Case No: RSTO/7/2014

IN THE CENTRAL CRIMINAL COURT

Old Bailey
London
EC4M 7HS

Date: 20/01/2015

Before :

THE HONOURABLE MR JUSTICE BLAKE

- -

Between:

SERIOUS FRAUD OFFICE	**Applicant**
- and -	
MYKOLA ZLOCHEVSKYI	**Defendant**

- -
- -

Mr Jonathan Kinnear QC and Mr Jonathan Lennon (instructed by) for the **SFO**
Mr Hugo Keith QC (instructed by Peters and Peters) for the **Defendant**

Hearing dates: 3.12.2014 – 5.12.2014

- -

Approved Judgement as Revised 21 January 2015

The Honourable Mr Justice Blake:

Introduction:

1. On 16 April 2014, at a without notice application made to His Honour Judge Kramer QC sitting in private at this court, a restraint order was made against the defendant, who I shall refer to as MZ for short, and three third parties, Brociti Investments Limited, Burisma Holdings Limited and Andrii Kicha preventing them from dealing with assets in a number of bank accounts (the accounts) held at a London branch of the BNP Paribas (BNP).

2. This is the hearing of the defendant's application to discharge the order and, in the event that the order was to be discharged, the applicant's application for a new order in similar terms.

3. MZ is a national of Ukraine, he is a wealthy businessman. He is a former member of the Ukrainian parliament, the Rada, and has held political office. From 16 December 2003 to 22 February 2005 he was appointed Chairman of the State Committee for Natural Resources, a committee overseen by the Ministry of Environmental Protection. During that time two private companies owned by the defendant, Esko-Pivnich and Pari, were awarded licences to explore for oil pursuant to a new procedure for tendering established by a resolution of the Ukrainian Cabinet of Ministers in October 2003. Other exploration licences were subsequently awarded when he was not in office as were further licences to commence production.

4. In February 2005, the defendant was dismissed from his post when there was a change of government in Ukraine. He remained out of office until March 2010 when there was another change of government that remained in power until February 2014. During this second period the defendant held the posts successively of Chairman of the State Committee for Material Reserves (March to July 2010); Minister of Environmental Protection (July to December 2010); Minister of the Environment and Natural Resources (December 2010 to April 2012) and Deputy Secretary of National Security (April 2012 to February 2014). The first three positions were connected with the licensing of exploration and production of the natural resources of Ukraine. The last position was not and did not form part of the executive.

5. In February 2006, during the period when he was out of office and his political opponents were in power, an executive decree cancelled the exploration licences granted to his companies in 2004. The validity of this decree was successfully challenged in the Ukrainian courts in 2007, and the prosecutor's subsequent appeals up the judicial hierarchy as far as the Supreme Court of Ukraine were all dismissed. In February 2006 the Minister of Internal Affairs announced a criminal inquiry into the activities of the committee of which the defendant was chairman but no formal investigation resulted. Allegations of corruption against political opponents appear to have been a feature of Ukrainian political life at this time. The same minister was one of those subsequently jailed for offences following the change of regime in 2010.

6. The only connection that the defendant has with the United Kingdom is that the two companies owned by him, Brociti Investments and Burisma Holdings, have held bank accounts at the BNP since about June 2013. Some US$35 million was paid into these accounts, of which it is estimated that $20 million was provided by a company owned by Mr Sergey Kurchenko. Since the change of regime in Ukraine in February 2014 criminal proceedings have been instituted against Mr Kurchenko and his name also appears on a restrictive measure directed against certain persons in view of the situation in Ukraine (Council Regulation (EU) No 208/2014 effective from 5 March 2014 onwards).

7. Mr Andrii Kicha is a Ukrainian commercial lawyer, the chief legal officer of Burisma and other companies owned by the defendant. He was the sole authorised signatory on the BNP accounts that are the subject to the restraint order. On 11 and 25 March 2014 he instructed BNP to transfer the balance of some $23 million held in the accounts to other accounts of the companies held in Cyprus. In his witness statement of 18 June 2014, made for the purpose of these proceedings, he states that the reason for the transfer was that BNP had wanted, since October 2013, to close the accounts and an end date of 4 April 2014 had been agreed in order to do so.

8. It seems, however, that these requests may have been the trigger for a notification by the bank to the SFO. On 22 March 2014 the Director of the SFO authorised a money laundering investigation into the defendant. On 3, 4 and 8 April production orders were issued to the bank pursuant to s. 345 of the Proceeds of Crime Act 2002 (the Act). The first two orders were complied with by 11 April 2014. The third order resulted in much more documentation being supplied to the SFO between 6 May and 20 May 2014 and a special team was assembled to examine 6170 electronic documents. As a result of this review, on 22 August 2014, 22 documents were produced to the defendant in pursuit of the applicant's duty of disclosure.

9. The SFO investigator Richard Gould made a witness statement on 14 April 2014 in support of the without notice application. The investigation was in its early stages, and the information available to him comprised the product of the two orders that BNP had by then complied with, some information supplied by the NCA liaison officer in Kiev and the product of his own unspecified researches on the internet. A short supplementary (unnumbered) statement by him was filed on 16 April. This was confined to the question whether MZ had made the appropriate disclosure of receipt of a large dividend payment made by one of his companies, as he was required to do as both a public official and a taxpayer. He indicated that as a result of information received from Ukraine he believed that MZ had failed to declare the dividend of some US$4 million.

10. The hearing before HHJ Kramer QC was short, some 19 minutes in length, and oral evidence was limited to the question of the dividend disclosure relied on as evidence of the defendant's dishonesty. The substance of the case put in the witness statement and supporting skeleton argument was that there were reasonable grounds to believe that the defendant had engaged in criminal conduct in Ukraine and the funds in the BNP account were believed to be the proceeds of such criminal conduct because:-

i. His wealth increased when he held public office and the only apparent source of his private wealth was from the exploitation of mineral licences awarded to his companies when he held public office.

ii. Although no specific offence of bribery or fraud could be identified at this early stage in the investigation, the potential for conflict of interest 'gives rise to a clear inference of a wilful and dishonest exploitation of a direct conflict of interest by a man holding an important public office such as to amount to an abuse of the public's trust in him'. Such conduct would, if committed in this jurisdiction, amount to an offence of misconduct in public office.

iii. The complicated pattern of off -shore holding companies established when he was still a serving Minister was effectively to conceal his beneficial ownership of Burisma and the economically active enterprises of which it was the holding company. The court could draw the inference of dishonest motive for the corporate structure.

iv. Scrutiny of the statements of the BNP accounts shows very limited activity and this is an indicator that their primary purpose was to facilitate the transfer of criminal property.

v. The recent attempt to transfer the assets was troubling evidence of an attempt to avoid sanctions and freezing orders by transferring the funds to the companies' accounts in Cyprus.

11. Since the order was made, evidence has been filed on behalf of the defendant in the form of two witness statements from Mr Kicha with numerous exhibits seeking to explain the origins of the defendant's wealth, the regulatory environment in Ukraine at the time when the defendant held office, the history of the corporate structure of the defendant's companies, the nature of the business deals that resulted in the payments into the BNP accounts, the reasons why the accounts were opened in the first place and the information required by and provided to BNP to ensure regulatory compliance. These include a report from a well known international investigation agency Kress Associates into MZ's business history prepared for BNP and a memorandum on relevant provisions of Ukraine law at the time prepared by reputable lawyers for these proceedings. He states that BNP had asked for closure of the accounts because the reason for applying to the bank in April 2013 to open the accounts in the first place, namely a proposed placement, was no longer going to proceed.

12. Mr Kicha also observed that Mr Gould's second witness statement proceeded on a false basis about disclosure of dividend payments. As a state officer MZ had declared income of approximately US $2million in 2010 and 2011, $4.8 million in 2012, and had declared on 24 February 2014 (within the relevant accounting period) the sum of $3 million received in late November 2013. He suggested that Mr Gould had erroneously looked to the date of the resolution awarding the

payment of a dividend on 28 December 2012 rather the date when instructions were given by Mr Kicha for the payment to be made even though this instruction was in Mr Gould's possession and had been exhibited in his first witness statement (Vol 2/ 240, RG1/73). The date of payment and the February declaration was subsequently accepted by the applicant. There has been no evidence contradicting Mr Kicha's account that earlier declarations had been made.

13. The defendant also relied on the witness statement of Mr Boiko a defence lawyer and current chair of the Bar Council of Kiev and Professor Sakwa. Mr Boiko gives evidence both of the procedural requirements of Ukrainian criminal law and the fact that although the present authorities in Ukraine have been anxious to investigate possible criminal wrongdoing by the defendant, and a number of different investigations connected with him have been opened, he has never been named as a suspect in any criminal investigation. An embezzlement inquiry (investigation 155) into a procurement fraud in his department concerned others and related to events after MZ had left that office.

14. The Ukrainian authorities had written on a number of occasions to the applicant giving information about inquiries that had been opened but had not progressed to the point where evidence of wrongdoing had been discovered such as to require the prosecutor to inform MZ that he was a suspect. Shortly before the hearing of this application a letter dated 2 December 2014 was received from the General Prosecutor of Ukraine stating that in respect of five separately identified investigations opened between 19 December 2012 and 6 August 2014 (including 155 and another investigation 181) 'allegation notification was not delivered to MZ due to absence of grounds for criminal prosecution.' It may be the case, as Mr Gould points out in his second witness statement, that search warrants were executed at his premises in April and May 2014 but that does not mean that there was evidence to make him a suspect.

15. Professor Sakwa gives some background evidence about the susceptibility of the prosecution authorities in Ukraine to political pressure as regimes change. Given the state of the evidence that no investigations of criminal conduct against the defendant in Ukraine have resulted in his being named as a suspect some ten months after the change of regime, this evidence is only of very limited assistance.

16. The defendant's solicitors have pressed for full disclosure of relevant data that might undermine the applicant's case or support that of the defendant emerging from the product of the first two orders that were available before the hearing on 16 April. Mr Gould disputed that there was anything further to be disclosed in his second witness statement of 29 August 2013 (at [9] to [12]) and specifically addressed this in his third witness statement of 3 October 2014, where he again disputed that there was any relevant disclosure to be made from this material. This remained the position of the applicant in the written submissions lodged and when Mr Kinnear QC addressed me in response to the defendant's application on 4 December the second day of this three day hearing.

17. However, on 5 December, following overnight inquiries and a request for a short adjournment to consider matters, Mr Kinnear concluded that on reviewing the contents of the first production order, there were a small number of documents that should have been disclosed. Disclosure was now being made. In the interest of transparency the whole of the material produced would be supplied to the defendant's team. As a result of these developments the applicant would not now oppose the defendant's application to set aside HHJ Kramer's order but it was nevertheless contended that I should make a fresh order for restraint in the light of all the evidence.

18. As the defendant had not had the opportunity to examine the relevance of the three volumes of material supplied on 5 December (some of which was duplicated material) a time-table was set for further written submissions to be lodged before the end of last term. I have received those submissions and carefully considered them. I conclude that there is no need for this hearing to be reconvened for further oral submissions, nor is there any need for me to be provided with bundles of the newly disclosed material. It is sufficient to note that of the 17 documents identified and described by the defendant in a schedule dated 11 December, the applicant now accepts that 10 should have been disclosed and that at least two mis-statements of fact were made by Mr Gould in his third witness statement, about the documents the applicant had in its possession.

The Law

19. The parties are in broad agreement as to the governing law with respect to the following propositions:

    i. The court has the discretion to make a restraining order if the statutory conditions are met (s.41 (1) of the Act).

    ii. As the Director of SFO had authorised the commencement of a money laundering investigation in March 2014 the relevant statutory conditions are those set out in s.40((2)(b) of the Act namely 'there is reasonable cause to believe that the offender has benefitted from his criminal conduct'.

    iii. A necessary aspect of this test, in present circumstances, is whether there is reasonable cause to believe that the defendant has committed any criminal conduct in the first place.

    iv. Reasonable cause to believe that the defendant has committed a crime requires a higher threshold than a reasonable cause to suspect that he may have done, but at an early stage in an investigation there will be many uncertainties, which do not prevent the existence of a reasonable cause to believe (Windsor [2011] 2 Cr App R 7 per Hooper LJ at [53], [78], and [87]).

    v. The criminal conduct concerned does not have to be an offence punishable in Ukraine (s.76 (1) and 340 (2) of the Act).

vi. It is not necessary to establish that money that is being handled is criminal property by identifying that it is the product of a specific criminal offence; it suffices if all the circumstances give rise to an irresistible inference that it could only be derived from crime (Anwoir [2008] 2 Cr App R 36 at [21]).

vii. An inference that a crime has been committed is only irresistible if it is the only reasonable inference that can be drawn from the evidence as a whole and all inferences consistent with the absence of criminality can be excluded. However, this is the test to be applied by the fact finder at the conclusion of the trial process after all the material evidence has been tested (Jabbar [2006] EWCA Crim 2694 per Moses LJ at [21]).

20. The way that the applicant advanced his case on 16 April 2014 and the primary way in which the case was developed in the written and oral submissions for the December hearing, was that the defendant's assets were the product of criminal wrongdoing when he held public office, and that in the absence of any specific evidence of corruption or fraud, such wrongdoing is reflected in the common law offence of misconduct in public office. The elements of that offence have been described in Attorney General's Reference No 3 of 2003 [2004] 2 Cr App R 23. So far as is material to present circumstances, the prosecution must show that a public officer without reasonable excuse 'wilfully neglects to perform his duty or misconducts himself to such a degree to amount to an abuse of the public's trust in the office holder.'

21. I accept Mr Kinnear's submission that for present purposes it matters not whether Ukraine has an equivalent offence of misconduct in public office. However, in order to show either misconduct or a failure to perform a duty and in order to evaluate whether any failure is sufficiently grave to amount to an abuse of trust, there needs to be some breach by the defendant of a local obligation that is imposed with respect to the office. That means that provisions of Ukrainian law and the conditions of public service relating to conflicts of interests are relevant as a matter of fact. In my judgment, it is not sufficient that MZ was the owner of the shares in a holding company that owned oil and gas production companies and related companies that were commercially active when he held office, unless there was some local requirement to divest himself of all such shareholdings during the period of office.

22. In support of the submission that, whatever their origin, the assets in the account were the proceeds of money-laundering, the applicant points to the complex nature of the commercial transactions described by Mr Kicha, the origin of the venture that is said to be the source of the funds paid into the accounts, the use of offshore companies, the evidential gaps in the documentation produced by him, the absence of any evidence from the defendant himself and the other participants in the joint venture.

23. I accept that as a matter of law appropriate adverse inferences may be drawn from a defendant's failure to explain apparently incriminating evidence consistent with money laundering activity. Whether it is right to draw such an inference depends

on all the surrounding circumstances, the evidential strength of the applicant's secondary submission, and whether there is good reason to doubt what Mr Kicha has said on behalf of the defendant and the interested parties.

24. If there is jurisdiction to make a restraint order, there is a clear legislative steer as to how discretion should be exercised. The application is made in the public interest in order to preserve from dissipation, assets that may be confiscated upon conviction or other order: see s. 69 (2) of the Act and the observations of the court in Jennings v CPS [2005] EWCA Civ 746 [2006] 1 WLR 182 at [56] dealing with the provisions of the predecessor legislation.

25. In this case, the continued existence of an investigation is dependent on the restraint order being continued. If the assets are transferred to the companies' accounts in Cyprus, it is improbable that resources will continue to be devoted to the question of whether they were the proceeds of money laundering. Further, by contrast with most of the cases cited by the parties, by the time of the hearing the British authorities had not brought any charge against anyone concerned with the funds in the BNP banks. It was far from clear that there would be such a charge or that there would be confiscation proceedings related to the accounts.

26. It is clear that a public authority seeking a restraint order without notice has to comply with a duty of candour that goes beyond an obligation not to misrepresent. As Hughes LJ put it in Re Stanford International Bank Ltd [2010] EWCA Civ 137; [2010] 3 WLR 941at [191]:

> 'It consists in a duty to consider what any interested person would, if present, wish to adduce by way of fact, or to say in answer to the application, and to place that material before the judge. That duty applies to an applicant for a restraint order under POCA in exactly the same way as to any other applicant for an order without notice. Even in relatively small value cases, the potential of a restraint order to disrupt other commercial or personal dealings is considerable. The prosecutor may believe that the applicant is a criminal and he may turn out to be right, but that has yet to be proved. An application for a restraint order is emphatically not a routine matter of form with the expectation that it will routinely be granted. The fact that the initial application is likely to be forced into a busy list, with very limited time for the judge to deal with it, is yet a further reason for the obligation of disclosure to be taken very seriously. In effect a prosecutor seeking an *ex parte* order must put on his defence hat and ask himself what, if he were representing the defendant or third party with a relevant interest he would be saying to the judge, and having answered that questions, that is what he must tell the judge'.

27. If there has been a material failure of disclosure, when considering whether the order should be discharged, the question is not whether the order was obtained as a result of the misrepresentation or non-disclosure but whether the information was material to be taken into account in the exercise of the discretion to grant the relief sought, Stanford (above) per Sir Andrew Morritt C at [83].

28. A failure of disclosure may result in an award of costs and/or a setting aside of the order made without notice, but it may still be in the public interest to make a

fresh order in the light of all the evidence now available to the court and the relevant issues: see Stanford at [97] to [101]; [198] to [202].

The contentions of the parties

29. I do not propose to lengthen this judgment with a detailed consideration of the evidence relating to MZ's period in office, the grant of exploration and production licences, and the regime then applicable in the Ukraine to prevent conflicts of interest. I have had the benefit of skeleton arguments and in addition there has been a contemporaneous live note record kept of the oral submissions made in these proceedings.

30. In essence Mr Keith submits:

    i. It is peculiar that the Director of the SFO decided to open a domestic money laundering investigation without any clear evidence to suggest that the assets in the accounts were criminal property or criminal property derived from offences committed when MZ held public office. If there had been any basis for such a contention there could have been an external request from Ukraine using the Proceeds of Crime Act 2002 (External Requests and Orders) Order 2005. There has never been such a request.

    ii. Instead there has been political contact between Ukraine and the United Kingdom since the change of regime in February 2014. There have been high profile commitments on the English side to assist Ukraine to recover stolen assets and some political expressions of support on the Ukrainian side for the fact that the English authorities have taken the lead with respect to MZ.

    iii. It was wholly misleading of Mr Gould in his first witness statement at [12] to indicate that, although MZ has no known criminal convictions against him, according to a letter from the head of the Main Investigation Department in the Ministry of the Interior of Ukraine dated 13 March 2014 (addressed to the National Crime Agency liaison officer in Kiev) investigation 462 opened in December 2013 and 'there are sufficient grounds to suggest that MZ had been receiving his share of money for participating in law violations'. The subsequent disclaimer that as this was not the basis of the application as it was not a formal request for assistance did not cure its prejudicial effect.

    iv. The true position was that any investigation into embezzlement was against other officials in MZ's former department and he appeared to have been interviewed as a witness. The subsequent witness statement of Mr Boiko and the 2 December letter from the state prosecutor's office written for the purposes of the present hearing, indicate that he was never named as a suspect for embezzlement or indeed any other offence, let alone one related to

the exercise of improper influence in the grant of exploration and production licences.

v. It was equally misleading for the applicant to rely on Mr Gould's assertion that there were well publicised allegations of abuse when the public allegation was that of a political opponent in 2006, who was himself subsequently convicted of offences when the regime changed. There was no evidence at all to suggest that the oil production licences were improperly obtained. Indeed the decision of the Ukrainian courts given when MZ was out of power indicate that there was no perceived irregularity with the way the licences had been granted before 2010. It also appeared that production licenses were granted from 2005 onwards when he was out of power.

vi. If Mr Gould had properly investigated the requirements of Ukrainian law before relying on the allegations of corruption, he should have been aware that the change of the tendering system was not a decision taken by MZ himself but a change promoted before he took office. This change was not evidence of corruption but a move to liberalise the market. There was a system of checks and requirements before a licence could be issued and the decision was taken by people other than MZ himself, as the detailed analysis of Ukrainian law prepared by a Ukraine branch of a US law firm, Chadbourne and Parke, dated 17 September 2014 that was attached to Mr Kicha's second witness statement of 23 October 2014 confirmed.

vii. The suggestion in Mr Gould's first witness statement that the acquisition of MZ's wealth coincided with his holding of political office was untrue, as he could (or should) have known if he had properly researched the topic before making the restraint application. A number of the documents provided to BNP Paribas in their regulatory compliance/Know Your Client investigation between April 2103 and June 2013, before the accounts were opened, showed the pre-2003 business history of the defendant indicating that he had been active in a company called Infox since September 1991. Notable in this respect was a Kroll Associates report, dated 3 August 2013 that had been commissioned by BNP's clients and supplied to the bank as part of the intelligence gathering process. This document was disclosed by Mr Gould in his second witness statement 29 August as something that had been disclosed in the third production order effected in May 2013, but it was surprising that core documents from the Know Your Client process were not sought and obtained in the earlier production orders or specially sought before an inaccurate history was presented to the judge.

viii. Mr Gould's first witness statement gave the impression that it was suspicious that the accounts showed no commercial activity of the

sort that would be expected with an active oil exploration company. The inference was thereby given that the only reason for the accounts being opened was to launder money from tainted sources. In fact the BNP disclosure material should have revealed that the accounts were opened in the context of a private placement to increase the capital base of the companies and the corporate structure was such that these accounts were related simply to the overall holding companies and not the business operational accounts.

ix. This last point has been supported by the schedule of documents on which the defendant relies arising from 5 December 2014 disclosure. Most of the seven documents, where concessions of disclosure have not been made by the applicant, related to the original reasons for the account being opened and the initial satisfaction of the bank with the results of its due diligence inquiries.

x. Equally it was wrong for Mr Gould (and also counsel relying on him in the without notice application), to give weight to the request to withdraw the funds from the companies' accounts in London and transfer them to their accounts in Cyprus as evidence of risk of dissipation. The closure of the London accounts had been requested by the bank from October 2013 as would have been known by the time of the without notice application.

xi. There was clear and damaging misinformation provided to the judge with respect to a failure to declare a dividend when received. In addition it is now accepted that there was a failure to disclose documents that were in the possession of the applicant at the time of the without notice application and which should have been disclosed.

xii. Taking these matters cumulatively, the misrepresentations and failure to disclose was sufficiently serious to set aside the judge's order and not make a fresh one. The applicant should not be able to rely on its significant failures to now seek an order on a fundamentally changed case when it is recognised that their primary case has collapsed.

xiii. If the court nevertheless evaluates today whether there is a good case for restraint, on any basis the evidence of Mr Kicha as to the good faith of the business transactions resulting in the payment in and payment out of the funds in the account, is un-contradicted and not undermined by anything the applicant has put forward.

xiv. In so far as the applicant relies on documentary gaps in Mr Kicha's evidence, this relates largely to documents from third parties and in any event does not establish a reasonable belief that the proceeds of

the account were criminal property the subject of money laundering.

31. By contrast Mr Kinnear contends that:

i. The failures of disclosure were innocent errors of judgment at an early stage of a complex investigation. Mr Gould had drawn attention to factors favourable to the defence in his first witness statement. There was no reason to doubt the good faith of the applicant in seeking the restraint order in the first place and its replacement with a fresh order today.

ii. The fact remains that MZ held political office in a former regime now notorious for corruption and abuse of power, as the defendant's own expert Professor Sakwa explains.

iii. MZ has not made a witness statement detailing how he came by his significant wealth or the nature of his dealings with those who are connected to the funds in the BNP accounts, or explaining the source of the funds paid into the accounts. It is not sufficient for him to rely on the evidence of Mr Kicha and that evidence leaves unanswered questions. It is a reasonable inference that it involved criminality of one sort or another.

iv. The BNP material dealing with the proposed public to private placement was overtaken by subsequent events when the possibility of a venture was brought to an end. In any event, it is clear that by February 2014 a senior official in the bank was concluding that the relationship should terminate because of concerns about money laundering.

v. The conclusion that disclosure of the fact that the bank wanted to close the accounts may be prejudicial to the defendant was an exercise of judgment made in good faith.

vi. It is not sufficient to establish reasonable grounds for belief of money laundering that off-shore companies are used in complex transactions. However, the level of complexity here and the involvement of Mr Kurchenko in a joint venture giving rise to the funds in the accounts, suffice, when combined with the other factors, to substantiate reasonable grounds for a belief that the funds represent criminal property.

vii. In these circumstances the statutory steer suggests that discretion should still be exercised to restrain the proceeds pending the completion of investigations and the outcome of any possible trial.

Conclusions:

(1) Non-disclosure

32. In giving directions for the present hearing Phillips J rejected the applicant's application for cross-examination of Mr Kicha. His reasons for doing so were brief but were in essence that such an application is not a detailed examination of the facts but the exercise of a discretion on the principles set out in the legal authorities above. Either the applicant has established a sufficient basis for the grant of relief on the documents or it has not.

33. At an earlier stage of the proceedings, when setting the timetable on 27 June as to when the applicant should file evidence by way of response, he also said this:

> 'It is not acceptable that this sort of order is obtained unless the SFO has already sufficient evidence to satisfy the court that there is the relevant reasonable cause present and it is not right there should be, effectively, an initial order followed by a period of investigation'.

34. There is common ground between the parties that there has been a significant failure of disclosure of relevant documents resulting from the BNP response to the first two production orders. On any view, 10 of the 17 documents in the defendant's supplementary schedule should have been disclosed. Summarily reviewing the descriptions of the seven documents where the applicant SFO has not conceded that disclosure should have been made, it would appear to me that each was relevant to the exercise of the judge's discretion within the Stanford criteria identified above. The judge was left with the impression that the only reason for the accounts to be opened was money laundering, whereas evidence about the companies' reasons for opening the accounts, the information they provided to the due diligence inquiries, and the bank's initial satisfaction with answers in response to its information gathering before opening the accounts, would all be evidence that a defendant, if present at the hearing, would have wanted to have been before the judge.

35. Taking all seventeen documents together, I am satisfied that a serious error of judgment was made by the applicant's team about what should have been put before Judge Kramer and in response to the defendant's solicitors repeated requests for the product of the initial production orders.

36. I am puzzled by the submission that Mr Gould thought it would be prejudicial to the defendant to inform the judge that BNP wanted the accounts closed. It seems to me infinitely more prejudicial to identify as the 'most troubling aspect' (as counsel's skeleton argument did at [15]) the fact of Mr Kicha's request for BNP to transfer the assets of $23 million from the BNP account to the companies' accounts in Cyprus when that was what BNP had wanted the companies to do and had set a time table for so doing. Further, on 29 August 2014 Mr Gould exhibited an BNP email dated 11 February 2014 where there is a reference to the deal that is the source of the funds and where it said "it looks" obvious that the deal itself is probably a mixture of money laundering and corruption' which might be the kind of

prejudice he had in mind, but this did not result in more disclosure of the product of the first two orders.

37. Precisely what led the bank to seek to terminate the relationship established in June 2013 is unclear. In October 2013 it may have been simply that the commercial venture that had been proposed was not going to take place, or it may have been other concerns not communicated to the clients. The bank's concerns may have been the starting point of an inquiry into the nature of the assets in the accounts, but this does not amount to a reasonable belief that the assets are criminal proceeds either from some corrupt activity of the defendant or an attempt to money launder the dubious assets of others.

38. In addition to the failure to disclose material documents forming part of the banking relationship with BNP, there was a positive inaccurate (false without any connotation of knowingly and dishonestly false) information about the failure to disclose a dividend in an accounting year before it had been paid. Whilst this was only a small point, it went directly to the credibility and honesty of the defendant and was in fact the only issue ventilated when Mr Gould gave short evidence in a very short hearing. It must have played a role in the judge's decision.

(2) *Criminal property from corruption in office*

39. In the light of the acceptance by Mr Kinnear that the judge's order made without notice should be set aside for material non-disclosure, it seems to me that I do not have to engage in an assessment of whether the order would have been made if no misrepresentation had occurred and the fuller picture set out in the disclosure documents had been provided. The evidential picture before me is fundamentally different to that before him.

40. I accept Mr Keith's submission that despite ample opportunity to do so, nothing has been produced by Mr Gould to undermine the reliability of Mr Kicha's account of the business history and transactions or Chadbourn and Parke' account of the applicable Ukrainian law. However this material along with Mr Boiko's account of the state of the investigations being conducted in the Ukraine undermines most of the six points that I have summarised as the evidential basis for the earlier application at [10] above.

41. I accept that very large sums of money came into the BNP accounts, US $35 million, of which $23 million remains. I accept that the defendant held public office in a regime that is presently considered corrupt. I accept that Ukrainian domestic arrangements to prevent conflict of influence by public officials who were already wealthy businessmen and had substantial shareholdings in companies involved in the extractive industries might either be considered inadequate or inadequately enforced. I accept that there is always the possibility that, despite the existence of safeguards as to who makes decision, undue influence can be brought to bear.

42. However, none of these general points establishes reasonable grounds for a belief that his assets were unlawfully acquired as a result of misconduct in public office. It is plain from the business history now available that MZ was already a

businessman of some 12 years standing before he held office. He was declaring income of some US $2 million throughout his second period of office. Oil and gas industries can yield very large sums of money and according to the prospectus material in the possession of the BNP, the Burisma group of companies is the second largest gas producer in Ukraine at a time when demand for gas was rising, and its total worth is now very great.

43. Mr Kinnear points out that the Kroll Associates report suggests that a career in politics was chosen by MZ around 2002 precisely to develop further his business. I do not read that as an admission of corruption, nor is it likely that BNP did so when agreeing to open the accounts after reading this report. The passage is consistent with a view that unless the regulatory regime was opened up and political changes made to encourage market economy, the role of the private sector and opportunities for economic development were limited.

44. I accordingly conclude that the primary way in which the applicant puts and has put its case, does not support the making of a further restraint order.

(3) Criminal property by money laundering the assets of others

45. I now turn to Mr Kinnear's second submission, namely that analysis of the details of the transactions provided by Mr Kicha in his June witness statement itself leads to the conclusion that the funds that went into the accounts were the product of money laundering. If so, whatever the source of MZ's wealth may have been, in 2013 he was engaging in transactions that had no genuine commercial purpose but were designed to transfer money that was in someway tainted out of Ukraine, possibly in anticipation of pending political turmoil in that country.

46. For this point to be explored, it is necessary to summarise some of the transactions on which the applicant founds this submission. I am conscious that Mr Keith's primary response to this second limb is that the court should not consider making a fresh restraint at all giving the misrepresentations, the failure of disclose and the changes in the way the applicants puts its case.

47. Mr Kicha's account of the source of the US $35m that was placed in the accounts is as follows:

    i. MZ owned property assets of parcels of land outside Kiev. These were unrelated to oil and gas industry. They were held through a company called Chartlux Resources Inc and its subsidiary TOV Kam that was founded on 1 August 2003. In September 2013 these assets were valued at US $46.34 million.

    ii. A Latvian businessman called Andrej Kiselovs who had extensive experience in real estate in Ukraine was interested in developing the land in a joint venture with MZ and believed that they could be sold for more than their current valuation.

iii. There was an agreement to set up a joint venture entity to acquire and hold the assets. This was Cipriato Alliance Limited, a company registered in Belize. MZ and Mr Kiselovs both held a 50 per cent stake in Cipriato. Kiselovs was to invest US$ 17 million in the venture and MZ $18 million.

iv. TOV Kam did not sell the assets direct to Cipriato, but a complex series of transactions ensued, whereby TOV Kam was sold to a special purpose vehicle called Seanon Limited, Seanon sold it to Brociti and Brocoti sold it to Cipriato for $35 million. MZ was the ultimate beneficial owner of Seanon as well as Tov Kam and Brociti. Seanon was sold to Brociti at a nominal value because this was a transfer between companies all owned by MZ.

v. The ultimate sale agreement between Brociti and Cipriato dated 11 December 2013 was provided (see AK8 vol 2/442). The position described above is rendered more complex by the existence of various loans.

vi. In due course, the sums representing the $35m were paid into the accounts in six instalments between 19 December and 21 January 2014.

48. Thus, it is said, the payments were the product of a good faith sale of assets to a joint venture for value. What is not known, possibly because Mr Kicha cannot say and MZ has not made a statement, is:-

i. Why an asset valued at $46.3 million was sold to the joint venture for $35 million?

ii. Why MZ thought it appropriate that Mr Kiselovs should acquire 50% of the value of this asset for US $17 million?

iii. What the commercial reasons were to sell the assets through the chain described above?

iv. Why the purchase price was paid into the BNP account at a time when the placement proposal was at an end and BNP was suggesting that the account should be closed?

49. Mr Kicha then turns to how MZ raised his share of the funds needed by Cipriato to purchase Seanon. He explains that this was achieved by the sale of an oil terminal and tank farm in Kherson that was owned by him through a British Virgin Islands registered company under his control called Kisaliano Holdings Limited. It is stated that US $20.03 million was transferred by Kisaliano into Cipriato's bank account in Latvia. A further point is made that that payment did not arouse any regulatory concerns by the bank, although the footnote in the statement refers to regulatory compliance in Estonia not Latvia. The sum paid in was more than the $18 million that was due to be MZ's share of the investment as

the balance was a loan to Mr Kiselovs to help him raise his share of the joint venture.

50. Mr Kicha then explains more about Kisaliano and the sale of the oil terminal. He states that the property in question was owned by MZ's operating company Infox from 2002 having had a an earlier association with it when an opportunity arose to acquire it when its original owner became bankrupt. The asset then went through various holding companies until in about September 2013 it was transferred to Vestorgia Holdings Limited, a company registered in Cyprus on 22 March 2012.

51. Mr Kicha further explains that in mid 2013, MZ had decided to sell the asset to Rosseu Business Group Ltd. Rosseu was understood to be a subsidiary company of the Vetek Group, which is owned by Sergey Kurchenko.

52. Kisaliano Holdings was therefore created as a special purpose vehicle in July 2013 in the BVI in contemplation of the sale of the assets to Rosseu through Vestorgia. The sale agreement was signed on 9 October 2013 whereby Kisaliano sold 1000 shares in Vestorgia to Rosseu for the sum of US$32 million. Payment was made between October and 8 November 2013, of $30.950, and a further $1million was held in an escrow account.

53. The $20.3 million paid into Cipriato came from this $30.95 million. The Cipriato monies (to which Mr Kiselovs added some $15m of his own) were the source of the payments into the accounts that are the subject of the restraint order.

54. In his second witness statement, Mr Gould comments that, far from providing evidence tending to show that the funds were legitimately derived from the sale of assets, the explanation supports the applicant's case that they are the product of money laundering. He points out that one high risk money laundering indicator known to law enforcement and the financial sector is corporate entities that are based in one jurisdiction and operate in another. He suggests that the sequence of transfers of assets through different companies is suspicious in itself and indicative of attempts to disguise the nature of the transactions.

55. He then makes the point that Mr Kicha's June statement made no comment on the current status of Mr Kurchenko. He explains that on 20 March 2014 it was reported in the global media sources that Mr Kurchenko was the subject of an arrest warrant in relation to misappropriation, embezzlement or obtaining state funds through abuse. Inquiries were still pending with the Ukrainian authorities as to the nature of these charges. He fled Ukraine after the fall of the previous government. His present whereabouts are unknown. He is the subject of a Treasury Sanctions notice dated 6 March 2014 freezing his assets pursuant to the EU Regulation.

56. By way of preamble, Mr Gould also commented on the sale of a subsidiary of Brociti called Egeli Services to Audrinura Trade LLP Limited on 27 December 2012. The sale price was US $6 million but the funds were not paid until 8 July 2013. Egeli was the Cypriot corporate vehicle for the acquisition earlier in 2012 of two Ukrainian companies supplying specialist gas drilling products. Audrinura is registered in the UK but the annual returns for the accounting period ending 30

September 2013 made no reference to the acquisition of Egeli and its net profit was recorded as merely £243. All this is said to be consistent with money laundering, the creation of a complex series of transactions where there is little evidence of genuine trading or proper accounting of high value transactions.

57. Mr Kicha's response to the points about Egeli is, first, this was not raised in the first witness statement when it could have been; second the assets owned by Egeli are genuine assets and the sale was properly recorded in Brociti's financial statements. Third, he volunteers the fact that Audrinura is a company owned by Mr Kiselovs (who of course is the partner of MZ in the Cipriato joint venture). Fourth, he says if the irregularity is that Audrinura did not record the purchase in its trading account then that is a matter for Mr Kiselovs to comment on, not the defendant. It does nothing to suggest that the Cipriato monies are criminal property.

58. In his submissions by way of reply to the points developed by Mr Kinnear orally on this part of [46] above:-

    i. Each of the transactions under consideration resulted in real assets being exchanged for real cash, with ownership going one way and cash the other.

    ii. Each was properly recorded in the relevant accounts that, in turn, were audited and accepted as a true statement by various professionals in a number of jurisdictions.

    iii. The underlying transactions were completed in the autumn of 2013 before the dramatic events of February 2014 that led to change of regime and any need to transfer ill gotten gains out of the country.

    iv. The fact that Mr Kurchenko is now the subject of a freezing order does not invalidate or taint business transactions conducted with him some six months previously.

    v. It was Mr Kicha who disclosed the names of Kiselovs and Kurchenko as the real individuals behind the corporate entities. He was the person running the Brociti bank accounts and was able to provide credible evidence of the transactions under scrutiny.

    vi. Nothing is known to the discredit of Mr Kiselovs save possibly a failure to lodge accurate accounts but could this not make the sums he paid into Cipriato tainted.

    vii. The information that Mr Kurchenko is now under investigation for criminal activity is too vague and evidentially unsupported to give rise to any proper basis for concluding that the purchase price for the oil terminal was criminal property that has now come into the BNP accounts.

(4) Decision

59. I am required to perform an overall exercise of discretion as to whether relief should now be granted afresh having regard to the fact that the without notice order is to be set aside, there was material non disclosure, and the principal basis on which it was obtained does not justify the conclusion that there are reasonable grounds to believe that MZ was engaged in criminal conduct relating to his companies when he held office. The burden is on the applicant to persuade me that that such an order should be granted, evaluating all the material as it now stands

60. The non disclosure of the 10 or 17 documents identified in the schedule was not a momentary or accidental slip. It was an exercise of judgment that is now accepted to be flawed having regard to the issues or criteria. It may be that the misrepresentation as to the dividend disclosure (noted at [38] above) was a slip, as it required detailed reading of the accounts for the point to be noted and there was undoubtedly pressure of time in preparing the first statement.

61. Despite the number of documents in question, the concerns of Mr Keith at the nature of the communications between Ukraine and the SFO and the inappropriate reliance by Mr Gould in his first witness statement on information and belief from sources whose identity is not revealed, I do not conclude that the errors of judgment were such to suggest that he was not acting in good faith.

62. As a result of these matters, the hearing before HHJ Kramer was unfair and the order made is set aside. That does not prevent the making of a fresh order as was in fact done in the case of Stanford. I do not consider that the non-disclosure and false representations are of such serious misconduct as to prevent a fresh order being made, having regard to the guidance in Jennings. An adverse costs order, relating to the proceedings will often suffice to address a failure of disclosure that falls below this threshold.

63. However, eight months have passed since the original order. I have concluded that the basis for any fresh order rests on the suspicious inferences arising from the details of the transactions disclosed with particularity by Mr Kicha.

64. This is a different case to that advanced in April although, I accept, not totally disconnected from it. Where, on a without notice application, it is submitted that the known circumstances give rise to the reasonable inference of money laundering, and the defendant then provides a detailed account by way of response, the applicant's critical comments on the evidence produced by the defendant are part of the continuum of the inquiry. This is not a case of delaying the hearing to permit some wholly extraneous fresh investigation to yield forensically probative fruit.

65. Nevertheless, the case now rests largely on the analysis of what has not been provided by Mr Kicha, whose credibility and reliability has not been undermined. The applicant's principal point is that we have not heard from MZ personally to explain more. The question for me is whether the SFO has presented such an

evidentially cogent case of reason to believe that the money in the accounts were the product of money laundering that the absence of a response from the defendant personally can assume evidential significance in the balance of factors.

66. I have given very anxious consideration to the written and oral submissions (the transcript of which I have reminded myself of) of the applicant on this aspect of the case. I recognise that the unexplained complexity of the transaction gives reasonable cause to suspect that something other than a simple commercial transaction may have been conducted here, but the case remains a matter of conjecture and suspicion with no or insufficient concrete data on which a clearly founded restraint application is made.

67. Whilst it is understandable why much should remain unclear and unsubstantiated at the first application, when only 25 days had passed since the institution of the investigation and a much shorter period since the receipt from the BNP in response to the disclosure orders, it is reasonable in the light of the passage of time to have expected a much clearer and evidentially supported account of why there had been a benefit for criminal conduct. There is nothing to suggest that Mr Kiselovs's businesses are unlawful; there may well be real suspicion about Mr Kurchenko's activities given his current status and investigation but no specific evidence of illegality has been identified to suggest that any commercial transaction with him was tainted. The transactions appear to involve more corporate vehicles than might seem necessary, but Mr Kicha explains that special purpose vehicles are often the means of conducting large scale transactions in Ukraine and explains why foreign companies and bank accounts are preferred to domestic ones. There is nothing to suggest that any other inference than criminality is implausible.

68. A restraint order is a draconian measure. It should not be made on the basis of suspicion and conjecture alone. The court must critically examine the evidential foundation for such an application, whilst recognising that there will be omissions in the evidence presented by both parties. In substance I prefer Mr Keith's submissions on this issue summarised at [58] above. Taking all the above into account I have concluded that I should set aside the restraint order previously made without making a new one. The applicant's application for such an order accordingly fails.

69. On 8 January 2015, shortly before this draft judgment was finalised, I received a note from Mr Kinnear updating the court with respect to developments since the conclusion of the hearing. So far as material, they amounted to this:

    i. On 29 December 2014, in respect of investigation 42014000000805 (805), the Ukrainian prosecutor made a decision to give MZ notice that he was suspected of having committed a criminal offence of unlawful enrichment. He could not be served with this notice as his whereabouts were unknown.

    ii. On 30 December 2014, at a without notice hearing in the same investigation, a judge of the Percherskyi District Court in Kyiv gave a decision on the prosecution's application to seize the funds

in the BNP accounts, inviting the initiation of a mutual assistance request to the English authorities so as to obtain their recovery.

70. These developments do not cause me to reopen this hearing or to revisit the provisional conclusions already reached.

71. Investigation 805 was referred to in a letter from the Prosecutor General's office (undated but in response to an inquiry of 14 November 2014). It was there stated that an investigation had been registered on 5 August 2014 into an allegation of unlawful enrichment as a result of receiving a large bribe and money laundering based on the information provided from the competent authorities in the United Kingdom in the course of their money laundering investigation started on 22 March 2014. It was further stated in this letter that:

> 'the British investigation established the fact that (MZ being a Minister of Ecology and Natural Resources and being the beneficial owner of a non resident company that owned the subsidiary companies) illegally ensured the issuance of mineral resource use permits to the companies'.

The evidence I have seen established nothing of the sort. Disregarding the possibility that the applicant has supplied to the Ukrainians probative data not supplied to this court, there is a real risk that the effect of the without notice order of 16 April has been misunderstood.

72. Further, investigation 805 was one of those mentioned in the 2 December 2014 letter which stated that allegation notification had not been delivered due to absence of grounds for criminal prosecution. It is not known why the authorities subsequently changed their minds 27 days later, or whether fresh evidence has arisen. Equally it is not known what persuaded the judge to make a seizure order without notice, when of course the assets were already subject to an existing UK order of which the defendant had notice.

73. In the event that this information suggests that a Ukrainian request for mutual assistance is about to be made on fresh evidence not considered in this application, that is a matter that can be addressed by a timetable for setting aside the existing order and to which the parties can give consideration following the handing down of this judgment.