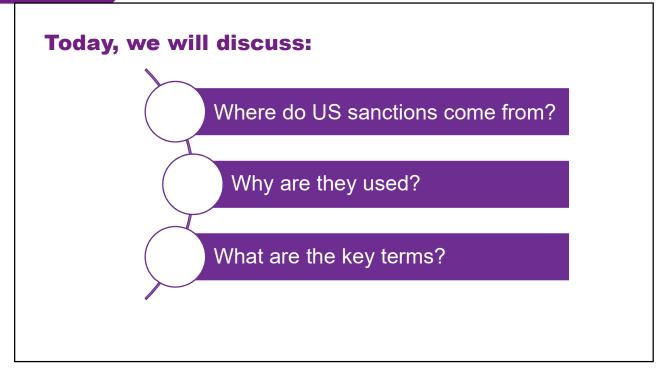


# **Overview of US Sanctions**

Peter Feldman Partner, Washington, DC



Sanctions are legal instruments of public policy	Restrict with <b>whom</b> , <b>where</b> , and <b>how someone</b> can do business - or penalties for doing so without authorization
	May be imposed by the <b>United Nations</b> , the <b>European Union</b> , or by <u>individual</u> <u>countries</u> , like the <b>United States</b>
Sanctions don't just apply in the United States	Sanctions can apply <b>globally</b> , especially if the US Dollar or US-origin items are involved
	They can affect <b>day-to-day business</b> , up and down the supply chain, customers, and vendors
Compliance is critical	Violations can result in criminal <b>prosecution</b> , <b>fines</b> , administrative <b>penalties</b> , <b>breach</b> of contract / insurance, <b>debarment</b> from contracting and <b>reputational</b> damage
	For entities and for individuals

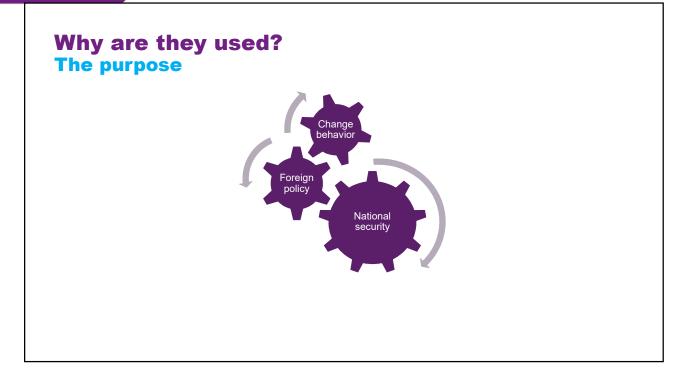
# Where do US sanctions come from? Legal history

- US trade policy has been used to advance national security and foreign policy goals since the American Revolution
- Blocking
- Prohibiting
- Licensing
- The Office of Foreign Funds Control (WWII era)
- The Office of Foreign Assets Control (1950 today)



# Where do US sanctions come from? Legal foundation

- US Constitution
- Trading With the Enemy Act (1917)
- United Nations Participation Act (1945)
- International Emergency Economic Powers Act (1977)
- And a growing range of other, more specific authorities, such as:
- CISADA
- CAATSA
- NDAAs



# Why are they Used? The impact of sanction

- · Aggressive oversight and enforcement
- · Broad extraterritorial reach
  - Most transactions in US Dollars (clearing)
- · US-origin items (or foreign items with US content), anywhere in the world
- Conduct in the United States (including e-mails, phone calls, and text messages, using US-based servers)
- Transactions involving US citizens, green card holders, and companies
- Strict liability for some sanctions; "should-have-known" for others
- · Counterparties are on high alert (particularly financial institutions)
- · Reputational risks

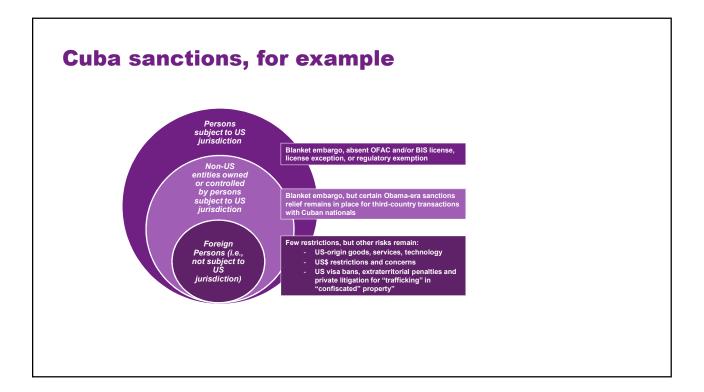
# Key terms Types of sanctions

"Comprehensive" sanctions	• Crimea, Cuba, Iran, North Korea, Syria
List-based designations	• SDN, SDNTK, SDGT, FSE, Iran Government, Cuba Government, etc.
Sectoral sanctions	•Russia, Venezuela
Secondary/extraterritorial sanctions	<ul> <li>Penalties on non-US Persons that do business with certain sanctioned persons, or certain types of sanctioned activities</li> </ul>

es sanctio	ns work
"Facilitation"	• Approving, financing, facilitating, or guaranteeing any transaction by a non- US person when the transaction would be prohibited if performed by a US Person
Blocking/Freezing	• Obligates any party in possession or control of funds or property of a sanctions target to block or freeze those assets and file certain reports
50% Rule	• Where there is a restriction against a designated sanctions target, the same restriction automatically applies to entities which the target owns 50% or more
"Control"	• Entities "controlled" by a sanctions target are subject to the same controls - but ONLY upon a finding by US authorities
Licenses	General License means no further authorization required     Specific License requires authorization in advance

# **Key terms Current sanctions programs**







# Key terms Core US sanctions compliance principles

- US Persons may **NOT** engage in or facilitate a transaction directly or indirectly involving a country (or Crimea) or person subject to sanctions, absent a license or other authorization from OFAC
  - US Persons cannot buy, sell, or transfer any goods, services or technology to, from or involving any sanctioned country or person, absent OFAC approval
  - no de minimis threshold
  - no requirement that money or goods change hands, or that a transaction be consummated
- US law also prohibits "facilitation," aiding-and-abetting, conspiracy, etc.
  - Rule of thumb: if a US Person cannot engage in the transaction directly, then he/she cannot do so indirectly
- OFAC expects risk-based compliance measures, including 5 essential elements
- · Documentation and recordkeeping is critical

# **Iran Sanctions**

Jason Silverman Partner, Washington, DC

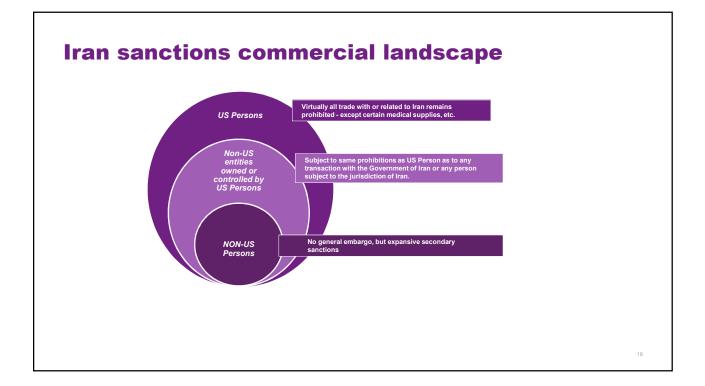
## Iran Sanctions Statutory sources

- International Emergency Economic Powers Act (IEEPA)
- · Countering America's Adversaries Through Sanctions Act (CAATSA)
- Iran Freedom and Counter-Proliferation Act (IFCA)
- Iran Threat Reduction and Syria Human Rights Act
- Comprehensive Iran Sanctions, Accountability, and Divestment Act of 2010 (CISADA)
- Iran Sanctions Act of 1996
- Section 1245 of the National Defense Authorization Act (NDAA) for Fiscal Year 2012, as amended
- Trade Sanctions Reform and Export Enhancement Act of 2000 (TSRA)

8

# Iran Sanctions Regulatory authorities and agency guidance

- Codified Regulations
  - Iranian Assets Control Regulations (31 CFR Part 535)
  - Iranian Transactions and Sanctions Regulations (31 CFR Part 560)
  - Iranian Financial Sanctions Regulations (31 CFR Part 561)
  - Iranian Human Rights Abuses Sanctions Regulations (31 CFR Part 562)
- As of December 13, 2020, 26 Executive Orders
- General Licenses
- · Agency guidance
- Interpretive guidance
- Trade advisories
- Frequently Asked Questions (over 200)
- · List of medical devices requiring specific authorization



## Iran Sanctions Key concepts

- What do the Iran sanctions prohibit?
- Who must comply? (Jurisdictional question)
- "Primary" typically refers to the prohibitions that govern the conduct of *US Persons* and, in certain cases, dealing in US-origin goods
- "Secondary" typically refers to sanctions that can be imposed on *NON-US Persons* for specified types of conduct
- United States Person
  - US citizens
  - US permanent residents
  - Entities organized under the laws of the United States and foreign branches
  - Any person while in the United States

#### Iran Sanctions Prohibitions under the Iranian Transactions and Sanctions Regulations (ITSR) (not an exclusive list)

- Importing goods and services into the US from Iran (not limited to US Persons)
- Exporting or re-exporting to Iran any goods or services from the US or by a US person
- Exporting or re-exporting certain goods to Iran by non-US persons
- Dealing in any goods of Iranian origin or providing goods to Iran or the Iranian government by US Persons
- Transactions in blocked property

#### Iran Sanctions Prohibitions under the Iranian Transactions and Sanctions Regulations (ITSR) (not an exclusive list)

- Several notable features of the ITSR and sanctions generally expand these prohibitions beyond their own terms
- Foreign companies owned or controlled by a US person may not engage in any transaction with the Government of Iran or any person subject to the jurisdiction of Iran, if the transaction would be prohibited to a US person
- · Causing, conspiring, attempting, evading
- Facilitation: no United States person, wherever located, may approve, finance, facilitate, or guarantee any transaction by a foreign person where the transaction by that foreign person would be prohibited by this part if performed by a United States person or within the United States." 31 CFR 560.208
- · Certain changes to policies to allow transactions prohibited to US persons
- Referring a foreign person business opportunities involving Iran or the GOI that a US person could not pursue

# Iran Sanctions General Licenses

- Exporting food, medicine, and medical devices to Iran; other humanitarian activities
- Exporting goods and services relating to telecommunications and mail, personal communications
- · Journalism and journalistic activities; publishing
- · Legal services and certain legal proceeding and other activities

# Iran Sanctions (Cont.) General Licenses

- A general license is an authorization of transactions otherwise prohibited under the regulations. They are available to the public and do not require a specific request to OFAC
- They have specific terms and limitations, all of which must be complied with for the license to cover the transaction
- Authorize transactions that are consistent with or advance US foreign policy and other interests (examples on next page)

## Iran Sanctions "Secondary" Sanctions

- · Restrictive measures imposed on non-US persons for certain conduct
- The "sanctions relief" extended under the JCPOA and subsequently rescinded by the Trump administration almost entirely involved secondary sanctions
- · Certain authorities apply to foreign financial institutions, while others apply to any person
- · Key concept: "significant transaction"
- (a) the size, number, and frequency of the transactions, financial services, or financial transactions; (b) the nature of the transactions, financial services, or financial transactions, including their type, complexity, and commercial purpose; (c) the level of awareness of management and whether the transactions are part of a pattern of conduct; (d) the nexus of the transactions, financial services, and financial transactions and blocked persons; (e) the impact of the transactions, financial services, and financial transactions and blocked persons; (e) the impact of the transactions, financial services, and financial transactions involve deceptive practices; (g) whether the transactions, financial services, and financial transactions solely involve the passive holdings of Central Bank of Iran (CBI) reserves or repayment by the CBI of official development assistance or the transfer of funds required as a condition of Iran's membership in an international financial institution; and (h) other relevant factors that the Secretary of the Treasury deems relevant.
- Exceptions relating to humanitarian trade and transactions for which a US Person would not require a specific license

# Iran Sanctions (Cont.) "Secondary" Sanctions

· OFAC can impose a range of restrictive measures on conduct it deems sanctionable

- Blocking sanctions
- Visa ban and exclusion from the U.S.
- Denial of ExIm bank financing
- · Government contracting debarment
- · Licensing debarment
- · Restrictions on loans from or equity investment by U.S. persons
- · Restrictions on foreign exchange, correspondent and payable-through accounts and transactions

## Iran Sanctions "Secondary" Sanctions (not an exhaustive list)

- EO 13902
- Significant transactions for the sale, supply, or transfer to or from Iran of significant goods or services used in connection with the construction, mining, manufacturing, or textiles sectors of the Iranian economy, or other sectors specified by the Secretary of the Treasury, in consultation with the Secretary of State, pursuant to EO 13902
- EO 13871
  - Significant transactions for the sale, supply, or transfer to Iran of significant goods or services used in connection with the iron, steel, aluminum, or copper sectors of Iran;
- Significant transactions for the purchase, acquisition, sale, transport, or marketing of iron, iron products, aluminum, aluminum products, steel, steel products, copper, or copper products from Iran

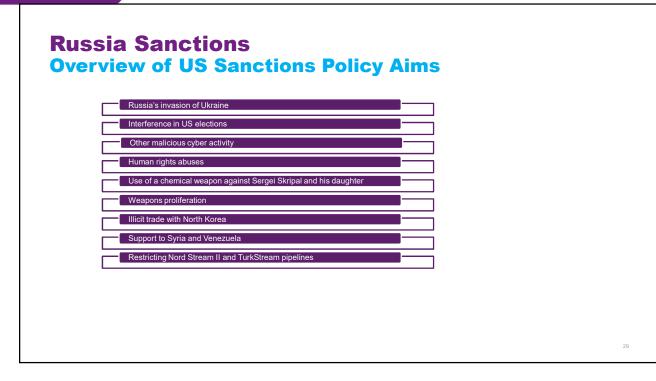
# Iran Sanctions (Cont.) "Secondary" Sanctions (not an exhaustive list)

#### • EO 13846

- · Significant transactions
  - the sale, supply, or transfer to Iran of significant goods or services used in connection with the automotive sector of Iran
- · the purchase, acquisition, sale, transport, or marketing of petroleum or petroleum products from Iran
- · the purchase, acquisition, sale, transport, or marketing of petrochemical products from Iran
- the purchase or sale of Iranian rials or a derivative, swap, future, forward, or other similar contract whose value is based on the exchange rate of the Iranian rial
- As to foreign financial institutions, conducting or facilitating a significant financial transaction with certain SDNs or NIOC or NICO, or the foregoing types of transaction involving the automotive sector of Iran, or petroleum, petroleum products, or petrochemicals from Iran
- Providing significant financial, material, technological, or other support to, or goods or services in support
   of
  - the National Iranian Oil Company (NIOC), Naftiran Intertrade Company (NICO), or the Central Bank of Iran
  - Iranian persons included on the list of Specially Designated Nationals and Blocked Persons, and certain other SDNs (other than certain Iranian depository
    institutions listed solely because they are owned by the Government of Iran and not for other activity such as weapons proliferation, support for international
    terrorism, or human rights abuses)
  - a person determined to be a part of the energy, shipping, or shipbuilding sectors of Iran, or a person determined to operate a port in Iran

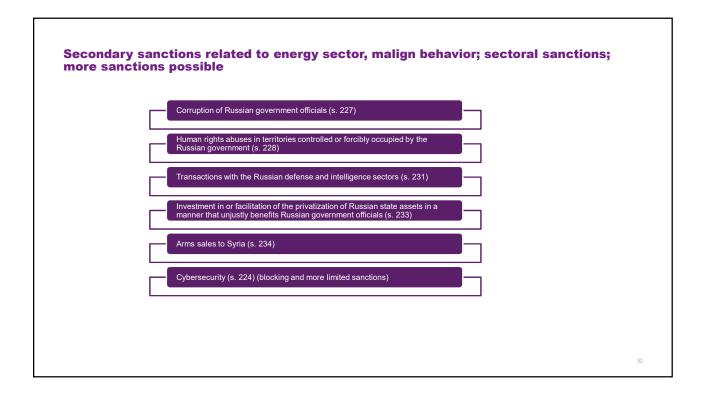
# **Russia Sanctions**

Mike Zolandz Partner, Washington, DC











Impose blocking sanctions on any person that OFAC determines has

knowingly facilitated significant transactions for or on behalf of "any person subject to US sanctions with respect to the Russian Federation"

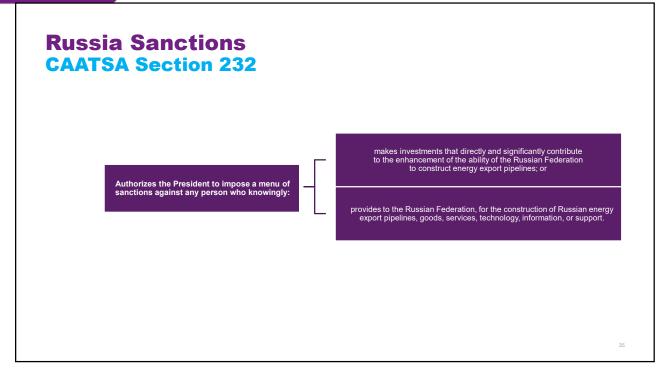
Applies to both SDNs and SSIs

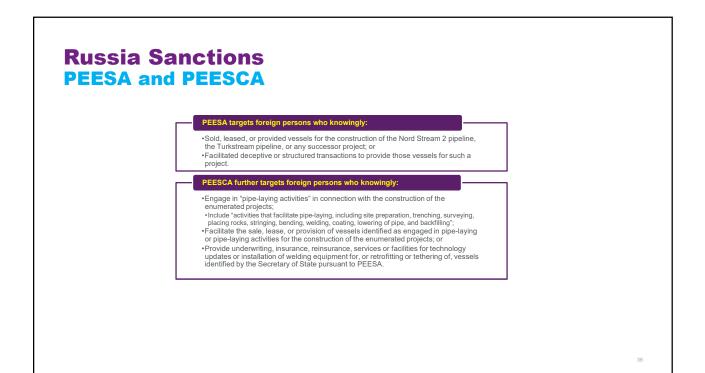
Requires the presence of deceptive practices

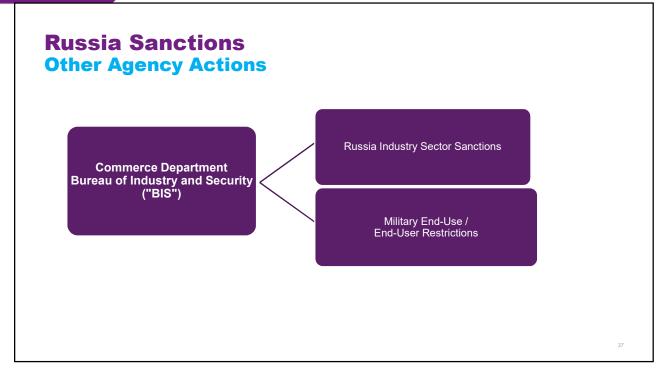
Persons knowingly facilitating significant transactions with a blocked person can be added to the SDN List

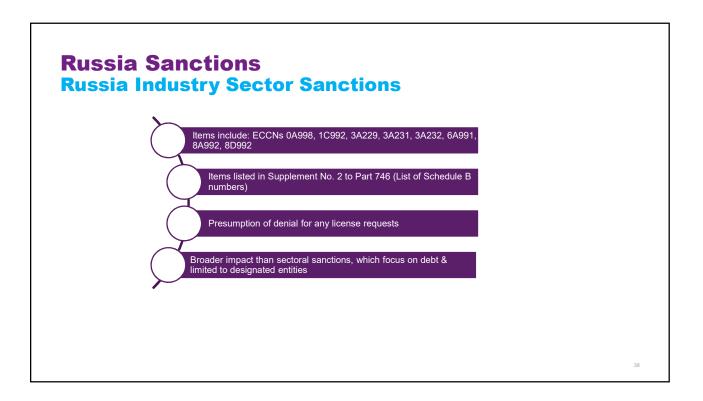
## Russia Sanctions CAATSA Section 226

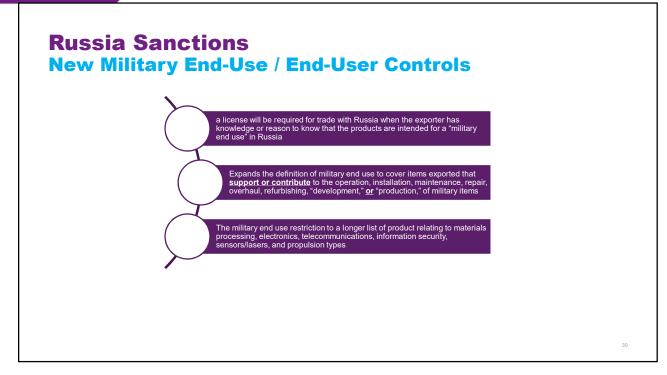
Requires the President to prohibit the opening of a US correspondent or payable-through account, or prohibit or impose strict conditions on the maintenance of a US correspondent or payablethrough account, for a foreign financial institution that, "on or after the date that is 30 days after 2 August 2017 [i.e., 1 September 2017], knowingly facilitates a significant financial transaction on behalf of any Russian person" on the SDN List.

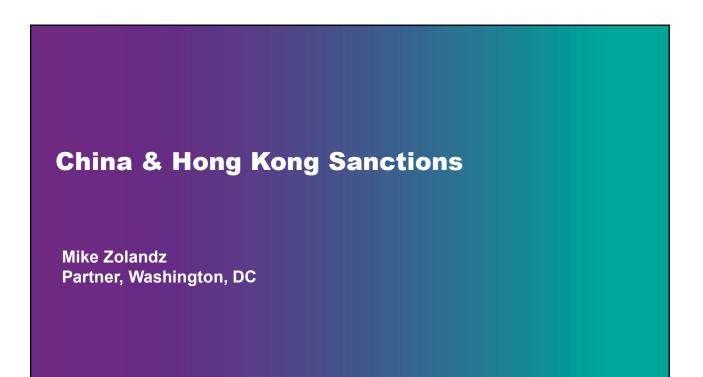




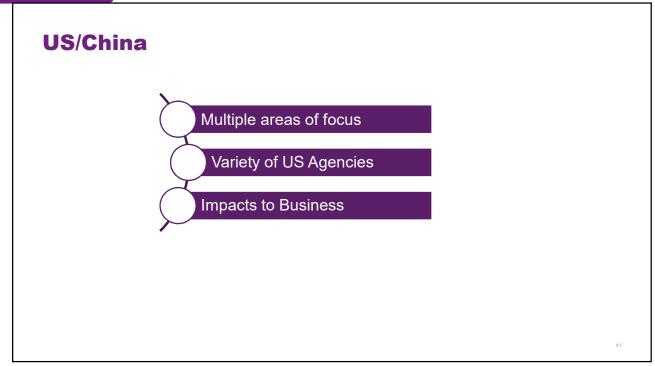








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ybersecurity	Concern over access to US systems, and use of technology to gain that access
luman Rights	Targeting specific instances of forced labor or concerns over specific populations
nvolvement with other anctions programs	Designation of Chinese entities in the context of Iran and Venezuela programs

# **US/China Sanctions Multiple US Authorities**

- OFAC
- Hong Kong Autonomy Act
- EO 13936
- GLOMAG
- Commerce Department
  - Designation of Chinese firms to Entity List
  - · Designation of Chinese firms tied to Chinese Government/Military
- Homeland Security/CBP
  - · Seizure of goods produced with forced labor
- Department of Defense
  - Limits on procurement 2019 NDAA
  - Designation of entities connected to Chinese military

# US/China Sanctions Basis for Sanctions

- Chinese officials involved in undermining Hong Kong autonomy
- Foreign financial institutions that "materially support" designated individuals or entities
- Government officials or Chinese firms that are responsible for, or complicit in, human rights abuses in Xinjiang
- Prohibitions on contracts to any entity that utilizes systems that are made by or significantly incorporate technology from specified Chinese technology companies

## US/China Sanctions Recent Developments

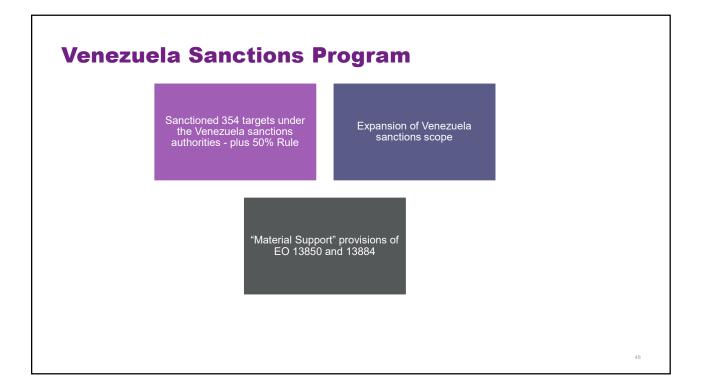
- Designation of CEIC under Venezuela Program
  - Targeted both for Venezuela and military ties
- First Report under Hong Kong Autonomy Act 10.14.2020
- Identified 10 individuals, trigger for potential future sanctions related to financial transactions
- OFAC Designation of Chinese officials 2020-21
- Targeting of companies and individuals involved in alleged Xinjiang human rights abuses
- Precursor to Autonomy Act Report blocking measures
- GLOMAG designations related to Xinjiang 7.9.2020
- Joint BIS/OFAC Xinjiang supply chain advisory 7.1.2020
- Securities Restrictions EO 14032
  - Identifies Chinese Military-Industrial Complex (CMIC) Companies

# **US/China Sanctions Implications for Business**

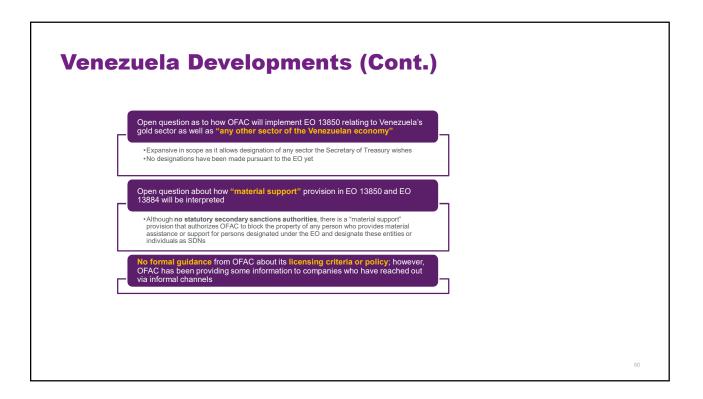
- · Supply chain disruption related to source of inputs or products
- Enhanced "great Firewall" protocols for operations in China/Hong Kong
- · Enhanced due diligence on Chinese partners/customers/suppliers
- · Increased certifications related to use of Chinese technology in commercial operations
- Increased licensing requirements for sales of US components or technology incorporating USorigin items

# **Venezuela Sanctions**

Peter Feldman Partner, Washington, DC





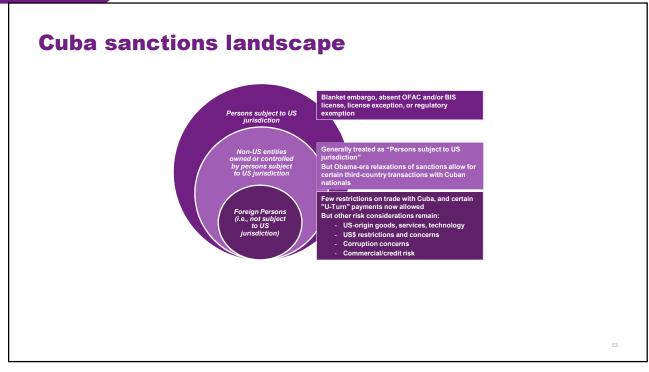


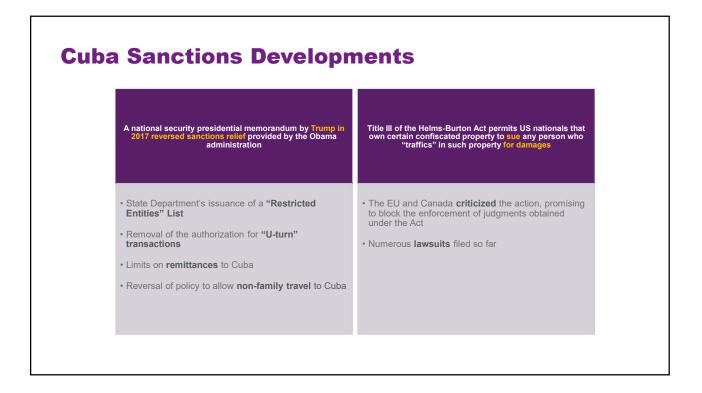
# Venezuela

- EO 13884 requires blocking of Government of Venezuela assets in the possession of US Persons, and prohibits transactions with any Government of Venezuela Entities
- This broadly prohibits US Persons from engaging in any transactions with the Government of Venezuela, including its subsidiaries and instrumentalities, unless authorized by a general or specific license
- Over *two dozen* general licenses have been issued authorizing various transactions otherwise prohibited, including by carving out certain PdVSA or GoV-owned entities, allowing transactions with Guaido government, winding down transactions, authorizing humanitarian and certain infrastructure-related transactions
- · Many current and former government officials are also on the SDN list

# **Cuba Sanctions**

Peter Feldman Partner, Washington, DC







# Global Magnitsky and other recent developments

Jason Silverman Partner, Washington, DC

# **Global Magnitsky "Glomag"**

- Global Magnitsky Human Rights Accountability Act (2016)
- Authorizes blocking sanctions and US visa ban/revocation on "any foreign person" engaged in:
- · Human rights abuses, or
- Corruption
- The President "shall" consider information provided by appropriate congressional committees, AND "credible information obtained by other countries and nongovernmental organizations that monitor violations of human rights"
- For information submitted by the appropriate congressional committees, President "shall" make a determination "not later than 120 days" after receiving
- Designations: 146 individual / 189 entity (vs 105 each in December 2020)

# **Recent developments** Revived / terminated programs; new threats to address

- · Ethiopia sanctions program created
- Address human rights concerns amid conflict in Northern Ethiopia
- Burma sanctions program
  - Program terminated in 2016; revived in response to 2021 coup
- ICC sanctions program terminated
  - Widely viewed as inappropriately political of former president; terminated by President Biden
- · Belarus sanctions escalated
  - Existing sanctions program with new importance in light of election widely seen as fraudulent; targeting civil society and opposition organizations; diverting Irish plane to make a political arrest

# **Recent developments Revived / terminated programs; new threats to address**

- · Ransomware sanctions; advisory updated
  - · Sanctioned a cryptocurrency exchange involved in payments to ransomware groups
  - · Issued an updated ransomware advisory to industry
    - Emphasized that ransomware payments to sanctioned parties or jurisdictions, or facilitating such payments, is a violation
    - · Persons can mitigate potential exposure to penalties by
      - Having a risk-based sanctions compliance program that addresses ransomware
      - · Maintaining appropriate cybersecurity practices and infrastructure, which will be viewed as cooperation
      - Promptly notifying government of relevant government agencies, which will be considered a voluntary self-disclosure, and ongoing cooperation with law
        enforcement will be viewed as a significant mitigating factor
  - Afghanistan
    - Sanctions program terminated in 2011, but had effectively ended years before; Taliban has remained sanctioned under the Global Terrorism Sanctions Regulations ("GTSR"); Haqqani Network added more recently.
    - No program yet, but the Taliban, which now governs Afghanistan, are sanctioned under GTSR
    - · General license for humanitarian aid issued

# **North Korea Sanctions**

Mike Zolandz Partner, Washington, DC

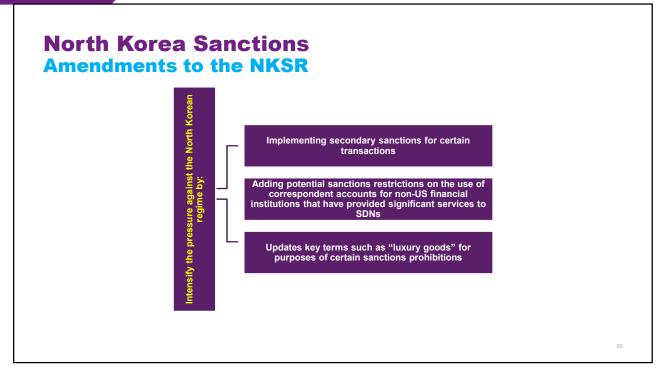












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