

Managing *Waqf* Land in Indonesia: ANP-Driven Strategies

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ABSTRACT

This study aims to elaborate on the main problems of developing *waqf* (perpetual charitable trust) land in Indonesia and provide identifiable empirical results of the main problem, solutions, and strategy as a framework to guide stakeholders to produce policy recommendations appropriately using the Analytical Networking Process (ANP) approach. Several steps were followed: decomposition, model quantification, and result analysis. The initial data was collected through a literature review, focus group discussion, and in-depth interviews. This data was used to construct an ANP framework, which was then analyzed using *Superdecision* software to obtain conclusions. This study found that the most considerable aspect regarding *waqf* land development in Indonesia was the managerial issue. Unprofessional management has become a top priority. The *waqf* institution should increase its responsibility to the public, which is the highest rank of solution regarding the *waqf* land problems. This research also derived the strategy recommendations: reforming and strengthening *waqf* regulation.

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INTRODUCTION

As a Muslim-majority country, Indonesia was supposed to have enormous potential and opportunities for developing *waqf* (Haneef et al., 2017). The dominant *waqf*

type in Indonesia is *waqf* land, which is believed to hold a massive economic power that can immensely benefit public welfare (Fauzi et al., 2022), according to the Indonesian Ministry of Religious Affairs' data (Ministry of Religious Affairs of the Republic of Indonesia & Indonesia Waqf Board, 2020). Indonesia's *waqf* land has reached 52,000 hectares spread across 391,909 locations throughout Indonesia. Nonetheless, more than 75% of *waqf* lands in Indonesia are not fully utilized to acquire additional economic value (Ministry of Religious Affairs of the Republic of Indonesia, 2020). Most *waqf* land in Indonesia is used for mosques and cemeteries (Zulkhibri, 2017).

In contrast, it can be utilized in another physical form, such as orphanages, hospitals, veterinary hospitals, mobile clinics, animal shelters, plantations for reducing deforestation, libraries, student dormitories, public transportation facilities, roads and bridges, shelters, and schools (Çizakça, 1998; Zain & Ali, 2017). The Indonesian Government has been intrigued by the *waqf* land problems and subsequently issued *Waqf* Act No. 41/2004 and Government Regulation No.42/2006 to regulate the implementation of *waqf* land. Since the regulation was issued, however, the meaningful impact regarding the utilization of *waqf* land has not yet been ensured. The development of *waqf* land-related areas seems rarely noticed and has slowly progressed (Fauzi et al., 2022).

The issue of idle *waqf* land in Indonesia is only one aspect of the greater issues surrounding *waqf*. Consequently, a

comprehensive study of these issues is imperative. There are many problems and challenges to fully developed *waqf* despite the numerous discussions around the Islamic world mentioning that *waqf* plays a role in social welfare (Medias et al., 2021). Zulkhibri (2017) mentioned that the general problems related to *waqf* land development are lack of financial resources, undeveloped and unproductive *waqf* land, loopholes in the legal framework, and unregistered *waqf* land, *waqf* on leasehold land, and land classified as heritage. In other specific cases, the problems related to *waqf* around the Islamic countries such as the regulation problems in Bangladesh and Indonesia (Karim, 2010; Syarief, 2021), the managerial problem in Bangladesh (Hasan & Siraj, 2016), the human resources problems in Malaysia (Ali et al., 2018), the society-related problems in Jordan (Almanaseer & Bashar, 2014), the financial problems in Indonesia and Nigeria (Nasution & Medias, 2020; Zauro et al., 2020).

Context and Literature Review

Waqf, or in plural form *Awqaf*, is derived from Arabic. There are a lot of literal definitions of *waqf*, such as “to contain, preserve, or stop” (Aldeen et al., 2020), “to prevent” (Çizakça, 1998), and “eternal or sustain” (Ascarya et al., 2022). In other words, the literal meaning of *waqf* can be concluded as something static yet sustainable. Technically, Imam Abu Hanifah.¹ They defined *waqf* as the retention

¹ Abu Hanifah is one of the classical scholars who found an Islamic school of thought. His thought became a pathway (madhab) to interpreting

of specific things in the donor’s ownership and the charitable dedication of the profits to the poor or other suitable recipients (Zain et al., 2019). Kuran (2001) defined *waqf* as an independent trust formed under Islamic law by a living person to provide perpetual social benefit. The unique characteristic distinguishing *waqf* from other instruments, such as *zakat* (obligatory almsgiving) and *sadaqat* (voluntary charity), is the eternity of the assets. The primary features of *waqf* that cannot be found in other Islamic social finance are perpetuity, irrevocability, and inalienability (Mohammad & Iman, 2006). In other words, *Waqf* assets cannot be terminated, canceled, transferred, or sold to a third party once they are created. Essentially, the *waqf* implementations around the Islamic world are relatively identical, regardless of the diversity in theory, practice, and legal approach (Rosadi et al., 2018; Rothstein & Broms, 2013).

Islamic law (sharia) for his students and followers. The followers are called as Hanafiyah. Later, it becomes one of the four biggest followed madhabs in the world, alongside Syafi’iyah, Malikiyah, and Hambaliyah.

The eternity of *waqf* assets as its unique characteristics ironically leads to underdeveloped *waqf* properties and negatively affects the development of *waqf* property, which in turn causes stagnation of the Islamic charities (Zulkhibri, 2017). The obsolete Fiqh (Islamic jurisprudence) interpreting *waqf* is one of the problems regarding unproductive *waqf* lands. Thus, the concept of *waqf* perpetuity and inalienability need to be reexamined, and the concept of perpetuity proposed to be changed to the perpetuity of dedication and value rather than constrained only to the perpetuity of assets. The interpreted religious concept based on the old theory of religious text without deep comprehension would have produced the legal framework also based on the old theory of religious text and recommended revisiting it (Puad et al., 2014). Table 1 summarizes key challenges in the literature regarding *waqf* land development across various regions globally.

Waqf regulations pose challenges within the realm of *waqf*, as evidenced by prior research conducted in Islamic countries such

Table 1
Criteria of waqf problem from obtained literature

Aspect	References
Regulation	Karim, 2010; Mohammad & Iman, 2006; Syarief, 2021
Managerial	Ali et al., 2018; Fauzi et al., 2022; Ihsan & Ibrahim, 2011; Ismail et al., 2015; Karim, 2010; Zulkhibri, 2017
Technical	Amin & Nurdin, 2020; Zulkhibri, 2017
Human resources	Ihsan & Ibrahim, 2011; Zulkhibri, 2017
Financial	Mohsin, 2013; Nasution & Medias, 2020; Thaker & Pitchay, 2018; Zauro et al., 2020
Society	Ahmad, 2019; Almanaseer & Bashar, 2014; Fauzi et al., 2022; Haneef et al., 2017; Huda et al., 2014; Puad et al., 2014
Institutional	Ayuniyyah et al., 2019; Haneef et al., 2017

Source: Compiled by authors from various sources

as Bangladesh (Hasan & Siraj, 2016; Karim, 2010), Malaysia (Jalil, 2020), and Indonesia (Syarif, 2021). In Indonesia, although the *Waqf* Act no.41/2004 was established with a philosophical, socio-historical, and juridical foundation (Rosadi et al., 2018), the implementation of *waqf* falls short of the ideal expectations (Fauzi et al., 2022; Syarif, 2021).

The role of *nazirs* (*waqf* managers) contributes to problems due to managerial, human resources, and technical-administrative issues (Fauzi et al., 2022). The problems arise from unprofessional management (Ali et al., 2018; Ihsan & Ibrahim, 2011; Ismail et al., 2015) and lack of transparency, including bribery (Karim, 2010; Zulkhibri, 2017). From a technical-administrative perspective, challenges arise from an inadequate administration system, including a traditional approach with limited utilization of information technology (Ali et al., 2018; Fauzi et al., 2022; Ihsan & Ibrahim, 2011). This poor administration leads to numerous unregistered *waqf* lands and potential conflicts over land ownership, eroding trust and resulting in a decline in the number of *waqf* lands.

In addition to internal factors, external factors also contribute to *waqf* problems. Institutional issues stem from weak inter-institutional coordination in *waqf* land development. In Indonesia, the overlapping roles of the Indonesian *Waqf* Board (BWI) and the *Waqf* Directorate of the Ministry of Religious Affairs resulting confusion among *waqf* institutions (Haneef et al., 2017). Strengthening government involvement,

political will, and advanced regulation regarding the role of BWI are necessary (Ayuniyyah et al., 2019).

The societal aspect can also pose significant challenges in *waqf* development. Prospective donors, who are public or community members, should understanding or be aware of *waqf*, differentiating it from other forms of Islamic social finance. Research indicates a low level of awareness among Muslims in Indonesia (Haneef et al., 2017) and Malaysia (Puad et al., 2014). *Waqf* is often mistakenly perceived as limited to mosques and graveyards (Haneef et al., 2017). Furthermore, low public trust in *waqf* institutions and issues with managers impede the development of *waqf* lands (Ahmad, 2019; Fauzi et al., 2022; Huda et al., 2014).

Problem Classification and Prioritization

There are numerous kinds of research regarding *waqf* among scholars nowadays. However, the studies regarding *waqf* were dominated by non-empirical studies, where 53 and six out of 104 papers from Scopus-indexed journals were descriptive and conceptual papers, respectively (Rusydia, 2019). Sukmana (2020) enhanced the insight using a critical assessment of *waqf* literature from the major scientific publishers and found that 37 papers used the normative approach, and the remaining 26 papers were focused on the empirical study of *Awqaf*. The current body of research on *waqf* primarily consists of non-empirical studies, limiting the availability of empirical

evidence. A significant portion of studies are descriptive or conceptual, failing to provide a comprehensive framework for understanding *waqf* issues. There is a strong need for studies incorporating empirical evidence to address this gap. Furthermore, existing research lacks coherence and fails to establish interconnectedness among the identified problems. Therefore, conducting a fundamental study to prioritize and classify *waqf* land-related problems is essential. This study proposes using the analytic networking process (ANP), which organizes complex problems into homogeneous clusters. By utilizing ANP, the study aims to identify key issues, establish priorities, explore alternative solutions, and provide optimal policy recommendations for stakeholders. The findings can serve as a valuable foundation for generating effective long-term strategies to address *waqf* land problems. Additionally, recommendations based on this study can be shared with relevant stakeholders, including the government, *waqf* managers (nazirs), and the Indonesia *Waqf* Board (BWI), to guide policy decisions and promote optimal utilization of *waqf* land. It should be noted that previous studies employing the ANP method have focused on *waqf* issues from the perspective of *waqf* subjects, such as nazirs, wakifs, and managers (Fauzi et al., 2022; Huda et al., 2017), without directly categorizing problems based on regulatory, financial, technical, managerial, and other elements.

MATERIAL AND METHODS

This research mainly employed one multi-criteria decision-making (MCDM) method

called the Analytic Network Process (ANP). The ANP method was first introduced and developed by (Saaty, 2004) as an extended version of the Analytic Hierarchy Process (AHP) designated for overcoming more complex problems. The ANP is a comprehensive approach measuring relative things using an absolute scale to solve multidimensional problems in a multi-criteria setting of tangible and intangible criteria based on the judgments of the experts in the field (Ascarya et al., 2022; Saaty, 2004). It is non-parametric and non-Bayesian in nature. The ANP expresses specific problems in a network where the elements of the same cluster are compared among themselves rather than in a hierarchy like AHP. The main purpose of the ANP is to opt for the best alternative among multiple decision aspects or criteria and pair comparison of the weight of the component (Ayağ & Özdemir, 2009; Khan et al., 2020). The ANP steps and process are shown in Figure 1.

The ANP method used in this research consists of three stages. The first stage is the decomposition stage. This stage aims to identify problems, solutions, and strategies for preparing the construction of the ANP framework. Firstly, the researchers conducted a literature review to identify and develop a possible ANP framework based on theoretical and empirical evidence. Secondly, the proposed framework was presented in in-depth interviews and focus group discussions (FGDs) sessions to validate it with three experts and three practitioners in the *waqf* field (Table 2).

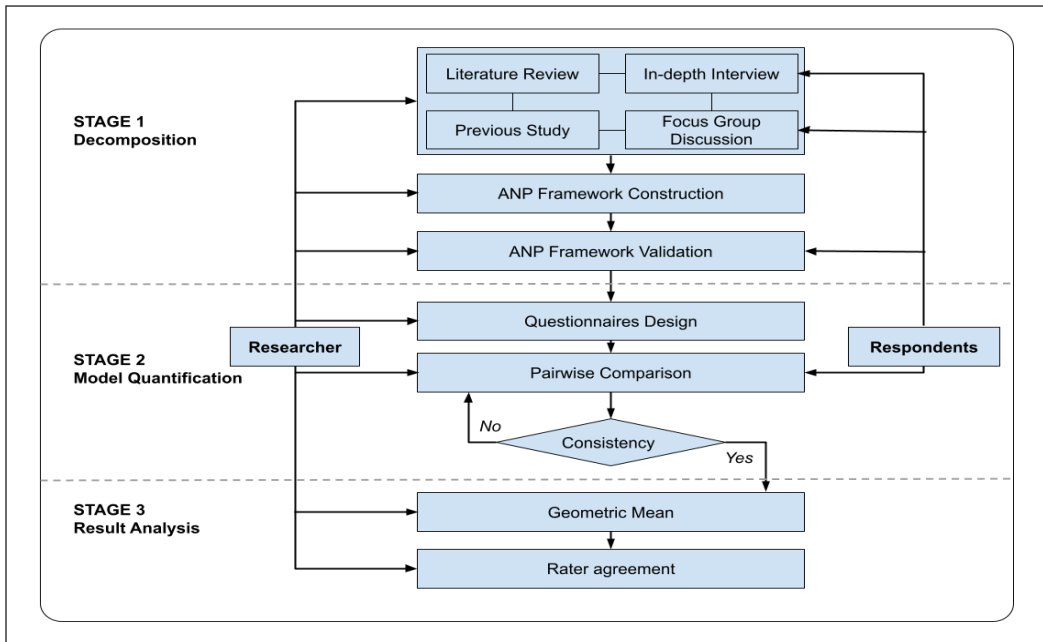


Figure 1. ANP research stages (Source: Ascarya et al., 2022, p. 387)

Table 2
The research participants

	Role	Background	Total Person
Experts	National-level association manager	Top manager of Central BWI	1
	Province-level association manager	East Java Province BWI Manager	1
	National level Regulator	The Ministry of Religious Affairs employee in the <i>Waqf</i> regulation department	1
Practitioners	City level Nazir	Head of Surabaya City Nazir	1
	Province level Nazir	Head of Central Java Province Nazir	1
	Institutional level Nazir	Head of Gontor Islamic Institute Nazir	1

Source: Processed data

The selection of respondents applies the purposive sampling method with several criteria, including (1) the *waqf* expert from *waqf* regulators and (2) the practitioners must belong to a professional Nazir. The experts were the top managers from central BWI, East Java Province BWI, and the Ministry of Religious Affairs employees

in the *Waqf* regulation department as regulators' representatives. Meanwhile, the practitioners were at least the head level of nazirs from Surabaya City, Central Java province, and the Gontor Islamic Institute. They were selected as participants considering their deep understanding of *waqf* in Indonesia and were expected

to provide the best information for this research objective.

The second stage is model quantification. This step prepares the ANP model framework and creates pairwise comparison questionnaires drawn from the first stage. Then, the researcher calculates the geometric mean and a rater agreement. This stage uses designed questionnaires and ANP Saaty’s (2004) scale measurements (Table 3).

The third stage is the analysis of the result. The data is processed through *Superdecision* software and Microsoft Excel to achieve quantification results, calculating the geometric mean and rater agreement. Rater agreement is a measure that shows the respondents’ suitability level (R1-Rn) to a problem in one cluster. The tool used to measure the rater agreement is Kendall’s Coefficient of Concordance ($W; 0 < W < 1$), where $W = 1$ indicates a perfect fit. The geometric mean is an average calculation showing a particular tendency or value (Ascarya et al., 2022). This step

also comprises result interpretations with related literature.

RESULTS

The first ANP stage identified the problems, solutions, and strategies regarding *waqf* development in Indonesia. This stage aims to decompose the complexity and deduce it into several clusters or aspects. Through a literature review, the researcher identified the following problem aspects: regulation, managerial, technical, human resources, financial, society, and institutional. The next step was to present these findings to participants through in-depth interviews to seek confirmation. The participants confirmed that the problems in *waqf* land development are related to those aspects. As mentioned by The Ministry of Religious Affairs employee in the interview:

“... Yes, I could not agree more. We believe in scientific things and that is what happens in the fields. Umm, I think, it is what it is....”

Afterward, the FGD process broke every cluster problem into the listed criteria along with the solutions. The summaries of the results of this session are mentioned in Table 4 in the criteria of problems (column 2) and criteria of solution (column 3). The strategy recommendations concerning *waqf* land development in Indonesia also ensure the decomposing stage. This stage also resulted in the construction framework (Figure 2) used for the following stages.

Table 5 shows that the Management aspect is the topmost priority problem in

Table 3
Saaty’s fundamental scale of absolute numbers

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

Source: Saaty, 2004, p. 6

Table 4
Decomposition stage result

Aspects	Criteria of problems	Criteria of solutions
Regulation	1) less comprehensive; 2) unintegrated regulations; 3) obsolete Fiqh; 4) vague regulation for society	1) comprehensive regulation; 2) socialization of regulation; 3) integration of regulation; 4) include contemporary Fiqh
Managerial	1) no blueprint; 2) unprofessional management; 3) lack of transparency; 4) lack of networking	1) blueprint; 2) professionalism of management; 3) responsible to the public; 4) optimizing network
Technical	1) bad administration; 2) lack of IT; 3) non-innovative project; 4) idle <i>waqf</i> land; 5) conflict on <i>waqf</i> land	1) good administration; 2) utilize the IT; 3) economic project; 4) innovation of empowerment; 5) <i>waqf</i> certification
Human resources	1) unprofessional human resources.; 2) low qualifications; 3) low managerial; 4) bad reward systems	1) standardization of HR qualification; 2) training and coaching; 3) certification of nazir; 4) good reward system
Financial	1) limited finance; 2) depend on government funds; 3) lack of financing model; 4) lack of financing	1) innovation of financial resources; 2) research in contemporary; 3) training in financial resources
Society	1) low public trust; 2) perceived only for spiritual activity; 3) lack of public awareness	1) standardization of <i>waqf</i> institution; 2) socialization and education
Institutional	1) Non-optimal BWI role; 2) no brilliant project from BWI; 3) non-optimal government role	1) optimization of BWI role; 2) brilliant and implementable project; 3) regulatory support; 4) fund support
Strategy recommendation	-	1) reforming and strengthening the <i>waqf</i> regulations; 2) reforming and strengthening the <i>waqf</i> governance; 3) strengthening the roles of <i>waqf</i> -related institutions

Source: Processed data

developing *waqf* land in Indonesia, with a combined (All) geometric mean value of 0.21. Furthermore, the financial aspect becomes the second priority indicator with an average value of 0.16, Human resources with a value of 0.11, Institutional with an average score of 0.10, Technical with an average score of 0.10, society with an average score of 0.0838, and the Regulation aspect is the last priority in elaborating the problem of land *waqf* development in Indonesia with an average value of 0.05. This indicator's rater agreement (*W* value) is 0.24, which is on a weak to moderate scale,

indicating that the experts' answers to the Aspects cluster elaborating on the problem of land *waqf* development in Indonesia widely vary.

The following stages are model quantification using designed questionnaires and ANP Saaty's (2004) scale measurements. Afterward, the scores based on the previous stages were calculated and analyzed using geometric mean and rater agreement. The geometric mean (GM) consists of three estimations from experts, practitioners, and combined (all), which is the average score from both estimations. The results

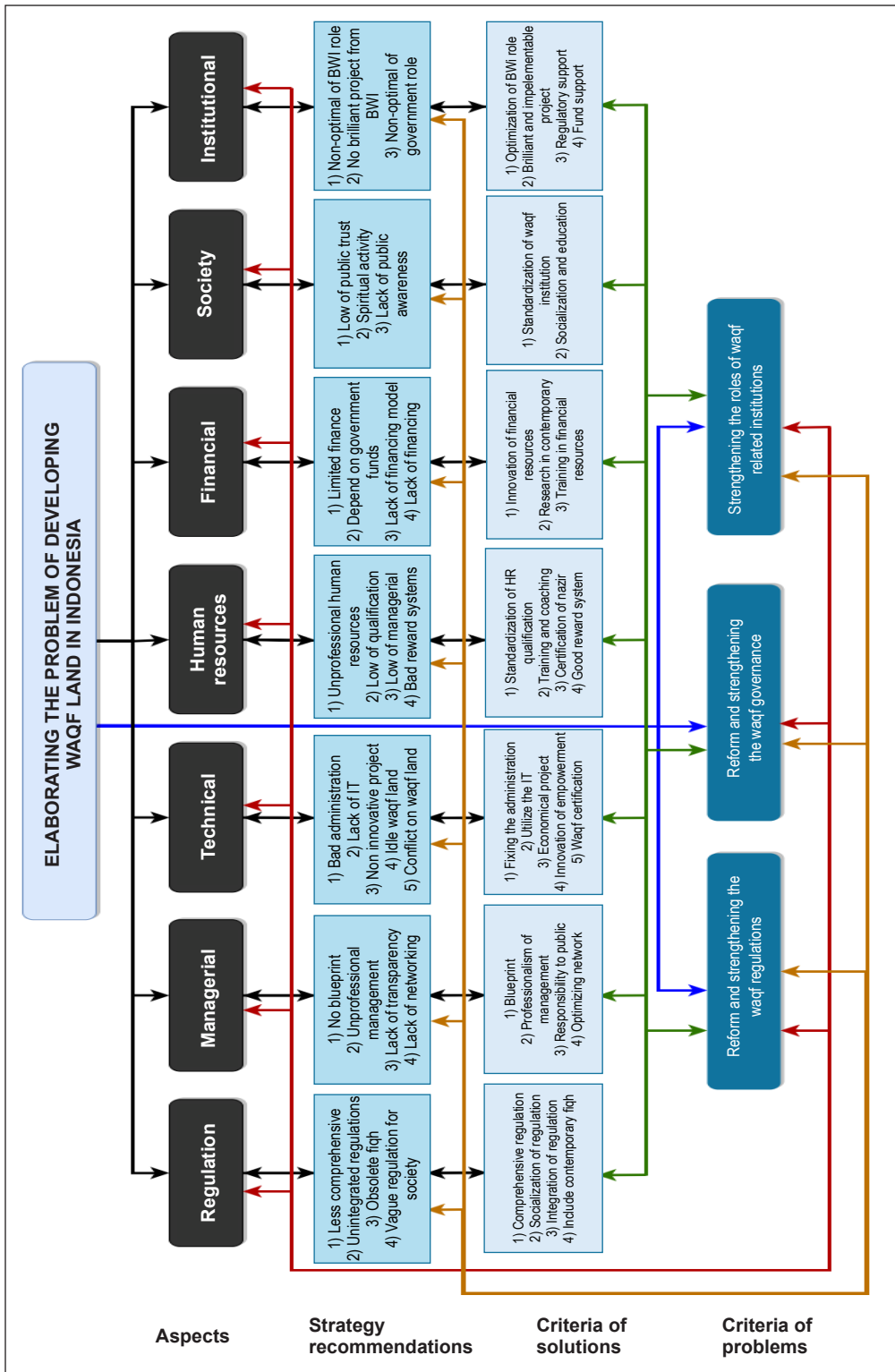


Figure 2. ANP construction framework on waqf development (Source: Processed data)

Table 5
ANP results on waqf aspects

Aspects	ALL		Expert		Practitioners		Rater agreement
	GM	Rank	GM	Rank	GM	Rank	(<i>W</i> value)
Regulation	0.05	7	0.07	7	0.05	6	0.24
Managerial	0.21	1	0.20	1	0.22	2	
Technical	0.10	5	0.09	5	0.10	4	
Human Resources	0.11	3	0.08	6	0.16	3	
Financial	0.16	2	0.12	4	0.23	1	
Society	0.08	6	0.16	3	0.04	7	
Institutional	0.10	4	0.17	2	0.07	5	

Source: Author’s ANP analysis

are shown in Table 4, Table 5, and Table 6. Table 4 shows seven aspects of the problem of *waqf* land development in Indonesia, including institutional, societal, financial, human resource, technical, managerial, and regulatory.

Table 6 presents the ANP results for problem criteria in each aspect. The top priority financial problem was “limited finance,” with a combined geometric mean (GM) of 0.33. The least prioritized was “dependence on government funds” (GM = 0.09). The rater agreement (*W* value) was 0.19 (weak to moderate), indicating relatively varied participant responses. From the human resources perspective, “unprofessional human resources” had the highest ranking (GM = 0.30), while “bad reward system” received the lowest (GM = 0.12). This cluster’s *W* value (0.23) indicated a wide variation in informant responses. The top institutional problem was the “non-optimal BWI role” (GM = 0.38), with a *W* value 0.38 suggesting slightly varying responses. “Unprofessional management” was the next most prioritized managerial problem (GM = 0.29), while

“no blueprint” received the lowest ranking (GM = 0.15). This cluster’s *W* value (0.10) indicated wide variation in informant responses. The regulation aspect’s top problem was “regulations not understood by society” (GM = 0.41), with “obsolete Fiqh” receiving the lowest ranking (GM = 0.12). The *W* value (0.46) indicated slightly varied participant responses. The societal perspective prioritized “*waqf* perceived only for spiritual activity” (GM = 0.38). This aspect’s *W* value (0.26) indicated relatively varied responses. Technical problems prioritized “bad administration” (GM = 0.25) and “conflict on *waqf* land” (GM = 0.18). This cluster’s *W* value (0.23) indicated relatively varied responses.

Table 7 presents the ANP results for the criteria of solutions in each aspect. Regarding financial solutions, the top priority was innovating financial resources (GM = 0.33), whereas research on contemporary financial sources received the lowest ranking (GM = 0.09). This cluster’s rater agreement (*W*) was 0.05, indicating a “weak” agreement, suggesting considerable divergence in participants’ answers. From the human

Table 6
The ANP results on the criteria of waqf problems

Aspects	Criteria of problems	ALL		Expert		Practitioners		<i>W</i> Value
		GM	Rank	GM	Rank	GM	Rank	
Financial Problem	Limited Finance	0.33	1	0.25	1	0.43	1	0.19
	Depend on Government's Fund	0.09	4	0.17	2	0.05	4	
	Lack of Financing Model	0.20	3	0.25	1	0.17	3	
	Lack of Financing	0.28	2	0.25	1	0.32	2	
Human Resource Problem	Unprofessional HR	0.30	1	0.29	1	0.31	1	0.23
	Low of Qualification	0.23	3	0.20	3	0.27	2	
	Low of Managerial	0.23	2	0.23	2	0.24	3	
	Bad Reward System	0.12	4	0.20	4	0.07	4	
Institutional Problem	Nonoptimal of BWI Role	0.38	1	0.53	1	0.27	2	0.34
	Non-Brilliant of BWI Project	0.17	3	0.27	2	0.12	3	
	Non-optimal Government Role	0.28	2	0.15	3	0.53	1	
Managerial Problems	No Blueprint	0.15	4	0.23	2	0.10	4	0.10
	Unprofessional Management	0.28	1	0.22	3	0.37	1	
	Lack of Transparency	0.26	2	0.28	1	0.25	2	
	Lack of Networking	0.18	3	0.20	4	0.18	3	
Regulation Problems	Less Comprehensive	0.16	2	0.21	2	0.12	3	0.46
	Unintegrated Regulation	0.15	3	0.17	3	0.12	2	
	Obsolete Fiqh	0.12	4	0.14	4	0.11	4	
Society Problems	Not Understood by Society	0.50	1	0.41	1	0.61	1	0.26
	Low Public Trust	0.16	3	0.15	3	0.18	3	
	Spiritual Activity	0.38	1	0.38	2	0.37	1	
Technical Problems	Lack of public awareness	0.31	2	0.40	1	0.24	2	0.23
	Bad Administration	0.25	1	0.26	1	0.25	1	
	Lack of IT	0.14	4	0.21	3	0.10	5	
	Non-Innovative Project	0.14	3	0.13	4	0.15	4	
	Idle <i>Waqf</i> Land	0.23	2	0.26	2	0.22	2	
	Conflict on <i>Waqf</i> Land	0.14	5	0.10	5	0.19	3	

Source: Author's ANP analysis

resources perspective, Nazirs certification was highly prioritized (GM = 0.27), while a good reward system received the lowest ranking (GM = 0.11). This cluster's *W* value (0.13) indicated considerable divergence in informant responses. Optimizing the BWI role (GM = 0.37) emerged as the top priority for institutional solutions, with a *W* value of 0.41 suggesting less varied responses

compared to other aspects. In managerial solutions, responsiveness to the public received the highest ranking (GM = 0.31), while optimizing the network was the least prioritized (GM = 0.15). This cluster's *W* value (0.13) indicated moderate divergence in informant responses. Socialization of regulations (GM = 0.44) was the topmost priority for regulations, with the inclusion

Table 7
ANP result of aspect and criteria of solutions

Aspects	Criteria of Solution	ALL		Expert		Practitioners		W
		GM	Rank	GM	Rank	GM	Rank	
Financial	Innovation of Financial Resource	0.39	1	0.28	2	0.53	1	0.05
	Research in Contemporary	0.27	3	0.35	1	0.21	3	
	Training in Financial Resources	0.28	2	0.35	1	0.22	2	
Human Resource	Standardization of HR Qualification	0.22	3	0.20	3	0.23	2	0.13
	Training and Coaching	0.27	2	0.23	2	0.31	1	
	Nazirs certification	0.27	1	0.33	1	0.22	3	
	Good Reward System	0.11	4	0.14	4	0.10	4	
Institutional	Optimizing BWI Role	0.37	1	0.36	1	0.39	1	0.41
	Brilliant and Implementable Project	0.27	2	0.31	2	0.23	3	
	Regulatory Support	0.18	3	0.12	4	0.27	2	
	Fund Support	0.09	4	0.13	3	0.07	4	
Managerial	Blueprint	0.22	2	0.23	3	0.21	2	0.13
	Professionalism of Management	0.22	3	0.24	2	0.20	3	
	Responsible to Public	0.32	1	0.30	1	0.33	1	
	Optimizing networks	0.17	4	0.17	4	0.18	4	
Regulation	Comprehensive Regulation	0.16	2	0.21	2	0.12	4	0.37
	Socialization of Regulation	0.44	1	0.37	1	0.53	1	
	Integration of Regulation	0.15	3	0.18	3	0.12	3	
	Include Contemporary Fiqh	0.12	4	0.12	4	0.13	2	
Society	Standardization of Waqf Institution	0.37	2	0.35	2	0.41	2	0.00
	Socialization and Education	0.52	1	0.53	1	0.51	1	
Technical	Fixing Administration	0.25	1	0.28	1	0.23	1	0.19
	Utilize the IT	0.17	4	0.20	3	0.15	5	
	Economical Project	0.18	3	0.16	4	0.19	2	
	Innovation of Empowerment	0.12	5	0.08	5	0.18	3	
	Waqf Certification	0.19	2	0.24	2	0.16	4	
Strategic	Regulation	0.34	1	0.37	1	0.33	2	0.05
	Governance	0.26	3	0.30	2	0.24	3	
	Institution	0.34	2	0.29	2	0.40	1	

Source: Author's ANP analysis

of contemporary Fiqh receiving the lowest ranking (GM = 0.12). A W value of 0.3694 suggested moderate variability in participants' answers. Socialization and education (GM = 0.37) emerged as the top priority for society, with a W value of 0.00 indicating remarkable agreement among participants.

Fixing administrations (GM = 0.25) received the highest ranking for technical solutions while utilizing IT received the lowest (GM = 0.70). This cluster's W value (0.19) indicated relatively diverged responses.

The strategy recommendations aspect contains three main strategies: firstly,

reforming and strengthening the *waqf* regulations; secondly, reforming and strengthening the *waqf* governance; and thirdly, strengthening the roles of *waqf*-related institutions. The most considerable strategy was regulation, which reforms and strengthens the *waqf* regulations ($GM=0.35$). The following strategy recommendation is strengthening the roles of *waqf*-related institutions, and the least considerable was reforming and strengthening the *waqf* governance with geometric mean values of 0.34 and 0.26, respectively. The W value of the strategy recommendations cluster was 0.05, indicating that the participant's answers were relatively diverged.

DISCUSSION

Priority Issues on *Waqf* Development in Indonesia

The managerial issue in *waqf* development in Indonesia has become the most considerable aspect over the other aspects such as institutional, society, financial, human resource, technical, and regulation. This finding aligned with prior research on *waqf* management (Ali et al., 2018; Beik et al., 2021; Ihsan & Ibrahim, 2011). The most dominant problem criterion in the managerial aspect was unprofessional management. Ali et al. (2018) mentioned that professional management and effective administration are essential yet highly impactful tools. Ihsan and Ibrahim (2011) compared two *waqf* institutions in Indonesia and showed that more professional management would result in more achievement than less professional ones. The achievements are

in terms of the number of collections and the more significant contribution to *waqf* development in Indonesia's Muslim society.

The second priority issue on *waqf* land development in Indonesia was a financial issue, where the essential criteria of the problem were the financial limit for developing *waqf*. This finding was consistent with previous literature stating that financial resources are essential in developing *waqf* (Mohsin, 2013; Nasution & Medias, 2020; Zauro et al., 2020). Limited finances in developing *waqf* are due to limited financial resource constraints (Nasution & Medias, 2020; Thaker & Pitchay, 2018). Henceforth, some researchers proposed alternative financial models regarding *waqf* financing, such as crowdfunding (Thaker & Pitchay, 2018) and integration with microfinance (Mohsin et al., 2016).

The third priority issue on *waqf* development was human resources problems, where the most substantial problem was unprofessional human resources. This result is consistent with the priority problem, which is unprofessional management. These two issues are supposed to be highly intercorrelated because professional management is derived and driven by professional and competent workers. Ismail et al. (2015) stated in their paper that one of the issues in *waqf* development is the shortage of competent human resources. A lack of professional workers can slow the registering of *waqf* land and potentially disorganize the process of *waqf* land development. Hence, it is necessary to recruit and restructure workers

into professionals. In addition, Fauzi et al. (2022) have identified low professionalism as the topmost priority problem in Nazir's cluster viewpoint.

The remaining problems were consecutively identified as the least prioritized: institutional, societal, technical, and regulation problems. Each aspect has its topmost criteria of problem such as non-optimal BWI role in institutional Aspect; The *waqf* concept is perceived only for spiritual activity such as for building a mosque or cemetery, and is the highly considered as the main problem in society problem viewpoint. Bad administration is the most considerable technical problem of *waqf* development. These problems might not be considered the most considerable problem in this research. However, the topmost criteria of problems should be considered for developing *waqf* land in Indonesia.

Priority Solutions on *Waqf* Development in Indonesia

The highest priority of solution from a managerial aspect concluded by this research was that all *waqf* institutions should be responsible to the public. All *waqf*-related institutions, such as Nazir, BWI, and the Indonesian Ministry of Religious Affairs, should be transparent and accountable as a matter of their responsibility to the public (Huda et al., 2014; Ihsan & Ibrahim, 2011).

The most considerable solution from the financial aspect is an innovation of financial resources. This solution answered the financial limit problem where innovation

is more important than depending on government funds. Examples of financial innovation regarding financial resources are crowdfunding *waqf* (Suhaili & Palil, 2017; Thaker & Pitchay, 2018), Sukuk linked *waqf* (Musari, 2019), venture *waqf* (Khan, 2019), integrating *waqf* with crowdfunding and blockchain (Mohsin & Muneeza, 2019), and the cash *waqf* with all variations which is gaining popularity in recent decades (Aldeen et al., 2020).

The foremost solution regarding the human resources problem is Nazir's certification. The finding is consistent with previous literature that mentions the importance of Nazir certification (Fauzi et al., 2022). This solution can be the answer to the problem of unprofessional human resources. The nazir certification will ensure that the nazir is a professional and a competent person to manage *waqf*. The certification itself is not a standalone circumstance, and it should be reinforced by intensive training for the prospective nazir or individual unprofessional nazir to become a productive *waqf* manager (Ascarya et al., 2022; Huda et al., 2018).

The least prioritized solutions from the aspects cluster were institutional solutions, society problems, technical problems, and regulation problems. The topmost solution criteria from those aspects were optimizing BWI's role, socialization, and education to society, fixing the administrations, and socializing the regulation consecutively. Although these solutions were not the most prioritized based on aspect priority rank, they can still be considered.

Priority Strategy

The proposed strategy recommendation obtained by this research consists of three main strategies: firstly, reforming and strengthening the *waqf* regulations; secondly, reforming and strengthening the *waqf* governance; and thirdly, strengthening the roles of *waqf*-related institutions. The ANP process selected the most considerable strategy in the regulation aspect: reforming and strengthening the *waqf* regulations. This finding was consistent with Beik et al. (2021), who found that regulation adjustment is the best way to increase the *waqf* land productivity and economic outcome. In addition, Satyawati & Firdaus (2018) also support this finding by stating that proper regulation will promote *waqf* management to be more applicable and practical because the *waqf* regulation itself is the institutional nazir's main strength in managing *waqf* land productively. The regulation adjustment or even reformation is every related *waqf*-parties aspiration; however, the Government is the main party to issue the regulations. Hence, government involvement in the *waqf* regulation is a sign of supporting all *waqf* parties' aspirations.

CONCLUSION

This research aims to elaborate on the main problems of developing *waqf* land in Indonesia and provide identifiable empirical results of the main problem, solutions, and strategy as a framework to guide stakeholders to produce policy recommendations appropriately. By using the ANP method for decomposing the complexity, this

study resulted in the main issue, problems, solutions, and strategy recommendations. The main issue in developing *waqf* land in Indonesia is the managerial problem, which is the highest priority, followed by financial and human resources problems. The remaining issues were identified as the least prioritized problems: institutional, societal, technical, and regulation. Each aspect of the issue contains criteria for problems. The most considerable criteria are unprofessional management, financial limit, unprofessional human resources, non-optimal BWI role, the *waqf* concept being perceived only for spiritual activity, and bad administration consecutively. The topmost solutions to problems in this research were that all *waqf* institutions should be responsible to the public, innovate financial resources, nazir certification, optimize BWI role, society education, fix the administrations, and socialize the regulation. The strategy recommendation derived from the experts through this research was firstly, reforming and strengthening the *waqf* regulations; secondly, reforming and strengthening the *waqf* governance; thirdly, strengthening the roles of *waqf*-related institutions, where the most considerable strategy was in the regulation aspect, which is reforming and strengthening the *waqf* regulations. As a regulator, the government should be actively involved in reforming or adjusting the *waqf* regulations.

Research Implications

This study contributes scientifically by providing more empirical research on

waqf rather than a normative or conceptual approach. Most prior empirical studies have concluded partially based on the specific problem or the proposed solutions. It has left the results in *waqf*-related topics with less identifiable frameworks. This study decomposes the complexity using ANP to produce an identifiable framework for developing *waqf* land in Indonesia. The framework includes the main problem, solutions, strategy, and priority. The framework can be optimized as a guide for stakeholders to produce policy recommendations appropriately.

This research finding identified unprofessional management as the most significant challenge hindering *waqf* land development in Indonesia. Hence, it can be a practical guideline for *waqf* institutions to improve their performance by prioritizing competency and accountability within their management. It can be achieved through a combination of targeted training, certification programs, and the implementation of a robust governance system. This study's findings also serve as a foundation for developing a policy recommendation framework highlighting managerial reforms' significance and advocating for regulatory changes to promote effective *waqf* land development in Indonesia.

Research Limitations

This study's findings are limited to the Indonesian context and may differ from other countries if the same method is applied directly. Socio-economic, cultural, and institutional contexts might produce

different results. Regardless of the ANP's advantages for decomposing complexity, potential bias may occur because the method relies on judgment, and even experts are not free from subjective bias. Further research can exploit other methods, such as fuzzy logic or sensitivity analysis, in combination with ANP to improve accuracy. A longitudinal investigation can be exploited to evaluate the findings and changes because of challenges and opportunities that may arise in the future. Comparative research, in which two or more groups of experts analyze the same problem(s), can be beneficial to increase the accuracy of the findings and reduce the bias that might occur during the analysis.

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