

The Effectiveness of Religious Affairs Office Role of Deli Serdang Regency in Implementing Sakinah Family Guidance Services

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Abstract

Research thesis is The Effectiveness of the Role of Religious Office of the District Deli Serdang in Implementing Sakinah Family Guidance Service (Study of Analysis of High Divorce Rates in Deli Serdang Regency. Type of this research is qualitative, with normative and empirical approach. The primary source in this research is the regulation of the Minister of Religion of the Republic Indonesia Number 34 of 2016, article 3. The results of observations, documentation, and the result of interview with several informants Sub-District Role Religious Office and community in Deli Serdang Regency. Research result: The effectiveness of the role the sub-district Religious Affairs Office in Deli Serdang Regency in implementing sakinah family guidance services. In general, the sakinah family guidance services carried out by the Religious Affairs Office in Deli Serdang Regency have been carried out well and effectively in accordance with the aim of the Regulation of the Minister of Religion of Republic Indonesia Number 34 of 2016, article 3 regarding guidance of the sakinah family, maximum support is needed from the participant. Government to implement regulations related to the guidance of sakinah families, increase the period of implementation of activities, provision of facilities and sufficient funds, as well as adequate staff.

Keywords: Effectiveness, Regulation, Role of Religious

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INTRODUCTION

Abdul Kholik wrote, the family is the front line to build a nation and the life of the world. It was from the family those various ideas for changes emerged to organize world civilization. Kholik quoted the opinion of Jalaludin Rakhmat that a family consists of two or more people living together, sometimes based on family relations, marriage, or adoption. (Abdul Khoik, 2017: 20) Anisia Kumala and Yulistin Tresnawati mention, the family is the smallest institution in a society, and is considered as a determinant of the future. (Anisia Kumala and Yulistin Tresnawati, 2017: 21)

Creating a sakinah family is the dream of every married couple in the household. The sense of sakinah that incarnates in everyday life, can perpetuate a household ark. On the other hand, if this sakinah has been uprooted, and even though the traces of it are no longer visible, it is certain that the rift in the household is already felt, starting from the absence of communication between the spouses, and even further leading to a lawsuit being filed in court.

Sakinah is a blessing from Allah SWT, and it is very, very lucky if it can be achieved by both partners. Because even sakinah is part of the signs of the greatness of *Khaliq* for creatures in the world. Allah SWT says confirms this:

وَمِنْ ءَايَاتِهِ أَنْ خَلَقَ لَكُمْ مِنْ أَنْفُسِكُمْ أَزْوَاجًا لِتَسْكُنُوا إِلَيْهَا وَجَعَلَ بَيْنَكُمْ مَوَدَّةَ وَرَحْمَةً إِنَّ فِي ذَلِكَ لَآيَاتٍ لِقَوْمٍ يَتَفَكَّرُونَ

mentioned in the above verse, Allah SWT created wives for husbands who are part of the element of a man (at the creation of Eve). All of this is proof of the power and the greatness of Allah SWT. The function of the wife, so that the husband can feel comfortable and peaceful in the household and live on the surface of the earth. All forms of Allah's most powerful creation will test and invite humans to think with the intellect that Allah SWT has bestowed on humans. (QS. Ar-Rum/ 30:21) (Ministry of Religion of the Republic of Indonesia, 2012: 644)

Kholik quoting the opinion of Quraish Syihab explained that the word *sakinah* comes from the word *sakan* which means silence, and calm after previously shaking and busyness, while the word *sakinah* is the *isim fa'il* whose function is as an attribute, so the meaning of *sakinah* defined as calm and serene. (Abdul Khoik, 2017: 24)

The opposite of *sakinah* is *syiqaq* (fighting), and this is the trigger for divorce. Many things can trigger *syiqaq*, ranging from economic problems, even when one partner feels that he is not cared for, to jealousy and prejudices arise, which affect the husband-and-wife relationship in the household.

Allah SWT explains that if there is a fire or spark of a quarrel, then it is ordered to make peace, by calling parties who are considered wise and able to resolve any disputed issues. Allah SWT says:

وَإِنْ خِفْتُمْ شِقَاقَ بَيْنِهِمَا فَأَبْعَثُوا حَكَمًا مِّنْ أَهْلِهِ وَحَكَمًا مِّنْ أَهْلِهَا إِنْ يُرِيدَا إِصْلَاحًا يُوَفِّقِ اللَّهُ بَيْنَهُمَا إِنَّ اللَّهَ كَانَ عَلِيمًا خَبِيرًا

The above verse has the meaning, that when there is a quarrel between a man and a woman, of course it is often This quarrel should not dissolve in the enmity between husband and wife. You must complain about the problem to a wise person (*hakam*), both from the husband's side and from the wife's side. This principle is a rule affirmed by Allah SWT for Muslim families, because in Islam harmony and *ishlah* are obligatory things to take precedence over hostility that is not approved by Allah SWT. (Surah An-Nisa/4: 35) (Ministry of Religion of the Republic of Indonesia, 2012: 123)

For a household to survive, the Prophet SAW 14 centuries ago warned that divorce should not occur, even though it is permissible, but Allah SWT hates him, the hadith of the author is listed below:

اللَّهُ عُمَرُ الْقَالَ لُ اللَّهُ لِي اللَّهُ لِيهِ لَمْ الْحَلَالِ لِي اللَّهُ الطَّلَاقِ.

Meaning: From `Abdullah ibn `Umar, he said, the Prophet SAW said: A lawful matter, but which Allah SWT hates the most, is divorce. (HR. Ibn Majah). (Ibn Majah Abu `Abdullah Muhammad ibn Yazid al-Qazwani, 2012: 175)

The Compilation of Islamic Law mentions the term *sakinah*. It is stated that the contract carried out by the guardian with the bride is essentially a very strong bond in the language of the Koran used *mitsaqan ghalizhan*. The purpose of this bond is not only to channel human sexual instincts as biological beings, but the main purpose is to worship, and in a household that is built to have noble ideals and is coveted by every couple, namely, to create a family that is *sakinah mawaddah wa rahmah*. (Pagar, 2012: 171)

Law Number 1 of 1974, uses the term "happy", as contained in Article 1. It is stated that the meaning of marriage is the outer bond and inner bond of a man with a woman of his choice. Each has a duty, men as husbands, women as wives, the goal is an eternal household, and of course happiness is desired in the household, so that each party is at peace and comfortable with their partner. (Ahmad Azhar Basyir and Ahmad Kuzari, 2014: 10–11)

To achieve a sense of *sakinah* and happiness in this household, in addition to husband and wife couples, the family, there are also agencies that have main goals and functions in terms of guidance services for this *sakinah* family. Regarding the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 Article 3, concerning the duties and functions of the Office of Religious Affairs (KUA). Many are the duties and functions of the Office of Religious Affairs (KUA), including: regarding marriage, it consists of services, inspections, supervision, recording and reporting. There is also a task related to the statistics of guidance services to the Islamic community. There is also the management of documentation and information systems in the management of the sub-district Office of Religious Affairs (KUA) to facilitate all administration. The fourth main task and function is related to services in providing guidance for the *sakinah* family to the Muslim community and family, and this is the focus of this research. Furthermore, the duties and functions of the Office of Religious Affairs (KUA) are related to mosque services and mosque prosperity, reckoning *rukayat* in determining the scheduling of Ramadan and Islamic holidays. Then other tasks related to Islamic religious information and information, guidance on zakat and waqf especially regarding the Waqf Deed Pledge (IAW), and the administration of the Office of Religious Affairs (KUA) itself, in providing guidance to staff and employees to make the Office of Religious Affairs (KUA) excellent and best service center needed by Muslims in every sub-district in the district. (Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016, tt)

In number 5 of the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016, it is written "*sakinah* family guidance services". Ideally, if the services and guidance of the *sakinah* family run effectively and systematically and by carrying out all evaluations, then of course this will have a good impact on decreasing the rate of divorce lawsuits to the religious court.

In fact, in the monthly report issued by the Lubuk Pakam Religious Court, the divorce claims submitted to the agency remain high. This is evidenced by the author's research and brief reading of the report. The authors took research samples for three months, in 2020, namely June, July and August.

Report Divorce

No	Months	Lawsuit	—	Lawsuit
—	Lubuk	Pakam	Divorce	Religious
and	Claim	Court	Report	state
:	results	The	the	of

The most common reasons are as follows:

- 1) June: Causes of divorce due to constant fighting and fighting: 167/79.52%. The rest which is the cause of divorce is leaving one of the parties 42/20%, sentenced to prison 1/0.48%.
- 2) July: Causes of divorce due to constant disputes and quarrels: 174/71.60%. The rest which causes divorce is leaving one of the parties 67/27.57%, sentenced to prison 1/0.48%, drunk 1/0.41%.
- 3) August: Causes of divorce due to constant disputes and quarrels: 190/85.58%. The rest which is the cause of divorce is leaving one of the parties 29/ 13.06%, sentenced to imprisonment 3/ 1.35%.

RESEARCH METHODS

This type of research is qualitative research, qualitative research itself is a process taken in research related to unraveling social problems, so that the problem is described completely and thoroughly, then the results obtained are presented with a sentence description. (Heru Basuki, 2014: 86) Qualitative research is part of the research tradition in social science, the main and most important thing in this research is the subject of researchers who observe objects directly on humans. (Syukur Kholil, 2012: 121)

The research carried out consists of observation, interviews, and documentation study as a technique to collect the necessary data. While the data sources are primary data sources and secondary data sources, namely primary sources are data that are directly and very important in a collection for research materials, while secondary data sources are data obtained not directly, but from information or data obtained from other sources. (Sugiyono, 2016: 193)

The analytical technique used in this study consists of data reduction; data presentation; and descriptions or conclusions. Data analysis techniques, mentioned techniques of analyzing data by observing, thinking abstractly, living, analyzing the problems contained in the object under study. (Basrowi and Suwandi, 2012: 228)

RESULT AND DISCUSSION

A. The Effectiveness of the Role of the Sub-district Religious Affairs Office in Deli Serdang Regency in Implementing the Sakinah Family Guidance Service

Getting answers about the effectiveness of the sub-district Religious Affairs Office's role in implementing the Sakinah family guidance service, some important information was obtained from the informant. Kamaluddin explained that the Office of Religious Affairs is a place for Muslim communities to come to solve their problems. In fact, a lot of work is in the form of main tasks and functions of the Office of Religious Affairs, but the most popular among the community is the work of the Office of Religious Affairs (KUA) itself related to the supervision, registration, and administration of marriages, even though more than that, there are many tasks that we work in the Office of Religious Affairs. Starting from the problem of reckoning rukyat, waqf deed pledges, hajj registration, as well as problems that arise in inheritance and marriage, and many more. (Kamaluddin, Interview, 24 February 2021)

The informant continued: Regulation of the Minister of Religion of the Republic of Indonesia Number: 34 of 2016 Article 3, regarding the duties and functions Office of Religious Affairs (KUA), specifically which explains about the guidance of the sakinah family, essentially the basic task for us as State Civil Apparatus (ASN) and existing religious instructors is to provide services to the Muslim community, especially in this regard. in providing guidance to the sakinah family. Even so, technically, the guidance for the sakinah family runs as usual, with the priority being that the bride and groom who are about to get married receive pre-marital guidance, as a provision for them to know the ins and outs and the essence of being married. (Kamaluddin, Interview, February 24, 2021)

For example, how to respond when your partner has another ideal man or woman. Inappropriate traits after the marriage, such as a wasteful attitude towards the wife who is not used in a good way. A stingy husband, so it is very difficult for his wife to meet the needs of daily life. The characters are not the same, and they put their own egos forward, there is also the problem of the husband being a drug user, there are also economic problems, all of which cause quarrels. These are all commonplace, and we provide guidance to the community. (Kamaluddin, Interview, February 24, 2021)

Among these, it is very important to understand religion in a family, both religious understanding for the wife and for the husband, so that each party does not demand the fulfillment of their rights only from their partners, but rather maximizes the fulfillment of their respective obligations to their partners. In the end, there is no patience, and demands that their partner is only able to fulfill their needs and rights, but does not want to introspect themselves, because marriage is essentially to cover the partner's shortcomings, and perfect each other. (Kamaluddin, Interview, February 24, 2021)

Maraongku Siregar answered to the author's question, namely: What is your response to the contents of the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 Article 3, regarding the duties and functions Office of Religious Affairs (KUA), specifically which explains the guidance of the sakinah family?. He explained that the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 Article 3, contains the main functions and duties of the Office of Religious Affairs (KUA), so in my opinion, with this regulation, it shows that the duties of the District Office of Religious

Affairs (KUA) are not only responsible for only in terms of carrying out supervision, service and marriage registration, but also being responsible for fostering a lasting relationship in the household to the husband and wife personally to reach a sakinah family. Although there are also many other roles Office of Religious Affairs (KUA), such as the rukyat reckoning agency, zakat waqf, and this shows that the role Office of Religious Affairs (KUA) is very universal in the religious field in every sub-district. (Maraongku Siregar, Interview, February 24, 2021)

It is undeniable that people think that the task of the Office of Religious Affairs (KUA) is only to marry people, even though there are many main functions and duties of the Office of Religious Affairs (KUA). both in terms of providing services to the community related to reckoning rukyat, zakat, inheritance, IAW (Pledge of Waqf Deed), SK of the mosque's ordination, and many others. (Maraongku Siregar, Interview, February 24, 2021)

The author asks again, according to you, what are the advantages and disadvantages of the Regulation of the Minister of Religion of the Republic of Indonesia Number: 34 of 2016 Article 3, regarding the duties and functions Office of Religious Affairs (KUA)?, the informant explained: Strengths This ministerial regulation is very good, but unfortunately it is not added with additional regulations, related to technical rules to enable the regulation to run well. Because it is understood, from every Office of Religious Affairs (KUA) until now there is still a shortage of staff in organizing and serving the guidance of all kinds of needs of the Muslim community. If only, there were rules that could support performance in guiding the sakinah family, but with all the qualified resources, so that the regulations could run well. (Maraongku Siregar, Interview, February 24, 2021)

Regarding the advantages and disadvantages of the Regulation of the Minister of Religion of the Republic of Indonesia Number: 34 of 2016 Article 3, regarding the duties and functions Office of Religious Affairs (KUA), Maraongku Siregar explained: The advantage is that with this regulation, then more emphasis on officers to be more active in carrying out their duties in carrying out the guidance of the sakinah family. The drawback is that there may be a standard concept, in the context of the questions and coaching that is carried out. There should be the same instrument in the course in carrying out this sakinah family guidance. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

Another informant gave an answer, if I see the shortfall in terms of budget, because it is not budgeted according to needs. The absence of similarities from the workplace of the prospective bride and groom, they were not given permission to be dispensed from following the pre-wedding guidance of the bride and groom. There are also companies or workplaces that provide flexibility for only half a day, or only a few hours, so at these times the guidance of the prospective bride and groom is carried out. (Misman, Interview, February 25, 2021) What is your response to the contents of the Regulation of the Minister of Religion of the Republic of Indonesia Number: 34 of 2016 Article 3, regarding the duties and functions Office of Religious Affairs (KUA), specifically which explains the guidance of the sakinah family?

Ahmad Sayuti Hasibuan provides a review of the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 Article 3, regarding the duties and functions of the KUA, specifically which explains the guidance of the sakinah family, as follows: This program is a good family, and is implemented in every sub-district. Technically, the

implementation is carried out face-to-face, and by means of equipment. And this is indeed the emphasis on premarital, namely every prospective bride and groom who has been registered and registered, so this is the focus of guidance, while those who are married are no longer a matter for KUA officers. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

Muhammad Ruslan is of the opinion about the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 Article 3 regarding the sakinah family, the review is as follows: This regulation is part of the main tasks and functions Office of Religious Affairs (KUA), and this This has been followed up by the decision of the Director General of BIMAS Islam Number 373 of 2017, which explains the technical instructions for prospective brides, and this is done by conducting mass guidance to prospective brides who are about to get married. However, in its implementation it has not been maximized, because the pre-wedding guidance force carried out by the government should have been carried out from January to December, but the application may be two or three months before the end of the new year period, in general it is good, but not optimal. (Muhammad Ruslan, Interview, February 25, 2021)

The author again asked the informant, according to you, what are the advantages and disadvantages of the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 Article 3, regarding the duties and functions Office of Religious Affairs (KUA)?, the informant explained: There needs to be further rules implemented in collaboration with the labor service, for prospective brides who are currently working in certain companies. So, when the training was held, they could not follow the guidance of the sakinah family course, which should have been done for three days in a row. If you have to leave your job, the company won't allow it, due to profit and loss, so that even the prospective bride and groom cannot participate in the activities carried out by the Office of Religious Affairs (KUA). For example, from what was planned there were fifty couples, but only fifty percent could participate. able to follow the guidance carried out by the Office of Religious Affairs (KUA). (Muhammad Ruslan, Interview, February 25, 2021)

Jayamin Sinaga gives his view: Based on the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 Article 3, the duties and functions of the KUA are very important and cover a wide range of services. This means that KUA is not only understood as a place to serve marriages, so it is hoped that with the duties and functions Office of Religious Affairs (KUA) the community will increasingly benefit from the existence of a KUA in one place. Specifically related to the main tasks and functions (Tupoksi) of the Office of Religious Affairs (KUA) in providing guidance for sakinah families. That the guidance of the sakinah family is one of the instruments to improve the quality of marriage. (Jayamin Sinaga, Interview, February 25, 2021)

The informant continued: Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 as a rule in regulating a policy in an official institution is a decision that must be implemented. However, the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016 is not accompanied by a budget policy in carrying out the main tasks and functions of the Office of Religious Affairs (KUA). The number of main tasks and functions of the Office of Religious Affairs (KUA) must be accompanied by an adequate budget so that the main tasks and functions of the Office of

Religious Affairs (KUA) can be maximally implemented. (Jayamin Sinaga, Interview, February 25, 2021)

Zunnun Nasution gave his opinion in a straightforward and straightforward manner. Briefly about the contents of the Regulation of the Minister of Religion of the Republic of Indonesia Number: 34 of 2016 Article 3, regarding the duties and functions of the KUA, specifically which explains the guidance of the Sakinah family, namely: My response to this regulation is good. What is clear is that the KUA has many functions, one of which is guidance for the sakinah family, while there are many factors called the sakinah family. The informant again argued about whether there were deficiencies in the regulation, I saw no shortcomings, but the implementation was less than optimal. (Zunnun Nasution, Interview, February 25, 2021)

Next, the author asked the informant, related to the model and technical implementation of family guidance carried out at the sub-district Religious Affairs Office in Deli Serdang Regency, the answer was obtained:

Kamaluddin explained: Premarital guidance, from the government there is funds before covid, but not all of them, only consisted of a few batches, the last one was held in Tanjung Morawa in 2019 consisting of five batches to seven batches, each batch consisting of twenty-five pairs, meaning only fifty people. In fact, those who get married in the Office of Religious Affairs (KUA) are married each month consisting of approximately one hundred pairs, and a year it can be up to a thousand more. This is an implementation that is funded by the government, so each committee, resource person is also paid for the implementation of premarital guidance which is carried out for two days. During those two days there have been modules or materials provided. (Kamaluddin, Interview, February 24, 2021)

The informant continued: Apart from the above collective guidance with many pairs, there is also independent guidance, consisting of several couples only, and carried out at the Office of Religious Affairs (KUA). It didn't take long, one hour at most. The material already exists, consisting of laws and regulations regarding marriage, law regarding marriage, husband and wife rights and obligations, and many others. Head of Dusun), and the bride and groom reasoned that they were working and did not have time to come to the Office of Religious Affairs (KUA). Pre-employment guidance is difficult to do, but most of the bride-to-be can attend, but most of the husband-to-be are unable to attend, citing work or being out of town. Before the covid pandemic, collective pre-employment guidance was carried out every year, and was carried out in the tenth or eleventh month of each year. The supervisor must have obtained a certificate in providing premarital guidance. (Kamaluddin, Interview, February 24, 2021)

The informant continued, Regarding the guidance for the sakinah family, it consists of two models, the official one consisting of a learning module in the form of a book about the sakinah family, and this book is given to every potential partner, and free. The second model, there is no funding, and is independent. This guidance is sometimes also carried out after the marriage contract, this is where guidance is given to the couple. (Kamaluddin, Interview, February 24, 2021) For now there are no indicators of success, but from an activity perspective it seems that both the official collective guidance training model and the independent model are usually carried out at the Office of Religious Affairs

(KUA).(Kamaluddin, Interview, February 24, 2021) It was also said by the informant, that if you look at the high divorce rate, it cannot be said that it is because there is no guidance from the Office of Religious Affairs (KUA), because many factors lead to divorce, either because gender or other reasons.(Kamaluddin, Interview, February 24, 2021)

The first thing to do is pre-wedding guidance which is given to each prospective bride and groom. The bride and groom are invited to come to the Office of Religious Affairs (KUA), or they are invited to the house of the Marriage Registrar, who usually carries out weddings. The bride and groom are provided with the basics of marriage. The second is to carry out collective premarital guidance, and this is in accordance with the schedule given by the government. This means that in one batch, thirty pairs of prospective brides and grooms were presented in the implementation, there were several sources, starting from the ministry of religion, from the puskesmas, then also from religious leaders, to provide enlightenment and guidance for three days. Sometimes given family counseling. Technically this is done at the Office of Religious Affairs (KUA). People come to the office to complain about their household problems, for example when the complainant is the husband, the Office of Religious Affairs (KUA) will give a summons to the husband to solve the problem at the KUA office, and this usually works and goes well. (Muhammad Ruslan, Interview, February 25, 2021)

Program of the Office of Religious Affairs (KUA) in the Sakinah Family Guidance service: a). Carry out guidance and carry out family counseling through Wadah BP4 (Advisory Agency for Marriage Development and Preservation; b). Implementing Guidance Course for Prospective Brides (SUSCATIN); c). Carry out Bim Win (Marriage Guidance) in groups with other Religious Affairs Offices (KUA); d). Establishing the Sakinah Family Support Group I, II; e). Carrying out Counseling at Majelis Taklim and Islamic Organizations. (Jayamin Sinaga, Interview, February 25, 2021)

At Office of Religious Affairs (KUA), we hold sakinah family guidance and pre-marital guidance, by way of socialization, but during this covid period it has not been ever again done. Usually done for three days, sometimes up to four days. The obstacle that often occurs is that there are prospective brides who are not immediately given permission to participate in carrying out the guidance of the sakinah family. Prospective brides, employees or as workers, are only given a few hours to follow the guidance of the pre-wedding sakinah family, at this time we provide a guidance schedule for them. Even so, there are also workplaces that give one day permission for their staff to follow the guidance of this pre-wedding sakinah family. (Zunnun Nasution, Interview, February 25, 2021)

The Office of Religious Affairs (KUA) does handle marriage issues, and it is very appropriate that the Office of Religious Affairs (KUA) implement a sakinah family guidance program. So far, several activities have been carried out, among the routine activities carried out are pre-wedding advisory specifically for the bride and groom, then there is also the BimWin program (Marriage Guidance), because it is related to funds, not every Religious Affairs Office (KUA) gets a share for carry out this activity. Usually done in three days on thirty couples or sixty people. So, when there is a disbursement of funds from the center, it can only be implemented. These funds are usually disbursed at the end of the year, while in one batch the quota is not sufficient, so it is focused on the Office of Religious Affairs (KUA)

which has enough members for the parties who want guidance. (Misman, Interview, February 25, 2021)

This program is not carried out monthly but is related to disbursed funds from the central government, if there are no funds, then it cannot be implemented. This is usually an annual program, so it is not carried out every month, especially during this covid period, it can be said that there is no more BimWin (Marriage Guidance) program, because funds are allocated to overcome the covid virus. Unlike the case with pre-wedding guidance programs for brides and grooms, of course this is done every prospective bride who has registered for marriage, so before the wedding day, they are first guided by the KUA both at the office and at home from the Marriage Registrar (P2N)). (Misman, Interview, February 25, 2021)

The author asked another informant, about howlong does sakinah family guidance take? the informant gave the answer: Usually it is done for two days, while the instructor must have obtained a certificate of instructor guidance in sakinah family training. Instructors are sometimes seconded from health, and tutors, and each of them must have obtained a certificate in their respective specialty in conducting coaching. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

The author asks another question, about whether the facilities are sufficient in carrying out this guidance for the sakinah family? sakinah, there are also instruments that have been made. So that for the bride and groom, in one batch there are thirty pairs consisting of sixty people. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

Is there a special fund for the development of this sakinah family? An answer was obtained from the informant: As for the existing coaching, the funds were for implementation for marriage guidance, and it was carried out en masse. That's what the device usually does. In this Percut, sometimes there are ten to fifteen generations in each generation, and that is funds from the APBN, and it is quite strict in distributing these funds, while for the KUA itself, no special funds are given to the officers Office of Religious Affairs (KUA). part of the main tasks and functions, even so we as the KUA still carry it out. Government should be willing to spend funds for the Office of Religious Affairs (KUA) so that they can carry out marriage guidance and guidance for the sakinah family to be even more optimal. (Muhammad Ruslan, Interview, February 25, 2021)

The author asks, regarding the premarital guidance for the sakinah family, is it not regularly done every month? the guidance of the sakinah family is collectively related to funds. Except for the guidance of the pre-marital sakinah family which is carried out at the Office of Religious Affairs (KUA) for several pairs of prospective brides. (Zunnun Nasution, Interview, February 25, 2021)

The author gives questions to the informants whom the writer had interviewed. In accordance with the information that the author got from the number of lawsuits and applications for divorce at the Pakam Religious Court, the number of divorces resulting from continuous quarrels is approximately 85.58%. According to what you know, why can there be almost 100% quarrels which can lead to divorce? The answer was obtained:

In my view, in the view of the prospective bride and groom, when a summons is sent for guidance for the sakinah family, they feel that it is just a matter of formality to let go of administrative responsibilities. Whereas in marriage, it is not only in completing

administrative matters, but most importantly in mental development in facing the household level. (Maraongku Siregar, Interview, February 24, 2021)

Most of the brides and grooms only focus on learning during the marriage ceremony, but do not want to go deep and learn to understand the rules in fostering a sakinah family completely, for example in matters of prayer, ablution', as well as the issue of sexual relations in the view of Islam, and this becomes very important, but this is always ignored. (Maraongku Siregar, Interview, February 24, 2021)

Including the problem of maturity in dealing with problems in the household, both as a husband and a wife, although with a very limited time, we hope that with all these shortcomings the bride and groom really willing to learn, both in the guidance that has been provided at the Office of Religious Affairs (KUA) or from other parties, and other sources that can provide important information in supporting the personal readiness of the bride and groom to become the head of the household or become a companion. (Maraongku Siregar, Interview, February 24, 2021)

Ahmad Sayuti Hasibuan explained: Based on experience at our Office of Religious Affairs (KUA), we looked at household cases, early age factors, minimal religious understanding, economic problems, and There is also the drug factor. Namely, the husband of the wife is a condenser or drug user, and this case is very large, due to the inability of the wife to bear the burden of living with her husband who is a drug user. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

There is also a problem because it is only caused by messages short SMS, and this became the cause of the squabble. When people experience disputes in their households, we, the Office of Religious Affairs (KUA) provide direction to them, sometimes they can get back together, and there are also couples who cannot live together anymore, so they file a divorce suit with the court. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

Muhammad Ruslan explained: The main factor that must be monitored is reducing early marriage, because prospective brides and underage men are closely related to the occurrence of domestic disputes. Because when you're young, your emotions are still high. Improving pre-marital guidance, so for prospective brides who want to get married, we as KUA require them to follow guidance at the KUA office, given knowledge and understanding of household management. (Muhammad Ruslan, Interview, February 25, 2021)

We have collaborated with the Puskesmas, by providing psychological counseling to prospective brides, perhaps from the input of a psychologist from the Puskesmas can help. Empowering religious instructors, both civil servants and non-civil servants, to attend every recitation, both male recitations, or women's recitations and youth recitations mosque, to increase knowledge in the household. (Muhammad Ruslan, Interview, February 25, 2021)

If there is a divorce lawsuit in the household, then it is a characteristic of a household that is not sakinah, if it is sakinah it is impossible for the wife to sue. But mostly after the Office of Religious Affairs (KUA) received complaints that came to the Office of Religious Affairs (KUA) directly, they complained about their husbands who turned out to be drug users, which before the marriage was unknown. (Muhammad Ruslan, Interview, 25 February 2021)

When you get married, you find out your husband's true nature and habits, everything is sold to buy drugs. Then there are economic problems, during this covid period there were many layoffs, and that included being the cause of filing for divorce which started with an argument. It can be ascertained, if there is a lawsuit, the family will certainly not be sakinah. (Muhammad Ruslan, Interview, February 25, 2021)

Most of those who are reported to the Office of Religious Affairs (KUA) and report their family problems, the most encountered are drug problems. At one time there was a wife who complained that her husband was a drug user, did not work, thus making it difficult for the wife. (Misman, Interview, February 25, 2021)

This is a very urgent and urgent problem at this time, so of course most of these problems will be brought to court to get a divorce, because drug users are difficult to cure, because it must be true that healing grows and emerges from the drug users themselves, if the motivation for healing is from outside, it is difficult to treat. (Misman, Interview, February 25, 2021)

Many factors are behind that the high divorce rate is due to constant fighting. It could be that the quarrel is due to emotional instability triggered by economic factors and an understanding of the real purpose of the household. Which is marked by the weakness of religious knowledge and education about a sakinah family. (Jayamin Sinaga, Interview, February 25, 2021)

One of them is that the religious foundation must be strong in husband and wife. Then, when there are problems in the household, don't think about filing a lawsuit in court, and this has long been missing in Muslims, there are still many ways of peace that must be taken. But nowadays, many wives complain about their household problems, about their husbands being drug users, resulting in domestic violence against their wives, both psychological and even physical violence against their wives. (Zunnun Nasution, Interview, 25 February 2021)

Regarding post-wedding sakinah family guidance, Kamaluddin gave his review: I have tried to carry out activities to carry out post-wedding sakinah family guidance activities, to see the development of problems that occur in married couples, from zero to one year after marriage, both consultation on difficult marriage problems get offspring, problems that arise in the household, and so on. (Kamaluddin, Interview, February 24, 2021)

Another informant explained that the Office of Religious Affairs (KUA) itself is still focusing on pre-marital services. Indeed, there is post-wedding sakinah family guidance, but at this time it has never been implemented and cannot be served, because it is still focused on the pre-wedding family guidance program. (Ahmad Sayuti Hasibuan, personal communication, February 25, 2021)

Regarding the contents of the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016, are there any shortcomings, and how should they be? an appeal, but it must be in the form of an obligation, so that for every couple who wants to get married, they will be very responsible for participating in this activity. In general, post-wedding guidance has never been carried out, and it seems that the government has not paid attention to this, even though it is important, and this is a separate obstacle. (Kamaluddin, Interview, February 24, 2021)

The author wants to get an answer from the informant, regarding the meaning of the sakinah family itself, as follows: Maraongku Siregar explained, of course the sakinah family is understood according to the meaning contained in the Koran, that sakinah is a calm and peaceful family. comfortable, so that husband and wife feel happiness in their household. (Maraongku Siregar, Interview, February 24, 2021)

Ahmad Sayuti Hasibuan argues: The sakinah family is a cool family, their needs are met, both clothing, food, and shelter, and so on. The cause of quarrels in the household is due to a lack of understanding in family management, both the nuclear family and the community. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

Each party knows the rights and obligations of husband and wife. So that household needs will be fulfilled, such as social needs, religious needs, and others, so a safe family will be created. But when husband and wife do not know their rights and obligations, of course this will cause a fight. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

If the sakinah family is in the view of Islam, according to God's word, according to the sign of God's power, they are made *litaskunu ilaiha couples*, so that feel at ease. Sakinah in the Islamic view, husband and wife carry out their rights and obligations, husband provides a living, wife takes care of and obeys her husband. (Jayamin Sinaga, Interview, February 25, 2021)

Scientifically, husband and wife are mature, both the relationship between *hablum minallah* is good, *hablum Minannas* is already good. When they have implemented each other's rights and obligations, understand each other, and respect each other, God willing, what is taught by religion will be implemented. When every religious guidance is carried out, then it is sakinah, the key is religion, the implementation of religion in the household. (Muhammad Ruslan, Interview, February 25, 2021) There are many different opinions regarding the word sakinah family including: peaceful family, real family, kind family always together and a happy, calm, and peaceful family. (Jayamin Sinaga, Interview, February 25, 2021)

The sakinah family is a calm, peaceful and happy family. In addition, the sakinah family is a family that is bound by religious rules and laws and regulations in Indonesia, then from an economic perspective it is quite adequate. There are also families, even though the economic factors are lacking, but they are able to accept this condition well, because they are religiously obedient, so that religious values make life in the family calm and comfortable, although of course in family life there are still shortcomings, but this is not become an important problem for them, so that the integrity of the family can be guaranteed. (Misman, Interview, February 25, 2021)

According to the Islamic view, the husband and wife adhere to Islamic guidelines, of course from the start the husband was given the instructions of the Prophet Muhammad to choose a partner, who is according to his religion, beautiful, wealth, and family. And choose a wife who knows her duty, so the husband does his job. Nasution, Interview, February 25, 2021)

Regarding the choice of a partner for a man or a man, then in a hadith narrated by Bukhari, the hadith is listed below:

إِلَهِا لِدِينِنَا أَطْفَرَاتِ الدِّينِ الْكَ.

Meaning: From Abu Hurairah, may Allah be pleased with him, from the Prophet SAW he said, "A woman is married for four reasons, because of her wealth, her lineage (her family), because of her beauty, and because of her religion, choose the one who has a religion, then you will be lucky. (Narrated by Bukhari). (Al-Bukhary, tt)

The author again asks, what do you think is the result of frequent quarrels in the household that causes one partner to separate or file a lawsuit/application for divorce to the Religious Court? The informant explained, lack of knowledge in household; lack of understanding of the meaning of the sakinah family itself; personal immaturity to be ready for marriage; disputes caused by economic factors; factor from a third person, be it parents or other people. So, the guidance for the bride and groom, although brief, was very helpful. (Muhammad Ruslan, Interview, February 25, 2021)

Jayamin Sinaga explained that the lack of understanding of the Sakinah Family in accordance with the concept of the Prophet Muhammad resulted in a lack of religious knowledge, the egoism of household partners and mutual understanding between husband and wife. There are several pillars that can underlie the formation of a harmonious marriage and can create a sakinah family including being in pairs, a solid promise, treating each other well, conducting deliberation and mutual pleasure. (Jayamin Sinaga, Interview, February 25, 2021)

The author asks if there is a household couple who sues for divorce to the Religious Court is a form of not realizing a sakinah family? The informant is of the opinion: From an Islamic point of view, it is not permissible to rush in filing a divorce suit, there are many steps and stages that must be passed, and divorce is the last resort, so efforts are made to find a way to make peace in the household. (Zunnun Nasution, Interview, February 25, 2021)

The author asks if there are messages he wants to convey as Ka. KUA in this place for the community so that marriage lasts and can create a sakinah family? the informant explained: First, it is important to straighten the intentions of the prospective bride and groom, because having a household is so that they can live in a family under the laws and regulations that have been determined by Allah. S.W.T. (Kamaluddin, Interview, February 24, 2021)

Another obstacle is that the rules regarding premarital guidance are not yet mandatory, but only an appeal, there is also a special budget to maximize this premarital guidance activity, because many prospective brides have not actually received proper guidance, due to the time factor., and very few opportunities for them to receive guidance from us as officers in the KUA office. (Kamaluddin, Interview, 24 February 2021)

Sofar, has there been any collaboration between the local Religious Affairs Office (KUA) and other agencies, to create a sakinah family? the informant answered: Yes, we are working with the sub-district and district. But not maximal. (Kamaluddin, Interview, February 24, 2021)

The related parties are usually the Puskesmas as the provider of tutors in health coaching. As for the place, sometimes it is held in mosques, village offices, and halls. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021) Each party should be willing to cooperate in realizing the guidance of the sakinah family. For example, in the case of scheduling letters for prospective brides, but the party where they work does not give permission, there should be

sanctions for the party where they work, so that this sakinah family guidance program can be optimally carried out. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

We usually work with the puskesmas, because in the household it is closely related to health. So, it is important to do family guidance. (Misman, Interview, February 25, 2021) The collaborations that have been carried out are: Implementing Bimwin (Marriage Guidance) by presenting Doctors from Puskesmas/Health Centers to deliver reproductive health materials; recommend to every bride and groom who wants to get married to go to the health Center in managing the health of the prospective bride and groom; Conduct mobile counseling with Islamic ORMAS (Community Organizations). (Jayamin Sinaga, Interview, February 25, 2021)

The author lists the expectations of the Office of Religious Affairs for the government regarding the guidance of the sakinah family, as follows: Expectations to the government, the basis for statutory regulations that's enough. But related to efforts to maximize that are less stable, such as scheduling that is not in accordance with a predetermined schedule. (Muhammad Ruslan, Interview, February 25, 2021)

For example, every month there is a schedule where coaching is carried out every month, but then it is postponed, and in the end there are prospective brides who do not have time to be enlightened regarding the sakinah family, both for reasons of the covid period and other administrative problems, so that in the end the implementation in the form of socialization, teaching about the sakinah family could not be realized optimally. (Muhammad Ruslan, Interview, February 25, 2021)

B. Inhibiting and Supporting Factors in the Implementation of Sakinah Family Guidance Services by the District Office of Religious Affairs throughout Deli Serdang

Kamaluddin explained the inhibiting factors in the implementation of sakinah family guidance, as follows: Of course, because the premarital guidance itself is carried out quite briefly, so it is necessary to see a more appropriate and comprehensive comparison. Because in the household, many problems can arise, and occur in the household. (Kamaluddin, Interview, February 24, 2021)

Ahmad Sayuti Hasibuan said that one of the problems was for the bride-to-be who worked in the company, while their place did not allow them to follow the guidance carried out by the Office of Religious Affairs (KUA). Then there is also the problem of prospective brides whose partners are far away in other areas, and it is difficult to present them. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021)

Muhammad Ruslan said: The main obstacle is usually related to the presence of the participants or the prospective bride and groom who will be briefed. Sometimes they do not want to attend or cannot attend due to work schedules at their respective workplaces. (Muhammad Ruslan, Interview, February 25, 2021)

Another obstacle is related to the facilities at the Office of Religious Affairs (KUA), such as a separate hall regarding the implementation of collective guidance for prospective brides. So usually the Office of Religious Affairs (KUA) rents the hall from the local kelurahan or village office, and this of course requires separate costs, and becomes an obstacle for us. If from the village or kelurahan government they want to understand, of

course there will be no spending for the use of the place, if they don't understand, of course we must pay for it, while we do not charge the community for that fee. (Muhammad Ruslan, Interview, February 25, 2021)

Regarding regulations, it should be supported by local governments. Like in Binjai, there is a Regional Regulation (PERDA) on marriage administration, for example drug-free, so this can help efforts to organize a sakinah family. So, it needs support from the Deli Serdang Regional Government on this matter. Existing collaborations, such as cooperation with the health Office, such as there are also programs from their side regarding the guidance of the bride and groom's family, and health, but this has not been maximally implemented. (Muhammad Ruslan, Interview, February 25, 2021)

Jayamin Sinaga describes: Lack and unavailability of budget in several activities; In the implementation of Bimwin (Marriage Guidance) participants who are prospective brides do not participate in activities due to the absence of permission from the workplace. Efforts are being made to keep maximizing sakinah family guidance services and submitting budgets for related ministries. (Jayamin Sinaga, Interview, February 25, 2021)

C. Community Responses to the Implementation of Sakinah Family Guidance Services by the Office of Religious Affairs in Deli Serdang Regency and the High Figures Divorce in Deli Serdang Regency

The response is quite good, in fact the community is aware that the activities carried out by premarital sakinah family guidance are important activities followed by the bride and groom. (Kamaluddin, Interview, February 24, 2021) Muhammad Ruslan argues, if the community actually, when the sakinah family was carried out, they were very enthusiastic, even asked the Office of Religious Affairs (KUA) to be carried out at another time, only because of various activities constraints. This cannot be done continuously, both from costs, technical constraints, officers, related agencies, support from local governments and many other causes. (Muhammad Ruslan, Interview, February 25, 2021)

Ahmad Sayuti Hasibuan Especially for the prospective bride and groom when premarital counseling is held, they feel satisfied and comfortable, their knowledge increases, because so far, they do not know the things they should do when they are married. Included in the Ijab Kabul, they do not know this, but after being given guidance, they also know it. (Jayamin Sinaga, Interview, February 25, 2021) coupled with a management pattern to foster, develop the rights and obligations of prospective husband and wife. (Ahmad Sayuti Hasibuan, Interview, February 25, 2021) The community's response to the activities of the Office of Religious Affairs (KUA) under the guidance of the Sakinah Family is very positive and gives appreciation to the Office of Religious Affairs (KUA). (Jayamin Sinaga, Interview, February 25, 2021)

Argues: Mismanmaterial, people feel very happy and enthusiastic. For example, the guidance given related to reproduction was delivered by the health authorities, then related to the guidance of Islamic religious teachings, which before these activities and programs were given to them, they did not know it, so with training and guidance, they became aware and learned a lot. the knowledge gained as a provision for them to be able to live in a sakinah family. (Misman, Interview, February 25, 2021)

Zunnun Nasution explained that the prospective bride and groom were enthusiastic, because not only religious knowledge or guidance was given, but from a medical perspective, counseling was also carried out for the bride and groom in the guidance of the sakinah family. (Zunnun Nasution, Interview, February 25, 2021).

CONCLUSION

The effectiveness of the role of the Sub-District Religious Affairs Office throughout Deli Serdang Regency in implementing sakinah family guidance services. In general, the sakinah family guidance services carried out by the KUA sub-districts throughout Deli Serdang Regency have been carried out properly and effectively in accordance with the mandate of the Regulation of the Minister of Religion of the Republic of Indonesia Number 34 of 2016, Article 3 concerning sakinah family guidance. But more maximum support is needed from the government so that the implementation of regulations related to the guidance of the saakinah family can continue to run well and smoothly. The periodization of the implementation of sakinah family guidance activities is increased in a closer period of every month, because in recent years, the implementation of sakinah family guidance has often been disrupted by an implementation schedule that is not in accordance with the reality on the ground.

The public's response to the guidance of the sakinah family for the prospective bride and groom was quick, and complete, and seemed only a formality, so that the guidance for the bride and groom in making the desired sakinah family was very difficult to achieve, even though there were many causes for the breakdown of husband and wife family relationships, and This is what needs to be given guidance, not only when they are going to carry out a marriage, but more than that, the KUA should provide guidance for sakinah families on a periodic basis, so that people who have just married and those who are just married can really learn how to manage a healthy household. good, namely a family that is *sakinah mawaddah wa rahmah*.

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