

119TH CONGRESS
1ST SESSION

S. _____

To impose sanctions with respect to the regime of President Nayib Bukele
in El Salvador, and for other purposes.

IN THE SENATE OF THE UNITED STATES

Mr. VAN HOLLEN (for himself, Mr. KAINE, and Mr. PADILLA) introduced the
following bill; which was read twice and referred to the Committee on

A BILL

To impose sanctions with respect to the regime of President
Nayib Bukele in El Salvador, 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 “El Salvador Account-
5 ability Act of 2025”.

6 **SEC. 2. DEFINITIONS.**

7 In this Act:

8 (1) APPROPRIATE CONGRESSIONAL COMMIT-
9 TEES.—The term “appropriate congressional com-
10 mittees” means—

1 (A) the Committee on Foreign Relations
2 and the Committee on Banking, Housing, and
3 Urban Affairs of the Senate; and

4 (B) the Committee on Foreign Affairs and
5 the Committee on Financial Services of the
6 House of Representatives.

7 (2) FOREIGN PERSON.—The term “foreign per-
8 son” means an individual or entity that is not a
9 United States person.

10 (3) GROSS VIOLATIONS OF INTERNATIONALLY
11 RECOGNIZED HUMAN RIGHTS.—The term “gross vio-
12 lations of internationally recognized human rights”
13 has the meaning given that term in section 502B(d)
14 of the Foreign Assistance Act of 1961 (22 U.S.C.
15 2304(d)).

16 (4) KNOWINGLY.—The term “knowingly”, with
17 respect to conduct, a circumstance, or a result,
18 means that a person had actual knowledge, or
19 should have known, of the conduct, the cir-
20 cumstance, or the result.

21 (5) SALVADORAN ENTITY.—The term “Salva-
22 doran entity” means an entity organized under the
23 laws of, or otherwise subject to the jurisdiction of,
24 El Salvador.

1 (6) UNITED STATES PERSON.—The term
2 “United States person” means—

3 (A) a United States citizen or an alien law-
4 fully admitted for permanent residence to the
5 United States;

6 (B) an entity organized under the laws of
7 the United States or any jurisdiction within the
8 United States, including a foreign branch of
9 such an entity; or

10 (C) any person located in the United
11 States.

12 **SEC. 3. IMPOSITION OF SANCTIONS WITH RESPECT TO**
13 **BUKELE GOVERNMENT IN EL SALVADOR.**

14 (a) IN GENERAL.—The President shall impose the
15 sanctions described in subsection (b) with respect to the
16 following:

17 (1) The President of El Salvador.

18 (2) The Vice President of El Salvador.

19 (3) The Minister of Foreign Relations of El
20 Salvador.

21 (4) The Minister of Defense of El Salvador.

22 (5) The Minister of Economy of El Salvador.

23 (6) The Minister of Finance of El Salvador.

24 (7) The Minister of Government of El Salvador.

1 (8) The Minister of Justice and Public Security
2 of El Salvador.

3 (9) The Vice Minister of Justice and Public Se-
4 curity of El Salvador.

5 (10) The Minister of Tourism of El Salvador.

6 (11) The Attorney General of El Salvador.

7 (12) The President of the Central Reserve
8 Bank of El Salvador.

9 (13) Any foreign person in El Salvador, work-
10 ing on behalf of the Government of El Salvador, or
11 who is a leader, official, or member of any Salva-
12 doran entity, including a political party or govern-
13 ment dependency, or a member of such a party or
14 dependency, that, based on credible information—

15 (A) has engaged in gross violations of
16 internationally recognized human rights, or vio-
17 lated international law or international human
18 rights standards, including in connection with
19 the ongoing “state of exception” in El Salvador;

20 (B) has engaged in the scheme, including
21 by accepting United States taxpayer dollars, to
22 deprive individuals residing in the United
23 States of their rights under the Constitution of
24 the United States; or

1 (C) has materially assisted, sponsored, or
2 provided financial, material, or technological
3 support for, or goods or services to or in sup-
4 port of, any person that has engaged in activi-
5 ties described in subparagraph (A) or (B).

6 (b) SANCTIONS DESCRIBED.—The sanctions to be
7 imposed under subsections (a) with respect to a person
8 are the following:

9 (1) BLOCKING OF PROPERTY.—The President
10 shall exercise all of the powers granted by the Inter-
11 national Emergency Economic Powers Act (50
12 U.S.C. 1701 et seq.) to the extent necessary to block
13 and prohibit all transactions in all property and in-
14 terests in property of a person described in sub-
15 section (a), if such property and interests in prop-
16 erty are in the United States, come within the
17 United States, or are or come within the possession
18 or control of a United States person.

19 (2) ALIENS INADMISSIBLE FOR VISAS, ADMIS-
20 SION, OR PAROLE.—

21 (A) IN GENERAL.—In the case of an alien
22 described in subsection (a), the alien is—

23 (i) inadmissible to the United States;
24 (ii) ineligible for a visa or other docu-
25 mentation to enter the United States; and

1 (iii) otherwise ineligible to be admitted
2 or paroled into the United States or to re-
3 ceive any other benefit under the Immigra-
4 tion and Nationality Act (8 U.S.C. 1101 et
5 seq.).

6 (B) CURRENT VISAS REVOKED.—

7 (i) IN GENERAL.—The visa or other
8 entry documentation of an alien described
9 in subsection (a) shall be revoked, regard-
10 less of when such visa or other entry docu-
11 mentation was issued.

12 (ii) IMMEDIATE EFFECT.—A revoca-
13 tion under clause (i) shall—

14 (I) take effect immediately; and

15 (II) automatically cancel any
16 other valid visa or entry documenta-
17 tion that is in the alien's possession.

18 (3) LOANS FROM UNITED STATES FINANCIAL
19 INSTITUTIONS.—The President shall prohibit United
20 States financial institutions from making loans or
21 extending credit to a person described in subsection
22 (a).

23 (4) FOREIGN EXCHANGE.—The President shall
24 prohibit any transactions in foreign exchange that
25 are subject to the jurisdiction of the United States

1 and in which a person described in subsection (a)
2 has any interest.

3 (c) REPORTS REQUIRED.—

4 (1) REPORT ON IMPOSITION OF SANCTIONS.—

5 Not later than 10 days after any imposition of sanc-
6 tions under this section, the President shall provide
7 written notification to the appropriate congressional
8 committees regarding the imposition of such sanc-
9 tions that includes a description of—

10 (A) the person or persons subject to the
11 imposition of such sanctions; and

12 (B) the activities that led to the imposition
13 of sanctions.

14 (2) ANNUAL REPORTS.—Not later than 90 days
15 after the date of the enactment of this Act, and an-
16 nually thereafter, the President shall submit to the
17 appropriate congressional committees a report that
18 includes—

19 (A) a list of the persons with respect to
20 which sanctions have been imposed under this
21 section during the year preceding submission of
22 the report;

23 (B) a description of the activities that led
24 to the imposition of such sanctions;

1 (C) a description of any assistance pro-
2 vided by the United States to El Salvador dur-
3 ing the year preceding submission of the report;

4 (D) the full text of any written agree-
5 ments, including grant agreements, made be-
6 tween the United States and the Government of
7 El Salvador during that year;

8 (E) a list of any officials of the Govern-
9 ment of El Salvador who are, as of the date of
10 the report, subject to sanctions under other
11 sanctions authorities, including—

12 (i) the Global Magnitsky Human
13 Rights Accountability Act (22 U.S.C.
14 10101 et seq.); and

15 (ii) section 7031(c)(1)(A) of the De-
16 partment of State, Foreign Operations,
17 and Related Programs Appropriations Act,
18 2024 (division F of Public Law 118–47; 8
19 U.S.C. 1182 note);

20 (F) a determination of whether any of the
21 individuals on the list required by subparagraph
22 (E)—

23 (i) has received, or is part of a gov-
24 ernment institution that has received,

1 United States foreign assistance described
2 in subparagraph (C); or

3 (ii) is implementing a bilateral agree-
4 ment described in subparagraph (D);

5 (G) a determination of whether any nation-
6 als of El Salvador subject to sanctions under
7 other sanctions authorities, or government insti-
8 tutions led by such nationals or of which such
9 nationals are members, have received United
10 States foreign assistance;

11 (H) the full text of any written agreement
12 between the United States and El Salvador pur-
13 suant to section 620M(c)(1) of the Foreign As-
14 sistance Act of 1961 (22 U.S.C. 2378d(c)(1));
15 and

16 (I) a list of any units of the security forces
17 of El Salvador prohibited from receiving United
18 States foreign assistance under section 620M of
19 the Foreign Assistance Act of 1961 (22 U.S.C.
20 2378d).

21 (d) EXCEPTIONS.—

22 (1) EXCEPTION TO COMPLY WITH INTER-
23 NATIONAL AGREEMENTS.—Sanctions under sub-
24 section (b)(2) shall not apply with respect to the ad-
25 mission of an alien to the United States if such ad-

1 mission is necessary to comply with the obligations
2 of the United States under the Agreement regarding
3 the Headquarters of the United Nations, signed at
4 Lake Success on June 26, 1947, and entered into
5 force on November 21, 1947, between the United
6 Nations and the United States, or the Convention on
7 Consular Relations, done at Vienna on April 24,
8 1963, and entered into force on March 19, 1967, or
9 other international obligations of the United States.

10 (2) HUMANITARIAN EXCEPTION.—The Presi-
11 dent may not impose sanctions under this section
12 with respect to any person for conducting or facili-
13 tating a transaction for the sale of agricultural com-
14 modities, food, medicine, or medical devices or for
15 the provision of basic human needs or humanitarian
16 assistance.

17 (e) IMPLEMENTATION; PENALTIES.—

18 (1) IMPLEMENTATION.—The President may ex-
19 ercise all authorities provided under sections 203
20 and 205 of the International Emergency Economic
21 Powers Act (50 U.S.C. 1702 and 1704) to carry out
22 this section.

23 (2) PENALTIES.—A person that violates, at-
24 tempts to violate, conspires to violate, or causes a
25 violation of this section or any regulation, license, or

1 order issued to carry out this section shall be subject
2 to the penalties set forth in subsections (b) and (c)
3 of section 206 of the International Emergency Eco-
4 nomic Powers Act (50 U.S.C. 1705) to the same ex-
5 tent as a person that commits an unlawful act de-
6 scribed in subsection (a) of that section.

7 (f) TERMINATION.—

8 (1) IN GENERAL.—Subject to paragraph (2),
9 sanctions imposed under this section shall terminate
10 if the President certifies to the appropriate congres-
11 sional committees that the Government of El Sal-
12 vador—

13 (A) is no longer engaged in gross violations
14 of internationally recognized human rights and
15 is complying with international law and inter-
16 national human rights standards, including in
17 connection with the ongoing “state of excep-
18 tion” in El Salvador; and

19 (B) is no longer engaged in the scheme, in-
20 cluding by accepting United States taxpayer
21 dollars, to deprive individuals residing in the
22 United States of their rights under the Con-
23 stitution of the United States.

24 (2) LIMITATION.—The President may not sub-
25 mit the certification described in paragraph (1) be-

1 fore the date that is 4 years after the date of the
2 enactment of this Act.

3 (3) SANCTIONS SNAPBACK.—Any sanctions ter-
4 minated pursuant to paragraph (1) shall be reim-
5 posed with immediate effect if the President deter-
6 mines that the Government of El Salvador resumes
7 engaging in gross violations of internationally recog-
8 nized human rights or the scheme described in para-
9 graph (1)(B).

10 (g) RULEMAKING.—The head of any Federal agency
11 responsible for the implementation of this section may pre-
12 scribe such regulations as may be necessary to carry out
13 the provisions of this section (which may include regu-
14 latory exceptions), including under section 205 of the
15 International Emergency Economic Powers Act (50
16 U.S.C. 1704).

17 (h) RULE OF CONSTRUCTION.—Nothing in this sec-
18 tion may be construed to limit the authority of the Presi-
19 dent pursuant to the International Emergency Economic
20 Powers Act (50 U.S.C. 1701 et seq.).

21 **SEC. 4. ASSISTANCE TO GOVERNMENT OF EL SALVADOR**
22 **PROVIDED THROUGH INTERNATIONAL FI-**
23 **NANCIAL INSTITUTIONS.**

24 (a) RESTRICTIONS.—The Secretary of the Treasury
25 shall instruct the United States Executive Directors of the

1 international financial institutions to use the voice and
2 vote of the United States in those institutions—

3 (1) to oppose any loan or extension of financial
4 or technical assistance to the Government of El Sal-
5 vador; and

6 (2) to suspend any such loan or assistance pro-
7 vided before the date of the enactment of this Act.

8 (b) EXCEPTION FOR HUMANITARIAN PURPOSES.—
9 Subsection (a) shall not apply to loans or financial or tech-
10 nical assistance provided for humanitarian purposes.

11 (c) TERMINATION.—Subsection (a) shall terminate
12 on the date on which the President submits a certification
13 under section 3(f)(1).

14 (d) INTERNATIONAL FINANCIAL INSTITUTION DE-
15 FINED.—In this section, the term “international financial
16 institution” has the meaning given that term in section
17 1701(c) of the International Financial Institutions Act
18 (22 U.S.C. 262r(c)).

19 **SEC. 5. REPORT ON CRYPTOCURRENCY AS A VECTOR FOR**
20 **BUKELE REGIME CORRUPTION.**

21 (a) IN GENERAL.—Not later than 90 days after the
22 date of the enactment of this Act, the Secretary of State,
23 in consultation with the Secretary of the Treasury, shall
24 submit to the appropriate congressional committees a re-
25 port on the actions of officials of the Government of El

1 Salvador, including President Nayib Bukele, to use
2 cryptocurrency as a mechanism for gross corruption,
3 graft, and sanctions evasion.

4 (b) ELEMENTS.—The report required by subsection
5 (a) shall include—

6 (1) an estimate of the amount of funds used by
7 the Government of El Salvador to buy Bitcoin and
8 other cryptocurrencies;

9 (2) a list of exchanges through which the Gov-
10 ernment of El Salvador bought Bitcoin and other
11 cryptocurrencies;

12 (3) the addresses of the locations where the
13 Government of El Salvador deposited Bitcoin and
14 other cryptocurrencies;

15 (4) a list of individuals who have access to the
16 Bitcoin and other cryptocurrencies bought by the
17 Government of El Salvador;

18 (5) an assessment of existing gaps in the use of
19 Bitcoin and cryptocurrencies by the Government of
20 El Salvador being exploited for corruption; and

21 (6) an assessment of whether Bitcoin or other
22 cryptocurrencies have been used in El Salvador as a
23 vector to evade financial sanctions imposed on other
24 countries.

25 (c) FORM; AVAILABILITY.—

1 (1) FORM.—The report required by subsection
2 (a) shall be submitted in unclassified form, but may
3 include a classified annex.

4 (2) AVAILABILITY TO PUBLIC.—The unclassi-
5 fied portion of the report required by subsection (a)
6 shall be made available to the public on a publicly
7 accessible internet website of the Department of
8 State.

9 **SEC. 6. PROHIBITION ON MAKING FUNDS AVAILABLE TO**
10 **GOVERNMENT OF EL SALVADOR.**

11 None of the funds authorized to be appropriated or
12 otherwise made available by Congress may be made avail-
13 able to the Government of El Salvador until the President
14 submits a certification under section 3(f)(1).