



MEMORANDUM

January 12, 2015

To:

From: Dianne E Rennack
Specialist in Foreign Policy Legislation (7-7608)

Subject: Sanctions imposed in furtherance of U.S. foreign policy or national security objectives

This memorandum responds to your request for information on economic sanctions the United States levels against other governments, entities, and individuals in furtherance of its foreign policy or national security objectives. The memo identifies foreign governments currently subject to some form of economic sanction. It also identifies policies to target non-state entities (including foreign persons). The use of sanctions is constantly changing; this list should be seen as a snapshot.

Sanctions are the broad range of tools available to Congress and the President to respond to, or deter, objectionable behavior of a foreign government, person, or entity in furtherance of U.S. national security or foreign policy objectives; they are “coercive economic measures taken against one or more countries to force a change policies, or at least to demonstrate a country’s opinion about the other’s policies...”¹ This memo applies the broadest definition possible, to show the range of policy options available to the Congress and the Executive Branch. It should be noted, however, that not everyone agrees on the definition of “sanction.” Many would not include, for example, export controls, limits on foreign assistance, visa denials, or nonmilitary threats. Tables 4-8 at the end of this memo summarize the various diplomatic, political, cultural, economic, and military tools in the sanctions toolkit.

Current U.S. law sets standards for imposing sanctions to effect changes in another country’s behavior in areas such as: illicit drug trafficking or drug production; human rights violations; religious persecution; proliferation of weapons of mass destruction; detonating a nuclear explosive device outside the terms of international treaties; sensitive technology transfer; harboring war criminals; acts of international terrorism; regional instability and aggression against one’s neighbors; engaging in armed conflict against U.S. armed forces; objectionable domestic political systems (*e.g.*, communism); coercive family planning programs; worker rights violations; use of forced or prison labor; environmental degradation; military overthrow of a democratically elected government; restrictive emigration; severing diplomatic ties with the United States; non-cooperation with U.S. efforts to account for its Missing in Action arising from

¹ Carter, Barry E., *International Economic Sanctions: Improving the Haphazard U.S. Legal Regime*. Cambridge: Cambridge University Press, 1988. p. 4. For further reading, see also: Gary Hufbauer, Jeffrey Schott, and Kimberly Elliott, et al., *Economic Sanctions Reconsidered*, 3rd edition (Washington, D.C.: Peterson Institute for International Economics, 2007); and U.S. International Trade Commission, *Overview and Analysis of Current U.S. Unilateral Economic Sanctions*, Investigation No. 332-391, Publication 3124, Washington, D.C., August 1998.

international conflict; disrupting the world economy; expropriation or nationalization of property that a U.S. person has an interest; or disrupting the delivery of humanitarian assistance.

It is with the President, or his delegated authorities primarily in the Departments of State, Commerce, and Treasury, that most decisions related to the imposition or easing of economic sanctions reside. Such decision making is based on legislative authorities. In some instances, Congress has required the President to impose restrictions. In most cases, however, the statutes that establish sanctions policy provide the President and his cabinet great flexibility and discretion to decide what restrictions—or waivers of restrictions—are appropriate.

The following summaries are based on a myriad of primary sources, including various State Department reports on human rights, religious freedom, drug trafficking, and trafficking in persons (all required by law); presidential and State Department determinations; State, Commerce, and Treasury Department records and regulations; and current law.

Material in this memorandum may be used to respond to other congressional requests.

Restrictions on the State

Economic sanctions may restrict or prohibit all manner of bilateral relationships, but broadly can be categorized as impeding aid, trade, travel, and the finances related to these activities. Three Executive Branch Departments—State, Commerce, and Treasury—share responsibilities to administer the restrictions affecting these activities. Some economic sanctions regimes target the state in an effort to alter the decision making of its government. Increasingly, however, in more recent years, sanctions have targeted non-state entities. This section identifies sanctions imposed on the states; the following section addresses sanctions that target behavior of individual persons and entities regardless of their location.

State Sponsors of Acts of International Terrorism: The Most Restricted States

Any state the government of which is designated by the Secretary of State as a supporter of acts of international terrorism is subject to the most wide-ranging restrictions affecting export licenses, government-to-government military trade, foreign aid, export and investment financing, and eligibility to travel to the United States.² Exercising authorities under Section 620A of the Foreign Assistance Act of 1961 (22 U.S.C. 2371), Section 40 of the Arms Export Control Act (AECA; 22 U.S.C. 2780), and Section 6(j) of the Export Administration Act of 1979 (50 U.S.C. App. 2405(j)), the Secretary of State has designated the governments of the following countries as state sponsors of acts of international terrorism:

- Iran³
- Syria
- Sudan

² For more detail, see: CRS Report R43835, *State Sponsors of Acts of International Terrorism—Legislative Parameters: In Brief*, by Dianne E. Rennack.

³ CRS Report RS20871, *Iran Sanctions*, by Kenneth Katzman; and CRS Report R43311, *Iran: U.S. Economic Sanctions and the Authority to Lift Restrictions*, by Dianne E. Rennack.

States Found to be Not Cooperating with U.S. Antiterrorism Efforts

Section 40A, AECA (22 U.S.C. 2781), prohibits the sale or export licensing of defense articles or defense services to a foreign country that the President determines is not cooperating fully with U.S. antiterrorism efforts. This list is updated annually by the Secretary of State by May 15th,⁴ and currently identifies:

- Cuba⁵
- Eritrea
- Iran
- North Korea⁶
- Syria
- Venezuela

Foreign Aid Restrictions

Foreign assistance is made available following the requirements and guidance stated in the Foreign Assistance Act of 1961 (FAA'61; P.L. 87-195; 22 U.S.C. 2151 *et seq.*), subsequent periodic acts authorizing appropriations (which were enacted regularly and annually through 1985),⁷ and, more recently, annual foreign operations appropriations acts. The FAA'61 restricts or prohibits foreign aid as a matter of policy when certain conditions exist, including: coercive family planning programs, human rights abuses, debt arrearage, environmental degradation, illicit narcotics production and trafficking, expropriation or nationalization of property owned by the United States or a U.S. citizen, seizure of a U.S. fishing vessel in international waters, overspending on defense or other hints of an arms race or proliferation, or severance of diplomatic relations with the United States.⁸ Other provisions in the FAA'61 limit or prohibit aid to any state that: aids a government designated as a state sponsor of terrorism (Sec. 620G; 22 U.S.C. 2377), provides military equipment to a terrorist state (Sec. 620H; 22 U.S.C. 2378), impedes delivery of U.S. humanitarian aid (Sec. 620I; 22 U.S.C. 2379), or has a security force that commits a gross violation of human rights (Sec. 620M; 22 U.S.C. 2378d). Still other sections limit aid to the Palestinian Authority, the West Bank, and Gaza (Secs. 620K and 620L; 22 U.S.C. 2378b and 2378c, respectively).

In a few instances, the FAA'61 specifically names countries (or, in the case of the Palestinian territories, a state organization) for which foreign aid is curtailed:

- Burma, North Korea, Syria, Iran, Cuba, or the Palestine Liberation Organization (or entities with which the PLO is associated): the United States does not pay its proportionate share for United Nations programs that operate in these states or territories (sec. 307; 22 U.S.C. 2227); sec. 620(f); 22 U.S.C. 2370(f)).⁹ For Fiscal Year 2015, however, this section is waived as it applies to Burma.¹⁰

⁴ Department of State Public Notice 8754 of May 12, 2014; 79 F.R. 32357; June 4, 2014.

⁵ CRS Report 43888, *Cuba Sanctions: Legislative Restrictions Limiting the Normalization of Relations*, by Dianne E. Rennack and Mark Sullivan; and CRS Report 43926, *Cuba: Issues for the 114th Congress*, by Mark P. Sullivan.

⁶ CRS Report R41438, *North Korea: Legislative Basis for U.S. Economic Sanctions*, by Dianne E. Rennack; and CRS Report R41259, *North Korea: U.S. Relations, Nuclear Diplomacy, and Internal Situation*, by Emma Chanlett-Avery and Ian E. Rinehart.

⁷ U.S. Congress, Committee on Foreign Relations, Committee on Foreign Affairs, *Legislation on Foreign Relations Through 2008*, volume I-A, joint committee print, March 2010 (Washington: GPO, 2010), pp. 926-1028.

⁸ Most of these conditions or restrictions are stated as provisions in sec. 620, FAA'61 (22 U.S.C. 2370).

⁹ Sec. 620(f)(1), FAA'61, naming communist countries, also cites China, Tibet, and Vietnam. Sec. 620(f)(2), however, authorizes the President to remove a country from this restriction if he determines it is important to U.S. national interests and so notified (continued...)

- Cuba: foreign aid is prohibited, and the President is further “authorized to establish and maintain a total embargo upon all trade between the United States and Cuba” (sec. 620(a); 22 U.S.C. 2370(a)).
- North Korea and Cuba, designated as communist countries (sec. 620(f); 22 U.S.C. 2370(f)).

The Department of State, Foreign Operations, and Related Programs Appropriations Act, 2015 (Division J of the Consolidated and Further Continuing Appropriations Act, 2015; P.L. 113-235; 128 Stat. 2130 at 2573 *et seq.*; December 16, 2014) restricts foreign aid as a matter of policy when certain conditions exist, including: coercive family planning; a non-nuclear-weapon state that has detonated a nuclear weapon (restrictions on Export-Import Bank funds); absence of a procurement agreement; military coup; debt arrearage; absence of certain bilateral agreements relating to taxation; providing lethal military equipment to a terrorist state, granting sanctuary to a terrorist, coming under control of a foreign terrorist organization, or otherwise supporting acts of international terrorism; failure to implement social and environmental safeguards defined by the World Bank; failure to meet or maintain standards in budget and contract transparency;¹¹ failure to comply with the International Convention on the Civil Aspects of International Child Abductions; failure to secure one’s border and enforce deterrence on human smuggling; failure to pay U.S. parking fines; and refusing to extradite anyone indicted in the United States. The 2015 Act also explicitly restricts foreign aid, or states conditions to be met before aid is released, to specific countries (**Table 1**).

Table 1. Explicit Country Restrictions in Foreign Aid Appropriations, 2015

Afghanistan (Sec. 7015(f), requiring notification to Congress prior to funds being made available; Sec. 7044(a))	Libya (Sec. 7015(f); Sec. 7041(f))
Bahrain (Sec. 7015(f))	Mexico (Sec. 7045(g))
Bolivia (Sec. 7015(f))	Nepal (Sec. 7044(c))
Burma (Sec. 7015(f); Sec. 7043(b))	North Korea (Sec. 7007; Sec. 7043(d)(3))
Cambodia (Sec. 7015(f); Sec. 7043(c))	Pakistan (Sec. 7015(f); Sec. 7044(d))
China (Sec. 7043(a)(1)(D), prohibiting funds to train China’s armed forces; Sec. 7043(e))	Palestinian Authority (Secs. 7036, 7037, 7039, 7040, 7041(i))
Colombia (Sec. 7045(b))	Russia (Sec. 7015(f); Sec. 7070)
Cuba (Sec. 7007, direct funding; Sec. 7015(f))	Rwanda (Sec. 7042(l), relating to trafficking in conflict minerals, wildlife, and other contraband)
Ecuador (Sec. 7015(f))	Serbia (Sec. 7015(f))
Egypt (Sec. 7015(f); Sec. 7041(a))	Somalia (Sec. 7015(f))

(...continued)

Congress. The President made such a determination for China and Tibet in 1985, and for Vietnam in 2000. Congress has not subsequently amended the provision to reflect the policy change.

¹⁰ Sec. 7017, Department of State, Foreign Operations, and Related Programs Appropriations Act, 2015 (Division J, P.L. 113-235; 128 Stat. 2610). See also Sec. 7043(b) of that Act (128 Stat. 2646), which allows Burma to receive Economic Support Funds “notwithstanding any other provision of law....”

¹¹ Sec. 7031 of the 2015 appropriations (128 Stat. 2620), furthermore, at subsec. (c), requires the State Department to deny entry into the United States to any foreign government official and their immediate family members if they are found to “have been involved in significant corruption, including corruption related to the extraction of natural resources, or a gross violation of human rights....”

Ethiopia (Sec. 7015(f); Sec. 7042(d))	South Sudan (Sec. 7015(f); Sec. 70412(j))
Guatemala (Sec. 7015(f); Sec. 7045(d))	Sri Lanka (Sec. 7015(f); Sec. 7044(e))
Haiti (Sec. 7015(f); Sec. 7045(e))	Sudan (Sec. 7015(f); Sec. 7042(k))
Honduras (Sec. 7015(f); Sec. 7045(f))	Syria (Sec. 7007; Sec. 7015(f))
Independent States of the Former Soviet Union (Sec. 7069)	Uzbekistan (Sec. 7015(f); Sec. 7061)
Iran (Sec. 7007; Sec. 7015(f))	Venezuela (Sec. 7015(f))
Iraq (Sec. 7015(f))	Yemen (Sec. 7015(f); Sec. 7041(j))
Lebanon (Sec. 7015(f); Sec. 7041(e))	Zimbabwe (Sec. 7015(f); Sec. 7042(l))

Waiver Authorities

Despite the restrictions stated in authorization or appropriations measures, the FAA'61, other authorizations, and the FY2015 appropriations provide the President ample language to waive restrictions if certain conditions are met.

Section 614 Authority

Section 614 of the Foreign Assistance Act of 1961 (P.L. 87-195; 22 U.S.C. 2364) authorizes the President to furnish assistance “without regard to any provision of this Act, the Arms Export Control Act, any law relating to receipts and credits accruing to the United States, and any Act authorizing or appropriating funds for use under this Act, in furtherance of any of the purposes of this Act, when the President determines, and so notifies in writing the Speaker of the House of Representatives and the chairman of the Committee on Foreign Relations of the Senate, that to do so is important to the security interests of the United States.”

“Notwithstanding” Clauses

Aid may also be made available to a state otherwise seeming to be under explicit restrictions. Appropriations measures are constructed to override restrictions for specific programs. In the 2015 appropriations act, for example, funds for nonproliferation, anti-terrorism, demining and related programs, including the Nonproliferation and Disarmament Fund, may be made available “notwithstanding any other provision of law...”¹² Some funds are made available more selectively: for example, funds “to prevent or respond to emerging or unforeseen foreign challenges and complex crises overseas,” “may be made available notwithstanding any other provision of law, except sections 7007, 7008, and 7018 of this Act and section 620M of the Foreign Assistance Act of 1961....” In other words, a state that is restricted from receiving U.S. foreign aid for reasons other than direct restrictions (Sec. 7007), military coup (Sec. 7008), coercive family planning (Sec. 7018), and human rights violations by security forces (Sec. 620M, FAA'61) may receive foreign aid regardless of those restrictions.¹³ The FAA'61 and other authorization legislation also state numerous “notwithstanding” clauses. As a result, Peace Corps, emergency food assistance, international disasters, unanticipated contingencies public health—including treatment for HIV/AIDS, tuberculosis, and malaria—are a few of the programs for which foreign aid may continue to be made available.

¹² Nonproliferation, Anti-terrorism, Demining and Related Programs, 128 Stat. 2592.

¹³ Complex Crises Funds, 128 Stat. 2587.

Eligibility Under the Millennium Challenge Act

In 2003, Congress enacted the Millennium Challenge Act (title VI, division D, P.L. 108-199; 118 Stat. 2 at 211; 22 U.S.C. 7701 *et seq.*) to set up an alternative structure for providing foreign aid more along the lines of a business model—with concrete timeframes, eligibility terms, compacts with clearly defined and measurable goals. The Millennium Challenge Corporation (MCC) provides economic assistance through a competitive selection process to developing nations that demonstrate positive performance in three areas: ruling justly, investing in people, and fostering economic freedom.¹⁴

Eligibility is defined under the Act, and the MCC reports a list each year of those countries found to be ineligible.¹⁵

- Bolivia is subject to foreign assistance restrictions pursuant to section 706(3) of the Foreign Relations Authorization Act, 2003 (P.L. 107-228), relating to international drug control certification procedures.
- Burma is subject to foreign assistance restrictions, including restrictions pursuant to section 570 of the FY 1997 Foreign Operations, Export Financing, and Related Programs Appropriations Act (P.L. 104-208) which prohibits assistance to the government of Burma until it makes measurable and substantial progress in improving human rights practices and implementing democratic governance.
- Cambodia is subject to foreign assistance restrictions pursuant to section 7043(c)(2) of the SFOAA [Department of State, Foreign Operations Appropriations Act], which prohibits assistance to the central government of Cambodia unless the Secretary of State makes certain certifications relating the government of Cambodia's investigation into recent parliamentary elections in Cambodia.
- Eritrea is subject to foreign assistance restrictions, including restrictions due to its status as a Tier III country under the Trafficking Victims Protection Act of 2000, as amended, 22 U.S.C. §§7101 *et seq.*
- North Korea is subject to foreign assistance restrictions, including restrictions pursuant to section 7007 of the SFOAA, which prohibits direct assistance to the government of North Korea.
- Sudan is subject to foreign assistance restrictions, including restrictions pursuant to section 7042(j) of the SFOAA, which prohibits assistance to the government of Sudan.
- Syria is subject to foreign assistance restrictions, including restrictions pursuant to section 7007 of the SFOAA, which prohibits direct assistance to the government of Syria.
- Zimbabwe is subject to foreign assistance restrictions, including restrictions pursuant to section 7042(n) of the SFOAA, which prohibits assistance (except for health and education, and macroeconomic growth assistance) for the central government of Zimbabwe unless the Secretary of State determines that the government of Zimbabwe is

¹⁴ For further information, see: CRS Report RL32427, *Millennium Challenge Corporation*, by Curt Tarnoff.

¹⁵ The list of countries and rationale for ineligibility is taken, verbatim, from the most recent MCC report: "Report on Countries that are Candidates for Millennium Challenge Account Eligibility for Fiscal Year 2015 and Countries that would be Candidates but for Legal Prohibitions," August 20, 2014, available at: <http://www.mcc.gov/pages/docs/doc/candidate-country-report-fy-2015>.

implementing transparent fiscal policies, including public disclosure of revenues from the extraction of natural resources.

States Restricted Under the Trafficking Victims Protection Act of 2000

In 2000, Congress enacted the Victims of Trafficking and Violence Protection Act of 2000 (P.L. 106-386) to establish both domestic and international responses to trafficking in persons—to elevate the issue of trafficking and slavery and potential responses throughout the U.S. government, improve U.S. foreign aid to prevent or deter trafficking, fund victim assistance programs, and strengthen prosecution and punishment of traffickers. The Secretary of State is required to annually identify those governments that fail to meet minimum standards. The complicated reporting structure includes interim monitoring of improvements or persistent poor performance, and includes authority for the President to identify any individual foreign who is a “significant trafficker in persons.” Persistent poor performers may be denied some foreign aid; individual significant traffickers may see their assets under U.S. jurisdiction blocked.

The Secretary of State identifies the following countries as failing to meet minimum standards, making them ineligible for most foreign aid in Fiscal Year 2015 (sec. 110(d)(1)(A)(i)):¹⁶

- North Korea
- Democratic Republic of the Congo (partially waived due to U.S. national interests to provide some funds through the Department of Defense budget)
- Equatorial Guinea (partially waived to due to U.S. national interests to fund sustainability and biodiversity programs)
- Iran
- Russia
- Venezuela (partially waived due to U.S. national interests to fund programs that strengthen democratic processes)
- Zimbabwe (partially waived due to U.S. national interests to fund anti-trafficking, biodiversity, family planning good governance, public health, education, leadership, food security, agriculture, and anti-corruption programs)

Countries that received no aid the previous year and that continue to be ineligible include (sec. 110(d)(1)(A)(ii)):

- Cuba (partially waived to fund educational and cultural exchange programs)
- Eritrea (partially waived to fund educational and cultural exchange programs)
- Syria (partially waived to fund educational and cultural exchange programs)

States Restricted Under the International Religious Freedom Act of 1998

In 1998, Congress enacted the International Religious Freedom Act of 1998 (P.L. 105-292; 22 U.S.C. 6401 *et seq.*) to strengthen the United States’ advocacy for those persecuted on the basis of faith, and to respond to persistent violations of religious freedom in foreign countries. The Act establishes the U.S. Commission on International Freedom, charged with monitoring international conditions, and requires the President to take a number of diplomatic and economic actions against any government found to engage in violations of religious freedom of its people.

¹⁶ Presidential Determination No. 2014-16 of September 18, 2014, “Presidential Determination With Respect to Foreign Governments’ Efforts Regarding Trafficking in Persons” (79 F.R. 57699; September 26, 2014).

The Secretary of State, following advice of the U.S. Commission on International Religious Freedom, identifies the following countries as “countries of particular concern” for failing to meet minimum standards, with the action taken in parentheses:¹⁷

- Burma (the existing ongoing arms embargo referenced in 22 CFR 126.1(a))
- China (the existing ongoing restriction on exports to China of crime control and detection instruments and equipment, under the Foreign Relations Authorization Act of 1990 and 1991 (P.L. 101–246))
- Eritrea (the existing ongoing arms embargo referenced in 22 CFR 126.1(a))
- Iran (the existing ongoing travel restrictions based on serious human rights abuses under section 221(a)(1)(C) of the Iran Threat Reduction and Syria Human Rights Act of 2012 (P.L. 112-158))
- North Korea (the existing ongoing restrictions to which North Korea is subject, pursuant to sections 402 and 409 of the Trade Act of 1974 (Jackson-Vanik Amendment; P.L. 93-618))
- Saudi Arabia (waived due to “important national interest of the United States”)
- Sudan (the restriction on making certain appropriated funds available for assistance to the Government of Sudan in the annual Department of State, Foreign Operations, and Related Programs Appropriations Act)
- Turkmenistan (waived due to “important national interest of the United States”)
- Uzbekistan (waived due to “important national interest of the United States”)

States Restricted Under Statutes Governing Illicit Drug Transit or Drug Production Activities

For decades, it has been U.S. policy to prohibit most foreign aid to countries that are found to engage in illicit narcotics trafficking or production. Though the policy is generally stated in chapter 8 of part I of the Foreign Assistance Act of 1961 (P.L. 87-195; at secs. 481-490; 22 U.S.C. 2286-2291j), the annual certification process is established at sec. 706 of the Foreign Relations Authorization Act for Fiscal Year 2003 (P.L. 107-228; 22 U.S.C. 2291j-1).

Though the President in the most recent annual determination recognizes 22 countries¹⁸ as major drug transit and/or major illicit drug producing countries, he takes pains to note that:

A country’s presence on the foregoing list is not a reflection of its government’s counternarcotics efforts or level of cooperation with the United States. Consistent with the statutory definition of a major drug transit or drug producing country set forth in section 481(e)(2) and (5) of the Foreign Assistance Act of 1961, as amended (FAA), the reason major drug transit or illicit drug producing countries are placed on the list is the combination of geographic, commercial, and economic factors that allow drugs to transit or be produced, even if a government has carried out the most assiduous narcotics control law enforcement measures.¹⁹

¹⁷ Department of State. Public Notice 8875 of September 16, 2014. “Secretary of State’s Determination Under the International Religious Freedom Act of 1998” (79 F.R. 57171; September 24, 2014). See also: U.S. Commission on International Religious Freedom. *Annual Report 2014*. <http://www.uscirf.gov/sites/default/files/USCIRF%202014%20Annual%20Report%20PDF.pdf>

¹⁸ Afghanistan, The Bahamas, Belize, Bolivia, Burma, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, India, Jamaica, Laos, Mexico, Nicaragua, Pakistan, Panama, Peru, and Venezuela.

¹⁹ Presidential Determination No. 2014-15 of September 15, 2014, “Presidential Determination on Major Drug Transit or Major Illicit Drug Producing Countries for Fiscal Year 2015” (79 F.R. 56625; September 22, 2014).

Of the 22 countries identified only the following are subject to limits on foreign aid for illicit narcotics activities:

- Bolivia
- Burma
- Venezuela

Additional Restrictions Pursuant to AECA Authorities

Arms embargos are overseen by the State Department under the general authorities in the Arms Export Control Act²⁰ to determine eligibility for a foreign government to participate in arms sales, loans, leases, and related activities. Freestanding laws, Executive Orders related to proliferation of weapons of mass destruction, and the United States' responsibility as a member state to comply with U.N. Security Council resolutions, also affect the arms embargo list maintained by the State Department, codified in the International Traffic in Arms Regulations.²¹

Unilateral Embargoes

For the following countries, it is the policy of the United States to deny licenses and other approvals for exports and imports of defense articles and defense services:

- Afghanistan (case-by-case approval, however, to meet the needs of the government or coalitions forces)
- Belarus
- Burma
- Central African Republic (case-by-case approval, however, for defense articles for the International Support Mission to the Central African Republic (MISCA), the U.N. Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), the African Union Regional Task Force (AU-RTF); and related French and European Union forces; non-lethal military equipment, technical assistance and training, for humanitarian and protective use, with advance notice of the U.N. Security Council; personal protective gear for U.N., media, and NGO staff; small arms and related equipment intended for international patrols in the Sangha River Tri-national Protected Area defending against poaching, smuggling of ivory and arms; arms and related lethal military equipment for CAR security forces, for security sector reform, or other sales with advance notice of the U.N. Security Council)
- China
- Cuba
- Cyprus (case-by-case approval, however, for materials intended for U.N. Forces in Cyprus (UNFICYP) or for civilian end-users)
- Eritrea
- Fiji (case-by-case approval, however, for materials intended for peacekeeping activities)
- Haiti (case-by-case approval, however, for defense articles and defense services for government security units, Haiti's Coast Guard, or U.N. missions; or personal protective gear for U.N., media, and NGO staff)
- Iran

²⁰ Sections 2, 38, 40, 42, and 71, P.L. 90-629 (22 U.S.C. 2752, 2778, 2780, 2791, and 2797, respectively).

²¹ Arms embargoes are stated at 22 CFR Part 126.

- North Korea
- Sri Lanka (case-by-case approval, however, for material related to humanitarian demining and aerial or maritime surveillance)
- Sudan
- Syria
- Venezuela
- Vietnam (case-by-case approval, however, for lethal defense articles and defense services for maritime security capabilities and domain awareness; non-lethal defense articles and defense services, including for lethal end-items)
- Zimbabwe (case-by-case approval, however, for personal-use firearms and ammunition)

United Nations Embargoes

For the following countries, arms exports, imports, and related transactions are prohibited in order to comply with requirements of the U.N. Security Council:

- Cote d'Ivoire (case-by-case approval, however, for defense articles and services for the United Nations Operations in Cote d'Ivoire (UNOCI) and related French forces; non-lethal military humanitarian equipment, temporary supplies required by evacuation forces, with advance notice of the U.N. Security Council; personal protective gear for U.N., media, and NGO staff)
 - Democratic Republic of Congo (case-by-case approval, however, for the government with advance notice to the Security Council; supplies for the U.N. Organization Mission in the Democratic Republic of the Congo (MONUC), including personal protective gear for U.N. personnel, media, and NGO staff)
 - Eritrea
 - Iraq (case-by-case approval, however, for non-lethal military equipment and lethal military equipment required by the government or coalition forces)
 - Iran
 - Lebanon (case-by-case approval, however, for the U.N. Interim Force in Lebanon (UNIFIL) or as authorized by the Government of Lebanon)
 - Liberia (case-by-case approval, however, for defense articles and services for the government, the U.N. Mission in Liberia (UNMIL), and non-lethal equipment, with advance notice to the U.N. Security Council; protective personal gear for U.N., media, and NGO staff)
 - Libya (case-by-case approval, however, for arms and related materiel for security or disarmament assistance to the government, with advance notice to the Security Council; non-lethal military equipment, technical assistance, or training to the government; small arms, non-lethal, and protective gear to U.N., media, and NGO staff, with advance notice to the Security Council)
 - North Korea
 - Somalia (case-by-case approval, however, for defense articles and defense services for the African Union Mission to Somalia (AMISOM); and defense services for security sector institutions that further the objectives of peace, stability and reconciliation, with advance notice to the U.N. Security Council Somalia Sanctions Committee)
 - Sudan (case-by-case approval, however, for supplies, technical training, and assistance for monitoring, verification, or peace support operations; non-lethal military equipment for humanitarian, human rights monitoring, or protective uses and related technical training and assistance; personal protective gear for U.N., media, and NGO staff; and
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assistance and supplies provided in support of implementation of the Comprehensive Peace Agreement)

United Nations Restrictions

The United States is a member to the United Nations and as such complies with requirements of the U.N. Security Council. Section 5(a) of the United Nations Participation Act of 1945 (P.L. 79-264; 22 U.S.C. 287c(a)) authorizes the President to take whatever steps needed to meet this obligation:

Notwithstanding the provisions of any other law, whenever the United States is called upon by the Security Council to apply measures which said Council has decided, pursuant to article 41 of said Charter, are to be employed to give effect to its decisions under said Charter, the President may, to the extent necessary to apply such measures, through any agency which he may designate, and under such orders, rules, and regulations as may be prescribed by him, investigate, regulate, or prohibit, in whole or in part, economic relations or rail, sea, air, postal, telegraphic, radio, and other means of communication between any foreign country or any national thereof or any person therein and the United States or any person subject to the jurisdiction thereof, or involving any property subject to the jurisdiction of the United States.²²

Table 2. United Nations Security Council-mandated Economic Sanctions
Targets and Transactions that are restricted for either the government or designated individuals or groups

Target	Arms	Embargo on Other Trade	Assets	Travel/Visas
Somalia	X	X	X	X
Eritrea	X		X	X
Al Qaida	X		X	X
Iraq	X		X	
Liberia	X		X	X
Democratic Republic of the Congo	X		X	X
Cote d'Ivoire	X		X	X
Sudan	X		X	X
Lebanon (with implications for Syria)			X	X
North Korea	X	X	X	X
Iran	X		X	X
Libya	X		X	X
Taliban	X		X	X
Guinea-Bissau				X
Central African Republic	X		X	X
Yemen			X	X

²² Partial text. The subsection continues on to address restrictions on Southern Rhodesia, one of the earliest instances of sanctions being adopted by the U.N. Security Council.

Source: Congressional Research Service. Based on U.N. Security Council Resolutions, U.N. Sanctions Committees, and related materials.

Other Legislation Targeting the State

Congress has, from time to time, enacted freestanding legislation to encourage or require the President to curtail aid, trade, arms sales, or entry into the United States, or to block access to assets under U.S. jurisdiction of some class of persons, entities, foreign governments, or singular foreign governments that engage in objectionable behavior. These legislative requirements are reflected, in large part, in the restrictions discussed above, particularly in the sections pertaining to arms embargo and foreign aid prohibitions. There are, however, some states that are subject to particularly robust sanctions regimes that originate in legislation. The following is only a selective list.

Iran²³

- Iraq Sanctions Act (P.L. 101-513; made applicable to Iran pursuant to sec. 1603 of the Iran-Iraq Arms Non-proliferation Act of 1992 (P.L. 102-484))
- Iran Sanctions Act of 1996 (P.L. 104-172)
- Iran, North Korea, and Syria Nonproliferation Act (P.L. 106-178)
- Iran Nuclear Proliferation Prevention Act of 2002 (subtitle D, title XIII of P.L. 107-228)
- Iran Freedom Support Act (P.L. 109-293)
- Comprehensive Iran Sanctions, Accountability, and Divestment Act of 2010 (P.L. 111-195)
- Iran Threat Reduction and Syria Human Rights Act of 2012 (P.L. 112-158)
- and substantial provisions in the National Defense Authorization Act for Fiscal Year 2010 (P.L. 111-84, including the VOICE Act at title XII, subtitle D), National Defense Authorization Act for Fiscal Year 2012, as amended (sec. 1245 of P.L. 112-81), and National Defense Authorization Act for Fiscal Year 2013 (Subtitles C and D (the latter of which is cited as the Iran Freedom and Counter-Proliferation Act of 2012), Title XII, Division A of Public Law 112-239)

Burma²⁴

- Burmese Freedom and Democracy Act of 2003 (P.L. 108-61)
- Tom Lantos Block Burmese JADE (Junta's Anti-Democratic Efforts) Act of 2008 (P.L. 110-286)

²³ CRS Report RS20871, *Iran Sanctions*, by Kenneth Katzman; CRS Report R43311, *Iran: U.S. Economic Sanctions and the Authority to Lift Restrictions*, by Dianne E. Rennack.

²⁴ CRS Report R41336, *U.S. Sanctions on Burma*, by Michael F. Martin.

Cuba²⁵

- Cuban Democracy Act of 1992 (P.L. 102-484)
- Cuban Liberty and Democratic Solidarity (LIBERTAD) Act of 1996 (P.L. 104-114)

Restrictions on the Individual (Person or Entity)

The President has extraordinary authority, in the National Emergencies Act (NEA; P.L. 94-412; 50 U.S.C. 1601 *et seq.*) and the International Emergency Economic Powers Act (IEEPA; P.L. 95-223; 50 U.S.C. 1701 *et seq.*), and similar authorities during times of war in the Trading With the Enemy Act (P.L. 65-91; 50 U.S.C. App. 1 *et seq.*) to investigate, regulate, and prohibit most transactions involving any person under U.S. jurisdiction. IEEPA, at section 203 (50 U.S.C. 1702), in part, provides:

GRANTS OF AUTHORITIES

SEC. 203. (a)(1) At the times and to the extent specified in section 202, the President may, under such regulations as he may prescribe, by means of instructions, licenses, or otherwise—

(A) investigate, regulate, or prohibit—

(i) any transactions in foreign exchange,

(ii) transfers of credit or payments between, by, through, or to any banking institution, to the extent that such transfers or payments involve any interest of any foreign country or a national thereof,

(iii) the importing or exporting of currency or securities,

by any person, or with respect to any property, subject to the jurisdiction of the United States;

(B) investigate, block during the pendency of an investigation, regulate, direct and compel, nullify, void, prevent or prohibit, any acquisition, holding, withholding, use, transfer, withdrawal, transportation, importation or exportation of, or dealing in, or exercising any right, power, or privilege with respect to, or transactions involving, any property in which any foreign country or a national thereof has any interest by any person, or with respect to any property, subject to the jurisdiction of the United States; and

(C) when the United States is engaged in armed hostilities or has been attacked by a foreign country or foreign nationals, confiscate any property, subject to the jurisdiction of the United States, of any foreign person, foreign organization, or foreign country that he determines has planned, authorized, aided, or engaged in such hostilities or attacks against the United States; and all right, title, and interest in any property so confiscated shall vest, when, as, and upon the terms directed by the President, in such agency or person as the President may designate from time to time, and upon such terms and conditions as the President may prescribe, such interest or property shall be held, used, administered, liquidated, sold, or otherwise dealt with in the interest of and for the benefit of the United States, and such designated agency or person may perform any and all acts incident to the accomplishment or furtherance of these purposes.

(2) In exercising the authorities granted by paragraph (1), the President may require any person to keep a full record of, and to furnish under oath, in the form of reports or otherwise, complete information relative to any act or transaction referred to in paragraph (1) either before, during, or after the completion thereof, or relative to any interest in foreign property, or relative to any property in which any foreign country or any national thereof has or has had any interest, or as may be otherwise necessary to enforce the provisions of such paragraph. In any case in which a report by a person could be required under this paragraph, the President may require the production of any books of account, records, contracts, letters, memoranda, or other papers, in the custody or control of such person.

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²⁵ CRS Report R43024, *Cuba: U.S. Policy and Issues for the 113th Congress*, by Mark P. Sullivan; CRS Report RL31139, *Cuba: U.S. Restrictions on Travel and Remittances*, by Mark P. Sullivan.

The President has used his IEEPA authority to meet the requirements of the U.N. Security Council and mandatory and discretionary sanctions in legislation to impose a broad range of economic sanctions targeting the objectionable behavior of states, state leaders, and classes of individuals and non-state entities. Because IEEPA authorizes restrictions on transactions, this authority is implemented and managed by the Department of the Treasury's Office of Foreign Assets Control (OFAC). OFAC currently administers economic restrictions on the foreign states, individuals and entities of those states, and individuals and entities engaged in particular behavior, as set out in Table 3 (in order of appearance in the *Code of Federal Regulations* (CFR)).

Table 3. Office of Foreign Assets Control Sanctions Regimes
Regulations and Underlying Authorities

Code of Federal Regulations (CFR)	Target	Authorities
31 CFR Part 510	North Korea	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13466 (73 F.R. 36787; June 27, 2008) E.O. 13551 (75 F.R. 53837; September 1, 2010) E.O. 13570 (76 F.R. 22291; April 20, 2011)
31 CFR Part 515	Cuba	18 U.S.C. 2332d, prohibiting financial transactions with a government designated as a supporter of acts of international terrorism Sec. 620(a), Foreign Assistance Act of 1961 (22 U.S.C. 2370(a)) Cuban Democracy Act (title XVI, P.L. 102-484; 22 U.S.C. 6001-6010) Trade Sanctions Reform and Export Enhancement Act of 2000 (title IX, P.L. 106-387; 22 U.S.C. 7201-7211) Trading with the Enemy Act (50 U.S. C. App. 1-44) Cuban Liberty and Democratic Solidarity (LIBERTAD) Act of 1996 (P.L. 104-114; 22 U.S.C. 6021-6091) E.O. 9193 (7 F.R. 5205) E.O. 9989 (13 F.R. 4891) Proclamation 3447 (27 F.R. 1085) E.O. 12854 (58 F.R. 36587)

Code of Federal Regulations (CFR)	Target	Authorities
31 CFR Part 535	Iran (relating to the 1979 taking of U.S. hostages)	18 U.S.C. 2332d, prohibiting financial transactions with a government designated as a supporter of acts of international terrorism International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 12170 (44 F.R. 65729) E.O. 12205 (45 F.R. 24099) E.O. 12211 (45 F.R. 26685) E.O. 12276 (46 F.R. 7913) E.O. 12279 (46 F.R. 7919) E.O. 12280 (46 F.R. 7921) E.O. 12281 (46 F.R. 7923) E.O. 12282 (46 F.R. 7925) E.O. 12294 (46 F.R. 14111)
31 CFR Part 536	Narcotics Traffickers	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 12978 (60 F.R. 54579) E.O. 13286 (68 F.R. 10619)
31 CFR Part 537	Burma	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 570, Foreign Operations Appropriations Act, 1997 (P.L. 104-208) Tom Lantos Block Burmese JADE (Junta's Anti-Democratic Efforts) Act of 2008 (P.L. 110-286; 50 U.S.C. 1701 note) E.O. 13047 (62 F.R. 28301) E.O. 13310 (68 F.R. 44853) E.O. 13448 (72 F.R. 60223) E.O. 13464 (73 F.R. 24491) E.O. 13619 (77 F.R. 41243) E.O. 13651 (78 F.R. 48793)

Code of Federal Regulations (CFR)	Target	Authorities
31 CFR Part 538	Sudan	<p>18 U.S.C. 2339B, providing material support or resources to designated foreign terrorist organizations</p> <p>18 U.S.C. 2332d, prohibiting financial transactions with a government designated as a supporter of acts of international terrorism</p> <p>International Emergency Economic Powers Act (50 U.S.C. 1701-1706)</p> <p>National Emergencies Act (50 U.S.C. 1601-1650)</p> <p>Trade Sanctions Reform and Export Enhancement Act of 2000 (title IX, P.L. 106-387; 22 U.S.C. 7201-7211)</p> <p>Darfur Peace and Accountability Act of 2006 (P.L. 109-344; 120 Stat. 1869)</p> <p>E.O. 13067 (62 F.R. 59989)</p> <p>E.O. 13412 (71 F.R. 61369)</p>
31 CFR Part 539	Weapons of Mass Destruction (WMD)—Trade Controls	<p>International Emergency Economic Powers Act (50 U.S.C. 1701-1706)</p> <p>National Emergencies Act (50 U.S.C. 1601-1650)</p> <p>Arms Export Control Act (P.L. 68-629; 22 U.S.C. 2751-2799aa-2)</p> <p>E.O. 12938 (59 F.R. 59099)</p> <p>E.O. 13094 (63 F.R. 40803)</p>
31 CFR Part 540	Highly Enriched Uranium Agreement Assets Control	<p>International Emergency Economic Powers Act (50 U.S.C. 1701-1706)</p> <p>National Emergencies Act (50 U.S.C. 1601-1650)</p> <p>E.O. 13159 (65 F.R. 39279)</p>
31 CFR Part 541	Zimbabwe	<p>International Emergency Economic Powers Act (50 U.S.C. 1701-1706)</p> <p>National Emergencies Act (50 U.S.C. 1601-1650)</p> <p>E.O. 13288 (68 F.R. 11457)</p>
31 CFR Part 542	Syria	<p>International Emergency Economic Powers Act (50 U.S.C. 1701-1706)</p> <p>National Emergencies Act (50 U.S.C. 1601-1650)</p> <p>Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c)</p> <p>Trade Sanctions Reform and Export Enhancement Act of 2000 (title IX, P.L. 106-387; 22 U.S.C. 7201-7211)</p> <p>E.O. 13338 (69 F.R. 26751)</p> <p>E.O. 13399 (71 F.R. 25059)</p> <p>E.O. 13460 (73 F.R. 8991)</p> <p>E.O. 13572 (76 F.R. 24787)</p> <p>E.O. 13573 (76 F.R. 29143)</p> <p>E.O. 13582 (76 F.R. 52209)</p> <p>E.O. 13606 (77 F.R. 24571)</p>

Code of Federal Regulations (CFR)	Target	Authorities
31 CFR Part 543	Cote d'Ivoire	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13396 (71 F.R. 7389)
31 CFR Part 544	WMD Proliferators	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 12938 (59 F.R. 59099) E.O. 13094 (63 F.R. 40803) E.O. 13382 (70 F.R. 38567)
31 CFR Part 546	Sudan (Darfur)	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13067 (62 F.R. 59989) E.O. 13400 (71 F.R. 25483)
31 CFR Part 547	Democratic Republic of the Congo	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13413 (71 F.R. 64105)
31 CFR Part 548	Belarus	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13405 (71 F.R. 35485)
31 CFR Part 549	Lebanon	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13441 (72 F.R. 43499)
31 CFR Part 551	Somalia	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13536 (75 F.R. 19869)
31 CFR Part 552	Yemen	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13611 (77 F.R. 29533)
31 CFR Part 558	South Sudan	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13664 (79 F.R. 19283)

Code of Federal Regulations (CFR)	Target	Authorities
31 CFR Part 560	Iran (transactions)	<p>18 U.S.C. 2339B, providing material support or resources to designated foreign terrorist organizations</p> <p>18 U.S.C. 2332d, prohibiting financial transactions with a government designated as a supporter of acts of international terrorism</p> <p>International Emergency Economic Powers Act (50 U.S.C. 1701-1706)</p> <p>National Emergencies Act (50 U.S.C. 1601-1650)</p> <p>Trade Sanctions Reform and Export Enhancement Act of 2000 (title IX, P.L. 106-387; 22 U.S.C. 7201-7211)</p> <p>International Security and Development Cooperation Act of 1985 (P.L. 99-83; 22 U.S.C. 2349aa-9)</p> <p>Comprehensive Iran Sanctions Accountability and Divestment Act of 2010 (P.L. 111-195; 22 U.S.C. 8501-8551)</p> <p>National Defense Authorization Act for Fiscal Year 2012 (P.L. 112-81; 22 U.S.C. 8513a)</p> <p>Iran Threat Reduction and Syria Human Rights Act of 2012 (P.L. 112-158; 22 U.S.C. 8701-8795)</p> <p>E.O. 12613 (52 F.R. 41940)</p> <p>E.O. 12957 (60 F.R. 14615)</p> <p>E.O. 12959 (60 F.R. 24757)</p> <p>E.O. 13059 (62 F.R. 44531)</p> <p>E.O. 13599 (77 F.R. 6659)</p> <p>E.O. 13622 (77 F.R. 45897)</p> <p>E.O. 13628 (77 F.R. 62139)</p>
31 CFR Part 561	Iran (finances)	<p>International Emergency Economic Powers Act (50 U.S.C. 1701-1706)</p> <p>National Emergencies Act (50 U.S.C. 1601-1650)</p> <p>Comprehensive Iran Sanctions Accountability and Divestment Act of 2010 (P.L. 111-195; 22 U.S.C. 8501-8551)</p> <p>National Defense Authorization Act for Fiscal Year 2012 (P.L. 112-81; 22 U.S.C. 8513a)</p> <p>Iran Threat Reduction and Syria Human Rights Act of 2012 (P.L. 112-158; 22 U.S.C. 8701-8795)</p> <p>E.O. 12957 (60 F.R. 14615)</p> <p>E.O. 13533 (75 F.R. 60567)</p> <p>E.O. 13599 (77 F.R. 6659)</p> <p>E.O. 13622 (77 F.R. 45897)</p> <p>E.O. 13628 (77 F.R. 62139)</p>

Code of Federal Regulations (CFR)	Target	Authorities
31 CFR Part 562	Iran (human rights abuses)	18 U.S.C. 2332d, prohibiting financial transactions with a government designated as a supporter of acts of international terrorism International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Comprehensive Iran Sanctions Accountability and Divestment Act of 2010 (P.L. 111-195; 22 U.S.C. 8501-8551) E.O. 12957 (60 F.R. 14615) E.O. 13533 (75 F.R. 60567)
31 CFR Part 570	Libya	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13566 (76 F.R. 11315)
31 CFR Part 576	Iraq Stabilization and Insurgency	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13303 (68 F.R. 31931) E.O. 13315 (68 F.R. 53215) E.O. 13350 (69 F.R. 46055) E.O. 13364 (69 F.R. 70177) E.O. 13438 (72 F.R. 39719)
31 CFR Part 588	Western Balkans Stabilization	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13219 (66 F.R. 34777) E.O. 13304 (68 F.R. 32315)
31 CFR Part 589	Ukraine and Russia	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13360 (79 F.R. 13493) E.O. 13361 (79 F.R. 15535) E.O. 13362 (79 F.R. 16169)
31 CFR Part 590	Transnational Criminal Organizations	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 13581 (76 F.R. 44757)
31 CFR Part 592	Rough Diamonds	Clean Diamonds Trade Act (P.L. 108-19; 19 U.S.C. 3901-3913) E.O. 13312 (68 F.R. 45151)
31 CFR Part 593	Former Liberian Regime of Charles Taylor	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13348 (69 F.R. 44885)

Code of Federal Regulations (CFR)	Target	Authorities
31 CFR Part 594	Global Terrorism	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) Sec. 5, United Nations Participation Act of 1945 (22 U.S.C. 287c) E.O. 13224 (66 F.R. 49079) E.O. 13268 (67 F.R. 44751) E.O. 13284 (68 F.R. 4075) E.O. 13372 (70 F.R. 8499)
31 CFR Part 595	Terrorism	International Emergency Economic Powers Act (50 U.S.C. 1701-1706) National Emergencies Act (50 U.S.C. 1601-1650) E.O. 12947 (60 F.R. 5079) E.O. 13099 (63 F.R.45167) E.O. 13372 (70 F.R.8499)
31 CFR Part 596	Terrorism List Governments	18 U.S.C. 2332d, prohibiting financial transactions with a government designated as a supporter of acts of international terrorism
31 CFR Part 597	Foreign Terrorist Organizations	Sec. 219, Immigration and Nationality Act (P.L. 82-414; 8 U.S.C. 1189) 18 U.S.C. 2339B, providing material support or resources to designated foreign terrorist organizations
31 CFR Part 598	Foreign Narcotics Kingpins	Foreign Narcotics Kingpin Designation Act (title VIII, P.L. 106-120; 21 U.S.C. 1901-1908)

Source: 31 *Code of Federal Regulations* (through July 1, 2014).

Notes: Where the International Emergency Economic Powers Act is invoked, the Federal Civil Penalties Inflation Adjustment Act of 1990 (P.L. 101-410; 28 U.S.C. 2461 note) and the International Emergency Economic Powers Enhancement Act (P.L. 110-96; 50 U.S.C. 1705 note) also apply. Where the Trading With the Enemy Act applies (P.L. 65-U.S.C. App.; currently only applicable to Cuba), the National Emergencies Act and the International Emergency Economic Powers Act also apply. Other provisions authorizing the President to delegate functions or authorizing the Secretary of the Treasury to perform duties are also applicable for administering the requirements of cited laws.

Table 4. Diplomatic Tools Available to the President

Friendly/Persuasive	Hostile/Coercive
Open or expand embassy	Reduce staff or close embassy
Accredit Ambassador	Recall or withdraw Ambassador
Liberalize visa process	Restrict, suspend visas
Extend or expand landing rights	Restrict, suspend landing rights
Establish or expand binational commissions	Curtail binational commissions
Support membership or position in international organizations	Oppose membership or position in international organizations
Sponsor or participate in international conferences	Oppose or boycott in international conferences
Send friendly communique	Send critical communique
Support state visits	Oppose or cancel state visits

Friendly/Persuasive	Hostile/Coercive
Support senior officials exchanges	Restrict or cancel senior officials exchanges
Minimize contact with those hostile to the target	Expand contact with those hostile to the target

Source: Sanctions Working Group, State Department Advisory Committee on International Economic Policy (~2000).

Table 5. Political Tools Available to Congress and the President

Friendly/Persuasive		Hostile/Coercive	
LEGISLATIVE OPTIONS	EXECUTIVE OPTIONS	LEGISLATIVE OPTIONS	EXECUTIVE OPTIONS
Adopt friendly resolutions	Issue friendly proclamations	Adopt critical resolutions	Issue critical proclamations
Increase congressional delegations	Support sister city agreements, state and local exchanges	Increase congressional delegations with fact-finding or investigation as intention	
Support and participate in interparliamentary organizations			
Minimize contact with opposition	Minimize contact with opposition	Receive opposition visitors	Receive opposition visitors
Support arms transactions	Support arms transactions	Block arms transactions	Block arms transactions

Source: Sanctions Working Group, State Department Advisory Committee on International Economic Policy (~2000).

Table 6. Cultural Tools Available to Congress and the President

Friendly/Persuasive	Hostile/Coercive
Decrease or suspend aggressive broadcasts	Increase aggressive broadcasts
Establish or expand academic exchanges	Restrict or suspend academic exchanges
Support or participate in international sporting events	Oppose support or participation in international sporting events
Support or participate in international cultural tours and events	Oppose support or participation in international cultural tours and events
Expand Peace Corps programs	Restrict or suspend Peace Corps programs
Establish or expand publication exchanges	Restrict or suspend publication exchanges
Establish or expand scientific cooperation	Restrict or suspend scientific cooperation
Establish or expand Internet cooperation	Restrict or suspend Internet cooperation

Source: Sanctions Working Group, State Department Advisory Committee on International Economic Policy (~2000).

Table 7. Economic Tools Available to Congress and the President

Friendly/Persuasive	Hostile/Coercive
Reschedule or liberalize terms of debt	Tighten terms of debt; suspend loans
Offer or expand preferential trade and tariff treatment	Restrict or suspend preferential trade and tariffs
Offer participation in regional trade agreements	Suspend participation in regional trade agreements
Expand trade credits	Restrict trade credits
Expand investment and export promotion	Restrict trade and investment promotion
Encourage business contacts	Discourage business contacts
Establish or expand trade missions	Pare down or close trade missions
Open or expand programs of Overseas Private Investment Corporation (OPIC), Export-Import Bank (Ex-Im Bank), Trade and Development Agency (TDA) programs	Restrict OPIC, Ex-Im Bank, TDA on targeted basis, or suspend altogether
Liberalize trade controls	Impose trade controls on targeted goods and services; impose trade embargo
Negotiate tax agreements and treaties	Suspend negotiations or treaties
Support membership and position in international financial institutions (IFIs)	Oppose membership or loan requests in IFIs
Relax financial controls	Increase financial controls
Release frozen assets	Freeze assets
Establish or expand postal cooperation	Suspend postal cooperation
Increase foreign aid or technical assistance	Restrict or prohibit aid

Source: Sanctions Working Group, State Department Advisory Committee on International Economic Policy (~2000).

Table 8. Military Tools Available to the President, With Consultation With Congress

Friendly/Persuasive	Hostile/Coercive
Increase training through International Military Education and Training programs (IMET, Enhanced IMET)	Restrict or suspend training
Initiate or increase military officer exchanges	Restrict or suspend military officer exchanges
Initiate or increase military cooperation: joint exercises, training, technical cooperation	Restrict or suspend military cooperation: joint exercises, training, technical cooperation
Initiate or increase port visits	Restrict or suspend port visits
Initiate or increase confidence-building measures	Restrict or suspend confidence-building measures
Maintain and support peacekeeping forces	Withdraw support of peacekeeping forces
Restrict cooperation with opposition	Increase cooperation with opposition
Restrict local military exercises and maneuvers	Increase local military exercises and maneuvers
	Show of force
	Act of War ^a

Source: Sanctions Working Group, State Department Advisory Committee on International Economic Policy (~2000).

- a. Congress has a constitutional role in authorizing the use of military force or declaring war.