



Declassified Under Authority of the Interagency Security Classification Appeals Panel, E.O. 13526, sec. 5.3(b)(3) ISCAP Appeal No. 2017-189, document 21 Declassification Date: May 2, 2022

INITIALS	
APPR:	D K ...
DRAFT:	B F ...
CLR 1:	R W ...
CLR 2:	S W ...
CLR 3:	G T ...
CLR 4:	L W
CLR 5:	M J
CLR 6:	G H

Christiana - I have sent the entire cable. I have marked changes.

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Note on p. 2 of your fax said "Missing p. 6 of SA cable."

IO/PHO: B FITZGERALD:BF
10/16/2000 6-7740
INR:D W KEYSER

I compared text and saw no discrepancy.

IO/PHO: M JONES INR/AA: S WEIGERT NEA: J STANLEY
L/AF: G TAFT INL: R BOONE NSC: L WOLOSKY
NSC: C BYRNE

Ray Watson

IMMEDIATE ABU DHABI

ROGER CHANNEL
FOR AMBASSADOR

E.O. 12958: DECL: 10/12/2010

TAGS: PINR, KCRM, AMGT

SUBJECT: ADDITIONAL INSTRUCTIONS AND MATERIALS REGARDING INTERNATIONAL ARMS TRAFFICKER VICTOR BUTT

REF: STATE 196040

1. (U) CLASSIFIED BY IO/PHO ACTING DIRECTOR M. JONES. REASONS 1.5 (B) AND (D).

2. ~~(S)~~ AMBASSADOR IS REQUESTED TO PROVIDE THE FOLLOWING NON-PAPER TO SHEIK HAMDAN BIN ZAYED AND INTELLIGENCE DIRECTOR HAZZAH BY MEANS OF FOLLOW-UP TO, OR IN CONNECTION, WITH ACTIONS REQUESTED IN REFTTEL. THE NON-PAPER DESCRIBES VIOLATION OF UNITED NATIONS SANCTIONS REGIMES APPLICABLE TO LIBERIA, ANGOLA AND SIERRA LEONE BY THE VICTOR BUTT ORGANIZATION (VBO). IT IS RESPONSIVE TO ISSUES AND CONCERNS DISCUSSED WITH SHEIK HAMDAN IN A LATE SEPTEMBER MEETING WITH NATINOAL

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COORDINATOR CLARKE AND NSC DIRECTOR WOLOSKY THAT ARE DESCRIBED IN REFTEL.

3. ~~(S)~~ AMBASSADOR IS REQUESTED TO REITERATE TO HAZZAH USG OFFER TO RENDER ASSISTANCE TO UAE SECURITY AND INTELLIGENCE OFFICIALS, BUT ALSO TO REITERATE THAT USG IS NOT REQUESTING ACTION BY UAE OFFICIALS TO EXPEL VICTOR BUTT OR HIS ASSOCIATES AT THIS TIME, PENDING THE COMPLETION OF CONFIDENTIAL CONSULTATIONS WITH THIRD PARTY STATES AFFECTED BY THE VBO.

4. ~~(S)~~ NOTWITHSTANDING PARA 2, AMBASSADOR MAY REFER IN COURSE OF HIS PRESENTATION OF NON-PAPER TO UAE LAW 11 OF 1976, WHICH PROHIBITS ANY PERSON, NATURAL OR JURIDICAL, TO OWN, POSSESS, TRADE OR OTHERWISE DISPOSE OF ANY FIREARMS, AMMUNITION, OR EXPLOSIVE MATERIALS WITHOUT LICENSE, EXCEPT FOR MEMBERS OF THE ARMED FORCES AND THE POLICE. THE MINISTRY OF DEFENSE IS CHARGED WITH ISSUING SUCH LICENSE, EXCEPT THAT THE MANUFACTURE AND EXPORT OF FIREARMS, AMMUNITION, AND EXPLOSIVE MATERIALS MUST FIRST HAVE THE APPROVAL OF THE COUNCIL OF MINISTERS. PENALTIES INCLUDE UP TO TEN YEARS IN PRISON AND A FINE.

THIS LAW MAY PROVIDE A FUTURE LEGAL BASIS FOR PROCEEDING AGAINST INDIVIDUALS IN THE UAE ACTING CONTRARY TO ITS OBLIGATIONS UNDER UNSC RESOLUTIONS RELATING TO ARMS TRAFFICKING.

WE DO NOT HAVE INFORMATION ON UAE PRACTICE, IF ANY, RELATING TO THE PROSECUTION OF VIOLATORS OF UNSC SANCTIONS RESOLUTIONS OR OTHERWISE RELATING TO THE APPLICATION OF CITED LAW.

5. ~~(S)~~ BEGIN NON-PAPER
VICTOR BUTT: VIOLATIONS OF UNSCRS

INTERNATIONAL ARMS TRAFFICKER VICTOR BUTT (SOMETIMES SPELLED BUT OR BOUT) HAS CONSISTENTLY TRANSGRESSED THE WILL OF THE INTERNATIONAL COMMUNITY AND IS A SIGNIFICANT CONTRIBUTOR TO HUMAN MISERY. THE FOLLOWING IS A SUMMARY OF UN SECURITY COUNCIL RESOLUTIONS WHICH MAY HAVE BEEN VIOLATED BY BUTT AND HIS ASSOCIATES.

LIBERIA: RESOLUTION 788 (1992) IMPOSED AN ARMS EMBARGO ON LIBERIA. IN THAT RESOLUTION, THE COUNCIL DETERMINED

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THAT, "THE DETERIORATION OF THE SITUATION IN LIBERIA CONSTITUTES A THREAT TO INTERNATIONAL PEACE AND SECURITY" AND CALLED UPON ALL PARTIES TO "RESPECT AND IMPLEMENT THE CEASE-FIRE AND THE VARIOUS ACCORDS OF THE PEACE PROCESS...". IN JULY 2000, BUTT DELIVERED MULTIPLE MI-8T MILITARY HELICOPTERS AND ASSOCIATED ROCKETS TO LIBERIAN PRESIDENT TAYLOR. ALSO IN JULY, BUTT AND HIS ASSOCIATES WERE ARRANGING TO SHIP AIR DEFENSE EQUIPMENT, BOMBS, AND AMMUNITION TO MONROVIA. MANY OF THE ARMS DELIVERED TO LIBERIA ARE FORWARDED TO SIERRA LEONE FOR USE BY THE REVOLUTIONARY UNITED FRONT (RUF). IN ADDITION, LIBERIA HAS BEEN A POSSIBLE CONDUIT FOR DIAMONDS BUTT IS SMUGGLING FROM SIERRA LEONE IN VIOLATION OF UNSCR 1306 (2000).

ANGOLA (UNITA): RESOLUTION 864 (1993) IMPOSED AN OIL AND ARMS EMBARGO ON UNITA. THE RESOLUTION DECIDED, "WITH A VIEW TO PROHIBITING ALL SALE OR SUPPLY TO UNITA OF ARMS AND RELATED MATERIEL AND MILITARY ASSISTANCE, AS WELL AS PETROLEUM AND PETROLEUM PRODUCTS, THAT ALL STATES SHALL PREVENT THE SALE OR SUPPLY, BY THEIR NATIONALS OR FROM THEIR TERRITORIES OR USING THEIR FLAG VESSELS OR AIRCRAFT, OF ARMS AND RELATED MATERIEL OF ALL TYPES, INCLUDING WEAPONS AND AMMUNITION, MILITARY VEHICLES AND EQUIPMENT, PARAMILITARY EQUIPMENT AND SPARE PARTS FOR THE AFOREMENTIONED AND SPARE PARTS FOR THE AFORE-MENTIONED, AS WELL AS OF PETROLEUM AND PETROLEUM PRODUCTS, WHETHER OR NOT ORIGINATING IN THEIR TERRITORY, TO THE TERRITORY OF ANGOLA OTHER THAN THROUGH NAMED POINTS OF ENTRY ON A LIST TO BE SUPPLIED BY THE GOVERNMENT OF ANGOLA...". WE BELIEVE THAT BULGARIAN ORIGIN ARMS HAVE BEEN SHIPPED TO UNITA BY BUTT AND HIS ASSOCIATES. IN MID-1998, SOUTH AFRICA IMPLICATED BUTT'S FIRM AIR CESS IN UNITA ARMS SMUGGLING. OTHER REPORTS HAVE INDICATED THAT BUTT IS A KNOWN SANCTIONS VIOLATOR. FOR EXAMPLE, WE KNOW THAT IN JUNE 2000 BUTT WAS ARRANGING AIRLIFT FOR UNITA VIA MONROVIA.

ALSO NOTEWORTHY IS THE STATEMENT MADE BY THE BRITISH SECRETARY OF STATE FOR FOREIGN AND COMMONWEALTH AFFAIRS, PETER HAIN, IN THE HOUSE OF COMMONS ON JULY 27, 2000. HE DECLARED, "WE ALSO HAVE REASON TO BELIEVE THAT VICTOR BOUT CONTINUES TO SUPPLY ARMS TO ANGOLA IN BREACH OF THE UN ARMS EMBARGO [ON UNITA]. WE CALL ON ALL STATES TO FULFIL THEIR INTERNATIONAL OBLIGATIONS TO IMPLEMENT AND ENFORCE THE MANDATORY SANCTIONS IMPOSED BY THE SECURITY COUNCIL OF THE UNITED NATIONS; THERE CAN BE NO EXCUSE FOR ANY STATE TO

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PROVIDE SUPPORT FOR BOUT IN HIS CONTINUED FLOUTING OF UN SANCTIONS." 2 paragraphs removed

IN ADDITION, THE REPORT OF THE PANEL OF EXPERTS ON VIOLATIONS OF UN SECURITY COUNCIL SANCTIONS AGAINST ANGOLA SPECIFICALLY NAMED VICTOR BUTT AS A NOTORIOUS SANCTIONS VIOLATOR. THE REPORT STATED (P. 13, PARA 29), "IN ADDITION TO INTERSTATE AIRWAYS, A COMPANY NAMED AIR CESS TOGETHER WITH ITS SISTER COMPANY AIR PASS ARE KNOWN TO HAVE BEEN INVOLVED IN THE SMUGGLING OF COMMODITIES FROM SOUTH AFRICA TO UNITA CONTROLLED AREAS. AIR CESS AND AIR PASS ARE CONTROLLED BY A RUSSIAN NATIONAL NAMED VICTOR ANATOLEVIC BOUT, WHOSE OPERATIONS ARE NOW LARGELY BASED IN THE UNITED ARAB EMIRATES." A FOOTNOTE TO THAT PARAGRAPH ADDS, "VICTOR BOUT IS KNOWN TO OPERATE WITH A NUMBER OF PARTNERS, SOME OF WHOM ARE ALSO BELIEVED TO BE INVOLVED IN SANCTIONS BUSTING ON BEHALF OF UNITA. AS NOTED IN THE PANEL'S RECOMMENDATIONS, FURTHER INVESTIGATION AND EXPOSURE OF THESE CONNECTIONS SHOULD BE A HIGH PRIORITY FOR FUTURE SANCTIONS ENFORCEMENT ACTIONS. IN ORDER TO ASSIST THESE EFFORTS, THE PANEL WILL MAKE AVAILABLE TO THE SANCTIONS COMMITTEE PERTINENT INFORMATION THAT HAS ALREADY BEEN COLLECTED."

SIERRA LEONE (RUF): RESOLUTION 1171 (1998) PLACED AN EMBARGO ON ARMS SHIPMENTS TO THE RUF. THE RESOLUTION DECIDED THAT "ALL STATES SHALL PREVENT THE SALE OR SUPPLY, BY THEIR NATIONALS OR FROM THEIR TERRITORIES, OR USING THEIR FLAG VESSELS OR AIRCRAFT, OF ARMS AND RELATED MATERIEL OF ALL TYPES, INCLUDING WEAPONS AND AMMUNITION, MILITARY VEHICLES AND EQUIPMENT, PARAMILITARY EQUIPMENT AND SPARE PARTS FOR THE AFOREMENTIONED, TO SIERRA LEONE OTHER THAN TO THE GOVERNMENT OF SIERRA LEONE...". RESOLUTION 1306 (2000) FOLLOWS UP ON THIS REQUIREMENT BY CALLING UPON STATES, "WHERE THEY HAVE NOT ALREADY DONE DO, TO ENFORCE, STRENGTHEN OR ENACT, AS APPROPRIATE, LEGISLATION MAKING IT A CRIMINAL OFFENCE UNDER DOMESTIC LAW FOR THEIR NATIONALS OR OTHER PERSONS OPERATING ON THEIR TERRITORY TO ACT IN VIOLATION OF THE MEASURES IMPOSED BY PARAGRAPH 2 [OF 1171]...". WE BELIEVE THAT UNSCR 1171 IS BEING VIOLATED BY BUTT, AS SOME OF THE MILITARY ITEMS DELIVERED TO LIBERIA ARE FORWARDED TO THE RUF, AS NOTED ABOVE.

BUTT IS POSSIBLY INVOLVED IN VIOLATIONS OF RESOLUTION 1306 (2000), WHICH PROHIBITS THE EXPORT OF DIAMONDS FROM

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SIERRA LEONE THAT DO NOT HAVE A GOSL CERTIFICATE OF ORIGIN. (THE RESOLUTION "DECIDES THAT ALL STATES SHALL TAKE THE NECESSARY MEASURES TO PROHIBIT THE DIRECT OR INDIRECT IMPORT OF ALL ROUGH DIAMONDS FROM SIERRA LEONE TO THEIR TERRITORY..." BUT THEN EXEMPTS FROM THIS DIAMONDS WITH A SIERRA LEONE CERTIFICATE OF ORIGIN.) AT THE JULY 31/AUGUST 1 UN EXPLORATORY HEARINGS ON SIERRA LEONE DIAMONDS, LINKS WERE DRAWN BETWEEN BUTT AND VIOLATIONS OF SIERRA LEONE SANCTIONS, AS WELL AS UNITA SANCTIONS.

END NON-PAPER

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