*/ the husband escorts children and the wife). The term proves that the husband dominant role is as "spouse companion". This gender status also causes the family's function not maximum. For example, the parenting function is mostly run by grandmothers. As a result, the health of the child becomes less since the child is lack of control for food intake. The wife bustling activity to reach the target of making eyelashes or wigs also reduces the affection between husband and wife; thus, it can be found some cases of infidelity or even divorce in the family of hair factory workers in this city.

C. *The Impact of Divorce*

Divorce is breaking marriage bond due to several things such as death or domestic conflicts. It is proven that divorce caused by domestic conflicts has multidimensional impacts, negative ones. Studies in the United States argues that nearly half of the marriages which experience divorce result in the vulnerability of economy of not only the family but also the society [13]. For women, after divorce, the living standard goes down around 30 percent, while for men; it falls by 10 per cent [21]. Reference [23] studies also strengthened the finding by saying that women and children are more suffer in the economical aspect as the result of divorce, whereas men experience less economic impacts. A more comprehensive study in the United States is demonstrated by [5], which states that divorce does not only affects the family (especially children), but also the local community and even local government. In health, divorce lowers the health of children which ultimately affect their life expectancy. It also affects behavior, emotion, psychology and even the possibility of committing suicide. Another impact is it can significantly increase crime, violence, neglecting and drug abuse. Finally, all of these things increase the Government's costs to overcome them.

Meanwhile, a study in Australia done by Population and Urban Research Center of Monash University found that divorced family is a fundamental cause of poverty in a country [21]. Thus, there is a strong relationship between single-parent families with poverty [1].

The results of studies in several places, namely, in Japan [24], America [9], and Iran [12], [22] emphasize that economic factors such as low income is one of the causes of divorce. Reference [9] clarified the phenomenon by researching divorce among young couples.

II. METHODS

This research used mixed method which is a combination of quantitative and qualitative methods. The first research objective was achieved by analyzing the secondary data of divorce cases that had been given by the Cilacap Religious Courts in 2016. Out of 5721 cases, 5 percent (286 cases) were randomly assigned. The second research objective was achieved by interviewing a number of officials in several agencies that have the tasks and functions to empower community and family. The second objective was also supported by related secondary data.

The validity of data was done by combining all data obtained from various data sources. Secondary data were then analyzed with descriptive statistics, while primary data were analyzed by qualitative analysis with interactive model analysis technique strengthen by gender perspective.

III. RESULTS

The data collected in this study were taken from the original data file of divorce cases that had been given by the Cilacap Religious Court Clerk. The supporting data were taken from the data information displayed on the institution website (www.pa-cilacap.go.id) and from direct interviews with those who got divorced in 2016.

In 2016, there were 6,092 divorce cases submitted to Cilacap Religious Court. From 6,092 cases, 5,721 cases (93.91 percent) are decided. Most of

them (3,951 cases or 69.06 percent) are propose divorce, while the rest are pre-divorce. In total of 5,721 cases, five percent (286 cases) were randomly assigned to the following descriptions.

From 286 cases, most of the cases were *cerai gugat* (55.94 percent), which means the divorcee are the wives. The rest (44.06 percent) are *cerai talak* which means the husbands divorce the wives. The case happened in almost all sub-districts in Cilacap Regency with the highest number of cases is South Cilacap, followed by Kesugihan, Majenang, Wanareja and North Cilacap. South Cilacap is a coastal area where many of its citizens work as fishermen, while other sub-districts are agrarian areas that most of its citizens as farmers.

TABLE V
5 SUB-DISTRICTS with HIGH DIVORCE CASES in 2016

Sub-District	Plaintiff	Defendant
Cilacap Selatan	23	24
Kesugihan	21	22
Majenang	21	22
Wanareja	19	17
Cilacap Utara	18	11

Source: processed from the primary data

Divorce in Cilacap in 2016 almost entirely happened to the productive age population which the youngest age was 18 years. Among the plaintiffs, the average age was 35.59 years, while among the defendants the average age was 36.54 years

TABLE VI
AGE of PLAINTIFF and DEFENDANT in 2016

Age	Plaintiff	Defendant
< 20	3	2
20-29	74	66
30-39	125	118
40-49	56	70
50-59	20	20
> 59	5	7

Source: processed from the primary data

The age of marriage ranges from 0 - 42 years with the average age of marriage 10.80 years. Most of them divorced at very young marriages under 5 years (34.27 percent), followed by 6-10 years (25.17 percent), and 10-15 years (14.34 percent).

TABLE VII
AGE of MARRIAGE of DIVORCE COUPLE in 2016

Age of Marriage (year)	The Number	%
0-5	98	34,77
6 - 10	72	25,17
10 - 15	41	14,34
16-20	38	13,29
21-25	20	6,99
26-30	8	2,80
>30	9	3,15
Total	286	100,00

Source: processed from the primary data

Both plaintiff and defendant are mostly from poor families. This can be seen from the type of work they have since mostly, they are laborers. Other types of work are from private sectors and housewives.

TABLE VIII
JOBS of PLAINTIFF and DEFENDANT in 2016

Job	Plaintiff	Defendant
Private sector, entrepreneur, nurse, security guard, driver, trader	69	62
Housewife	60	63
Laborer (laborer, housemaid, daily laborer)	122	138
Civil Servants (PNS, police, retirement, teacher, village officer)	11	5
Indonesian migrant workers (TKI)	3	0
Farmer	18	15
Fisherman	3	2
Not answer	0	1

Source: processed from the primary data

The data do not inform the level of education. However, from the data on job it is found that the most occupation conducted is as laborers. Therefore, it can be estimated that their level of education is generally also low.

Other information that is not visible from the sample data is the factor causing the divorce. However, this information can be found from [19]. From the data on this website, it appears that the biggest factor causing their marital failure is the absence of responsibility of the couple (32.96 percent). The next most contributing factors were economic problems (31.28 percent) and disharmony (27.05 percent) [19].

The absence of responsibilities usually occurs since one party (usually husbands) works out of town (some are abroad as Indonesian Migrant

Workers) for several years without providing the non-economic needs. For economic factors, this generally proposed by wives because the husbands are not/less able to meet their living needs. This condition emphasizes the founding that the majority job of the population in the three sample regions is as laborers.

From the description above, it can be concluded that most divorces in Cilacap are those who are young and also with young marriage age. Most of them come from poor families who later become the most contributing factor of divorce.

IV. DISCUSSION

A. Commitment from Cilacap Regency Government to Overcome Divorce on Young Couples

From the description of divorce profile in 2016, it appears that young couples dominated the case of divorce in that year. In fact, as part of the productive age group, they are actually very potential to develop their regions. Hence, it is essential to study how Cilacap Regency gives its attention on the issue.

Strategic policies from Government of Cilacap Regency can be seen from the Regional Medium-Term Development Plan (*RPJMD*) of Cilacap District in 2012-2017 which sets the Vision: "To become equally Prosperous Regency ". This vision is translated into six missions, three of them are related to economic issues, namely: (1) Developing Economy Based on Local and Regional Potential through Agricultural, Marine and Fishery, Tourism, Trade, and Industry with Its Emphasizing on Increasing Community Income and Creating Employment, (2) Empowering Community and All Local Economic Strengths, especially Micro, Small and Medium Enterprises (SMEs) and Cooperatives, Creating and Developing Markets for Local Products, and (3) Equalizing and Balancing Sustainable Development to Reduce Intergovernmental Disparity by Considering Environmental Aspects in Using Natural Resources Rationally, Effectively and Efficiently.

These three missions show Cilacap Regency commitment to improve the welfare of community. Most of the commitments are actualized, and these

can be seen from programs of related agencies. There are two agencies in Cilacap Regency that have duties and functions related to family economic development. The agencies are: (1) *Bapermas, PP, PA, KB*, and (2) Social, Manpower and Transmigration Service.

Bapermas, PP, PA and *KB* were established based on the Regional Regulation of Cilacap Regency No.14 of 2010 on Organization and Working Procedures of Regional Technical Institute and Cilacap Civil Service Police Unit. This institution has 21 main tasks given by the Regent and translated into four functions, such as: formulating technical policy on developing community and village, empowering women, protecting children, and carrying family planning; supporting local government organization on developing community and village, empowering women, protecting children, and carrying family planning; guiding and applying work on developing community and village, empowering women, protecting children, and carrying family planning; implementing other tasks assigned by the leader which are in line with main tasks and functions.

The vision of the institution is "to create an independent institution which is gender responsive with balanced population". To realize this vision, a mission is defined as follow: developing institution, community participation, people economy, and appropriate technology; utilizing resources to improve facilities, infrastructure, sanitation, clean water and environmental village settlements; empowering women with gender insight; improving the quality of life, the fulfillment of children's rights and the protection of children; improving the implementation of Family Planning and Family Welfare programs in order to achieve a satisfactory and prosperous family; and providing micro-family data and information for development management, especially for empowering poor families.

From the Missions, it can be seen that the institution has a commitment to develop the people's economy and at the same time, the institution also creates a happy and prosperous family. If this mission is carried out properly, then this can be the prevention of family divorce due to economic problems.

In carrying out its mission, in 2016 Bapermas, PP, PA and KB set nine strategic objectives as follows: developing the capacity of village government workers; increasing service to the community; increasing community empowerment for development; increasing the active role of rural economic institutions; increasing function of rural infrastructure and quality of houses; realizing government programs and government policies on gender responsive; increasing protection and fulfillment of rights to women and children; increasing guidance, infrastructure, promotion and operational of family planning program; providing valid data and information on population and family planning program.

In reality, even though the Institution's Performance Report (LKj IP) in 2016 is performing well, there are no programs specifically aimed at saving a "vulnerable couples" from divorce because of economic factors.

The actual strategic objectives that are relevant and can prevent those problems are Strategic Objectives number 3 and 4. Strategic objectives 3 is achieved through two programs: rural empowerment program and community participation in village development. There is allocated funds which is Rp583,192,225, - from the budget of Rp 650 million or 92.27 percent of the target (Bapermas, PP, PA, KB, 2016). The fourth strategic objective (increasing the active role of rural economic institutions) is achieved through the Progress of development of rural economic institutions and programs to increase community participation in building villages. The use of funds reaches 90.07 percent of the target of Rp215 million; therefore, the achievement is very high (Bapermas, PP, PA, KB, 2016).

Other institutions related to the family economy are Department of Social Affairs, Manpower and Transmigration. These institutions have main duty to assist the Regent in carrying out government affairs and assistance in the field of social, manpower and transmigration. Their vision is "the realization of social welfare, productive and competitive labor in Cilacap Regency, and prosperous transmigration society".

There are eight strategic objectives in which four are closely related to the prevention of divorce

among productive ages. The strategic targets are: (1) implementing empowerment and development of social welfare problem (PMKS), (2) implementing social services and rehabilitation of PMKS, (3) implementing activities to improve the quality and productivity of labor and employment, (4) creating harmonious industrial relations by increasing labor protection and supervision.

From a number of strategic objectives, in its implementation in 2016, the realizations of its achievements vary greatly, from 1.55 percent to 125.31 percent with average achievement of 64.48 percent which shows low performance. The lowest achievement (1.55 percent) is the empowerment and development program for PMKS. The highest achievement, 125.31 percent, is Employment Absorption Program (employment dynamic) (Social Service, Manpower and Transmigration of Cilacap Regency, 2016).

According to an officer of Social Service, Manpower, and Transmigration; the low percentage of district-level PMKS; which received social empowerment programs through Economic Cooperation Program (KUBE or Kelompok Usaha Bersama) or other social groups, and Registered Work Seeker; was because the limitation of resources. Half of 72 employees (30 people) with S1 degree and seven people with S2/Magister are not able to perform the task optimally. This condition is considered to be one of the causes of many poor families (especially husbands) who do not get the benefit of the program. As a result, their economies are disrupted and this has triggered many cases of divorce. This condition indicates that they are not sensitive on divorce issues in the region.

The un-sensitivity to the situation of decreasing family resilience in Cilacap is also experienced by several other officials. As a result, the programs that have been implemented have not been focused on efforts to handle it.

V. CONCLUSIONS

The profile of divorced couples in Cilacap, 2016, is marked by the dominance of productive couples who are underprivileged families. Hence, the economic problems trigger the divorced. In reality, there is no program which has been specifically

targeted to prevent and solve divorced since there are still many officials who do not understand the necessary of the programs.

It is recommended to the local government to synergize inter-agency programs to generate a focused and sustainable form of activities and budgets to cope with divorce among young couples.

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