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(Original Signature of Member)

118TH CONGRESS  
1ST SESSION

**H. R.** \_\_\_\_\_

To prohibit any official action to recognize or normalize relations with any Government of Syria that is led by Bashar al-Assad, and for other purposes.

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IN THE HOUSE OF REPRESENTATIVES

Mr. WILSON of South Carolina introduced the following bill; which was referred to the Committee on \_\_\_\_\_

\_\_\_\_\_  
**A BILL**

To prohibit any official action to recognize or normalize relations with any Government of Syria that is led by Bashar al-Assad, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Assad Regime Anti-  
5 Normalization Act of 2023”.

1 **SEC. 2. MODIFICATIONS TO THE CAESAR SYRIA CIVILIAN**  
2 **PROTECTION ACT.**

3 (a) CAESAR SYRIA CIVILIAN PROTECTION ACT.—  
4 Section 7412 of the Caesar Syria Civilian Protection Act  
5 of 2019 (title LXXIV of the National Defense Authoriza-  
6 tion Act for Fiscal Year 2020; 22 U.S.C. 8791 note) is  
7 amended—

8 (1) in subsection (a)—

9 (A) in paragraph (1), by striking “with re-  
10 spect to a foreign person if the President deter-  
11 mines that the foreign person, on or after such  
12 date of enactment, knowingly engages in an ac-  
13 tivity described in paragraph (2).” and insert-  
14 ing “with respect to a foreign person that the  
15 President determines—”

16 “(A) knowingly engages, on or after such  
17 date of enactment, in an activity described in  
18 paragraph (2);

19 “(B) is an adult family member of a for-  
20 eign person described in subparagraph (A); or

21 “(C) is owned or controlled by a foreign  
22 person described in subparagraph (A) or (B).”;

23 (B) in paragraph (2)—

24 (i) in subparagraph (A)—

25 (I) by amending clause (i) to  
26 read as follows:

1           “(i) the Government of Syria (includ-  
2           ing any entity owned or controlled by the  
3           Government of Syria), a senior political  
4           figure of the Government of Syria, a mem-  
5           ber of the People’s Assembly of Syria, or  
6           a senior foreign political figure (as such  
7           term is defined in section 101.605 of title  
8           31, Code of Federal Regulations) of the  
9           Arab Socialist Ba’ath Party of Syria, in-  
10          cluding any such senior foreign political  
11          figure who is—

12                   “(I) a member of the Central  
13                   Command, Central Committee, or Au-  
14                   diting and Inspection Committee of  
15                   such Party; or

16                   “(II) a leader of a local branch of  
17                   such Party;”;

18                   (II) in clause (ii), by striking “;  
19                   or” and inserting a semicolon;

20                   (III) in clause (iii), by striking  
21                   the semicolon and inserting “; or”;  
22                   and

23                   (IV) by adding at the end the fol-  
24                   lowing new clause:

1           “(iv) Syria Arab Airlines, Cham  
2           Wings, or any foreign person owned or  
3           controlled by Syria Arab Airlines or Cham  
4           Wings;”;

5           (ii) by amending subparagraph (C) to  
6           read as follows:

7           “(C) knowingly sells or provides aircraft or  
8           spare aircraft parts—

9           “(i) to the Government of Syria; or

10           “(ii) for or on behalf of the Govern-  
11           ment of Syria to any foreign person oper-  
12           ating in an area directly or indirectly con-  
13           trolled by the Government of Syria or for-  
14           eign forces associated with the Government  
15           of Syria;”;

16           (iii) in subparagraph (D), by striking  
17           “; or” and inserting a semicolon;

18           (iv) in subparagraph (E)—

19           (I) by striking “construction or  
20           engineering services” and inserting  
21           “financial, construction, or engineer-  
22           ing services”; and

23           (II) by striking the closing period  
24           and inserting a semicolon; and

1 (v) by adding at the end the following  
2 new subparagraphs:

3 “(F) knowingly engages in or directs—

4 “(i) the diversion of goods (including  
5 agricultural commodities, food, medicine,  
6 and medical devices), or any international  
7 humanitarian assistance, intended for the  
8 people of Syria; or

9 “(ii) the dealing in proceeds from the  
10 sale or resale of such diverted goods or  
11 international humanitarian assistance, as  
12 the case may be;

13 “(G) knowingly, directly or indirectly, en-  
14 gages in or attempts to engage in, the seizure,  
15 confiscation, theft, or expropriation for personal  
16 gain or political purposes of property, including  
17 real property, in Syria or owned by a citizen of  
18 Syria;

19 “(H) knowingly, directly or indirectly, en-  
20 gages in or attempts to engage in a transaction  
21 or transactions for or with such seized, con-  
22 fiscated, stolen, or expropriated property de-  
23 scribed in subparagraph (G); or

24 “(I) knowingly provides significant finan-  
25 cial, material, or technological support to a for-

1           eign person engaging in an activity described in  
2           any of subparagraphs (A) through (H).”; and

3                   (C) by adding at the end the following new  
4           paragraphs:

5           “(4) TRANSACTION DEFINED.—For purposes of  
6           the determination required by subparagraph  
7           (a)(2)(A), the term ‘transaction’ includes in-kind  
8           transactions.

9           “(5) SIGNIFICANT TRANSACTION CLARIFIED.—  
10          In this section, the term ‘significant transaction’ in-  
11          cludes any natural gas, electricity, or other energy-  
12          related transaction, without regard to whether such  
13          transaction was authorized by a license or regulation  
14          issued prior the date of the enactment of this para-  
15          graph pursuant to section 203 of the International  
16          Emergency Economic Powers Act (50 U.S.C.  
17          1702).”; and

18                   (2) by adding at the end the following new sub-  
19          section:

20          “(c) CONGRESSIONAL REQUESTS.—Not later than 30  
21          days after receiving a request from the chairman and  
22          ranking member of one of the appropriate congressional  
23          committees with respect to whether a foreign person know-  
24          ingly engages in an activity described in subsection (a)(2)  
25          the President shall—

1           “(1) make the determination specified in sub-  
2           section (a)(1) with respect to that foreign person;  
3           and

4           “(2) submit to such chairman and ranking  
5           member that submitted the request a report with re-  
6           spect to such determination that includes a state-  
7           ment of whether the President has imposed or in-  
8           tends to impose the sanctions described in sub-  
9           section (b) with respect to that foreign person.”.

10          (b) REMOVAL OF EXCEPTION RELATING TO IMPOR-  
11          TATION OF GOODS.—The Caesar Syria Civilian Protection  
12          Act of 2019, as amended by subsection (a), is further  
13          amended—

14                 (1) by striking section 7434; and

15                 (2) by redesignating sections 7435 through  
16          7438 as sections 7434 through 7437, respectively.

17          (c) DETERMINATION WITH RESPECT TO SYRIA  
18          TRUST FOR DEVELOPMENT.—

19                 (1) DETERMINATION.—Not later than 120 days  
20          after the enactment of this Act, the President  
21          shall—

22                         (A) determine whether the nonprofit orga-  
23                         nization chaired by Asma Al-Assad, the First  
24                         Lady of Syria, known as the “Syria Trust for  
25                         Development” meets the criteria for the imposi-

1           tion of sanctions under section 7412(a) of the  
2           Caesar Syria Civilian Protection Act of 2019,  
3           as amended by subsection (a); and

4                   (B) submit to the appropriate congress-  
5           sional committees such determination, including  
6           a justification for the determination.

7           (2) FORM.—The determination under para-  
8           graph (1)(B) shall be submitted in unclassified form,  
9           but the justification specified in such paragraph may  
10          be included in a classified annex. The unclassified  
11          determination shall be made available on a publicly  
12          available website of the Federal government.

13          (3) APPROPRIATE CONGRESSIONAL COMMIT-  
14          TEES DEFINED.—In this section, the term “appro-  
15          priate congressional committees” means—

16                   (A) the Committee on Armed Services, the  
17           Committee on Foreign Affairs, and the Com-  
18           mittee on Financial Services of the House of  
19           Representatives; and

20                   (B) the Committee on Armed Services, the  
21           Committee on Foreign Relations and the Com-  
22           mittee on Banking, Housing, and Urban Affairs  
23           of the Senate.



1 (d) FINDINGS ON APPLICABILITY WITH RESPECT TO  
2 SYRIAN ARAB AIRLINES, CHAM WINGS AIRLINES, AND  
3 RELATED ENTITIES.—Congress finds the following:

4 (1) In 2013, the President identified Syrian  
5 Arab Airlines as a blocked instrumentality or con-  
6 trolled entity of the Government of Syria and con-  
7 currently sanctioned Syrian Arab Airlines pursuant  
8 to Executive Order 13224 for acting for or on behalf  
9 of the Islamic Revolutionary Guard Corps-Qods  
10 Force of Iran.

11 (2) In 2016, the President sanctioned Syria-  
12 based Cham Wings Airlines pursuant to Executive  
13 Order 13582 for having materially assisted, spon-  
14 sored, or provided financial, material, or techno-  
15 logical support for, or goods or services in support  
16 of, the Government of Syria and Syrian Arab Air-  
17 lines.

18 (3) Section 7412(a)(2)(A)(iii) of the Caesar  
19 Syria Civilian Protection Act of 2019 (22 U.S.C.  
20 8791 note) mandates the application of sanctions  
21 against any foreign person that “knowingly provides  
22 significant financial, material, or technological sup-  
23 port to, or knowingly engages in a significant trans-  
24 action with...a foreign person subject to sanctions  
25 pursuant to the International Emergency Economic

1 Powers Act (50 U.S.C. 1701 et seq.) with respect to  
2 Syria or any other provision of law that imposes  
3 sanctions with respect to Syria,”, which applies to  
4 airport service providers outside of Syria.

5 (e) SEVERABILITY.—If any provision of this Act, or  
6 the application of such provision to any person or cir-  
7 cumstance, is found to be unconstitutional, the remainder  
8 of this Act, or the application of that provision to other  
9 persons or circumstances, shall not be affected.

10 **SEC. 3. PROHIBITION OF RECOGNITION OF ASSAD REGIME.**

11 (a) STATEMENT OF POLICY.—It is the policy of the  
12 United States—

13 (1) not to recognize or normalize relations with  
14 any Government of Syria that is led by Bashar al-  
15 Assad due to the Assad regime’s ongoing crimes  
16 against the Syrian people, including failure to meet  
17 the criteria outlined in section 7431(a) of the Caesar  
18 Syria Civilian Protection Act of 2019;

19 (2) to actively oppose recognition or normaliza-  
20 tion of relations by other governments with any Gov-  
21 ernment of Syria that is led by Bashar Al-Assad, in-  
22 cluding by fully implementing the mandatory pri-  
23 mary and secondary sanctions in the Caesar Syria  
24 Civilian Protection Act of 2019 and Executive Order  
25 13894; and

1           (3) to use the full range of authorities, includ-  
2           ing those provided under the Caesar Syria Civilian  
3           Protection Act of 2019 and Executive Order 13894,  
4           to deter reconstruction activities in areas under the  
5           control of Bashar al-Assad.

6           (b) PROHIBITION.—In accordance with subsection  
7           (a), no Federal official or employee may take any action,  
8           and no Federal funds may be made available, to recognize  
9           or otherwise imply, in any manner, United States recogni-  
10          tion of Bashar al-Assad or any Government in Syria that  
11          is led by Bashar al-Assad.

12       **SEC. 4. INTERAGENCY STRATEGY TO COUNTER NORMAL-**  
13                               **IZATION WITH ASSAD REGIME.**

14           (a) REPORT AND STRATEGY REQUIRED.—

15           (1) SUBMISSION.—Not later than 180 days  
16           after the date of the enactment of this Act, and an-  
17           nually thereafter for a period not to exceed 5 years,  
18           the Secretary of State (in consultation with the Sec-  
19           retary of the Treasury, the Administrator of the  
20           Drug Enforcement Administration, and the heads of  
21           other appropriate Federal departments and agen-  
22           cies) shall submit to the appropriate congressional  
23           committees a report and strategy to describe and  
24           counter actions taken or planned by foreign govern-  
25           ments to normalize, engage with, or upgrade polit-

1 ical, diplomatic, or economic ties with the regime led  
2 by Bashar al-Assad in Syria (in this section referred  
3 to as the “Assad regime”).

4 (2) ELEMENTS.—The elements of the report  
5 under paragraph (1) shall include—

6 (A) a description of violations of inter-  
7 national law and human rights abuses com-  
8 mitted by Bashar al-Assad, the Government of  
9 the Russian Federation, or the Government of  
10 Iran and progress towards justice and account-  
11 ability for the Syrian people;

12 (B) a full list of diplomatic meetings at the  
13 Ambassador level or above, between the Syrian  
14 regime and any representative of the Govern-  
15 ments of Turkey, the United Arab Emirates,  
16 Egypt, Jordan, Iraq, Oman, Bahrain, Kuwait,  
17 the Kingdom of Saudi Arabia, Tunisia, Algeria,  
18 Morocco, Libya, or Lebanon, respectively;

19 (C) a full list of transactions, including in-  
20 vestments, grants, contracts, or donations (in-  
21 cluding loans or other extension of credit), ex-  
22 ceeding \$50,000 in areas of Syria held by the  
23 Assad regime by any persons from Turkey, the  
24 United Arab Emirates, Egypt, Jordan, Iraq,  
25 Oman, Bahrain, Kuwait, the Kingdom of Saudi

1           Arabia, Tunisia, Algeria, Morocco, Libya, or  
2           Lebanon;

3           (D) for each item on the list identified in  
4           subparagraph (C), a determination of whether  
5           such transaction subjects any of the parties to  
6           the transaction to sanctions under the Caesar  
7           Syria Civilian Protection Act of 2019, as  
8           amended by section 2;

9           (E) a description of the steps the United  
10          States is taking to actively deter recognition or  
11          normalization of relations by other governments  
12          with the Assad regime, including specific diplo-  
13          matic engagements and use of economic sanc-  
14          tions authorized by statutes or implemented  
15          through Executive Orders, including—

16                 (i) the Caesar Syria Civilian Protec-  
17                 tion Act of 2019 (22 U.S.C. 8791 note);

18                 (ii) the Syria Accountability and Leb-  
19                 anese Sovereignty Restoration Act (22  
20                 U.S.C. 2151 note);

21                 (iii) the Comprehensive Iran Sanc-  
22                 tions, Accountability, and Divestment Act  
23                 of 2010 (22 U.S.C. 8501 et seq.);

24                 (iv) Executive Order 13894 (84 Fed.  
25                 Reg. 55851; relating to blocking property

1 and suspending entry of certain persons  
2 contributing to the situation in Syria);

3 (v) the Global Magnitsky Human  
4 Rights Accountability Act (22 U.S.C.  
5 10101 et seq.);

6 (vi) the Countering American Adver-  
7 saries through Sanctions Act (22 U.S.C.  
8 9401 et seq.); and

9 (vii) the Foreign Narcotics Kingpin  
10 Designation Act; and

11 (F) an assessment of how recognition or  
12 normalization of relations by other governments  
13 with the Assad regime impacts the national se-  
14 curity of the United States, prospects for imple-  
15 mentation of the United Nations Security  
16 Council Resolution 2254, prospects for justice  
17 and accountability for war crimes in Syria, and  
18 the benefits derived by the Government of the  
19 Russian Federation or the Government of Iran.

20 (b) SCOPE.—The initial report required by subsection  
21 (a) shall address the period beginning on January 1, 2021,  
22 and ending on the date of the enactment of this Act, and  
23 each subsequent report shall address the one-year period  
24 following the conclusion of the scope of the prior report.

1 (c) FORM.—Each report under subsection (a) shall  
2 be submitted in an unclassified form, but may contain a  
3 classified annex. The unclassified section of such a report  
4 shall be made publicly available on a website of the United  
5 States Federal Government.

6 (d) APPROPRIATE CONGRESSIONAL COMMITTEES.—  
7 In this section, the term “appropriate congressional com-  
8 mittees” means—

9 (1) the Committee on Foreign Affairs, the  
10 Committee on the Judiciary, the Committee on Fi-  
11 nancial Services, the Committee on Appropriations,  
12 and the Permanent Select Committee on Intelligence  
13 of the House of Representatives; and

14 (2) the Committee on Foreign Relations, the  
15 Committee on the Judiciary, the Committee on  
16 Banking, Housing, and Urban Affairs, the Com-  
17 mittee on Appropriations, and the Select Committee  
18 on Intelligence of the Senate.

19 **SEC. 5. REPORTS ON MANIPULATION OF UNITED NATIONS**  
20 **BY ASSAD REGIME IN SYRIA.**

21 Not later than 180 days after the date of the enact-  
22 ment of this Act, and annually thereafter for a period not  
23 to exceed 5 years, the Secretary of State, shall submit to  
24 the Committee on Foreign Affairs of the House of Rep-  
25 resentatives and the Committee on Foreign Relations of

1 the Senate a report on the manipulation of the United  
2 Nations by the regime led by Bashar al-Assad in Syria  
3 (in this section referred to as the “Assad regime”), includ-  
4 ing—

5 (1) a description of conditions, both explicit and  
6 implicit, set by the Assad regime with respect to  
7 United Nations operations in Syria including with  
8 respect to implementing partners, hiring practices,  
9 allocation of grants and contracts, and procurement  
10 of goods and services;

11 (2) a description of the extent to which the  
12 United Nations has rejected or otherwise opposed  
13 any of the conditions described in paragraph (1);

14 (3) an identification of officials or employees of  
15 the United Nations (including funds, programs and  
16 specialized agencies of the United Nations) with ties  
17 to the Assad regime, including family ties, or per-  
18 sons designated for sanctions by United Nations  
19 donor countries;

20 (4) a full account of access restrictions imposed  
21 by the Assad regime and the overall impact on the  
22 ability of the United Nations to deliver international  
23 assistance to target beneficiaries in areas outside re-  
24 gime control;



1           (5) a description of ways in which United Na-  
2           tions aid improperly benefits the Assad regime and  
3           its associates in defiance of basic humanitarian prin-  
4           ciples;

5           (6) a description of the due diligence mecha-  
6           nisms and vetting procedures in place to ensure enti-  
7           ties contracted by the United Nations to ensure  
8           goods, supplies, or services provided Syria do not  
9           have links to the Assad regime, known human rights  
10          abusers, or persons designated for sanctions by  
11          United Nations donor countries;

12          (7) an identification of entities affiliated with  
13          the Assad regime, including the Syria Trust for De-  
14          velopment and the Syrian Arab Red Crescent, for-  
15          eign government ministries, and private corporations  
16          owned or controlled directly or indirectly by the  
17          Assad regime, that have received United Nations  
18          funding, contracts, or grants or have otherwise en-  
19          tered into a formalized partnership with the United  
20          Nations;

21          (8) an assessment of how the Assad regime sets  
22          arbitrary or punitive exchange rates to extract fund-  
23          ing from the United Nations, as well as the total  
24          amount extracted by such means;

1           (9) an assessment of the degree to which the  
2 various forms of manipulation described in this sec-  
3 tion has resulted in compromises of the humani-  
4 tarian principles of humanity, neutrality, impar-  
5 tiality, and independence of the United Nations; and  
6           (10) a strategy to reduce the ability of the  
7 Assad regime to manipulate or otherwise influence  
8 the United Nations and other aid operations in  
9 Syria and ensure United States and international  
10 aid is delivered in a neutral and impartial manner  
11 consistent with basic humanitarian principles.