

## Digest of information to be released under FOI 0390-17

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16 November 2014

[DIPTTEL 1409270]

Foreign & Commonwealth Office Diplomatic Telegram

### Summary

UAE Cabinet approves and releases list designating 85 groups as terrorist organisations - including organisations based in Britain, other European countries and the US.

[redacted] Extensive coverage in the media, including social media, where interest is high and reactions mixed.

### Detail

1. On 15 November, the UAE Cabinet approved a list designating 85 groups as terrorist organisations (full list attached) under the anti-terrorist law enacted in August (diptel 1406882). The law provides for the publication of these lists “for the purposes of transparency and to raise awareness in society about these organisations”.

[redacted]

5. UK-based organisations are included:

- Islamic Relief UK
- the Cordoba Foundation
- the Muslim Association of Britain

[redacted]

8. The list has been extensively covered in local media, making the front pages of all major Arabic and English speaking newspapers. The National - the leading English newspaper - described this as coming at the same time “as the UAE implements more assertive policies at home and abroad to counter the spread of political Islam”.

9. There have been strong reactions in social media. Arabic hashtags such as “UAE approves the list of terrorist organisations”, “UAE declares war on Islam” hosted 22,900, 2,400 respectively in less than 24 hours. Participants have been a mix of UAE pro-government tweeters and people critical of the move, with some pointing out the omission of some Shia groups.

10. Respected local academic and commentator, [redacted], praised the listing, saying citizens and residents had now been warned and “[the UAE] had its own yard stick”.

11. Supporters of Al Islah commented that the UAE had made Al Islah members terrorists.

[redacted]

Comment

13. The list is extensive, [redacted]

15. A key question is what will be the practical consequences of the list, including for listed groups in other countries and those associated with them in any way. We will seek clarification.

[redacted]

HMA Philip Parham

From: DFID  
Sent: 17 November 2014 17:18  
To: FCO, No 10, Charity Commission

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

All – also spoken to [redacted] at the Charity Commission, who I've copied in here so everyone's on the same chain. They've had a query from the Telegraph as well, just going back to confirm that the charity has notified them of this incident. But think the line below will stand as the main x-gov line. I'll go back to Times and Telegraph with this line now. Thanks, [redacted]

From: FCO  
Sent: 17 November 2014 16:54  
To: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted]– strengthened as per our discussion with a point on controls not only for IR but for any funding moved to the top. This has now been cleared here, intending to go back to Times and Telegraph shortly. [redacted], we spoke and you'll square on your side and then respond to Sky with the quote only. Thanks all, [redacted].

A Government spokesman said:

“All of our funding to UK charities is subject to strict controls to ensure it is used only as intended.

“The UK is seeking further clarity from the Emiratis on their rationale and any practical implications.”

Background

UK funding to Islamic Relief Worldwide was approximately £3.2 million last financial year. Any funding is subject to rigorous pre-grant due diligence checks and we have strict auditing and monitoring controls in place to ensure all funding is used as it should be.

Our funding supports projects around the world, from ensuring children affected by the Syria conflict can remain in school through to providing clean water and tackling Malaria in Sudan.

From: DFID  
Sent: 17 November 2014 15:41  
To: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

Thanks [redacted]. Waiting for Director and SpAds here, but wanted to make clear who the

'We...' was in the opening, so intending to go with spokes line as below. Background is specific response to Telegraph queries, but just had similar from [redacted] at the Times.

[redacted]

From: FCO  
Sent: 17 November 2014 15:21  
To: FCO, No 10  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

Thanks [redacted]– we've now been asked by Sky as well (in relation to the list including British based groups). I'm bringing in No 10 as we could do with agreeing the lines asap.

Senior press officer - Iran and the Gulf

From: DFID  
Sent: 17 November 2014 14:18  
To: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

All – to be aware that DFID has had queries from IRIN (newswire) and recently from [redacted] at the Telegraph – the latter asking how much DFID gives to Islamic Relief and for what projects.

Intention is to go back with the top line below (presuming all now content with it) from a Government spokesman and to include details on background about existing funding and checks we have to make sure our money goes where it should. I'll need to square this on my side, but wanted to flag the queries.

Thanks, [redacted].

Senior Press Officer

Conflict and fragile state desk

From: FCO BE Dubai  
Sent: 17 November 2014 14:12  
To: FCO  
Subject: Re: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted]

Many thanks. I am content with these lines.

[redacted]

From: FCO  
Sent: 17 November 2014 13:34  
To: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted],

I agree, and have added this line below.

I've spoken to [redacted] in [redacted] absence, and am now copying to include the wider CTD MENA team for their comments.

[redacted]

From: FCO  
Sent: 17 November 2014 13:28  
To: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

Hello,

Resending. Apologies for the previous typos.

According to [redacted] correspondent in London, the Muslim Association of Britain has held a press conference asking the FCO to intervene with the UAE, to have them struck from the terrorism list.

I've been asked to react (on the record) to this request. Can we add something to these lines about not intervening?

[redacted]

Arabic Spokesperson | Foreign and Commonwealth Office |

From: FCO  
Sent: 17 November 2014 12:50  
To: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

All,

Following further discussion on a separate email chain, following is the latest lines:

[redacted]

From: BE Abu Dhabi

Sent: 17 November 2014 12:07

To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted] Many thanks for this. [redacted]

In terms of your other lines, a pure statement of the facts - as you have set out - is fine. But as I have said in my email below it is too early to comment in detail on individual organisations.

I think on your last question we can have something along the lines of :

All this should be on an 'if raised basis'.

[redacted]

Deputy Head of Mission| British Embassy |Abu Dhabi

From: FCO

Sent: 17 November 2014 15:26

To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

Adding [redacted] as this will probably come up quite soon.

I'm rather pressed for time this morning, but we will definitely need a good line on this. I'd have thought we'll also need to flag/run past spads and private office.

Senior press officer - Iran and the Gulf

From: FCO

Sent: 17 November 2014 10:56

To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted],

[redacted] here is on the case. [redacted], will work on this with you and CTD, and then DFID this morning. [redacted]

Head, Arab Partnership Department

From: FCO APID

Sent: 17 November 2014 10:30

To: FCO

Subject: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted],

[redacted] told me this came up at the Director's meeting this morning and that No 10 want a line ASAP. The reported list of organisations proscribed by the UAE is below – I've highlighted a few for your attention. Are either/both of you able to meet to discuss this ASAP?

[redacted]

- Islamic Relief UK.
- The Cordoba Foundation (TCF) in Britain.
- Muslim Association of Britain (MAB).

Gulf Team | Arabian Peninsula and Iraq Department |

From: BE Abu Dhabi

Sent: 17 November 2014 10:24

To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

To make my thought explicit in the highlighted, if rigorously applied this provision would clearly have implications for any person/organisation which has had contact or relationships with the proscribed bodies. [redacted]

Paul Fox DHM

From: BE Abu Dhabi

Sent: 17 November 2014 12:26

To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

*With grammatical errors corrected.*

Colleagues

There has been more press coverage today. The Gulf News has the most interesting coverage. This can be found at:

<http://gulfnews.com/news/gulf/uae/government/uae-addresses-root-causes-of-terror-1.1413289>

. It quotes a number of local commentators, praising the government's actions.

The Gulf News also quotes a provision of the law whereby "whoever seeks or communicates with a foreign state, terrorist organisation or with anyone who works for their interests, to commit any terrorist act, shall be punished with imprisonment for life while the death penalty will be

imposed if the terrorist act has been carried out.”

We have also been able to obtain a copy of the law (attached). [redacted] The provision quoted above is Article 27. However the law sets out the range of offences and punishments, with life imprisonment and the capital punishment being prevalent.

This clearly has potentially serious implications for the UK organisations named and we would welcome any information on how these bodies intend to react and whether they have been in touch with the FCO.

Paul Fox DHM



From: BE Abu Dhabi  
Sent: 18 November 2014 03:55  
To: FCO  
Subject: FW: UAE - proscription of 85 organisations (media interest)

The final version of these lines.  
Paul Fox DHM

From: FCO Press Officer  
Sent: 17 November 2014 21:24  
To: FCO  
Subject: UAE - proscription of 85 organisations (media interest)

Private offices/spads – you should be aware that there has been interest (Times, Telegraph, Sky) to us and DFID on the UAE's proscription of 85 organisations over the weekend – see Diptel below with details. These include groups in the UK which aren't proscribed, including Islamic Relief UK who DFID work with/fund.

We've agreed cross-government lines below with HO, DFID and No 10. Do let me know if you've got any concerns with these.

Thanks

[redacted]

HMG Top line:

- The UK is seeking further clarity from the Emiratis on their rationale for some of these designations, and any practical implications.

#### DFID fund Islamic Relief UK?

A Government spokesman said:

“All of our funding to UK charities is subject to strict controls to ensure it is used only as intended.

“The UK is seeking further clarity from the Emiratis on their rationale for some of the designations, and any practical implications.”

#### Background

UK funding to Islamic Relief Worldwide was approximately £3.2 million last financial year. Any funding is subject to rigorous pre-grant due diligence checks and we have strict auditing and monitoring controls in place to ensure all funding is used as it should be.

Our funding supports projects around the world, from ensuring children affected by the Syria conflict can remain in school through to providing clean water and tackling Malaria in Sudan.

*[If pressed]*

What about the UK-based organisations?

- Islamic Relief UK, the Cordoba Foundation and the Muslim Association of Britain are not proscribed in the UK.
- We do not routinely comment on whether an organisation is or is not under consideration for proscription. A decision to proscribe an organisation must be based on a belief that it is concerned in terrorism as defined in the Terrorism Act 2000, and it must be proportionate.

[redacted]

Senior press officer - Iran and the Gulf

From: DFID  
Sent: 17 November 2014 06:26  
To: FCO  
Cc: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted]– I need to speak to London colleagues about the designation of Islamic Relief which is a key DFID partner [redacted].

[redacted]

DFID Representative – Gulf States

From: FCO  
Sent: 19 November 2014 11:44  
To: FCO Subject: Re: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

In case not seen, [redacted] has been masterminding an enormous email chain about the right lines, so please bring her in as and when. [redacted]

From: FCO  
Sent: 18 November 2014 18:53  
To: FCO  
Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted],

Thanks. [redacted] We shall discuss with Post the best way of handling this, [redacted]although of course the Minister might want to speak to him to register any concerns.

[redacted]  
Head of Gulf Team | Arabian Peninsula and Iraq Department | Middle East and North Africa  
Directorate Foreign and Commonwealth Office |

From: FCO  
Sent: 18 November 2014 18:37  
To: FCO  
Subject: FW: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted],

The Minister read this DipTel with interest. He wondered if it might be helpful for him to discuss with the UAE Ambassador in London to seek more detail and clarification.

Grateful for your advice on if this would be helpful.

Best,  
[redacted]

From: FCO  
Sent: 17 November 2014 11:25  
To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

All,

Copying in [redacted], who is also working on this from an Arab Partnership perspective, and sharing some further thoughts on Islamic Relief from [redacted]:

[redacted]

UAE Desk Officer | Gulf Team | Arabian Peninsula and Iraq Department | MENAD

From: FCO  
Sent: 17 November 2014 11:24  
To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

Thanks all,

Yes, DFID partners with Islamic Relief on a number of programmes and indeed Justine Greening made a speech at their 30<sup>th</sup> anniversary earlier this year. [redacted] Since then, IRUK commissioned KPMG to write a report on their programmes in the OPTs which is due for publication end of this month.

[redacted]

I need to speak to more people in DFID to get the full picture. But it would, of course, be very useful to find out exactly why they are on the list in the first place.

[redacted]

Gulf Relationships Manager | Gulf Team | Middle East and North Africa Department |

From: Home Office  
Sent: 17 November 2014 11:20  
To: FCO

Subject: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted], all

I'm duly scooping up colleagues on the TF side of OSCT business ([redacted]) who has spoken to DfID (and colleagues internally) about this issue.

[redacted]: for your interest.

Thank you

[redacted]

Prevent - Extremism Strategy and Analysis Team | Office for Security and Counter-Terrorism (OSCT) | Home Office

From: FCO

Sent: 17 November 2014 10:56

To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS [DIPTTEL 1409270]

[redacted] Bringing in [redacted] to the chain. My understanding from her is Islamic Relief are a partner for DFID [redacted]

[redacted] Second Secretary Political | British Embassy Abu Dhabi |

From: FCO

Sent: 17 November 2014 14:47

To: FCO

Subject: RE: UAE/CT: CABINET DESIGNATES 85 GROUPS AS TERRORIST ORGANISATIONS

[redacted],

Thank you for this. I'm copying colleagues in CTD, OSCT and DFID, given the UK organisations listed.

On Islamic Relief, I understand that they have had issues in the past in some countries as the unconnected International Islamic Relief Organization (IIRO) has been alleged to have links to terrorist groups – but given that the IIRO is based in Riyadh, I doubt the Emiratis have made this confusion. I'm aware that they are a member of the Disasters Emergency Committee, but I don't know whether DFID works with them (or has worked with them). Presumably we would expect the UAE to share any information they had on terrorist activities of groups based in the UK [redacted].

Head of Gulf Team | Arabian Peninsula and Iraq Department | Middle East and North Africa Directorate

From: FCO  
Sent: 16 November 2014 07:59  
To: FCO  
Subject: Re: Query!

[redacted]  
Many thanks.

[redacted]  
I'll see if I can have a word with [redacted] about how he's trying to bottom it out.

[redacted]  
Philip Parham HMA

From: FCO  
Sent: Sunday, November 16, 2014 07:51 AM  
To: FCO  
Subject: Re: Query!

[redacted]

I have been in touch with [redacted] requesting a stee on who best to engage. [redacted] He will try to revert today.

In the meantime [redacted] is asking the same question of his MoJ contacts.

[redacted].

Paul Fox DHM

From: FCO  
Sent: Sunday, November 16, 2014 07:17 AM  
To: FCO Subject: Re: Query!

Obviously need to keep Gulf colleagues in the loop.  
Philip Parham HMA

From: FCO  
Sent: Sunday, November 16, 2014 07:16 AM  
To: FCO Subject: RE: Query!

[redacted] Agreed. I think we need London input into this.

Paul Fox DHM

[redacted] From: FCO

Sent: 16 November 2014 11:14  
To: FCO Subject: RE: Query!

[redacted],

No problem.

I suggest that we use line reactively if we are asked by the local media. However, since there will be interest from the UK press ([redacted] has already received a call from the FT), I will clear a line with Newsdesk/GRC.

[redacted]

From: FCO  
Sent: 16 November 2014 10:35  
To: FCO  
Subject: RE: Query!

[redacted]I think this is right. [redacted] could you craft a line which reflects HMA's thoughts?

Paul Fox DHM

[redacted]From: FCO  
Sent: 16 November 2014 10:22  
To: FCO Subject: FW: Query!

Info.

We'll need a reactive press line, which I guess at the moment can only be that we've noted the announcement and are studying it.

Philip Parham HMA

From: FCO  
Sent: 16 November 2014 09:57  
To: FCO  
Subject: FW: Query!

[redacted],

This list – of organisations the UAE [redacted] issued on 15 November by WAM - is comprehensive. [redacted] It includes [redacted] the UK Islamic Relief (mentioning separately what looks like IRW), The Cordoba Foundation; [redacted]

[redacted]

From: FCO  
Sent: 18 November 2014 14:03  
To: FCO  
Subject: Re: UAE CT laws - listing of terror groups

[redacted]

You might also like to ask about any appeal process. HMA has heard that organisations will get 60 days to appeal.

Paul Fox DHM

From: FCO  
Sent: Tuesday, November 18, 2014 01:11 PM  
To: FCO  
Subject: RE: UAE CT laws - listing of terror groups

[redacted] Have discussed with [redacted]. We'd suggest focusing in your meeting on the following. I've suggested example wording, to give a sense of what we're after, but obvs feel free to use your own words

- Rationale: We were supto see three British organisations on the list (e.g. Islamic Relief). As you have done previously, if you believe these organisations to be involved in terrorism, we would expect you to share your evidence and rationale with us, given our shared interest in countering terrorism.
  - According to Art. 63, 2 the cabinet decision on the creation of the list shall specify the rules of inclusion .... Do you have the wording of the cabinet decision?
- Practical implications: We would welcome further explanation on the new legislation, including what it means for individuals and groups with links to these organisations, particularly those which are legal entities in the UK.
  - Especially how do they plan to implement Article 27\*? (Background [not for sharing] – HMG has given 44m to Islamic Relief this year for Syria humanitarian)

\*\*whoever seeks or communicates with a foreign state, terrorist organisation or with anyone who works for their interests, to commit any terrorist act, shall be punished with imprisonment for life while the death penalty will be imposed if the terrorist act has been carried out."

[redacted]

Second Secretary Political | British Embassy Abu Dhabi

From: FCO  
Sent: 18 November 2014 12:28  
To: FCO  
Subject: UAE CT laws - listing of terror groups



[redacted],

Just to confirm following yesterdays HoS – I raised in my meeting with [redacted], MOJ International Directorate the question of:-

Which department has oversight / jurisdiction to deal with matters arising from the proscription of groups/organisation as terror groups (?)

The response given was this is a matter for the State Security Public Prosecution.

[redacted] Pending my meeting if there are specifics you wish me to raise, please do not hesitate to let me know.

Regards,

[redacted]

Senior Liaison Prosecutor & Asset Recovery Advisor to UAE & GCC | British Embassy | United Arab Emirates

From: FCO

Sent: 25 November 2014 10:09

To: FCO

Subject: RE: Urgent meeting request: Islamic Relief

[redacted],

[redacted] to agree how to handle Cordoba and the MAB; and to inform a subsequent submission (jointly with APID) to Ministers.

Head, Arab Partnership Department |

From: FCO

Sent: 25 November 2014 09:31

To: FCO

Subject: RE: Urgent meeting request: Islamic Relief

[redacted] Will you be able to lead on this, combining APID and APD roles? You seem to be ideally situated!

[redacted]

From: FCO

Sent: 25 November 2014 09:21

To: FCO

Subject: FW: Urgent meeting request: Islamic Relief

[redacted],

You were discussing with [redacted] today who between APID, APD and CTD should be in the lead on this (I think it's clear that APID leads on UAE handling, but I'm not so sure about engagement with the UK organisations) – liaising with DFID and (for Muslim Association of Britain and Cordoba Foundation) Home Office and DCLG. I think that we need to put this up to Ministers asap

[redacted]

Head of Gulf Team | Arabian Peninsula and Iraq Department | Middle East and North Africa Directorate

From: FCO  
Sent: 25 November 2014 00:13  
To: FCO  
FCO Subject: FW: Urgent meeting request: Islamic Relief

[redacted],

Not sure if the letter to the FS has yet reached you, but grateful for urgent advice, agreed with DFID and the Cabinet Office. [redacted] Many thanks,

[redacted]

From: DFID  
Sent: 25 November 2014 09:18  
To: FCO  
Subject: Re: Urgent meeting request: Islamic Relief

Thanks [redacted]. We are going to meet them at official level on a broader range of issues than UAE. Copying [redacted] who is the lead in DFID on IRW. Please keep him and me in the loop. It may also make sense to loop in the Charity Commission. Please also note we have an active FOI request on IRW. I am back from Geneva first thing Thurs and happy to meet/talk then.

[redacted]

From: DFID  
Date: 30 November 2015 at 19:05  
Subject: Islamic Relief  
To: Cabinet Office

[redacted] Who would be the best person in the FCO to advise on our latest HMG position on Islamic Relief?

[redacted][redacted] | Syria Conference Team | Cabinet Office

From: MENAD Strategy  
Sent: 01 December 2015 11:30  
To: Cabinet Office

Subject: RE: Islamic Relief

Yep, [redacted] and [redacted]

I've asked [redacted] to get back to you re. Islamic Relief. He has the latest. I'd also check in with DFID. [redacted]

MENAD Strategy Department | Foreign & Commonwealth Office | WH3 35-8| King Charles Street | London

From: Cabinet Office  
Sent: 01 December 2015 11:26  
To: MENAD Strategy  
Subject: Fwd: Islamic Relief

[redacted] Also what is our policy towards Islamic Relief?

Many thanks

From: DFID  
Sent: 01 December 2015 17:13  
To: Cabinet Office  
Subject: RE: Islamic Relief

Hi [redacted]

Sure. Happy to chat. What about tomorrow at 1600?

Let me know what works.

[redacted]

From: Cabinet Office  
Sent: 01 December 2015 13:43  
To: FCO  
Subject: Re: Islamic Relief

Thanks [redacted].

[redacted]- Would it be possible to have a short chat this week with regard to DFID's position on engaging with Islamic Relief. [redacted]

Best,

[redacted]

Syria Conference Team | Cabinet Office - 70 Whitehall

On 1 Dec 2015, at 13:37, FCO wrote:

Dear [redacted],

We spoke, please see below my main contact on IRW in Dfid.

[redacted]Civil Society Partnership Review Team Leader

Please let me know if you require anything else. I should add I am due to chase the UAE Embassy in London next week on a further update of the IRW appeal[redacted].

Regards,

[redacted]

## FCO ORAL QUESTIONS - TUESDAY 2 DECEMBER 2014

### TOPICAL BRIEFING

#### UAE: NGO DESIGNATIONS AND UK FUNDING TO ISLAMIC RELIEF

##### TOP LINE(S):

- The Government is seeking further clarity from the Emirati government on its rationale for some of these designations, and any practical implications, particularly those which are legal entities in the UK.
- The list includes three UK-based organisations: Islamic Relief UK, the Cordoba Foundation and the Muslim Association of Britain. These groups are not proscribed in the UK.

##### KEY FACTS

- On 15 November, the UAE cabinet approved a list designating 85 groups as terrorist organisations under the anti-terrorist law enacted in August.
- The list also includes terrorist groups proscribed in the UK such as Al Qaeda and its affiliates, ISIL, Boko Haram. It also includes other groups we have not proscribed such as the Muslim Brotherhood organisation. The list does not include Hezbollah or Hamas.
- The UK has a long history of cooperation, friendship and open dialogue with the UAE. We work together on shared interests and security challenges across the region, and we have strong economic ties not to mention growing educational and cultural links.
- Our relationship with the UAE allows us to discuss important issues, where there are cases of concern, we raise these frankly and directly with the UAE Government at official and Ministerial level

##### FURTHER BACKGROUND

Officials across Whitehall are discussing [redacted] and will put advice to Ministers soon.

From: Cabinet Office  
Sent: 08 December 2014 14:11  
To: HMT, FCO, Home Office

Subject: RE: Islamic Relief: Next Steps

[redacted],

You're welcome – we found it very useful too! [redacted] has sent a readout on the high-side – let me know if you haven't seen it and I can forward on.

Always happy to facilitate / participate in joined-up government, so [redacted] please do add me to the dist list you refer to below.

Kind regards,

[redacted]

Assessment Staff - Levant Lead

From: HMT  
Sent: 05 December 2014 17:44  
To: Cabinet Office, Home Office, FCO

Subject: RE: Islamic Relief: Next Steps

[redacted],

Can I echo [redacted] thanks for organising the meeting?

[redacted]

Have a good weekend.

[redacted]

Head of Sanctions and Counter-Terrorist Financing Unit

Sanctions and Illicit Finance Team | HM Treasury

From: FCO  
Sent: 10 December 2014 14:29  
To: FCO  
Subject: FW: Islamic Relief Guardian Interview

[redacted],

Can I just confirm whether there has been (or is likely to be) any further clarity/information from the UAE authorities to concerned Posts that we could reference or make public?

If not we will be submitting (resubmitting) the following lines this afternoon for clearance in response to Fridays proposed Guardian article:

[redacted]

From: FCO  
Sent: 10 December 2014 10:08  
To: FCO  
Subject: RE: Islamic Relief Guardian Interview

[redacted],

Grateful if you could take this forward – although I doubt there's much more to say than the existing lines.

[redacted]

From: FCO  
Sent: 10 December 2014 09:41  
To: FCO  
Cc: FCO  
Subject: Islamic Relief Guardian Interview

You'll want to be aware too. Would be helpful if you could draft some press lines covering what we're doing on this bilaterally. I doubt we'll have much more to say than that.

[redacted]

Deputy Head, Arab Partnership Department | Foreign & Commonwealth Office |



From: HMT  
Sent: 11 December 2014 14:37  
To: FCO, DFID, Cabinet Office, HO  
Subject: RE: Islamic Relief: Next Steps

Dear all,

Please find attached HMT lines in respect of IRW. Lines from HMRC also included towards the end.

Thanks

[redacted] Counter-Terrorism Policy Advisor | Sanctions and Illicit Finance Team |  
International and Europe Group

HM Treasury, 1/33, 1 Horse Guards Road, SW1A 2HQ |

From: Charity Commission  
Sent: 10 December 2014 11:18  
To: FCO, HMT, Cabinet Office, Home Office

Subject: RE: Islamic Relief: Next Steps

[redacted] is the contact in our press office who will deal with this; will let you know when we receive their lines and we will consider our lines when we see theirs and get a query, but it will be short. Happy to keep folk informed.

[redacted]

From: FCO  
Sent: 10 December 2014 09:45  
To: Charity Commission, HMT, FCO, Home Office, Cabinet Office  
Subject: RE: Islamic Relief: Next Steps

[redacted] Agree we need to co-ordinate, and that includes with DFID [redacted]. I've asked colleagues on our Gulf desk to draft lines about what action we're taking on the UAE issue and will be happy to share those once they've been cleared.

[redacted]— do please share the statement as and when you get sight.

[redacted]

Arab Partnership Department | Foreign & Commonwealth Office | 02/98 Old Admiralty Building  
| London

From: HMT  
Sent: 10 December 2014 09:02  
To: Charity Commission, FCO, Home Office, Cabinet Office  
Subject: Re: Islamic Relief: Next Steps

Thanks, [redacted],

Are you preparing press lines? It might be helpful if you, us, HO & FCO share press lines. Ours is likely to be extremely brief.

[redacted] will lead for us.

[redacted]

Head of Sanctions and Counter-Terrorist Financing Unit

From: Charity Commission

Sent: Wednesday, December 10, 2014 08:10 AM

To: HMT, Cabinet Office, Home Office, FCO

Subject: RE: Islamic Relief: Next Steps

Dear all

Just to let you know that our Press Office found out that IRW's CEO is doing an interview with the Guardian ([redacted]) that is due to be published on Friday. They are doing an exclusive with them based on the [redacted], but also on the wider work of the charity. [redacted]

They have said they will share that statement with us the day before if it is useful. They know the UAE issue may come up too and it is their intention to update him on where things are at, ie that they have been informed there is a route of appeal they are currently exploring.

[redacted] Director of Investigations, Monitoring and Enforcement

Charity Commission for England and Wales

#### HMT Press Lines in relation to Islamic Relief Worldwide

Background: Islamic Relief Worldwide (IRW) is a UK-based charity that has been designated by [redacted] UAE (November 2014) under their domestic Counter-Terrorism sanctions legislation due to alleged connections with Hamas. (Please also see general CTF lines from Home Office and lines on abuse of charities from the Charity Commission.)

Is HM Treasury planning to designate IRW?

We do not comment on individual cases or hypotheticals.

What's the test for UK designation?

In order for a designation to be made by the UK, a Treasury minister must be satisfied that the two part statutory test, under section 2 of the Terrorist Asset Freezing etc. Act 2010, is met. The first part of the test requires that the Treasury *reasonably believe* the person is or has been

involved in terrorist activity, the second part requires that the designation is considered necessary for purposes connected with protecting the public from terrorism. Designations under the 2010 Act can be applied to terrorists anywhere in the world – there does not have to be a UK link or a specific threat to the UK public, provided the financial restrictions imposed by the designation are considered necessary to meet that threat. Designations expire after 12 months but can be renewed if the statutory test continues to be met. The Treasury also has a power under Section 6 of the 2010 Act to make designations for up to 30 days on the basis of *reasonable suspicion* that someone has been involved in terrorist activity, where it is considered necessary for purposes connected with protecting the public from terrorism.

[redacted]

From: FCO

Sent: Monday, December 22, 2014 01:50 PM

To: FCO

Subject: INFO: [redacted] meeting with Islamic Relief

[redacted],

You met [redacted] and [redacted] from Islamic Relief (IR) UK on Wednesday to discuss the organisation's proscription by [redacted] the UAE.

[redacted]

[redacted] MENA Policy Officer

Foreign & Commonwealth Office | Middle East & North Africa Directorate

From: FCO  
Sent: 29 December 2014 13:27  
To: FCO  
Subject: Re: MB/UAE: [redacted]

Many thanks. We safely received what you sent in November, so if there's nothing new, no need to resend. But we knew they were having another look at their criteria, so I wondered if this was related to that.

[redacted]

All best wishes,

[redacted]

From: FCO

Sent: 15 January 2015 07:54

To: FCO

Subject: UK/UAE: CT: Islamic Relief

[redacted] I am distributing this more widely to those involved in exchanges before Christmas. I understand DFID and the Charity Commission intend to see IR again this month.

[redacted] There was some further information this week, reported locally and referred to in the report below, by which the Cabinet has agreed a protocol for organisations who want to appeal. This involves:

[redacted]

Paul Fox DHM

From: FCO  
Sent: Thursday, February 05, 2015 11:25 AM  
To: BE Abu Dhabi  
Subject: RE: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT  
[redacted],  
  
[redacted]

From: BE Abu Dhabi  
Sent: 05 February 2015 15:12  
To: FCO  
Subject: Re: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT

You'll recall that we discussed it with [redacted] when I came back from [redacted] 2/3 weeks ago. [redacted] should be able to remind you.

Philip Parham HMA

From: FCO  
Sent: Thursday, February 05, 2015 11:02 AM  
To: BE Abu Dhabi  
Subject: RE: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT [redacted] Thanks for coming back so quickly. I have asked and I am waiting to hear.  
[redacted] [redacted]

From: BE Abu Dhabi  
Sent: 05 February 2015 14:46  
To: FCO  
Subject: Re: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT

[redacted]

Revised version below. [redacted]

Philip Parham HMA

From: FCO  
Sent: Thursday, February 05, 2015 07:33 AM  
To: BE Abu Dhabi  
Subject: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT  
Box [redacted]

Sorry to disturb you during your holidays but you may wish to be aware London is proposing that Ellwood sends a letter to [redacted] – draft pasted below. I think the draft is fine. As for the covering email, I plan on saying that the UAE *has* shared details about appealing, (and I will attach our reporting on this).

[redacted]

From: FCO

Sent: 04 February 2015 21:59

To: FCO

Subject: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT Box

Dear [redacted],

Grateful for any comments on the attached draft and cover email text below. We hope to submit for Mr Ellwoods noon box tomorrow and [redacted] has seen here.

Thanks,

[redacted]

Text starts for covering email:

Dear Private Office,

Please find a attached a draft letter that we like to be sent from Mr Ellwood to his counterpart in the UAE Ministry of Foreign Affairs, [redacted].

Background

1. On 15 November, the UAE cabinet approved a list designating 85 groups as terrorist organisations under the anti-terrorist law enacted in August. This included three UK-based organisations: Islamic Relief, the Muslim Association of Britain and the Cordoba Foundation. The UAE government has not yet shared details of why organisations were listed or how any appeal against listing will work. We have been in contact with Islamic Relief and have pledged to follow up with the UAE on the reasons for their listing.
2. [redacted] We believe a letter from Mr Ellwood to [redacted] is now appropriate.

Regards,

[redacted]

From: FCO

Sent: 05 February 2015 11:12

To: FCO

Subject: RE: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs



GMT

Hello,

This came originally at [redacted] suggestion (I think) that Mr Ellwood hand over a letter to [redacted] about this when they meet. I'm pretty sure that [redacted]at least was consulted. We then suggested that he raise it and then write after if appropriate[redacted].

[redacted]

I Head of Gulf Team I Arabian Peninsula and Iraq Department I Middle East and North Africa Directorate

From: FCO

Sent: 05 February 2015 11:03

To: FCO

Subject: FW: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT

Hi [redacted],

I emailed [redacted] but thought I'd ask you. HMA is asking that we hang on before submitting this letter and he asks whether [redacted] has seen (even if travelling) [redacted] Thanks,

[redacted]

From: FCO

Sent: 05 February 2015 07:52

To: FCO

Subject: Re: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT

Of course, I just mreant this for the covering email.

From: FCO

Sent: Thursday, February 05, 2015 07:37 AM

To: FCO

Subject: RE: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs GMT

[redacted],

Yes thanks. On the appeals (and following your useful update email) it was decided we should still expressly (formally) ask the UAE for those details.

[redacted]

From: FCO

Sent: 05 February 2015 07:35

To: FCO

Subject: RE: Comments required on UAE Designation letter with aim to get in 5 Feb 1200hrs  
GMT

Hi [redacted], should get back to you before your 12GMT deadline.

[redacted]

From: FCO  
Sent: 16 February 2015 11:30  
To: FCO  
Subject: RE: Readout: [redacted] 15 Feb / Islamic Relief

[redacted] Many thanks. [redacted]

As you know, I have been trying to see the Minister of Justice on this and other law enforcement issues, and will keep pressing.

Philip Parham HMA

From: FCO  
Sent: 16 February 2015 12:09  
To: FCO  
Subject: Readout: [redacted] 15 Feb / Islamic Relief

1. [redacted] Yesterday Paul Fox (DHM Abu Dhabi) met [redacted] (Director of Policy Planning, MoFA) to discuss Islamic Relief.
2. [redacted]. [redacted] noted that there did not appear to be any formal guidance on this process in the public domain, other than the very high-level information released to the UAE press. [redacted]
3. [redacted] said the process was to submit, via a lawyer (not a government), an appeal request to a specialised group within the Ministry of Justice (MoJ). [redacted][redacted]also asked whether it had to be through lawyers based in the UAE;.

[redacted]

Second Secretary Political | British Embassy Abu Dhabi

15 September 2015

[redacted] Chief Executive Officer at Islamic Relief Worldwide

[redacted]

Dear Chief Executive,

Thank you for your letters of 14 July to Mr Tobias Ellwood MP and [redacted], about Islamic Relief Worldwide's designation as a terrorist organisation by the United Arab Emirates Government. Your letters were passed to the Foreign and Commonwealth Office for reply, and I am responding on behalf of the Gulf team.

Mr Tobias Ellwood, Minister for the Middle East at the Foreign and Commonwealth Office has written to [redacted], in response to the issues raised in your letters.

I am pleased to enclose a copy of his reply for your records.

Yours sincerely,

Gulf Team

Foreign & Commonwealth Office

London

15 September 2015

[redacted] Chief Executive Officer at Islamic Relief Worldwide

[redacted]

Dear Chief Executive,

Thank you for your letters of 14 July and 14 August.

As I said in my previous correspondence the British government recognises the value of the aid delivered by Islamic Relief Worldwide over the last thirty years<sup>1</sup>. Your organisation has also been an effective partner in development and relief work carried out by the United Kingdom.

My officials continue to liaise with the Charity Commission and the Department for International Development. I understand that you have also been working with them both; I hope that this will continue.

Separately I have written to the Ambassador of the Embassy of the United Arab Emirates in London, to ask that he provides your organisation with an update on your appeal and how Islamic Relief Worldwide can overcome and better understand the outstanding legal issues and difficulties that you face.

Minister Ellwood

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<sup>1</sup> Previous correspondence not found.