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~~Top Secret~~

TO: Susan
FROM: Witney
RE: Victor Butt



I thought it might be useful to provide an update on where we stand in regard to our efforts to ramp up activity against Victor Butt.

1.4(c) the 33 year-old Butt continues to expand his activity, including possible supply of surface-to-air missiles in Liberia/Sierra Leone, questionable diamond-related activities in Rwanda, continued arms selling and delivery in West Africa (via his airline CENTRAFRICAIR) and work to broker an unspecified deal in Africa with Ukrainian arms. Butt and the bulk of his Russian-made air fleet, reportedly numbering more than 70 large and small units, operate largely out of the United Arab Emirates (Dubai, Sharjah and Ras-al-Khaima) with nearly global reach. Attention is also directed at Butt because of his continued ties to Russian organized crime. We also believe Butt is interested in more activity in the U.S. seeking to link up with businesses in Florida and Texas and possibly obtaining American-made secure communications equipment. (FYI - Butt applied for an U.S. visa in Dubai in July but was turned down by the consular officer there as a potential intending immigrant.)

We have begun to work to see if precedent-setting pressure from the diplomatic/intelligence/enforcement community can be brought to bear against Butt and associates. I am working closely with AF/RA (Ray Walser), the NSC (Lee Wolosky, Cathy Byrne, Grant Harris), within State (CA, IO, INR, L), and with USUN. 1.4(c) FBI, Justice 1.4(c) are also involved with us. We have in the last 2 weeks held a number of meetings and 2 SVTS.

So far we have developed a matrix of possible sanctions violations. The USG has classified information indicating Butt and associates have violated the following UNSC Resolutions.

- UNSC 778 (1992) Liberia arms embargo by making arms sales and possible conduit for diamonds from Sierra Leone;
- UNSC 864 (1993) oil and arms embargo to UNITA in Angola;
- UNSC 1171 – the arms embargo on arms for the Revolutionary United Front;
- UNSC 1298 – arms and training embargo on Ethiopia/Eritrea

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More specifically, we have moved forward in the following areas:

- Visas – we will make sure Butt and approximately 20 of his Russian colleagues are entered into State's visa lookout system (CLASS). Once entered, the Department will be consulted before a visa is issued. We are also preparing a message to AmEmbassy Dubai alerting it to possible applications by Butt's associates and also asking them to run a retrospective check to see if visas were issued (we'll check databases in Washington). We cannot enter the 20 into the INS/Custom's IBIS system used at U.S. ports of entry until we have date of birth information 1.4(c)
- International Enforcement – I am working closely with NSC's Lee Wolosky and L/AF George Taft to develop a better picture of how we might get at Butt's violations of UN Sanctions (actual enforcement of UNSC sanctions remains a major legal challenge) and at ways Butt and others might be prosecuted for violations of national laws in the UAE, an African state or elsewhere for specific crimes ranging from manslaughter to smuggling and corruption. This will likely entail going to the Library of Congress and other sources and seeking their help on domestic laws in countries such as Angola and UAE relating to UN sanctions, arms trafficking and civil aviation. We also want to see if there are other steps that could lead to seizures and confiscations that might weaken Butt's operational capability. Dick Clarke is particularly focused on having a friendly government issue a warrant for Butt's arrest.
- Domestic Enforcement – we have opened discussions with Justice and the FBI to discover the best manner for handling possible U.S. visits by Butt associates. We want to have in place an agreed plan of action in the event one of Butt's associates enters the U.S. (FYI: one Butt associate entered the U.S. this summer, but we only became aware of it after the fact.) Ideally, we will uncover prosecutable violations of U.S. law.
- 1.4(c)
- 1.4(c) We will continue to comb this information carefully in the hope it yields more insight into the illicit side of his actions and provides us with information we can use operationally and legally against him.

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As for next steps, George Taft is preparing a memo that will identify the legal basis that might exist in various countries for taking actions against Ruff 1.4(c)

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Finally, we are preparing an action memo from you to P on what we have accomplished to date and requesting that he meet with Dick Clarke to refine our 1.4(c) diplomatic strategies, options and sequencing.

Cc: Nancy, Mark, Charlie, Ray

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