

# The challenges of empowering waqf land in Indonesia: an analytical network process analysis

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**Submission date:** 02-Jan-2023 03:57PM (UTC+0800)

**Submission ID:** 1987908512

**File name:** SriHerianingrum\_Artikel105\_The-challenges-of.pdf (514.74K)

**Word count:** 8297

**Character count:** 45230

# The challenges of empowering *waqf* land in Indonesia: an analytical network process analysis

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The challenges of empowering *waqf* land

Received 16 March 2021  
Revised 3 June 2021  
2 September 2021  
14 November 2021  
Accepted 15 December 2021

## Abstract

**Purpose** – This paper aims to identify the factors that hinder the successful empowerment of *waqf* land in Indonesia empirically by applying the analytic networking process (ANP).

**Design/methodology/approach** – In this study, after the *waqf* land problem criteria were introduced, an ANP model was developed and applied to identify the main problem, solution and strategy as a framework to guide stakeholders to produce policy recommendations appropriately and optimally.

**Findings** – The results showed that the main priority of the problem is the *nadzir* aspect. Furthermore, each criterion's problems are a low public trust, unprofessional *nadzir* (*waqf* manager), a huge number of idle *waqf* lands, the absence of *waqf* certificates and non-economic *waqf* lands utilisation. Meanwhile, the main priorities for each aspect of the solution are socialisation and education to the community, *nadzir* certification, utilisation of information technology for the administration of *waqf* land governance, *waqf* land certification and innovation of *waqf* land development projects. Then, the long-term strategic priority is optimising the community's role in the empowerment of *waqf* land.

**Research limitations/implications** – The development of the ANP model would give the institutions a modest, flexible and convenient approach to evaluate the barriers present in *waqf* land. However, ANP requires greater effort because it is a highly complex methodology that compels a study to use more numerical calculations in assessing composite priorities.

**Originality/value** – Not many studies on *waqf* land issues in Indonesia have been discussed empirically. Most of these studies are in the form of descriptive studies. This study introduces the ANP approach to illustrate the main problems of *waqf* land empowerment in Indonesia. ANP is a new approach to the decision-making process through a process that produces a general framework for treating decisions without making assumptions regarding independence between elements.

**Keywords** Empowerment, *waqf* land, ANP, Effective institutions, Governance, Equality and social economy

**Paper type** Research paper

## 1. Introduction

Being a country with the highest Muslim population, Indonesia has a great potential and opportunities of *waqf* (Haneef *et al.*, 2017). Indonesian *waqf* practice is dominated

*Funding source:* Lembaga Penelitian dan Pengabdian Masyarakat (LPPM), Universitas Airlangga. Penelitian Unggulan Fakultas (PUF) 2020.



by *waqf* land. Based on the Indonesian Ministry of Religious Affairs' statistics data, Indonesia's number of *waqf* lands reaches 52,000 hectares spread across 391,909 locations throughout Indonesia ((SIWAK) Sistem Informasi Wakaf, 2020). However, despite its potential, more than 75% of *waqf* land in Indonesia has not been developed for economic development, and most *waqf* developments were made for the spiritual and social aspects such as worship places, *madrasahs* (Islamic school) and graveyard ((SIWAK) Sistem Informasi Wakaf, 2020).

*Waqf* lands believed to hold an enormous economic power that can massively contribute to the betterment of general welfare. For this purpose, the Government of Indonesia issued *waqf* Act No. 41/2004 and Peraturan pemerintah/Government Regulation No. 42/2006, on the implementation of *waqf*. However, since the regulation was issued, no significant development towards *waqf* land's empowerment through productive *waqf* has been observed.

A considerable number of existing studies on *waqf* have focused on various crucial problems that determine the fruitfulness of empowering of *waqf* land in Indonesia. Some studies are highlighting the crucial problems related to *waqf* donors (*wakif*) such as Supraptiningsih (2012), Puspitasari (2017), Ibad *et al.* (2018), Fitri and Wilantoro (2018) and Kemenag and BWI (2020). Meanwhile, the other studies are highlighting role of *waqf* manager (*nadzir*) as a key problem such as Rahmawati (2012), Kasdi (2014), Megawati (2014), Junaidi (2015) and Zulmeisa (2016). In addition, some studies try to explain both-sided problem (*wakif* and *nadzir*) such as Samsudin (2011), Hasanah (2012), Muntaqo (2015), Asy'ari (2016), Suryadi (2017), Salmawati (2019) and Faradis *et al.* (2019). The other aspects are also considered as the problems regarding *waqf* land empowerment such as the *waqf* land itself (Samsudin, 2011; Hasanah, 2012; Salmawati, 2019; Faradis *et al.*, 2019), the pledge of *waqf* (Ibad *et al.*, 2018; Salmawati, 2019) and *waqf* designation (Zulmeisa, 2016; Salmawati, 2019). However, these various findings lead to confusion because the identifiable framework regarding the topic is not yet explained.

These past studies tended to focus only on theoretical conceptual and descriptive analysis, where those types of studies do not provide an identifiable empirical framework. The studies would have been more compelling and appealing if the authors had considered conceptualising the issue into an empirically identifiable framework. From these problems, it is necessary to conduct a basic study to identify the factors that hinder the successful empowerment of *waqf* land in Indonesia empirically by using methods that produce a framework to overcome the policy-making problems. Thus, this study can enhance the understanding of the priority scale of the *waqf* land-related problems. Furthermore, the findings would act as the foundation to provide various solutions and appropriate long-term policy strategies to address the problem. The study findings could be an input to relevant stakeholders such as *nadzir*, Badan Wakaf Indonesia/Indonesia *waqf* Board (BWI), government and other institutions related to the empowerment of *waqf* land as the guidance to produce policy recommendations appropriately and optimally.

To achieve the research objectives, this study uses the analytic networking process (ANP). This method was used to deal with complex problems by hierarchically structuring complexity into homogeneous clusters. The ANP will identify the most dominant key issues, specify the order of priorities, search for alternative priority solutions and offer appropriate policy strategies that can offer appropriate and optimal policy recommendations for stakeholders.

The paper is organised as follows. Section 1 elaborates the background of the study. In section 2, a review of the literature was explained. Subsequently, the proposed methodology for evaluating the problems of *waqf* lands was presented in section 3 and followed by the

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ANP result and analysis in section 4. The final section (section 5) concludes the paper with conclusions and suggestions.

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## 2. Literature review

The word *waqf* comes from the Arabic word referred to as “hold” or “confinement” or “stop” (Bewley, 2001). As Kahf (1998) explains from the point of view of Islamic principles, *waqf* is a holding assigned assets for the purposes of benefiting the beneficiaries of an objective representing as philanthropic and the usufruct or the income from the *waqf* assets is continuous for the beneficiaries and it is made for benevolent reasons. In Indonesia, the conceptual definition of *waqf* is presented in *waqf* Act No. 41/2004 where *waqf* defined as a legal act of *wakif* (*waqf* donor) to separate and/or hand over some of his/her property to be used forever or for a certain period in accordance with his/her interests for the purposes of worship and/or general welfare according to *Sharia* (Islamic law). In short, *waqf* is a form of fixed assets donated by a *wakif*, where the donation is motivated by religion, and the benefits are determined to serve the interests of society in general.

One of *waqf* objects is land as it is considered as a non-moveable property. Haneef *et al.* (2017) asserted that the development of *waqf* land in Indonesia faced both large opportunities and challenges. A considerable number of previous studies showed that *waqf* land empowerment is facing problems according to various aspects and criteria (see Table 1), along with the solutions and strategies (see Table 2 and Table 3, consecutively).

Concisely, the issues hindering the development of *waqf* land in Indonesia consist of internal and external factors. Internal factors comprise human resources, technical-administrative and the existence of *waqf* land issues. *Nadzir* (*waqf* manager), the main role in empowering *waqf* land, is currently only considered as a side profession, not as the main profession. In terms of *wakif*, he/she did not coordinate with the heirs and, oftentimes, caused *waqf* land disputes later and had low trust in *nadzir*. Regarding the technical-administrative issues, *waqf* land governance is still dominated by simple and traditional management, with little use of information technology. It is also known that currently there are many unregistered *waqf* lands resulting in a decrease in *waqf* land number.

External factors comprise institutional, regulation and society issues. Institutional problem occurs because of weak inter-institutional coordination involved in the development of *waqf* land. In addition, there is less regulation and government involvement in the development of *waqf* land. Furthermore, the public knowledge and awareness regarding *waqf* land are very low. These become the main factors that impede the development of *waqf* land in Indonesia. Hence, the *waqf* land problems need to be classified, ordered and prioritised.

This study used the ANP to identify the problem of *waqf* land empowerment in Indonesia. For this purpose, this study used a literature survey and in-depth interviews to determine the criteria of problems, solutions and strategies in managing *waqf* land in Indonesia. Numerous past studies discussed the issues in the empowerment of *waqf* land in Indonesia. This study seeks to classify these issues based on *waqf* elements mentioned by the Indonesian Law on *waqf*. The criteria of problems of *waqf* land were divided into five aspects: *wakif*, *nadzir*, *waqf* land, pledge of *waqf* and *waqf* designation.

From the literature survey, the criteria of problems in each aspect are converged on 22 major issues. They are specifically compiled and presented in Table 1.

Also, the criteria of solutions in each aspect were converged on 17 major issues specifically as shown in Table 2.

Furthermore, the criteria of strategies to solve the problem of *waqf* land empowerment in Indonesia are converged on four major issues displayed in Table 3.

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Aspects	Criteria of problems	References
<i>Wakif</i>	1) Domination of the older generation; 2) Low interest; 3) Low understanding; 4) Low trust	Samsudin (2011), Supraptiningsih (2012); Hasanah (2012), Muntaqo (2015); Asy'ari (2016); Puspitasari (2017), Suryadi (2017); Ibad <i>et al.</i> (2018), Fitri and Wilantoro (2018); Salmawati (2019), Faradis <i>et al.</i> (2019); Kemenag and BWI (2020)
<i>Nadzir</i>	1) Low qualification; 2) Low professionalism; 3) Low managerial; 4) No-incentive	Samsudin (2011), Rahmawati (2012); Hasanah (2012), Kasdi (2014); Megawati (2014), Muntaqo (2015); Junaidi (2015); Asy'ari (2016); Zulmeisa (2016), Suryadi (2017); Salmawati (2019), Faradis <i>et al.</i> (2019)
<i>waqf</i> land	1) Not updated data; 2) Idle <i>waqf</i> land; 3) Not strategic; 4) Reduction of <i>waqf</i> land area	Samsudin (2011), Hasanah (2012); Megawati (2014), Kasdi (2014); Muntaqo (2015), Khusaeri (2015); Junaidi (2015); Asy'ari (2016); Zulmeisa (2016), Puspitasari (2017); Salmawati (2019), Faradis <i>et al.</i> (2019), Kontan (2021)
Pledge of <i>waqf</i>	1) Not supported by regulation; 2) Pledge orally; 3) No certificate of <i>waqf</i> land; 4) Dispute of <i>waqf</i> land	Supraptiningsih (2012), Megawati (2014); Khusaeri (2015), Junaidi (2015); Samsidar (2016), Ibad <i>et al.</i> (2018); Salmawati (2019); Republika (2020)
<i>waqf</i> Designation	1) Uneconomical <i>waqf</i> land; 2) Deviation of the pledge designation	Samsudin (2011), Hasanah (2012); Megawati (2014), Furqon (2014); Muntaqo (2015), Khusaeri (2015); Asy'ari (2016); Hazami (2016), Zulmeisa (2016); Salmawati (2019)

**Table 1.**  
Problems of *waqf*  
land empowerment  
in Indonesia

Aspects	Criteria of solutions	References
<i>Wakif</i>	1) Public education; 2) Socialisation of law; 3) Standardisation of <i>waqf</i> institutions	Dahwan (2008), Hasanah (2012); Megawati (2014); Megawati (2014); Muntaqo (2015), Khusaeri (2015); Junaidi (2015), Suryadi (2017); Fitri and Wilantoro (2018)
<i>Nadzir</i>	1) Certification of <i>nadzir</i> ; 2) Standardisation of <i>nadzir</i> ; 3) Training and coaching for <i>nadzir</i> ; 4) Incentivise for <i>nadzir</i>	Dahwan (2008), Samsudin (2011); Hasanah (2012), Megawati (2014); Muntaqo (2015), Khusaeri (2015); Suryadi (2017), Ibad <i>et al.</i> (2018); Fitri and Wilantoro (2018), Kurniati and Novalita (2019); BWI (2010, 2020)
<i>waqf</i> land	1) Utilisation of IT; 2) Productive of <i>waqf</i> land; 3) Alternative solutions; 4) Alternative settlements	Dahwan (2008), Nugroho and Fahmi (2013); Megawati (2014), Khusaeri (2015); Junaidi (2015), Fahmi and Sugiarto (2016); Kurniati and Novalita (2019), Winiarti <i>et al.</i> (2019); Kontan (2021)
Pledge	1) Comprehensive regulation; 2) recording of pledges; 3) <i>waqf</i> land certification; 4) Advocacy of dispute	Hasanah (2012), Megawati (2014); Muntaqo (2015), Khusaeri (2015); Samsidar (2016), Ibad <i>et al.</i> (2018); Setkab (2020)
<i>waqf</i> designation	1) Innovation of <i>waqf</i> project; 2) Sanctions for <i>nadzir</i>	Dahwan (2008), Furqon, (2014), Hazami, (2016), Khusaeri (2015), Ibad <i>et al.</i> (2018); Kurniati and Novalita (2019)

**Table 2.**  
Solutions of *waqf*  
land empowerment  
in Indonesia

### 3. Research methodology

#### 3.1 Analytic networking process

Factors that inhibit the empowerment of *waqf* land in Indonesia were analysed by using ANP. An ANP is the general theory of relative measurement used to derive composite priority ratios from individual ratio scales reflecting the relative measurement of the influence of the interacting elements concerning control criteria (Saaty, 1996, 1999). After obtaining data and information from the literature review and in-depth interview, four main steps must be conducted in this analysis (Ascarya and Yumanita, 2005). The first step is to design an ANP framework of the problem to be analysed, complete with all the clusters, elements and relationships. The second step is to collect data through questionnaires designed by following the framework of the feedback network that has been created, which is completed by parties who are experts in the field of *waqf* land. The third step is to process the data under the ANP framework using super decision software. The fourth step is to analyse the resulting priority graph used as the basis for providing appropriate policy recommendations to solve existing problems.

#### 3.2 Framework of the analytic networking process

An ANP is a combination of two parts. The first part consists of a hierarchy of controls or networks of criteria and sub-criteria that control the interactions. The second part is a network of influences between elements and clusters (Saaty, 1996, 1999; Agarwal and Shankar, 2003; Ravi *et al.*, 2005). The feedback network in Figure 1 shows a common framework for analysis. This network has five clusters: goal, aspects, problems, solutions and strategies. The cluster of “aspect” has five elements, the cluster of “problem” has 18 elements, the cluster of “solution” has 17 elements and the cluster “strategy” has four elements.

As stated in the previous section, *waqf* land empowerment problems in Indonesia were observed from five aspects: *wakif*, *nadzir*, *waqf* land, *waqf* pledge and *waqf* designation. From the literature review, the problems in each aspect were narrowed down to the 18 main issues that included four problems of *wakif* side, four problems from the *nadzir* side, four problems from the side of the *waqf* land, four problems of the *waqf* pledge side and two problems from *waqf* land designation side. In more detail, the feedback network used in this analysis is depicted in Figure 2.

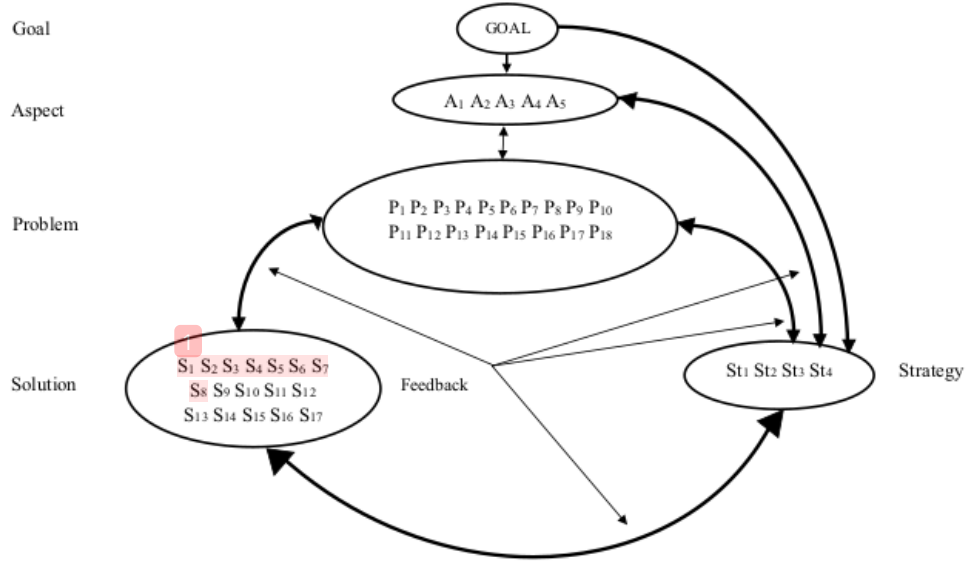
#### 3.3 Data questionnaires

This study conducted a survey using a set of questionnaires based on the framework of ANP to obtain the primary data on the perception of experts on *waqf* land development in Indonesia.

Criteria of strategy	References
Optimisation of the government role	Dahwan (2008), Samsudin (2011); Hasanah (2012), Megawati (2014); Muntaqo (2015), Suryadi (2017); Ibad <i>et al.</i> (2018), Fitri and Wilantoro (2018); Faradis <i>et al.</i> (2019)
Optimisation of BWI role	Dahwan (2008), Samsudin (2011); Hasanah (2012), Megawati (2014); Muntaqo (2015), Zulmeisa (2016); Ibad <i>et al.</i> (2018), Fitri and Wilantoro (2018); Ayuniyyah <i>et al.</i> (2019)
Optimisation of the community role	Samsudin (2011), Hasanah (2012); Megawati (2014), Khusaeri (2015); Muntaqo (2015), Suryadi (2017); Ibad <i>et al.</i> (2018), Fitri and Wilantoro (2018); Kemenag and BWI (2020)
Optimisation of the institutional networks	Samsudin (2011), Hasanah (2012); Megawati (2014), Muntaqo (2015); Suryadi (2017), Ibad <i>et al.</i> (2018); Fitri and Wilantoro (2018), Kurniati and Novalita (2019)

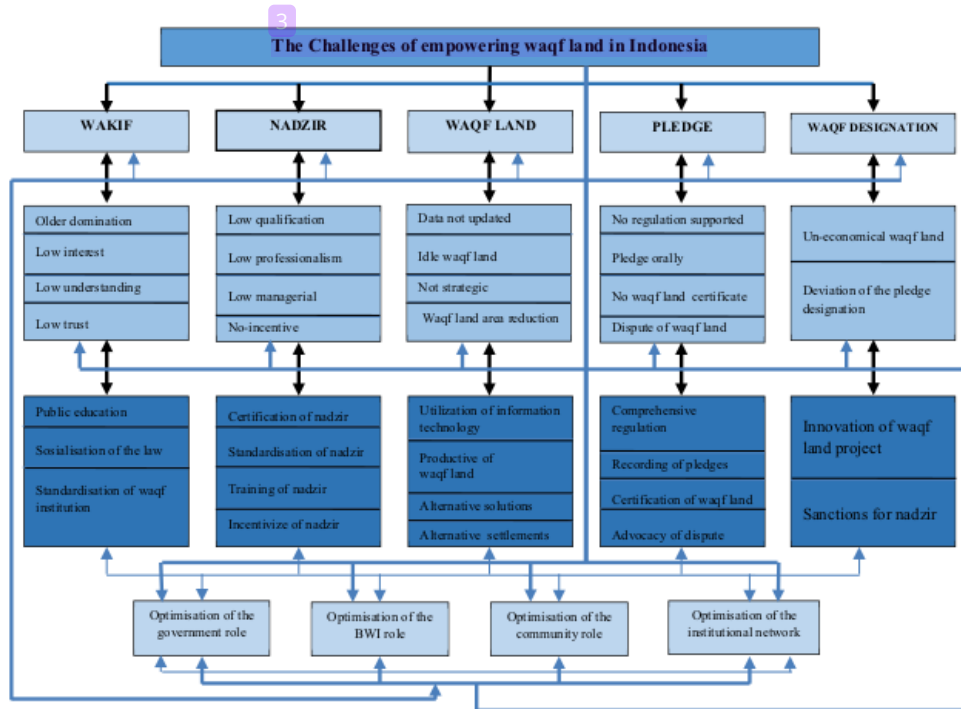
**Table 3.**  
Strategies of *waqf*  
land empowerment  
in Indonesia

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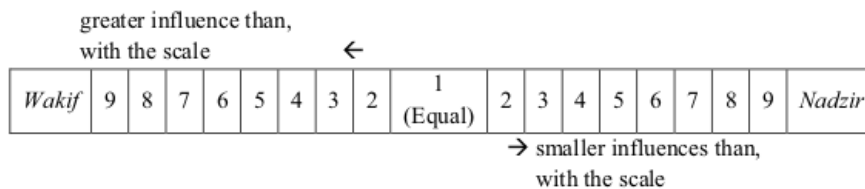
**Figure 1.** Feedback network of the problem of *waqf* land empowerment in Indonesia (general framework)

The question in the ANP questionnaire was a pairwise comparison between elements in the cluster to find out which of the two had a greater influence (more dominant) and how much the difference (on a scale of 1–9) was seen from one side (Saaty and Vargas, 2006). The numerical scale 1–9 used is a translation of the verbal assessment, as seen in Table 4.



**Figure 2.** Feedback network of the problem of *waqf* land empowerment in Indonesia (specific framework)

For example, the four elements in the cluster of “aspects” were compared in terms of achieving goals. Therefore, the question to compare the aspects of “wakif” and “nadzir” becomes: “In order to solve the problem of *waqf* land development in Indonesia, from the two ASPECTS below which is greater influence (more dominant), and how much difference?”



When the “wakif” aspect is greater in influence than on the “nadzir” aspect, the respondents will choose [Figure 7](#) on the left side. When the “nadzir” aspect is slightly greater in influence than on the “wakif” aspect, the respondents will choose [Figure 3](#) on the right side. The figures obtained from each respondent’s questionnaire’s results were then used in an ANP synthesis to produce three super matrixes that will prioritise problems, alternative problem-solving and policy strategy choices.

### 3.4 Respondents’ character

In the ANP method, the number of respondents does not indicate the benchmark of validity. A valid respondent requirement in an ANP is that they are experts in their field ([Ascarya and Yumanita, 2005](#)). Therefore, the respondents selected in this study are the experts who have engaged with all *waqf* land affairs. The respondents represent the various fields, including regulators, practitioners and academicians, and they were considered to have a deep understanding of *waqf* land in Indonesia. The study appointed several experts. The first expert came from the Ministry of Religious Affairs of the Republic of Indonesia and was a *nadzir waqf*. The first expert represents the regulators. The second expert is a *nadzir* legal entity with long experience managing *waqf* land and the head level member of BWI. The second expert represents the practitioners. The last expert is an academician with expert knowledge on *waqf* and has researched the development of *waqf* land in Indonesia and a *nadzir waqf* legal entity. The last expert represents academician.

Definition	Intensity of importance
Equal importance	1
Weak	2
Moderate importance	3
Moderate plus	4
Strong importance	5
Strong plus	6
Very strong or demonstrated importance	7
Very, very strong	8
Extreme importance	9

**Table 4**  
Saaty’s verbal and numerical scales



#### 4. Results of analytic networking process and analysis

According to [Ascarya and Yumanita \(2005\)](#), the synthesis output of an ANP consists of three super matrixes stochastically providing a priority sequence of the most important aspects and problems, alternative problem-solving and the right choice of policy strategy according to each respondent. Furthermore, the results of the priority order based on each group and ANP calculated the order of priorities as a whole. This was done by creating an average or searching mode of the overall respondent.

##### 4.1 Problems

Based on the data result in [Figure 3](#), it was shown that the main priority of the problem of *waqf* land empowerment in Indonesia is the *nadzir* aspect with a weighting value of 0.23596. This cluster's rater agreement is 1 ( $w = 1$ ), which is on the perfect scale, indicating that experts have the same answer in determining the priority of the *waqf* land problem.

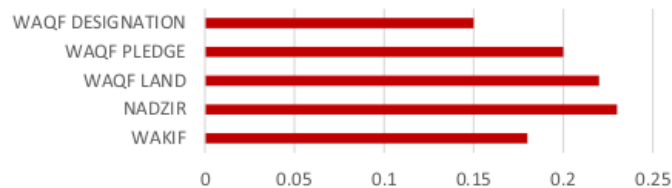
All informants gave feedback that *nadzir* is the most important factor in influencing *waqf* lands' optimal management. This result is supported by studies of [Dahwan \(2008\)](#), [Samsudin \(2011\)](#), [Fitri and Wilantoro \(2018\)](#), [Kasdi \(2014\)](#), [Khusaeri \(2015\)](#) and [Faradis et al. \(2019\)](#), who stated that the ideal *waqf* lands management is management should be similar to corporate governance. The management of *waqf* lands requires good managerial skills to create optimal *waqf* lands empowerment.

**4.1.1 Cluster of wakifs.** One of the main actors of *waqf* is *wakif*. *waqf* for a Muslim is the realisation of worship to Allah through his/her property by releasing it for the public benefit. *Wakif* has a crucial role in the existence of *waqf* lands. The more the *wakif*, the greater the *waqf* lands. [Figure 4](#) shows the output diagram of the cluster of *wakif* problems.

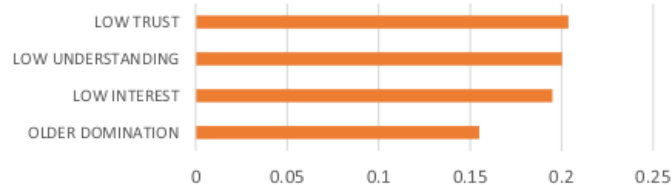
Based on the output diagram, there are four aspects of problems in the *wakif* cluster, namely, aspects of older domination, low interest, low understanding and low trust. From these aspects, the low trust of *wakif* towards *waqf* institution is the major problem in the *wakif* cluster with a weighting value of 0.20369. This cluster's rater agreement is 0.07778 ( $w = 0.07778$ ), which is on a weak scale, indicating that experts' answers were highly varied in determining the priority of *waqf* land problems in *wakif* clusters.

The main problem is reflected in the number of *wakifs* who manage their *waqf* land or hand it over to their families or parties trusted by *wakif*. This condition is following the study of [Prihatna et al. \(2006\)](#) that stated that in Indonesia, 66% of *waqf* land is managed

**Figure 3.**  
Priority problems on  
Waqf land  
empowerment in  
Indonesia



**Figure 4.**  
Priority problems on  
the *wakif* aspect



individually traditionally, only 16% is handed over to the professional *nadzir* and 18% is mandated to the legal entity *nadzir*. Some previous studies (Samsudin, 2011; Megawati, 2014; Muntaqo, 2015; Suryadi, 2017; Ibad *et al.*, 2018) stated that the *wakif* have low trust in *waqf* institutions. Also, Prihatna *et al.* (2006) asserted that the trust of *wakif* towards institutional *nadzir* in Indonesia is low. *Wakif* prefer to hand over their *waqf* lands to people they know.

**4.1.2 Cluster of *nadzir* problems.** A key factor in the successful development of *waqf* lands lies in the existence of *nadzir*. The evolving of *waqf* lands is largely determined by the ability of *nadzir* to protect the status of *waqf* land and to flourish the benefits of *waqf* land. Figure 5 shows the output diagram of the *nadzir* problem cluster.

Based on the output diagram, there are four aspects of problems in the *nadzir* cluster, namely, aspects of low qualification, low professionalism, low managerial and no-incentive. From these aspects, low professionalism is the main problem in the *nadzir* cluster with a weight value of 0.402437. This cluster's rater agreement is 0.65556 ( $w = 0.65556$ ), which is on a strong-to-perfect scale, indicating that experts had similar answers in determining the priority of the *waqf* land problem in the *nadzir* cluster.

The results of this study are in line with the previous studies (Samsudin, 2011; Rahmawati, 2012; Hasanah, 2012; Kasdi, 2014; Fitri and Wilantoro, 2018; Ibad *et al.*, 2018; Salmawati, 2019; Faradis *et al.*, 2019) who stated that in general, *nadzir* of *waqf* lands is not professional. They do not focus on managing *waqf* lands. Furthermore, Prihatna *et al.* (2006) found that most *nadzir* professions (85%) in Indonesia are side professions. The results of this study are in line with the condition of low *wakif* trust towards *waqf* institutions. The relationship between *wakif* and *nadzir* still adheres to the traditional belief based on mutual trust without considering the managerial ability to manage *waqf* land. With the number of *waqf* land handed over to traditional individual *nadzir*, *waqf* land empowerment cannot be optimised. Hence, it has not been able to yield optimum contribution to the economic development of the people.

**4.1.3 Cluster of *waqf* land problems.** In Indonesia, the land is the largest and most common forms of property to be declared as *waqf*. Figure 6 shows the output diagram of the cluster of *waqf* land problems.

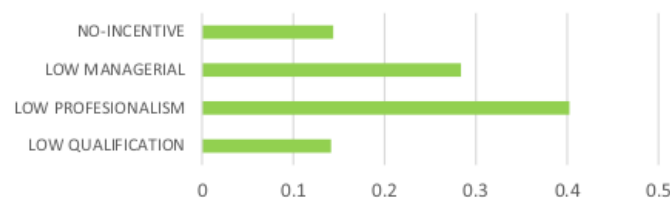


Figure 5. Priority problems on the *nadzir* aspect

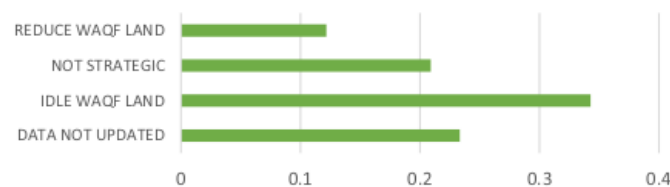


Figure 6. Priority problems on the *Waqf* land aspect

Based on the output diagram, there were four aspects of problems in the *waqf* land cluster, namely, aspects of data do not update, idle *waqf* land, not strategic and reduced *waqf* land area. From these aspects, idle *waqf* lands are the main problem in the *waqf* land cluster with a weight value of 0.342747. This cluster's rater agreement value is 0.23333 ( $w = 0.23333$ ), which is on a weak-to-moderate scale. It indicates that experts have a highly varied answer in determining the priority of the *waqf* land problem in the *waqf* land cluster.

The result of this study is in accordance with the previous study that stated that 77% of *waqf* land in Indonesia is idle (Prihatna *et al.*, 2006). Furthermore, Samsudin (2011), Hasanah (2012), Kasdi (2014) and Salmawati (2019) also found that *waqf* lands are not used for activities that benefit the community optimally. The results of this study also showed its association with other aspects. *Nadzir's* negligence or inability to manage and develop *waqf* land mandated by *wakif* caused the *waqf* lands to be abandoned. Thus, in producing *waqf* lands, it requires the professionalism of *nadzir*. Managing *waqf* land should be similar to managing a company.

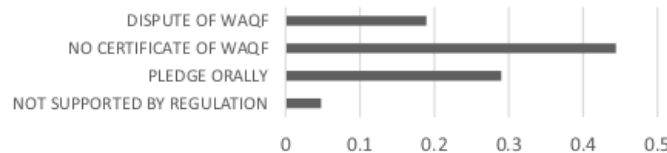
**4.1.4 Cluster of *waqf* pledge problem.** According to *Sharia* principles, *waqf* activities have occurred immediately with the existence of a *wakif* statement, which is an *ijab* (a statement of submission) because the act of *waqf* is seen as a unilateral legal action. However, based on legal positive law in Indonesia, the implementation of *waqf* must be done with a pledge made in the presence of authorised officials and obtain evidence of *waqf* in the form of *waqf* pledge deed/Akta Ikrar Wakaf. It is proof of *Wakif's* statement that his/her property to be managed by *nadzir* following the provision of *waqf* property as outlined in the form of the deed. Figure 7 shows the diagram output from the cluster of pledge problems.

Based on the output diagram, there were four aspects of the problem in the *waqf* pledge cluster, namely, aspects of data not supported by regulation, pledges orally, no certificates and *waqf* disputes. From these aspects, the absence of *waqf* land certificate is the main problem in the pledge cluster with a weight value of 0.444113. This cluster's rater agreement value is 0.77778 ( $w = 0.77778$ ), which is on a strong-to-perfect scale, indicating that experts have the same answer in determining the priority of the *waqf* land problem in the pledge cluster.

This study result is following previous studies (Megawati, 2014; Junaidi *et al.*, 2015; Samsidar, 2016; Asy'ari, 2016; Ibad *et al.*, 2018; Fitri and Wilantoro, 2018) that stated that the issue of the absence of *waqf* certificates is still a major issue in Indonesia. The implications of this condition have caused the number of idle *waqf* land assets. This condition is also the main cause of the emergence of *waqf* land disputes in Indonesia (Samsidar, 2016).

**4.1.5 Cluster of *waqf* land designation problem.** *Waqf* aims to create the social and economic welfare of society. However, in its implementation, not all of these purposes can be realised. Figure 8 shows the diagram output cluster of *waqf* land designation problems.

Based on the output diagram, there were two aspects of the problem in the cluster of *waqf* designation: the un-economic uneconomic utilisation and deviation of the pledge designation. From these two aspects, uneconomical is the main problem in the cluster of *waqf* designation with a weight value of 0.693358. The agreement rater value of this cluster is 0.02469 ( $w = 0.02469$ ), which is on a weak scale, indicating that experts have a highly



**Figure 7.**  
Priority problems on  
the *Waqf* pledge  
aspect

varied answer in determining the priority of *waqf* land problem in the cluster of *waqf* designation.

The result of the study is in line with the study of Megawati (2014), Furqon (2014), Khusaeri (2015), Asy'ari (2016), Hazami (2016), Puspitasari (2017) and Kurniati and Novalita (2019), who stated that today, the designations of *waqf* lands are still identical to places of worship, educational institutions and burial areas. Meanwhile, *waqf* for empowering the economy is still an unpopular concept in Indonesia. This condition is also supported by data of *waqf* land that states that more than 75% of *waqf* land is used for unproductive activities (SIWAK) Sistem Informasi Wakaf, 2020).

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#### 4.2 Solution

4.2.1 Cluster of *wakif* solution. The priority of solutions for the *wakif* problem can be seen in Figure 9.

Based on the output diagram, there were three aspects of solutions in the *wakif* cluster: public education, socialisation of regulation and standardisation of institutions. From these aspects, public education and socialisation of *waqf* law are the top priorities of solutions to the problem of *waqf* land in *wakif* clusters with a weighting value of 0.341995. The rater agreement value of this cluster is 0.58333 ( $w = 0.58333$ ), which is on a moderate-to-strong scale, which indicates that experts are quite agreed in determining the priority of solving the problem of *waqf* land in the *wakif* cluster.

The main priority in the aspect of *wakif* solutions is public education and socialisation of the community. *waqf* lands are still seen as worship grounds identical to mosques, *madrasahs* and graveyards. Therefore, they do not need to be managed professionally as business institutions. The lack of public literacy regarding *waqf* causes it still apparent. People do not realise the great potential of *waqf* as a tool to accelerate economic growth and socio-economic welfare. Therefore, education and socialisation of *waqf* literacy to the public are vital. This condition is following previous research, Fitri and Wilantoro (2018), Hasanah (2012), Muntaqo (2015), Megawati (2014), Suryadi (2017), Khusaeri (2015), Dahwan (2008), Junaidi (2015), Megawati (2014) and Suryadi (2017), which stated that the lack of education and socialisation of the community causes the empowerment of *waqf* land to be not optimal.

4.2.2 Cluster of *nadzir* solution. The priority of the solution to solve the *nadzir* problem can be seen in Figure 10.

Based on the output diagram, there were four aspects of solutions in *nadzir* clusters, namely, aspects of *nadzir* certification, *nadzir* standardisation, *nadzir* training and incentives. From these aspects, *nadzir* certification is the top priority solution to the problem

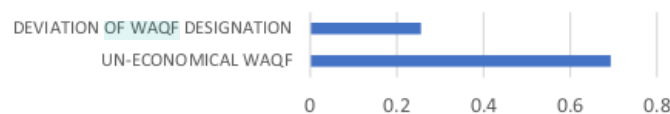


Figure 8. Priority problems on the *Waqf* land designation aspect

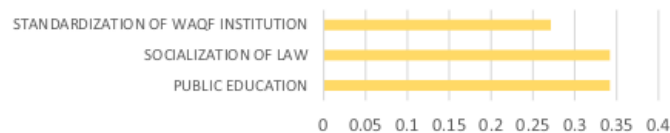


Figure 9. Priority solutions on the *wakif* aspect

of *waqf* land in the *nadzir* cluster with a weight value of 0.366062. This cluster's rater agreement value is 0.73333 ( $w = 0.73333$ ), which is on a strong-to-perfect scale, which indicates that experts have the same answer in determining the priority of the solution of *waqf* land problems in *nadzir* clusters.

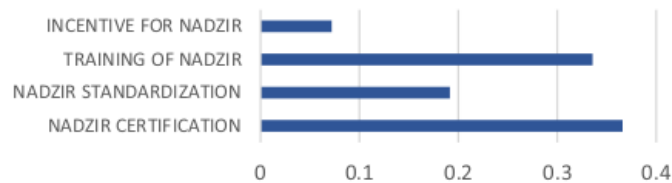
The top priority in *nadzir* solutions is *nadzir* certification. This is in line with previous studies, [BWI \(2010, 2020\)](#), [Hasanah \(2012\)](#) and [Muntaqo \(2015\)](#), which stated that certification for the *nadzir* is important to improve the professionalism of *waqf* management and, at the same time, increasing the trust of *wakif* to hand over their *waqf* property. If it is associated with the profession's characteristics, then *nadzir* work is a profession or field of work that needs certain competencies. Certification can convince the potential *wakif* that the *nadzir* is competent. Also, it can help *nadzirs* to plan their careers and measure their level of competency during the learning process in a formal institution or during independent learning. Furthermore, certification will help *nadzir* in meeting regulatory prerequisites. It also assists in recognising competencies across sectors and countries and assisting professionals in promoting their professions in the labour market.

**4.2.3 Cluster of *waqf* land solution.** The priority solutions to solve the problem of *waqf* land are shown in [Figure 11](#).

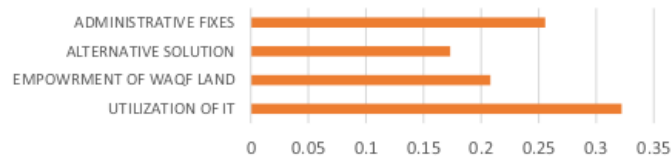
Based on the output diagram, there were four aspects of solutions in *waqf* land clusters: technology utilisation, administrative improvement, *waqf* empowerment and alternative solutions. From these aspects, the utilisation of technology is the top priority solution for the problem of *waqf* land in the *waqf* land cluster with a weight value of 0.322109. This cluster's rater agreement value is 0.25556 ( $w = 0.25556$ ), which is on a weak-to-moderate scale, which indicates that experts have a highly varied answer in determining the priority of solving the problem *waqf* land in *waqf* land clusters.

The main priority of solutions to solve *waqf* land problems is using information technology in managing *waqf* land in Indonesia. The results of the study are in line with previous studies, [Megawati \(2014\)](#), [Khusaeri \(2015\)](#), [Dahwan \(2008\)](#), [Junaidi \(2015\)](#) and [Kurniati and Novalita \(2019\)](#), which stated that the use of technology plays an important role in developing *waqf* land in Indonesia. By using modern information technology, it will enhance the administration of *waqf* land management. *waqf* land data will be more updated and expand the reach of public education regarding *waqf* literacy ([Winiarti et al., 2019](#); [Fahmi and Sugiarto, 2016](#); [Nugroho and Fahmi, 2013](#)).

**Figure 10.**  
Priority solutions on  
the *nadzir* aspect



**Figure 11.**  
Priority solutions on  
the *Waqf* land aspect



4.2.4 Cluster of waqf pledge solution. The priority solution to solve the pledge problem is depicted in Figure 12.

Based on the output diagram, there were four aspects of solutions in the pledge cluster: comprehensive regulation, pledge recording, certification and advocacy. From these aspects, certification of waqf land is the top priority solution to the problem of waqf land in the pledge cluster with a weight value of 0.371686. This cluster's rater agreement value is 0.81111 ( $w = 0.81111$ ), which is on a strong-to-perfect scale, indicating that experts have the same answer in determining the priority of solving the waqf land problem in the pledge cluster.

The result of this study is in line with the previous studies, Ibad *et al.* (2018) and Samsidar (2016), who stated that waqf certification could be a big capital for nadzir to develop waqf land. This certification explains the certainty of land area, boundaries and land designation following the waqf pledge, as submitted by the waqf. waqf land certification is crucial because its purpose is to save the waqf lands asset by having legality and certainty. Furthermore, the waqf lands certificate will guarantee that waqf assets will not be lost and sold. The absence of a waqf certificate will lead to disputes in the future.

4.2.5 Cluster of waqf land designation solution. The priority solution to solve the problem of waqf land designation is shown in Figure 13.

Based on the output diagram, there were two aspects of solutions in the cluster of waqf designation: aspects of waqf project innovation and nadzir sanctions. From both aspects of the solution, project innovation is the top priority solution to the problem of waqf land in the cluster of waqf designation with a weight value of 0.83766. The rater agreement value of this cluster is 1 ( $w = 1$ ), which is on a perfect scale, which indicates that experts have the same answer in determining the priority of solving the problem of waqf land in the cluster of waqf designation.

The main priority to solve the problem of waqf designation is the innovation for productive empowerment. This is following previous studies, Ibad *et al.* (2018), Dahwan (2008), Furqon (2014), Hazami (2016), Kurniati *et al.* (2019) and Khusaeri (2015), who stated that productive waqf has great potential for creating community socio-economic welfares as the main goal of waqf. Therefore, it is needed innovation to gain greater and broader benefits.

### 4.3 Cluster of strategy

The long-term strategy that can be applied to support the optimisation of waqf land empowerment in Indonesia is shown in Figure 14.

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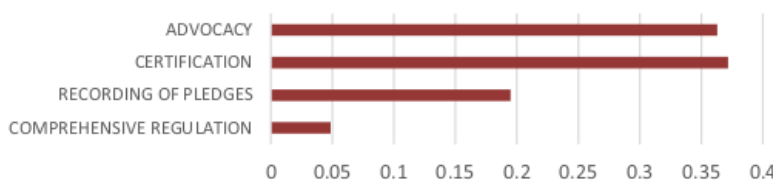


Figure 12. Priority solutions on the Waqf pledge aspect



Figure 13. Priority solutions on the Waqf land designation aspect

Based on the output diagram, there were four aspects of strategy in the strategy cluster, namely, aspects of optimisation of government roles, optimisation of the role of BWI, optimisation of community roles and optimisation of institutional roles. From these aspects of the strategy, optimising the roles of the community and BWI is the main priority of the strategy for *waqf* land problems in the strategy cluster with a weighting value of 0.27516. This cluster's rater agreement value is 0.08889 ( $w = 0.08889$ ), which is on a weak scale, indicating that experts have a highly varied answer in determining the priority of *waqf* land problem strategy in the cluster strategy.

The community is categorised into two, namely, *wakif* and non-*wakif*, with the ability to represent *waqf* land. The community has a major role as a source of *waqf* lands. Optimising the community's role can be done by improving public literacy regarding the urgency of *waqf* land. Therefore, it requires massive *waqf* socialisation from the early stage through formal and non-formal channels, such as in the education curriculum, in expo activities or delivered in speeches on religious events.

The independent *waqf* institution that carries *waqf* affairs in Indonesia is BWI, central and regional representatives. BWI functions as controller, facilitator and regulator in *waqf* practice in Indonesia. The role and support of BWI will determine the implementation of *waqf* practices in Indonesia. Optimising the role of BWI can be done by providing ease of bureaucracy or licensing to become a legal entity *nadzir*. Given that *waqf* as a mandate of the *wakif*, it must be managed by institutions of integrity. Prospective *nadzir* should be selected through an administrative process, and they must meet various conditions specified in the regulations. In managing *waqf* assets, *nadzir* must always report and ask permission, especially if they want to develop idle *waqf* lands to be productive. Ease in bureaucracy and licence would have a huge influence on the development of *waqf* lands. This is in line with a previous study (Ayuniyyah *et al.*, 2019), which stated that optimising the role of BWI is important to assist the development of *waqf* land in Indonesia.

### 5. Conclusion and suggestion

The factors that empirically hinder the successful empowerment of *waqf* land in Indonesia have been clearly identified through the ANP method. The problem of *waqf* land empowerment in Indonesia can be analysed based on the pillars of *waqf* based on *waqf* Act No. 41/2004, which is divided into five aspects, namely, problem on *wakif*, *nadzir*, *waqf* land, *waqf* pledges and *waqf* designation. The *nadzir* aspect is identified as the main problem that hinders the empowerment of land *waqf* in Indonesia. The unprofessional *nadzir* is the most important problem that needs to be solved. The *nadzir* certification program can be conducted to increase the professionalism of the *nadzir*.

Besides, regarding the issue, the five most affecting issues are low public trust in *waqf* institutions, unprofessional *nadzir*, the number of idle *waqf* land assets, the absence of *waqf* certificates and land endowments used for non-economic activities. Furthermore, the five solutions that most affect the optimal condition of *waqf* land management are socialisation and education to the community, *nadzir* certification, utilisation of modern information



**Figure 14.**  
Priority strategies on  
the *Waqf* land  
empowerment

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technology for *waqf* land governance administration, *waqf* land certification and innovation in *waqf* land development. Therefore, the strategy that can be implemented as a long-term policy to empower *waqf* land is to optimise the community's role as the main actors of *waqf* land activities by improving public literacy on the urgency of *waqf* land as one of the instruments to realise the socio-economic welfare. Furthermore, the role of BWI is also needed to ensure that *waqf* empowerment activities are running well.

The challenges  
of empowering  
*waqf* land

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The suggestions that can be given from this study are as follows:

- Professionalism and the managerial ability of *nadzir* become the main problems among *nadzir*. Therefore, it is necessary to provide intensive and continuous training and mentoring, and there should be a system of supervision and control.
- The role of BWI is still not optimal. One of the reasons is due to the lack of funding to perform its duties. Currently, it is necessary to increase funding from the central government fund and/or regional government funds to improve the role of BWI.
- Socialisation and education are needed for all elements, from the government, *nadzir* and the wider community who generally still have the traditional understanding. Socialisation can be done through lectures, Friday prayers, printed and online media and various social media.
- Cooperation between related institutions is necessary to improve the performance efficiency in developing productive *waqf* lands. There needs to be a special forum in which various institutions are incorporated, from the government, BWI, *nadzir*, Islamic organisations and other related institutions for effective cooperation.

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