

**Sharia Implementation in Northern Nigeria 1999-2006:  
A Sourcebook**

Compiled and edited by Philip Ostien

**Volume VI: Ulama Institutions**

**Table of Official Ulama Institutions in Nigeria's Sharia States**



## MUSLIMS AND ISLAM IN AFRICA

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# Sharia Implementation in Northern Nigeria 1999-2006: A Sourcebook

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Volume VI: Ulama Institutions

## **Table of Official Ulama Institutions in Nigeria's Sharia States**

[Note: the pagination of this initial online edition of this table will change when the rest of Volume VI is completed and all is published together.]

### **Introduction**

The table on the following pages shows official ulama institutions documented in Chapter 2 (Sharia Implementation Committees), Chapter 7 (The Sharia Courts and Their Judges), Chapter 8 (Councils of Ulama and Related Bodies), Chapter 9 (Zakat and Endowments Boards and Committees) and Chapter 10 (Hisbah Groups).

By “ulama institutions” is meant institutions whose terms of reference relate directly to the teaching, preaching, or practice of Islam, and in which persons learned in Islamic theology and law are meant to play essential roles.

By “official institutions” is meant bodies constituted, appointed or organised by the state governments or agencies thereof, which specify the institutions’ terms of reference and to which they are responsible. Self-constituting NGOs are not included.

Official institutions mandated by statute are “statutory institutions”; institutions created by fiat of the state executive or of other institutions are “non-statutory”. Where information is available, sub-institutions of institutions shown are also shown. Statutory institutions sometimes have statutory sub-institutions, sometimes they establish their own non-statutory sub-institutions; these differences are reflected in the table.

The table includes some official ulama institutions created before Sharia implementation began in 1999/2000, notably the Sharia Courts of Appeal and the Preaching Boards set up in some states in the 1970s and 1980s. Institutions established before Sharia implementation began are above the line, those established afterwards are below the line. Not included however are the Arabic and Islamic Education Boards that have existed in some states before Sharia implementation began and have been created in some others since; they are arguably ulama institutions but they are not documented in this work so they have been omitted from the table.<sup>1</sup>

Years of establishment and (if applicable) of abolishment are given for each institution. Institutions still in being are shown in bold type so they stand out from those that no longer exist.

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<sup>1</sup> Sokoto and Kebbi States have had Arabic and Islamic Education Boards since 1992. Zamfara State inherited its own from Sokoto when Zamfara was created in 1996. Yobe State established its Arabic and Islamic Education Board in 2001. Borno State has a Qur’anic and Arabic Education Board, whose year of establishment is not known to the editor.

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Unless otherwise indicated, institutions shown have state-wide jurisdictions. Where jurisdictions are limited to emirates, local governments, towns, villages, or wards (or in one case, senatorial zones), this is indicated. The Sharia Courts are a special case: they exist in all local government headquarters and in the larger towns, with territorial jurisdictions specified in their warrants; these complexities are omitted from the table.

The ways all these institutions and their various personnel are supported by government at various levels varies in complex ways impossible to indicate in the table. Fuller information is given in the chapters of this work dealing with the various institutions.

Possibly there were more, or more types of, ulama institutions in existence before 1999/2000 than are shown in the table. Unfortunately it has not been possible to investigate this question systematically for this work. Similarly, possibly some ulama institutions created as part of Sharia implementation are omitted, in particular perhaps one or two short-lived non-statutory Sharia Implementation Committees not run across in the research for this work.

**Table**

[The table follows on the next page.]

TABLE OF OFFICIAL ULAMA INSTITUTIONS IN NIGERIA'S SHARIA STATES

State	Statutory institutions	Non-statutory institutions
Bauchi	<ul style="list-style-type: none"> <li>• Sharia Court of Appeal (from state creation [1976]-date)</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Sharia Courts (2001-date)</li> <li>• Sharia Commission (2001-date)</li> <li>• Sharia Consultative Council (2001-date)</li> </ul>	<hr/> <ul style="list-style-type: none"> <li>• Sharia Implementation Committee (2000)</li> <li>• Task Force on Sharia Implementation (2001)</li> <li>• Organised and run by the Sharia Commission (2001-date):             <ul style="list-style-type: none"> <li>○ State Zakat and Endowment Committee                 <ul style="list-style-type: none"> <li>▪ Emirate and Local Government Zakat and Endowment Committees</li> </ul> </li> <li>○ State Hisbah Advisory Committee                 <ul style="list-style-type: none"> <li>▪ Local Hisbah Committees in towns and villages</li> </ul> </li> </ul> </li> </ul>

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State	Statutory institutions	Non-statutory institutions
<b>Borno</b>	<ul style="list-style-type: none"> <li>• <b>Sharia Court of Appeal (from state creation [1976]-date)</b></li> <li>• Local Government Authority Admonishing and Interpretation Committees (1977-1981)</li> <li>• <b>Islamic Religious Preaching Board (1981-date)</b> <ul style="list-style-type: none"> <li>○ Local Government Islamic Religious Preaching Advisory Committees</li> </ul> </li> </ul> <hr style="width: 50%; margin: 10px auto;"/> <ul style="list-style-type: none"> <li>• <b>Sharia Courts (2000 – date)</b></li> <li>• <b>Sharia Implementation Committee (2000 – date)</b></li> <li>• <b>Council of Ulama (2000 – date)</b></li> <li>• [Zakat and Endowment Board (mandated by statute 2000, never appointed)]</li> </ul>	<hr style="width: 50%; margin: 10px auto;"/> <ul style="list-style-type: none"> <li>• <b>Ministry of Religious Affairs and Special Education (2005-date)</b> <ul style="list-style-type: none"> <li>○ Directorates of Sharia, Da’awah, Religious Affairs, Special Education, Planning, Finance and Administration</li> </ul> </li> </ul>
<b>Gombe</b>	<ul style="list-style-type: none"> <li>• <b>Sharia Court of Appeal (from state creation [1996]-date)</b></li> </ul> <hr style="width: 50%; margin: 10px auto;"/> <ul style="list-style-type: none"> <li>• [Sharia Courts (mandated 2001, never established)]</li> <li>• [Council of Ulama (mandated 2001, never appointed)]</li> </ul>	

TABLE OF OFFICIAL ULAMA AGENCIES IN NIGERIA'S SHARIA STATES

State	Statutory institutions	Non-statutory institutions
Jigawa	<ul style="list-style-type: none"> <li>• Sharia Court of Appeal (from state creation [1991]-date)</li> <li>• Emirate Committees for Islamic Religious Preaching (from state creation [1991]-date)               <ul style="list-style-type: none"> <li>○ Local Government Subcommittees for Islamic Religious Preaching</li> </ul> </li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Sharia Courts (2000-date)</li> <li>• Emirate Zakat Committees (2000-date)</li> <li>• Council of Ulama (2004-date)</li> <li>• Hisbah Advisory Committee (2004-date)               <ul style="list-style-type: none"> <li>○ Local Government Hisbah Committees and Guards</li> </ul> </li> </ul>	<hr/> <ul style="list-style-type: none"> <li>• Ministry of Religious Affairs and Sharia Implementation (2000-2007)               <ul style="list-style-type: none"> <li>○ Directorates of Religious Affairs, Public Enlightenment and Da'awah, Zakat, and Administration and Finance</li> </ul> </li> <li>• Directorate of Chieftaincy Affairs, Religious Affairs and Sharia Implementation (2007-date)               <ul style="list-style-type: none"> <li>○ (Sub)directorates as in former ministry + Chieftaincy Affairs</li> </ul> </li> <li>• Emirate Hisbah Committees (2002-2004)               <ul style="list-style-type: none"> <li>○ District Hisbah Committees                   <ul style="list-style-type: none"> <li>▪ Village Hisbah Committees                       <ul style="list-style-type: none"> <li>• Ward Hisbah Committees</li> </ul> </li> </ul> </li> </ul> </li> </ul>
Kaduna	<ul style="list-style-type: none"> <li>• Sharia Court of Appeal (from state creation [1976]-date)</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Sharia Courts (2001-date)</li> </ul>	<hr/> <ul style="list-style-type: none"> <li>• Bureau for Religious Affairs (Islamic Matters) (2000-date)               <ul style="list-style-type: none"> <li>○ Zakat, Da'awah and Mosque, Islamiyya and Koranic Schools, and Koranic Recitation Committees</li> </ul> </li> </ul>

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State	Statutory institutions	Non-statutory institutions
<b>Kano</b>	<ul style="list-style-type: none"> <li>• <b>Sharia Court of Appeal (from state creation [1967]-date)</b></li> <li>• Council for Islamic Affairs (1982-1985)</li> <li>• <b>Emirate Committees for Islamic Religious Preaching (1985-date)</b> <ul style="list-style-type: none"> <li>○ <b>Local Government Subcommittees for Islamic Religious Preaching</b></li> </ul> </li> </ul> <hr style="width: 50%; margin: 10px auto;"/> <ul style="list-style-type: none"> <li>• <b>Sharia Courts (2000-date)</b></li> <li>• Sharia Implementation Committee (2000)</li> <li>• Sharia Advisory Committee (2000-2003)</li> <li>• Islamic Education and Social Affairs Commission (2000-2003)</li> <li>• <b>Sharia Commission (2003-date)</b> <ul style="list-style-type: none"> <li>○ <b>Local Government Sharia Councils</b> <ul style="list-style-type: none"> <li>▪ <b>Village Sharia Committees</b></li> </ul> </li> </ul> </li> <li>• <b>Zakat and Hubusi Commission (2003-date)</b> <ul style="list-style-type: none"> <li>○ <b>Local Government Zakat and Hubusi Councils</b> <ul style="list-style-type: none"> <li>▪ <b>Village Zakat and Hubusi Committees</b></li> </ul> </li> </ul> </li> <li>• <b>Hisbah Board (2003-date)</b> <ul style="list-style-type: none"> <li>○ <b>Zonal Hisbah Committees (three Senatorial Zones)</b> <ul style="list-style-type: none"> <li>▪ <b>Local Government Hisbah Committees</b> <ul style="list-style-type: none"> <li>• <b>Village Hisbah Committees</b></li> </ul> </li> </ul> </li> </ul> </li> </ul>	<hr style="width: 50%; margin: 10px auto;"/> <ul style="list-style-type: none"> <li>• Hisbah Advisory Committee (2000-2003)</li> <li>• Zakat Committee (2002-2003)</li> </ul>



TABLE OF OFFICIAL ULAMA AGENCIES IN NIGERIA'S SHARIA STATES

State	Statutory institutions	Non-statutory institutions
Katsina	<ul style="list-style-type: none"> <li>• Sharia Court of Appeal (from state creation [1987]-date)</li> <hr/> <li>• Sharia Courts (2000-date)</li> <li>• Sharia Commission (2000-date)</li> <li>• Zakat and Endowment Trust Fund (2005-date)</li> </ul>	<hr/> <ul style="list-style-type: none"> <li>• Technical Committee on Constitutional Provisions for the Application of Sharia in Katsina State (1999-2000)</li> <li>• Ministry of Religious Affairs (2001?-date)</li> </ul>
Kebbi	<ul style="list-style-type: none"> <li>• Sharia Court of Appeal (from state creation [1991]-date)</li> <li>• Religious Preaching Board (from state creation [1991]-date) <ul style="list-style-type: none"> <li>○ Local Government Religious Preaching Advisory Committees</li> </ul> </li> <hr/> <li>• Sharia Courts (2000-date)</li> <li>• Zakat and Sadaqat Collection and Distribution Board (2000-date) <ul style="list-style-type: none"> <li>○ State Zakat and Sadaqat Collection and Distribution Committee</li> <li>○ Local Government Zakat and Sadaqat Collection and Distribution Committees (each LGA)</li> </ul> </li> </ul>	<hr/> <ul style="list-style-type: none"> <li>• Sharia Implementation Committee (1999-date)</li> <li>• Office of Special Adviser to the Governor on Religious Matters (2000-date) <ul style="list-style-type: none"> <li>○ Departments of Da'awah, Sharia, Personnel Management and Finance</li> <li>○ Under Department of Sharia: <ul style="list-style-type: none"> <li>▪ Central Hisbah Command (c. 2005-date) <ul style="list-style-type: none"> <li>• Local Government Hisbah Commands</li> </ul> </li> </ul> </li> </ul> </li> </ul>

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Niger	<ul style="list-style-type: none"> <li>• Sharia Court of Appeal (from state creation [1976]-date)</li> <li>• Islamic Religious Preachings Board (1979-date)               <ul style="list-style-type: none"> <li>○ Emirate Islamic Religious Advisory Committees</li> </ul> </li> </ul> <hr style="width: 50%; margin: 10px auto;"/> <ul style="list-style-type: none"> <li>• Sharia Courts (2001-date)</li> <li>• Sharia Commission (2001-date)               <ul style="list-style-type: none"> <li>○ Units: Administration and Finance, Sharia Implementation, Information and Enlightenment, Sharia Monitoring, and Planning, Research and Reconciliation of Muslim Communities</li> </ul> </li> <li>• Zakat and Endowment Board (2001-date)</li> </ul>	<hr style="width: 50%; margin: 10px auto;"/> <ul style="list-style-type: none"> <li>• Niger State Advisory Council on Religious Affairs (2000)</li> <li>• Advisory Council of Ulama (2001-date)</li> <li>• Established by Zakat and Endowment Board (2001-date)               <ul style="list-style-type: none"> <li>○ Zonal Zakat Committees                   <ul style="list-style-type: none"> <li>▪ District Zakat Councils</li> </ul> </li> </ul> </li> <li>• Established by Sharia Commission               <ul style="list-style-type: none"> <li>○ Hisbah groups state-wide (2001-2004?)</li> <li>○ Hisbah group Minna only (2004?-date)</li> </ul> </li> </ul>

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State	Statutory institutions	Non-statutory institutions
Sokoto	<ul style="list-style-type: none"> <li>• <b>Sharia Court of Appeal (from state creation [1976]-date)</b></li> <li>• <b>Religious Preaching Board (1986-date)</b> <ul style="list-style-type: none"> <li>○ <b>Local Government Religious Preaching Advisory Committees</b></li> </ul> <hr/> </li> <li>• <b>Sharia Courts (2000-date)</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Sadaqat and Endowment Committee (??-date)</b></li> <li>• <b>Committee (or Advisory Council) on Religious Affairs (??-date)</b></li> </ul> <hr/> <ul style="list-style-type: none"> <li>• <b>Committee Set Up to Advise the Sokoto State Government on the Establishment of Sharia (1999)</b></li> <li>• <b>Office of the Special Adviser to the Governor: on Home Affairs, Special Duties &amp; Religious Affairs (2000-2007)</b> <ul style="list-style-type: none"> <li>○ <b>Departments of Home Affairs and Special Duties + Sharia Implementation, Sadaqat and Endowment, Da'awah and Community Services</b></li> </ul> </li> <li>• <b>Office of the Special Adviser to the Governor on Religious Matters (2007-date)</b> <ul style="list-style-type: none"> <li>○ <b>Departments of Sharia Implementation, Sadaqat and Endowment, Da'awah and Community Services</b></li> </ul> </li> </ul>

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<b>Yobe</b>	<ul style="list-style-type: none"> <li>• <b>Sharia Court of Appeal (from state creation [1991]-date)</b></li> <li>• Local Government Authority Admonishing and Interpretation Committees (from state creation [1991]-1994)</li> <li>• <b>Emirate or Traditional Council Islamic and Christian Preaching Committees (1994-date)</b></li> </ul> <hr/> <ul style="list-style-type: none"> <li>• <b>Sharia Courts (2000-date)</b></li> <li>• Religious Affairs Board (2001-2003) <ul style="list-style-type: none"> <li>○ Directorates of Da'awah, Religious Affairs, Zakat and Endowment, and Sharia</li> <li>○ Under Directorate of Zakat and Endowment: <ul style="list-style-type: none"> <li>▪ Local Government Zakat Committees</li> </ul> </li> <li>○ Under Directorate of Sharia <ul style="list-style-type: none"> <li>▪ Local Government Sharia Committees <ul style="list-style-type: none"> <li>• Hisbah subcommittees</li> </ul> </li> </ul> </li> </ul> </li> <li>• Board of Trustees for Zakat and Endowment (2001-2003)</li> </ul>	<hr/> <ul style="list-style-type: none"> <li>• <b>Ministry of Religious Affairs (2003-date)</b> <ul style="list-style-type: none"> <li>○ Directorates of Da'awah, Religious Affairs, Zakat and Endowment, and Sharia</li> <li>○ Under Directorate of Zakat and Endowment: <ul style="list-style-type: none"> <li>▪ Local Government Zakat Committees</li> </ul> </li> <li>○ Under Directorate of Sharia <ul style="list-style-type: none"> <li>▪ Local Government Sharia Committees <ul style="list-style-type: none"> <li>• Hisbah subcommittees</li> </ul> </li> </ul> </li> </ul> </li> <li>• <b>Board of Trustees for Zakat and Endowment (2003-date)</b></li> <li>• <b>Council of Ulama (2008-date)</b></li> </ul>

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State	Statutory institutions	Non-statutory institutions
Zamfara	<ul style="list-style-type: none"> <li>• <b>Sharia Court of Appeal (from state creation [1996]-date)</b></li> <li>• Religious Preaching Board (from state creation [1996]-2003)               <ul style="list-style-type: none"> <li>○ Local Government Religious Preaching Advisory Committees</li> </ul> </li> </ul> <hr/> <ul style="list-style-type: none"> <li>• <b>Sharia Courts (2000-date)</b></li> <li>• <b>Council of Ulama (2000-date)</b> <ul style="list-style-type: none"> <li>○ Subcommittees on Ilm, Sharia, Zakat, Hisbah, Public Complaints, Preaching, and Pilgrimage</li> </ul> </li> <li>• <b>Zakat and Endowment Board (2000-date)</b></li> <li>• <b>Religious Preaching and Establishment of Jumu'at Mosques and Idi Praying Ground Commission (2003-date)</b> <ul style="list-style-type: none"> <li>○ Local Government Religious Preaching Advisory Committees</li> </ul> </li> <li>• <b>Hisbah Commission (2003-date)</b></li> <li>• <b>Sharia Research and Development Commission (2003-2004)/Board (2004-date)</b></li> <li>• <b>Qur'anic Memorization &amp; Tajweed Board (2005-date)</b></li> </ul>	<hr/> <ul style="list-style-type: none"> <li>• Sharia Implementation Committee (1999)</li> <li>• <b>Ministry of Religious Affairs (2000-date)</b> <ul style="list-style-type: none"> <li>○ <b>Departments of Administration, Finance and Supply, Planning, Research and Statistics, Religious Matters, Da'awah, and (until 2003) Sharia (in 2003 Sharia Dept. converted to statutory Sharia Research and Development Commission then Board)</b></li> </ul> </li> <li>• Directorate of Sharia Implementation and Monitoring (2000-2003) (under Secretary to the State Government)</li> <li>• <b>Established by Zakat and Endowment Board:</b> <ul style="list-style-type: none"> <li>○ Zonal Zakat Boards (2000-2003)</li> <li>○ <b>Local Government Zakat Committees (2003-date)</b></li> </ul> </li> <li>• <b>Established by Hisbah Commission (2003-date)</b> <ul style="list-style-type: none"> <li>○ <b>Local Government Hisbah Committees</b> <ul style="list-style-type: none"> <li>▪ <b>Ward Hisbah Committees</b></li> </ul> </li> </ul> </li> </ul>