



Financial Crimes Enforcement Network  
U.S. Department of the Treasury

Washington, D.C. 20220

## FREQUENTLY ASKED QUESTIONS

**Updated: July 9, 2025**

**Originally Issued: June 25, 2025**

**Subject: Update to Section 2313a Orders Prohibiting Certain Transmittals of Funds Involving CIBanco, Intercam, and Vector**

On June 25, 2025, FinCEN issued three orders, pursuant to 21 U.S.C. 2313a (section 2313a),<sup>1</sup> finding, respectively, CIBanco S.A., Institución de Banca Multiple (CIBanco)<sup>2</sup>, Intercam Banco S.A., Institución de Banca Multiple (Intercam)<sup>3</sup>, and Vector Casa de Bolsa, S.A. de C.V. (Vector),<sup>4</sup> to be financial institutions operating outside of the United States that are of primary money laundering concern in connection with illicit opioid trafficking and prohibiting certain transmittals of funds involving CIBanco, Intercam, or Vector by any covered financial institution (see question 7).<sup>5</sup> These are the first orders issued under section 2313a.

On July 9, 2025, FinCEN issued an order amending all three orders by extending the effective date for all three orders to September 4, 2025. By the amended effective date, FinCEN expects covered financial institutions to: (1) implement procedures to ensure compliance with the terms of the orders; and (2) exercise reasonable due diligence to prevent engaging in transmittals of funds involving CIBanco, Intercam, or Vector.

To assist covered financial institutions in complying with the orders, FinCEN is publishing this updated list of frequently asked questions (FAQs). These FAQs are applicable only to the orders published in the *Federal Register* on June 30, 2025, as amended by the order issued on July 9,

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<sup>1</sup> Section 2313a codifies section 7213A of the Fentanyl Sanctions Act, as amended by section 3201(a) of the FEND Off Fentanyl Act (Division E, Title II, section 3201(a) of Public Law 118-50 (Apr. 24, 2024)).

<sup>2</sup> CIBanco S.A., Institución de Banca Multiple's website is available at <https://www.cibanco.com>.

<sup>3</sup> Intercam Banco S.A., Institución de Banca Multiple's website is available at <https://www.intercam.com.mx>.

<sup>4</sup> Vector Casa de Bolsa, S.A. de C.V.'s website is available at <https://www.vector.com.mx/en>.

<sup>5</sup> FinCEN, Press Release, [\*Treasury Issues Unprecedented Orders under Powerful New Authority to Counter Fentanyl\*](#) (June 25, 2025); *Imposition of Special Measure Prohibiting Certain Transmittals of Funds Involving CIBanco S.A., Institución De Banca Multiple*, 90 FR 27770 (June 30, 2025); *Imposition of Special Measure Prohibiting Certain Transmittals of Funds Involving Intercam Banco S.A., Institución de Banca Multiple*, 90 FR 27777 (June 30, 2025); *Imposition of Special Measure Prohibiting Certain Transmittals of Funds Involving Vector Casa de Bolsa, S.A. de C.V.*, 90 FR 27764 (June 30, 2025).

2025. Terms used but not otherwise defined herein have the meaning set forth in the orders. For additional questions, please contact the FinCEN Resource Center at [www.fincen.gov/contact](http://www.fincen.gov/contact).

## **1) What is section 2313a?**

In 2024, Congress enacted the FEND Off Fentanyl Act,<sup>6</sup> which, among other things, amended Title 21 of the U.S. Code to add 21 U.S.C. 2313a (section 2313a). Section 2313a grants the Secretary of the Treasury (Secretary) the authority to make a finding that “reasonable grounds exist for concluding” that any of the following is of primary money laundering concern in connection with illicit opioid trafficking:

- (i) One or more financial institutions operating outside of the United States;
- (ii) One or more classes of transactions within, or involving, a jurisdiction outside of the United States; or
- (iii) One or more types of accounts within, or involving, a jurisdiction outside of the United States.<sup>7</sup>

Upon making such a finding, the Secretary is authorized to require domestic financial institutions and domestic financial agencies to take certain “special measures.” The six special measures are safeguards that may be employed to defend the United States financial system from money laundering risks connected to illicit opioid trafficking.<sup>8</sup> The Secretary may impose one or more of these special measures to protect the U.S. financial system from such threats. The authority of the Secretary to administer section 2313a has been delegated to FinCEN.<sup>9</sup>

Actions pursuant to section 2313a may be issued in the form of orders, regulations, or as otherwise permitted by law.

The full statute can be found here: [21 U.S.C. 2313a](https://www.law.cornell.edu/ucc/21/21-2313a.html).

## **2) How is section 2313a different from section 311 of the USA PATRIOT Act?**

Both section 311 of the USA PATRIOT Act (31 U.S.C. 5318A) and section 2313a provide Treasury with important tools for combatting illicit finance, including authorizing Treasury to identify financial institutions, classes of transactions, or types of accounts found to be of primary money laundering concern and impose generally similar special measures to safeguard the U.S. financial system from associated risks. These authorities differ, however,

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<sup>6</sup> The FEND Off Fentanyl Act is Division E of Public Law 118-50 (Apr. 24, 2024).

<sup>7</sup> 21 U.S.C. 2313a(a).

<sup>8</sup> 21 U.S.C. 2313a(a)(1) explicitly references the “the special measures provided for in section 9714(a)(1) of the National Defense Authorization Act for Fiscal Year 2021 (Public Law 116-283; 31 U.S.C. 5318A note) (section 9714). Section 9714, in turn, references the five special measures set out in 31 U.S.C. 5318A(b)(1)-(5).

<sup>9</sup> See Treasury Order 101-05; 31 U.S.C. 321(b).

in scope. While section 311 provides Treasury with authority to address a relatively broad array of money laundering concerns, section 2313a specifically focuses on money laundering in connection with illicit opioid trafficking. And, with its narrower focus and the exigent nature of the threat it addresses, section 2313a also authorizes Treasury to impose a broader set of special measures than would be available under section 311—including prohibiting or placing conditions on transmittals of funds—and allows Treasury to take action via order.

**3) Is a section 2313a order criminal in nature?**

No, section 2313a orders are civil orders, not criminal prosecutions or any other exercise of criminal or prosecutorial authority. Section 2313a solely vests FinCEN with the authority to make certain findings that financial institutions are of a primary money laundering concern to the United States and to impose certain restrictions and conditions on financial institutions and their interactions with these entities. As such, these 2313a orders do not impose any criminal penalties on CIBanco, Intercam, or Vector.

**4) Why did FinCEN choose not impose restrictions on CIBanco, Intercam, or Vector through a rulemaking?**

Pursuant to section 2313a, the Secretary may impose specified special measures, including a prohibition on certain transmittals of funds, “by order, regulation or otherwise as permitted by law.” In determining the appropriate approach to address the risks posed by CIBanco, Intercam, and Vector, FinCEN appropriately considered imposing special measures by order or regulation, taking into account the nature of the underlying threat, and determined that proceeding by an order is the most appropriate course of action given the imminent threats posed by the illicit actors whose transactions and access to funds those financial institutions facilitate, as well as the ongoing transactions associated with suspected activity related to illicit opioid trafficking that continue to be processed through those financial institutions. Having considered those factors, FinCEN determined that proceeding via order was most appropriate for each of the three financial institutions, noting that these orders will not be unduly burdensome or impose new or unique compliance costs on financial institutions.

**5) What are these financial institutions and what services do they provide?**

For the purposes of the CIBanco order, CIBanco is defined as CIBanco S.A, Institución de Banca Múltiple, a Mexico-based commercial bank, and its branches, subsidiaries, and offices located in Mexico. Any branches, subsidiaries, and offices of CIBanco S.A, Institución de Banca Múltiple, operating outside of Mexico, including any such branches, subsidiaries, and offices located in the United States, are expressly excluded from the definition of “CIBanco” for the purposes of this order.

By its own account, CIBanco provides various banking products and services, including term deposits in U.S. dollars (USD), certificates of deposit, money market instruments, checking accounts, car loans, business credit, and credit cards. It also provides foreign trade, trust, investment, securities, and currency exchange services.

For the purposes of the Intercam order, Intercam is defined as Intercam Banco S.A., Institución de Banca Múltiple, a Mexico-based commercial bank, and its subsidiaries, branches, and offices located in Mexico. Any branches, subsidiaries, and offices of Intercam Banco S.A., Institución de Banca Múltiple, operating outside of Mexico, including any such branches, subsidiaries, and offices located in the United States, are expressly excluded from the definition of “Intercam” for the purposes of this order.

By its own account, Intercam offers various financial services, including international banking, foreign exchange, insurance, investment services, and import and export services.

For the purposes of the Vector order, Vector is defined as Vector Casa de Bolsa, S.A. de C.V., a Mexico-based brokerage firm, and its subsidiaries, branches, and offices located in Mexico. Any branches, subsidiaries, and offices of Vector Casa de Bolsa, S.A. de C.V. operating outside of Mexico, including any such branches, subsidiaries, and offices located in the United States, are expressly excluded from the definition of “Vector” for purposes of this order.

By its own account, Vector offers various financial services including, but not limited to, mutual fund management, money market, foreign exchange, investment banking, corporate finance, and fiduciary services.

## **6) How are CIBanco, Intercam, and Vector tied to fentanyl?**

Through information available to FinCEN, CIBanco, Intercam, and Vector were determined to have played vital roles in facilitating money laundering activities of Mexico-based cartels engaging in illicit opioid trafficking, including facilitating payments for the procurement of precursor chemicals essential for the production of illicit opioids by drug trafficking organizations (DTOs), some of which were also designated this February as Foreign Terrorist Organizations (FTOs).<sup>10</sup>

For further details concerning CIBanco, Intercam, and Vector’s activities relating to the trafficking of illicit narcotics, including fentanyl, see the orders at:

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<sup>10</sup> Department of State, *Foreign Terrorist Organization Designations of Tren de Aragua, Mara Salvatrucha, Cartel de Sinaloa, Cartel de Jalisco Nueva Generación, Carteles Unidos, Cartel del Noroeste, Cartel del Golfo, and La Nueva Familia Michoacana*, 90 FR 10030 (Feb. 20, 2025), <https://www.federalregister.gov/d/2025-02873>; See 8 U.S.C. 1189(a)(1).

CIBanco: <https://www.federalregister.gov/d/2025-11993>

Intercam: <https://www.federalregister.gov/d/2025-11990>

Vector: <https://www.federalregister.gov/d/2025-11991>

**7) What is a covered financial institution?**

For the purpose of the orders, FinCEN has determined that a covered financial institution would be any domestic financial institution as defined in in 31 CFR 1010.100(t).

**8) How should covered financial institutions ensure compliance with these section 2313a orders?**

As an initial matter, FinCEN has extended the effective date for all three orders from the original date of effectiveness of July 21, 2025, to September 4, 2025. By that date, covered financial institutions should: (1) cease any and all transmittals of funds, from or to CIBanco, Intercam, or Vector, as defined in the orders; and (2) consider the finding of primary money laundering concern regarding CIBanco, Intercam, and Vector when complying with their other Bank Secrecy Act obligations, including any applicable obligations to establish and maintain anti-money laundering and countering the financing of terrorism (AML/CFT) compliance programs.

However, unlike sanctions designations implemented by Treasury's Office of Foreign Assets Control (OFAC), these orders do not require covered financial institutions to block transactions or freeze funds. There is also no requirement to report to OFAC such transactions, unless such transactions are otherwise reportable to OFAC under OFAC's authorities. Nevertheless, FinCEN recommends that covered financial institutions continue to implement appropriate AML/CFT procedures and systems, including conducting compliance screening to identify customers and determine their involvement in a transmittal of funds involving CIBanco, Intercam, or Vector and reporting transactions as might be required under any applicable suspicious activity reporting requirements.

**9) Why is FinCEN extending the effective date of these orders?**

FinCEN has opted to extend the effective date of these section 2313a order in light of significant measures undertaken by the Government of Mexico, pursuant to its own legal and regulatory framework to safeguard the Mexican financial system, to address the concerns raised by FinCEN in the initial orders, including the temporary managerial intervention of CIBanco, Intercam, and Vector. In particular, as part of its intervention, the Government of Mexico has placed administrative and legal representatives to assume key management functions in the three institutions, with the objective of ensuring continued operations

without endangering client resources; protecting the savings and assets of depositors and investors; strengthening confidence in the financial system; and promoting regulatory compliance and the prevention of illicit financing.

In FinCEN's view, these steps—in addition to other complementary actions, such as the review of the AML/CFT certification of the compliance officers in all three institutions—reflect a commitment to addressing financial integrity risks. FinCEN will continue to monitor and to coordinate closely with Mexican authorities to ensure sustained progress.

**10) How is this different from sanctions implemented, administered, and enforced by OFAC?**

Sanctions implemented, administered, and enforced by OFAC take various forms, from blocking the property of specific individuals and entities to broadly prohibiting transactions involving an entire country or geographic region, such as through a trade embargo or prohibitions related to particular sectors of a country's economy. *See* <https://ofac.treasury.gov/faqs> (OFAC Frequently Asked Questions). In contrast to sanctions, FinCEN's regulatory actions have no requirement to block funds or property and do not independently require a covered financial institution to report any transaction to OFAC. Rather, FinCEN may employ a range of special measures, including additional recordkeeping, information collection, and reporting requirements, prohibitions or conditions on the opening or maintaining in the United States of correspondent or payable-through accounts by any domestic, and prohibitions or conditions on the transmittal of funds.

Here, these orders expressly prohibit certain transmittals of funds. However, under these orders, this prohibition does not go into effect until September 4, 2025. Covered businesses are allowed to process transmittals of funds with CIBanco, Intercam, and Vector until September 4, 2025, provided such transmittals are consistent with all other laws and regulations.

**11) Are CIBanco, Intercam, or Vector going to be added to the OFAC SDN or Non-SDN List?**

FinCEN's regulatory actions are not considered sanctions designations or OFAC actions and as noted above, should not be treated the same. FinCEN does maintain a list on its website of all rulemakings involving special measures. *See* [Special Measures | FinCEN.gov](https://www.fincen.gov/special-measures) (Table of FinCEN Special Measures). However, CIBanco, Intercam, and Vector will not be added to the OFAC SDN or Non-SDN Lists as a result of the orders issued by FinCEN.

**12) Does the term “transmittal of funds” include all payment methods and for all purposes?**

Yes, the orders define transmittals of funds as the sending and receiving of funds, including convertible virtual currency. Covered financial institutions should cease any and all transmittal of funds from and to CIBanco, InterCam, or Vector starting September 4, 2025.

**13) What is the penalty if FinCEN finds that a covered financial institution is continuing to transact with CIBanco, InterCam, or Vector in a manner prohibited by the orders?**

21 U.S.C. 2313a(d) provides that the penalties set forth in 31 U.S.C. 5321 and 5322 that apply to violations of special measures imposed under section 9714 of the Combatting Russian Money Laundering Act (Public Law 116-283) will apply to violations of any order, regulation, special measure, or other requirement imposed by a section 2313a action, in the same manner and to the same extent as described in sections 5321 and 5322.

**Civil penalties:** FinCEN may impose a civil money penalty in an amount equal to not less than two times the amount of the transaction, but not more than \$1,776,364 (as of today’s date), on any covered financial institution that violates a section 2313a order. See [31 CFR 1010.821](#) (civil penalty inflationary adjustment table).

**Criminal penalties:** A covered financial institution that willfully violates a section 2313a order may also be subject to a criminal fine in an amount equal to not less than two times the amount of the transaction, but not more than \$1,000,000.

**14) Do these orders apply to historical transactions? Do covered financial institutions need to “reject” funds received before the orders’ effective dates?**

No. Covered financial institutions are only responsible for applying the orders to transactions that occur after the orders are effective. To ensure orderly implementation, FinCEN will delay the effective dates of these orders until September 4, 2025, to allow covered financial institutions time to adapt business practices to respond and comply (*i.e.*, a “wind down period” which FinCEN has allowed for in previous actions).

**15) Are covered financial institutions required to file a Suspicious Activity Report (SAR) when they identify and/or send funds back to CIBanco, InterCam, or Vector?**

Once they become effective, the orders authorize the rejection of transmittals of funds from CIBanco, InterCam, or Vector, but do not impose a new SAR reporting obligation or otherwise alter existing SAR reporting obligations. Consistent with existing SAR reporting obligations, covered financial institutions may consider, as warranted and appropriate, CIBanco, InterCam, and Vector’s identification as being of primary money laundering concern in connection with illicit opioid trafficking.

If a SAR is filed on CIBanco, Intercam, or Vector’s transactional activity, in Field 2 (Filing Institution Note to FinCEN) of the SAR format, FinCEN requests that covered financial institutions enter “CIBanco2313a FIN-2025”, “Intercam2313a FIN-2025”, and “Vector2313a FIN-2025”, as appropriate.

As a reminder, certain financial institutions operating in the United States are required to file with FinCEN, to the extent and in the manner required by 31 CFR Chapter X, a report of any suspicious transaction relevant to a possible violation of law or regulation. Financial institutions required to file a SAR include but are not limited to: Banks (31 CFR 1020.320); Casinos and Card Clubs (31 CFR 1021.320); Money Services Businesses (31 CFR 1022.320); Brokers or Dealers in Securities (31 CFR 1023.320); Mutual Funds (31 CFR 1024.320); and Futures Commission Merchants and Introducing Brokers in Commodities (31 CFR 1026.320).

You can find additional information on BSA filing requirements at:

<https://bsaefiling.fincen.treas.gov/docs/FinCENSARElectronicFilingRequirements.pdf>

**16) What types of information would be useful in a SAR related to CIBanco, Intercam, or Vector?**

Transactional information specifically related to CIBanco, Intercam, or Vector, including the customer information related to the transaction(s) involving CIBanco, Intercam, or Vector to include name(s), identification numbers, phone numbers, physical address, and any other activity identified with that customer, would be useful in a SAR.

Please see FinCEN’s advisory (FIN-2024-A002) outlining various typologies associated with the procurement of fentanyl precursor chemicals and manufacturing equipment at the following link: <https://www.fincen.gov/sites/default/files/advisory/2024-06-20/FinCEN-Supplemental-Advisory-on-Fentanyl-508C.pdf>

**17) Are Mexico-based subsidiaries of U.S. financial institutions “covered financial institutions” that must comply with the orders?**

All three orders define “covered financial institution” by reference to “financial institution” in 31 CFR 1010.100(t), which defines “financial institution” as “each agent, agency, branch, or office within the United States of any person doing business, whether or not on a regular basis or as an organized business concern,” in certain listed capacities, including a bank, a broker or dealer in securities, and money services business. The orders therefore do not apply exclusively to U.S.-based correspondent banks, but to any entity meeting the definition of “financial institution” in 31 CFR 1010.100(t).



Regarding Mexico-based subsidiaries of U.S. financial institutions, the answer to whether the subsidiary is bound by the orders depends on the type of U.S. financial institution involved and the capacity in which an entity operates. Different categories of U.S. financial institutions may have varying obligations under the BSA and its implementing regulations. For example, a “money services business” or “MSB” is defined as a “person wherever located doing business...wholly or in substantial part within the United States” (31 CFR 1010.100(ff)) and thus may have certain obligations even with respect to conduct outside the United States. In contrast, a bank may not have the same legal obligations with respect to foreign activity and subsidiaries as an MSB under the BSA and applicable regulations.

Given the varying legal obligations, Treasury encourages Mexico-based subsidiaries of U.S. financial institutions to engage with those U.S. institutions to understand their approach to compliance with these orders. Covered financial institutions are subject to certain enterprise-wide risk management requirements and standards promulgated by their applicable prudential regulator, including compliance and AML/CFT risk management, requirements and standards. U.S. banks should ensure they are providing appropriate oversight and support to the activities of their foreign subsidiaries and affiliates, particularly with respect to identifying and mitigating the illicit finance risks associated with the transmittal of funds involving these sanctioned Mexico-based financial institutions identified in the orders.

**18) Do the orders apply to trusts or mandate contracts where the covered financial institution acts as trustee or mandatory managing third-party funds? If so, how should institutions assess compliance obligations when acting in such fiduciary capacities?**

Covered institutions may not engage in any transmittal of funds involving CIBanco, InterCam, or Vector. The orders define “transmittals of funds” as “the sending and receiving of funds, including convertible virtual currency.” A covered financial institution, acting as a trustee or manager of third-party funds, may not send or receive funds from or to CIBanco, InterCam, or Vector. FinCEN recommends that covered financial institutions continue to implement appropriate AML/CFT procedures and systems, including traditional compliance screening to identify customers and determine their involvement in a transmittal of funds involving CIBanco, InterCam, or Vector.

**19) When do these orders go into effect?**

The orders, as amended on July 9, 2025, go into effect on September 4, 2025.

**20) How should institutions interpret the application of the orders with respect to financial securities that are held in custody or under safekeeping arrangements at CIBanco, InterCam, or Vector?**

Covered financial institutions may not engage in any transmittal of funds involving CIBanco, InterCam, or Vector. If a covered financial institution holds financial securities that are held in custody or under safekeeping arrangements, it may not engage in any transmittal of funds related to those securities if such transmittal of funds involves CIBanco, InterCam, or Vector.