

FROM LEGALISM TO VALUE-ORIENTED ISLAMIC FINANCE PRACTICES: SHARI'AH GOVERNANCE APPROACH IN THE GCC COUNTRIES

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#### **Contents**



- Between Aspiration And Reality: Convergence or Divergence
- Over Legalism and Its Implication
- Towards Value-Oriented Practices: Shari'ah Governance As a Mechanism
- Shari'ah Governance in the GCC
- What to reform?
- Concluding Remarks

#### Introduction

- Despite the tremendous growth and transformation, there are numerous criticisms on the current practice of Islamic finance, which have led to series of questions as to the distinctiveness of Islamic finance with its conventional counterparts.
- The current practices of Islamic finance in general seem unable to attain its authenticity and share many common similarities with conventional finance.
- The literature has indicated the growing frustration of scholars and proponents of Islamic economics on the failure of Islamic finance in addressing the real economic and ethical issues beyond the legal realm of Shari'ah-compliance.

## Between Aspiration and Reality

A study by Beloufi et al (2015) on 40 researches between 1983-2013 found a significant divergence between the theory and practice of Islamic finance.

#### Sheikh Saleh Kamel

"I would like to tell you, in all frankness, that if I were to start all over again, I would not choose the bank as a framework for the application of Islamic teachings in the field of economy and investment. I would look for a not Shari'ah her framework, which is fully in line with the principles regulating investment. This is due to the fact that we have not been satisfied with taking only the name of the bank but also its basic concept, namely, that it is a financial intermediary. So, we have not been able to find for our financial institutions a concept and a pattern, which goes beyond the issue of financial intermediary. This has led to the fact that the preferred investment patterns of Islamic banks have become a mix of a loan and an investment. It is a mix, which has most of the characteristics of a riba-based loan and the flaws of the Western capitalist system. It fails to highlight the features of Islamic investment based on risk-sharing and real investment. It does not recognize the guarantee of the capital or its return."

# Critiques on Islamic Finance

Themes	Critiques
Objectives of Islamic law.	Islamic in Islamic finance should relate to the social and economic ends of financial transactions rather than the contract mechanics through which ends are achieved.
Excessive debt.	The disproportionate percentage of debt-based instruments as compared to equity-based.
Relying on legal fiction.	In developing a <i>fiqh muamalat</i> caution must therefore be exercised for it is all too easy, when creating and then relying on legal fiction, to fall into the pit of complacency and inadvertently developing a fiqh hiyal.

Themes	Critiques
Lack of social dimension and poor record of corporate social responsibility.	Lack of commitment of Islamic finance industry to support developmental agenda and corporate social responsibility.  'The doctrine of shareholders' value, which is the bedrock of capitalistic market, has been shown to be the basis of Islamic finance practices'.
Identical to the conventional banking.	"The 'applied business model' of IBs is almost identical to the conventional interest-bearing one. It is neither a 'two-tier mudharabah' nor a wakalah (agency) based model but rather a specially 'engineered' debt model. The framework adopted in the development of Islamic financial instruments has been to design products in such a way that these are almost equivalent in economic and risk characteristics to conventional debt instruments".
Lack of authenticity and operates within Neo-classical economics.	"Rather than being part of the Islamic political economy, Islamic finance has been pursuing policies away from the theoretical underpinnings and systemic understanding of Islamic economics and has located a surrogate financial framework in neo-classical economics".

Themes	Critiques
Over legalistic approach.	"From the legalistic perspective, it is argued that interest is haram for being unjust and exploitative. However these concerns are merely rhetorical, as the new institutions in question have become too cozy with their own exploitative environment about which they are mute. Islamic finance is delinked from the broader goals of development and poverty alleviation" (Farooq, 2007).
	Islamic finance is experiencing a "formalist deadlock" where the industry is more concerned with formal adherence to Islamic law instead of promoting Islamic ethical values (Balz, 2008).
	"The current trend reduces Islam and its <i>Shari'ah</i> to their legal dimension rather than seeing them within a greater civilizational framework" (Haneef, 2009).
	"Shari'ah scholars approach the issue from a microeconomic perspective, and reflect on how an IB, as a financial firm, should conduct its transactions according to <i>fiqh</i> rules; they do not see it in a macroeconomic terms, with IB, as financial intermediaries, meeting the financing needs of society" (Siddiqi 2000).

#### Over Legalism and Its Implication

- The application of Islamic law in Islamic finance must not only be perceived as merely "law" but as "risk".
- Lack of concern towards excessive debt in Islamic finance practices is a good example to illustrate the legalism and its implication.
- A key obstacle to recovery, growth and prosperity in the advanced economies is too much debt and too little equity in the economy.

# Towards Reformation: From Legalism To Value-oriented Islamic Finance Practices

"Everything that lapses out from justice into injustice, and from mercy into its opposite, and from *maslahah* to *mafsadah*, and from wisdom into the frivolous, does not belong to *Shari'ah*, even if it is inducted into it by interpretation" (Ibn al-Qayyim).

#### **Value-Oriented Islamic Finance Practices**

- A Value Oriented Jurisprudence has already discussed the idea to employ values in the context of magasid al-Shari'ah.
- History has also proven that moral enforcement supports and complements the legal mechanism to protect the interest and rights of individuals.
- Civilizational oriented dimension is concerned with the social justice and therefore closely related with human well-being.
- The permissibility of a transaction will not only depend on the pillars of a valid contract but also on the outcome or consequences of the transactions

### From Legalism to Value-Oriented Islamic Finance

Tenet-Bound Fundamentals tenets derived from *Shari'ah*  Principles-Bound
Concept is grounded on ethics and values

Real-economy Linked
Asset-backed transactions
with investments in real,
durable assets

Society-Service
Serving communities, not markets

#### Shari'ah Governance as a Mechanism

- This paper strongly advocates that Shari'ah governance can be a catalyst for Islamic finance reformation towards value-oriented practices.
- To guide IFIs from over legalism towards value-oriented Islamic finance practices.

# Islamic Finance in the GCC

# After 40 Years?

2015			
Market Share	Customers	Total Assets	
4 Markets with 30% Market Share	Less than 100 million customers (2.5 bn no bank's account,1 bn youth across OIC)	3 trillion (Global financial asset USD300 trillion)	
	2021		
20 markets with 40-50% Market Share	250 million customers	9 trillion	

## Islamic Bank Share of Total Assets & Deposits

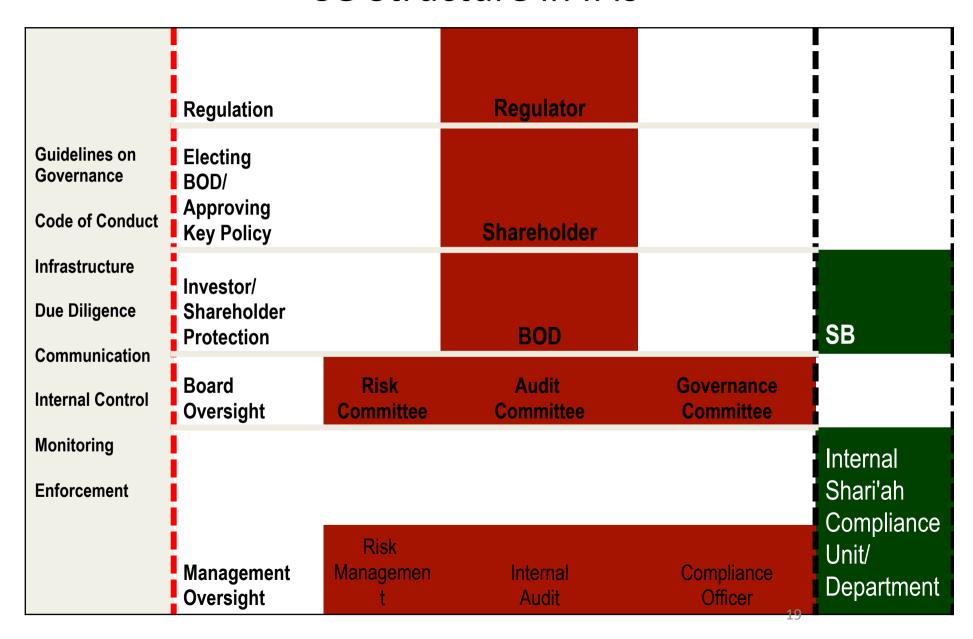
Country	Assets %	Deposits %
Saudi Arabia	48.9	N/A
Kuwait	44.6	47.3
Bahrain	27.7	47.8
Qatar	23.6	35.7
UAE	21.4	32.8
Malaysia	20.7	29.4
Pakistan	9.5	11.4
Turkey	5.9	7.1
Indonesia	5.5	11.4

# Asset and Deposit

Bank	Assets \$ billion	Deposits \$ billion	Overseas focus
Al Rajhi	74.6	61.6	Malaysia
Kuwait Finance House	57.3	35.8	Turkey
Dubai Islamic Bank	30.8	21.6	Pakistan
Maybank Islamic	38.0	25.3	Indonesia, Singapore

## Shari'ah Governance as a Mechanism

#### CG Structure in IFIs



## SG as part of CG in IFIs

- SG is a set of <u>institutional and organizational</u> <u>arrangements</u> through which IFIs ensure that there is <u>independent oversight of Shari'ah</u> <u>compliance</u> over the issuance of <u>Shari'ah</u> <u>pronouncements</u>, <u>dissemination of information and an internal Shari'ah</u> compliance review .
- IFIs shall have in place a SB to review and ensure that all financing proposals are Shari'ah compliant at all times.
- Internal/External *Shari'ah* review unit to assist the SB for *Shari'ah*-compliance purpose. <sup>20</sup>

## Objectives

Ensure compliance to Shari'ah Principles

Harmonization of practices

Enhance role of Board, SC and management

Instill public confidence on credibility of Islamic Finance operation

# How SG complements CG framework in IFIs?

Function	Common Corporate Governance	Additional of IFI
Governance	Boards of Director	Shari'ah Committee
Control	Internal Audit Division, External Audit	Internal Shariah Review,  Shari'ah Review by Shari'ah  Committee, Shari'ah Audit
Compliance	Regulatory & Financial Compliance Division	Internal <i>Shari'ah</i> Compliance (Research)
Risk Management	Risk Management division (Credit, Market & Operational Risk)	Shari'ah Compliance Risk Management

#### Guidelines on Shari'ah Governance for IFIs

Issuer	Guidelines
AAOIFI	Governance Standards 1-5
IFSB	Guiding Principles on SG System for Institutions offering Islamic Financial Services
Bahrain	The CBB Rule Book Volume 2, Islamic Banks, Part A, High Level Control
DIFC	the DIFC Services Authority (DFSA) Rulebook on Islamic Financial Business Module
QFC	the Islamic Finance Rule Book 2007
Bank Indonesia	■BI Rule No 6/24/PBI/2004
Malaysia	Shari'ah Governance Framework
Pakistan	Instruction and Guidelines for Sharī ah Compliance in Islamic Banking Institutions.
Malaysia	Shari'ah Governance Framework

#### Institutionalization of Shari'ah Board

- The AAOIFI Governance Standard No.1 defines a Shari'ah board as "an independent body entrusted with the duty of directing, reviewing and supervising the activities of IFIs for the purpose of Shari'ah compliance and issuing legal rulings pertaining to Islamic banking and finance"
- "a body comprised of a panel of Shari'ah
   scholars who provide Shari'ah expertise and
   act as special advisers to the institutions"

#### Roles of the Shari'ah Board

- To advise IFIs on any *Shari'ah* matter such as to its operation, to analyse and evaluate *Shari'ah* aspects of new products/schemes so as to ensure compliance with the shariah tenets and requirements in their operations.
- Ex-ante and ex-post SG process
- Eg. concept and structure of the product, documentation, manuals, business operation, zakah policy and etc.

## Key Elements of SG

<b>Key Element</b>	Principle	Operational Framework
Competence	Fit and proper criteria	Ex ante: Screening process
	Professional training	Ex post: Review and assessment
	Formal assessment	
Independence	Adequate capability to exercise objective judgment	Ex ante: Appointment, disclosure a n d f u l l m a n d a t e Ex post: Review and assessment
	Complete, adequate and timely inform or mation	
Confidentiality	Strictly observe the confidentiality	Ex ante: Undertaking secrecy Ex post: Review and assessment
Consistency	Fully understand the legal and regulatory framework strictly observes the said framework.  The adoption of AAOIFI standards and Centralized Shari'ah board.	There must be consistency in all ex ante and ex post Sharī ah governance processes.

#### Elements of Good Shari'ah Board

Independence

Clear Mandate and Responsibility Competence Acceptable fit and Proper Criteria

Sound Code of Ethics and conduct

Transparent and Disclosure

Well-defined Operating Procedures

## Shari'ah Governance in the GCC

#### Shari'ah Governance Model

- Various models and approaches of Shari'ah governance:
  - two-tier "centralized model": a Shari'ah Advisory Council at the level of the central bank and individual Shari'ah committees at the market level in each IFI;
  - "centralized model": Shari'ah Advisory Council at the central bank only;
  - "non-centralized model": Shari'ah committees at the financial institution level only.
- 9 countries that have centralized Shari'ah board
  - GCC region: Bahrain, Oman and United Arab Emirates,
  - Asian Region: Bangladesh and Pakistan, and South East Asia:
     Brunei, Indonesia, Malaysia and
  - Africa: Sudan.
  - These markets represent approximately USD750 billion of Islamic finance assets are located.

## Shari'ah Governance Model in the GCC

Country	Model	Shari'ah Governance Framework
Kuwait	N o n -	The Shari'ah governance practice in Kuwait is regulated by virtue of
	centralized	Article 93 of the CBK Law, which provides a legal basis for the
	Shari'ah	regulations of the Shari'ah board. Article 4 of law 7 of 2010 decreed
	board	for the setup of special rules, regulations and procedures to regulate
		the activity of individuals working in accordance with Islamic law.
United	Two-tier	The Federal Law No. 6 of 1985 governs the Shari'ah governance
A r a b	Centralized	system in the UAE. Article 5 of the Federal Law No. 6 of 1985
Emirates	Shari'ah	requires the establishment of a "Higher Shari'ah Authority" under the
	board	Ministry of Justice and Islamic Affairs to supervise Islamic banks,
		financial institutions and investment companies and to provide
		Shari'ah opinion on matters pertaining to Islamic banking and
		finance

Country	Model	Shari'ah Governance Framework
Bahrain	Two-tier	The CBB Rule Book Volume 2, Islamic Banks, Part A, High
	Centralized	Level Control provides that the CBB requires all banks to
	Shari'ah	establish an independent Sharī'ah board complying with the
	board	AAOIFI governance standards for IFIs No. 1 and No.2. Bahrain
		has established a National Shari'ah Advisory Board of the CBB
		with the purpose of serving and verifying Shari'ah compliance.
Kingdo	N o n -	The SAMA treats IFIs as equal to their conventional
m o f	centralized	counterparts. There is no national Shari'ah advisory board, nor
Saudi	Shari'ah	are any institutions the sole authoritative body in Islamic
Arabia	board.	finance. The existing Shari'ah governance system, as practised
		by IFIs in the kingdom, is a product of self-initiative rather than
		a regulatory requirement or at a regulator's direction.

Country	Model	Shari'ah Governance Framework
Qatar	N o n -	The QCB issued prudential regulations for banking supervision
	centralized	known as Instructions to Banks and Part Seven of the Banking
	Shari'ah	Supervision Instructions provides the guidelines for IFIs.
	board	Meanwhile, the QFC has its own rules and regulations
		pertaining to the Shari'ah governance system, as stipulated in
		the Islamic Finance Rule Book 2007.
Oman	Two-tier	Oman is relatively new in Islamic finance. In 2012, a
	Centralized	comprehensive Shari'ah governance framework was introduced
	Shari'ah	in Oman outlining the roles and duties of the board of directors
	board.	and its main members including the Shari'ah committee and
		internal Shari'ah auditors. In 2013, the national Shari'ah
		Advisory Council was established to advise the central bank on
		Shari'ah matters pertaining to finance.

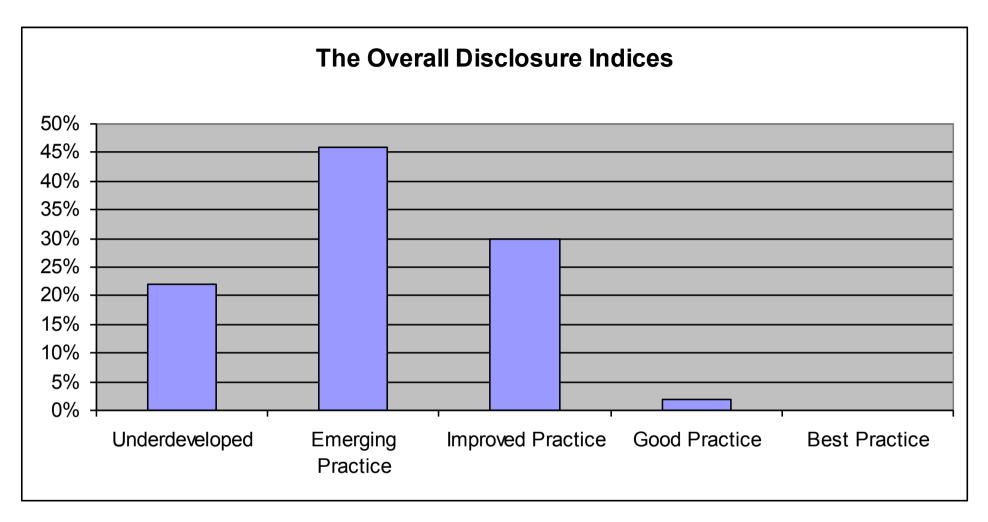
# Why does SG matter?

The Investment Dar Company v Blom Developments Bank	TID claims that the wakala based deposit in the amount of USD10m did not comply with the <i>Shari'ah</i> and therefore should be considered void.
The Majma' Fiqh declaration on Tawarruq	Resolution on <i>Tawarruq</i> at the 19 <sup>th</sup> meeting in Sharjah, UAE on 26-30 <sup>th</sup> April 2009
Statement of 85% of potential <i>Shari'ah</i> non-compliance sukuk	Has negated in some way public confidence on legitimacy and Islamicity of the sukuk. Sales of sukuk dropped 50% in 2008 and prices fell at an average of 1.51% . According to Bloomberg, sales of global sukuk had dropped to USD856 million in 2008 .
Financial Loss	The BNM received more than 100 submissions from IFIs for <i>Shari'ah</i> non-compliance reporting and less than 21% are actual <i>Shari'ah</i> non-compliance. The amount of actual loss due to this non-compliance is also significant.
Judgment on BBA	The High Court decreed that the profit derived from BBA facility is unlawful. The defaulters of BBA facility were only liable as to the original facility amount and not the selling price.
Kleinwort Benson	One of the factors that lead to the closure of KB in 1986 was due to investor's reservation about the absence of a SB.
Judgment on BBA	The High Court decreed that the profit derived from BBA facility is

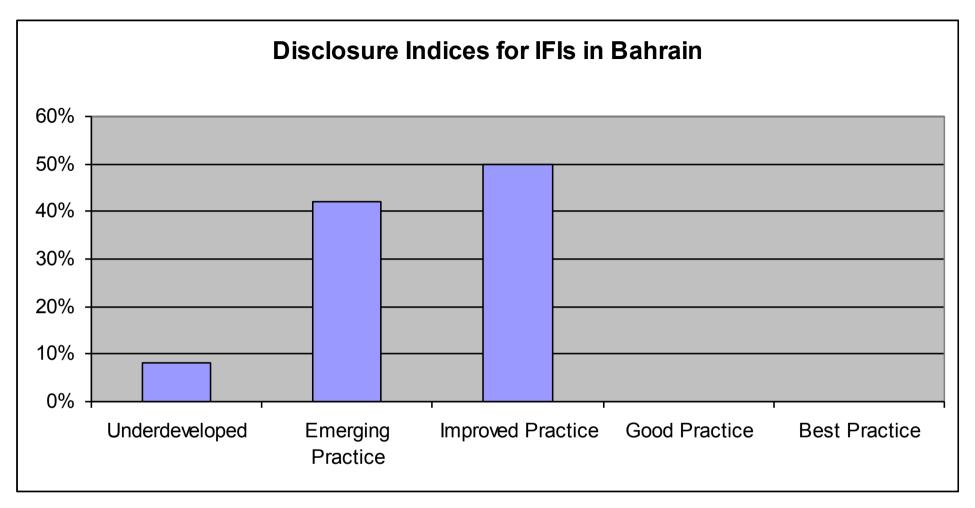
## Shari'ah Governance Practices in the GCC

## Shari'ah Governance Index

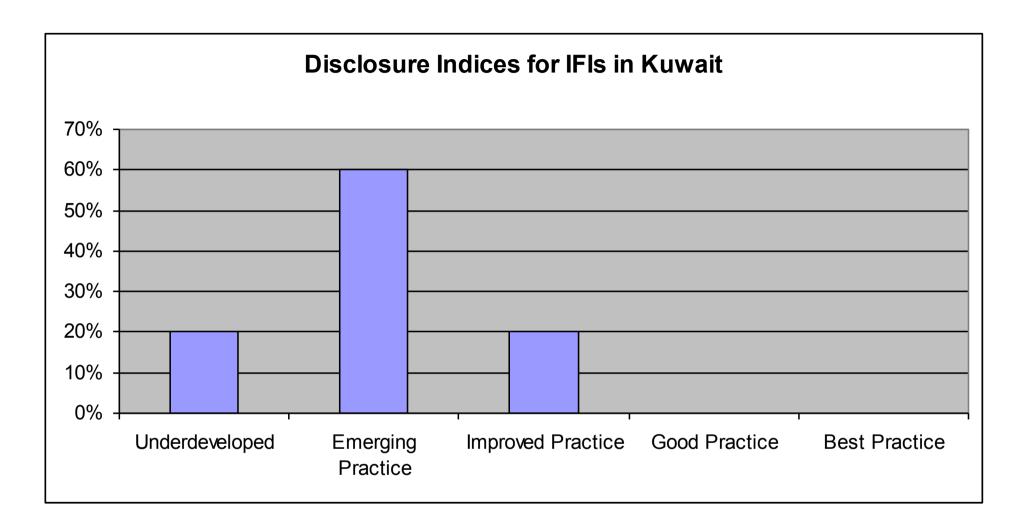
Indicator	Shari'ah Governance Disclosure
3	Disclosure of Commitment to Shari'ah Governance
15	Disclosure of Shari'ah Board Information
2	Disclosure of Shari'ah Board Remuneration
2	Disclosure of Shari'ah Report
3	Disclosure of Shari'ah Pronouncements
1	Disclosure of Shari'ah Compliance Review
2	Disclosure of Information on Products and Services



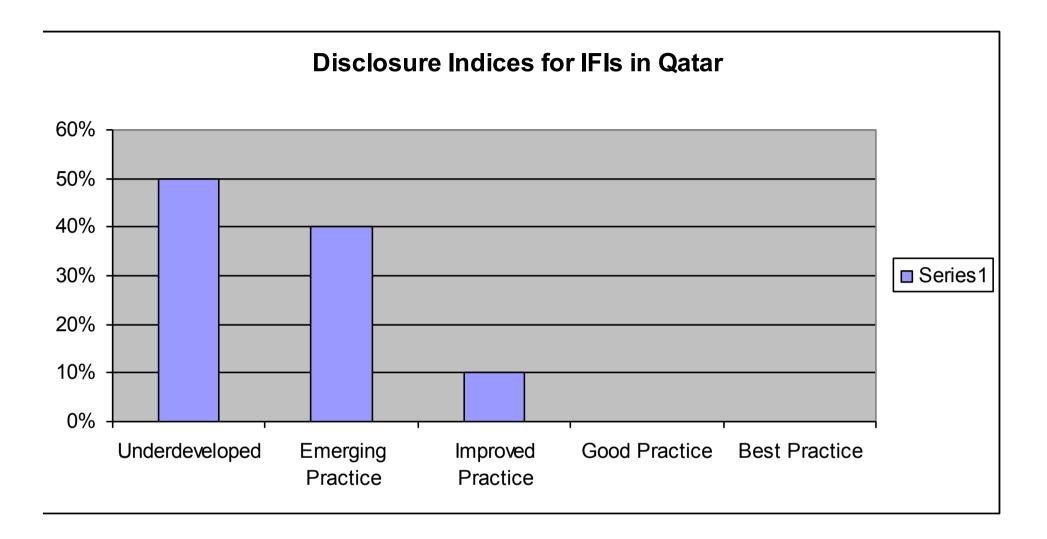
- 54 IFIs in the GCC.
- Most of IFIs (46%) are ranked as Emerging Practice followed by 30%, Improved Practice, 22%, Underdeveloped and 2%, good practice.



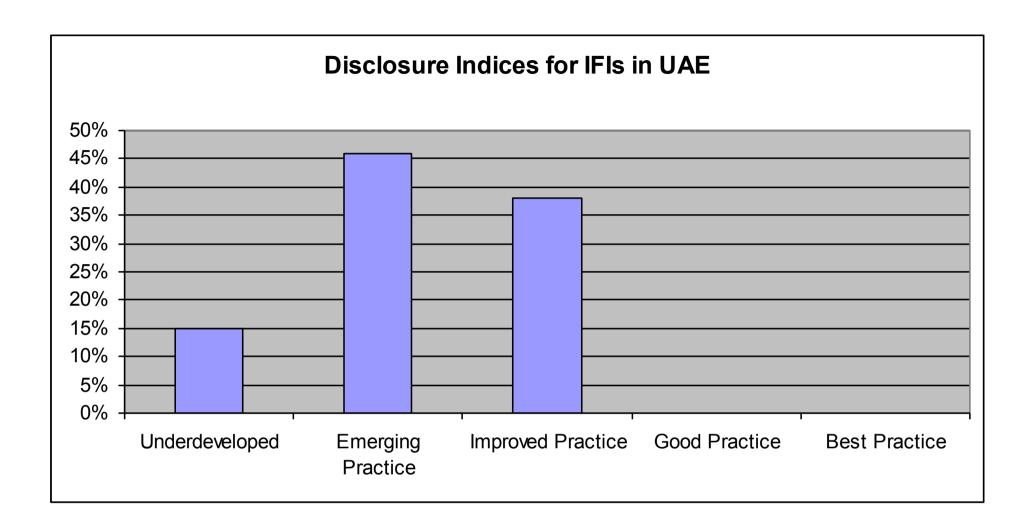
- Bahrain are generally producing low disclosure practices.
- 50% of IFIs are ranked as Improved Practice, 42%, Emerging Practice and 8%, Underdeveloped.



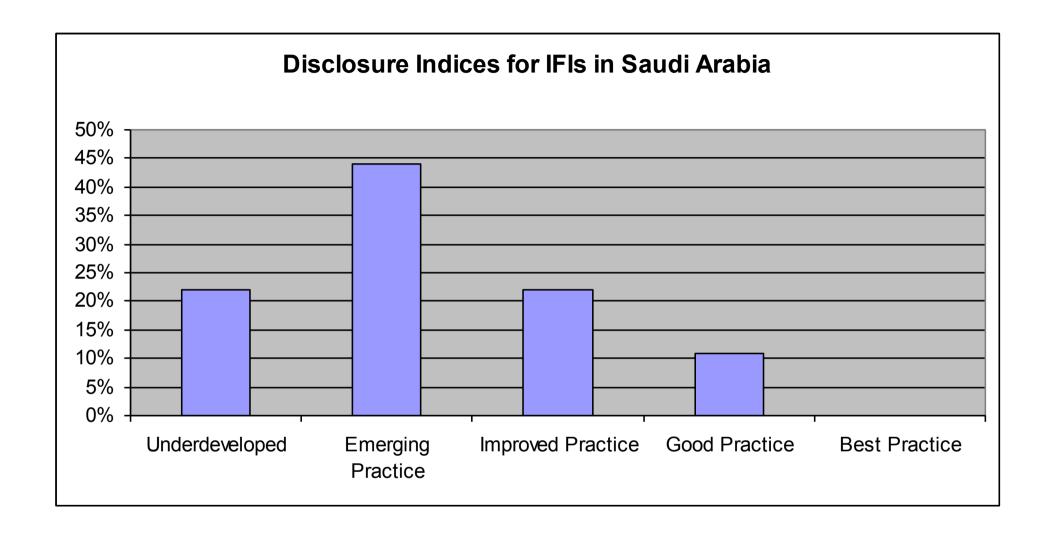
- Majority of IFIs (60%) are ranked as Emerging Practice followed by 20% Underdeveloped and Improved Practice.
- There is no single IFI achieved the level of Good Practice or Best Practice.



- The level of disclosure and transparency is also low in Qatar.
- The graph shows that 40% of IFIs are ranked as Emerging Practice,
   50% as Underdeveloped and 10% of IFIs as Improved Practice.

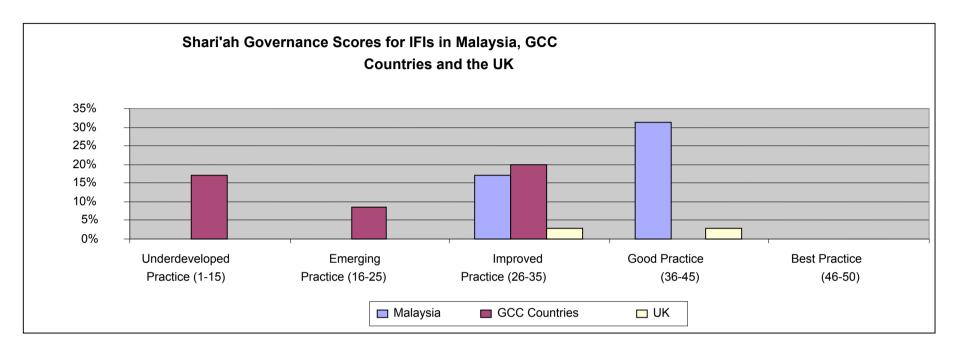


• Majority of IFIs (46%) are ranked as Emerging Practice followed by Improved Practice (38%) and Underdeveloped (15%).



 44% of IFIs are ranked as Emerging Practice followed by 22% of IFIs as Improved Practice and Underdeveloped and 11% of IFIs as Good Practice.

#### SG Practices: Country Specific Behavior



• IFIs in Malaysia presented slightly better score as compared to GCC and the UK. Most of IFIs in the GCC (20%) fall into the Improved Practice category and 17% into the Underdeveloped Practice category.

#### Shari'ah Governance Sub-Indicator

- (1) the number of IFIs with at least three members in their Shari'ah board
- (2) the number of Shariah scholars with at least one board membership, and
- (3) the number of scholars with more than five board memberships.

# Shari'ah Governance Sub-Indicator

Country	Shari'ah Governance Indicator
Bahrain	142
Malaysia	116
Kuwait	106
Bangladesh	92
Sudan	89
Oman	70
Indonesia	57
Pakistan	56

#### **High Concentration on Few Scholars**

- •10 Shari'ah scholars serve in approximately 497 IFIs representing 76% the total IFIs with Shari'ah boards.
- •3 scholars with the highest number of board memberships serve about 40% of IFIs globally.
- •The number of institutions increases and the amount of work increases.
- •There is deficiency of about 1700 Shari'ah board members, whereby it is expected that the requirement for *Shari'ah* scholars will rise to 3000 in next 5 years if 5% growth is assumed in the number of IFIs.
- Succession Plan Serious action required
- •Performance Assessment (Collective & Individually) 45

Shari'ah Scholar	Data as of 31.12.2008	Data as of 10.10.2009	Data as of 12.04.2010	
	467 Board Positions in 19 Countries	956 Board Positions in 22 Countries	1050 Board Positions in 24 Countries	Chairman Positions in 24 Countries
Shaikh Nizam Mohammed Saleh Yaquby	46	77	78	10
Dr. Abdul Satar Abdul Karim Abu Ghuddah	45	72	77	21
Dr. Mohammed Eid Elgari	31	64	65	8
Dr. Abdulaziz Khalifa Al Qassar	22	37	38	9
Dr. Mohd Daud Bakar	22	35	38	
Shaikh Abdulla Bin Sulaiman Al Manea	20	37	38	20
Dr. Hussein Hamid Hassan	19	29	32	21
Dr. Ali Mohi Eldinne Al Qaradaghi	17	23	31	7
Dr. Essa Zaki Essa	17	25	25	
Shaikh Ajeel Jasim Al Nashmi	15	24	22	
Average	25.3	42.3	44.4	9.6

#### **Present Number of Scholars**

- The total number of *Shari'ah* scholars reached 952 covering 652 IFIs in more than 46 countries.
- 75% within the top 10 countries (Malaysia Bangladesh Indonesia Kuwait Saudi Arabia Bahrain Sudan UAE Pakistan Oman)
- 41% in the GCC region.
- 26% South East Asia
- 16% in South Asia
- 11% in MENA nations
- 2% Europe

# Shari'ah Scholars in the GCC

Countries	Number
Malaysia	203
Bangladesh	173
Indonesia	131
Kuwait	70
Saudi Arabia	68
Sudan	60
Bahrain	60
UAE	57
Pakistan	43
Oman	32
Qatar	30

#### Remuneration

- A small percentage of 3.7% of 54 IFIs in GCC countries disclosed Shari'ah board's remuneration.
- The Shari'ah board members of IFIs in Bahrain and the UK receive a larger amount of remuneration compared to their counterparts in Malaysia with averages of USD76,432 and USD74,553 respectively.
- A chairman of a *Shari'ah* board could earn USD50,000 to USD100,000 per board.
- A top scholar could gain up to USD250,000 on a typical capital markets deal.

# What to Reform?

### Value-Oriented Reformation

- Islamic finance practices require reformation from all stakeholders especially Shari'ah governance system.
- As the industry has matured and gained experience, Shari'ah governance framework plays major roles in guiding Islamic finance towards more value-oriented practices.
- Shari'ah scholars have a responsibility to act cautiously and to anticipate to the best of their ability the consequences of their Shari'ah supervisory practices.
- Increasing complexity in the role of Shari'ah scholars and at the same time with additional liabilities has been transforming the nature of fatwa, necessitating higher levels of sophistication and comprehension.

#### From Legalism to Value-Oriented Islamic Finance

- Islamic jurisprudential issue vs public policy or prudential issue.
- Islamic financial system real or cosmetic?
- The permissibility of a transaction will not only depend on the pillars of a valid contract but also on the values, ethics and outcome or consequences of the transactions.

## Specialization of *Shari'ah* Scholars

- The "one scholar fits all" approach is unlikely to be relevant in the future due to increasing complexity of a growing industry.
- Specialization of Shari'ah scholars by the different segments of the industry which will enable them to better serve the industry in a more efficient manner.
- Eg. Retail banking, investment banking, capital market, asset management, takaful, wealth management and etc.

# Shari'ah Research and Development

- The overall performance of Shari'ah research is unsatisfactory. (Malaysia scored 211 points representing 31% of the total research papers on Islamic finance in the world).
- Shari'ah Research & development plays an instrumental role in the development of an industry.
- Innovative products to cater to the changing needs of customers in a complex environment, while giving due consideration to magasid al-Shariah.
- Shari'ah scholars are important stakeholders in R&D.

# Reasonable Understanding on Finance and Regulatory Framework

- Understand dispute resolution environment for adjudication and dispute settlement at the national and international levels;
- Legal certainty of Shari'ah contracts enforcement;
- Responsive and sensitive to legislative change.
- To have reasonable understanding or sufficient knowledge on finance.
- The SC to learn and understand the overall operations and policy of IFIs.

# Understanding the Roles of Standard-Setting Agencies

Areas of Standards	Key Agency(s) in the International Financial Architecture	Corresponding Agency(s) in Islamic Finance
1. Accounting	International Accounting Standards Board (IASB), International Federation of Accountants (IFAC), Committee on Banking Supervision (BCBS)	AAOIFI
<ol><li>Anti-Money Laundering / Combating the Financing of Terrorism</li></ol>	Financial Action Task Force (FATF)	Common
Auditing	International Federation of Accountants (IFAC)	AAOIFI
3. Banking	Committee	IFSB
4. Corporate Governance	OECD, Basel Committee, World Bank	AAOIFI and IFSB
5. Data Dissemination	IMF	Common
6. Fiscal Transparency	IMF	Common
7. Insolvency and Creditor Rights Systems	World Bank, United Nations Commission on International Trade Law (UNCITRAL), International Bar Association (IBA)	Not yet addressed but especially critical for Islamic financing as it is based on risk sharing
8. Insurance Regulation	International Association of Insurance Supervisors (IAIS)	Not yet addressed but within the mandate of IFSB
9. Monetary & Financial Transparency Policies	IMF	Common
10. Payments Systems	Committee on Payment and Settlements Systems (CPSS)	Common
11. Securities Market Regulation	International Organization of Securities Commissions (IOSCO)	Not yet addressed but within the mandate of IFSB

### Intermediating Between all Stakeholders

- The SC to have due regards to all stakeholders.
- The SC has the duties to act in the best interests of the IFIs and at the same time to act in the best interests of customers.
- To balance the interest and rights of all stakeholders.
- To understand the roles of regulators.
- Shareholders, Customers, depositors and investment account holders.

#### Scholars' Activism

- Shari'ah scholars have not been engaging with the public extensively and intensively.
- Shari'ah scholars must actively engaging the communities.
- The more Shari'ah scholars engage with the society, the higher the level of confidence of the general public with Islamic finance.

# Concluding Remarks

#### Ask our Heart

- There are some valid and legitimate concerns on the current practices and trends of Islamic finance. In simple words, 'ask our heart', whether the recent Islamic finance practices have fulfilled the real higher objectives of Shari'ah.
- It is important to critically evaluate the performance of IFIs against their foundational base and at the same time to maintain its positive development.
- This paper strongly advocates the roles of *Shari'ah* governance system in guiding the industry towards value-oriented Islamic finance practices. With the *Shari'ah* governance system in GCC countries as the case study, this paper submits that strong and robust *Shari'ah* governance system can be a catalyst and appropriate mechanism for Islamic finance reformation.

#### **THANK YOU**

