

119TH CONGRESS
1ST SESSION

H. R. 5369

To provide for a review of sanctions with respect to Azerbaijan.

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 15, 2025

Ms. TITUS introduced the following bill; which was referred to the Committee on Foreign Affairs, and in addition to the Committee on the Judiciary, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To provide for a review of sanctions with respect to
Azerbaijan.

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 “Azerbaijan Sanctions
5 Review Act of 2025”.

6 **SEC. 2. FINDINGS.**

7 Congress finds the following:

8 (1) On September 19, 2023, Azerbaijan
9 launched a military assault on Nagorno-Karabakh,

1 resulting in the forced displacement of the region's
2 entire Armenian population following a 10-month
3 blockade of the Lachin Corridor, which deprived Ar-
4 menian civilians access to food, fuel, medicine and
5 other essential goods.

6 (2) Azerbaijan's blockade and forced displace-
7 ment of Nagorno-Karabakh's Armenians followed a
8 major escalation of the conflict during the 2020
9 Nagorno-Karabakh War, during which Azerbaijani
10 military and government officials named in section
11 3(b) have committed war crimes and serious human
12 rights violations, including the extrajudicial killing of
13 Armenian civilians and prisoners of war; the arbi-
14 trary detention, forced disappearances, and torture
15 of Armenian civilians and prisoners of war and other
16 captives, and the deliberate targeting of civilian pop-
17 ulations.

18 (3) Azerbaijan's continued detainment, torture,
19 extrajudicial execution, and other serious human
20 rights violations against prisoners of war and cap-
21 tured civilians calls into serious question their com-
22 mitment to human rights and ability to negotiate an
23 equitable, lasting peace settlement.

24 (4) Reporting conducted in September 2022 by
25 the United Nations Committee on the Elimination of

1 Racial Discrimination expressed deep concern over
2 “[a]llegations of severe and grave human rights vio-
3 lations committed during the 2020 hostilities and
4 beyond by Azerbaijani military forces against pris-
5 oners of war and other protected persons of Arme-
6 nian ethnic or national origin—including
7 extrajudicial killings, torture and other ill-treatment
8 and arbitrary detention”.

9 (5) The Department of State’s Country Reports
10 on Human Rights Practices released in August 2025
11 documented “credible reports of: arbitrary or unlaw-
12 ful killings; torture or cruel, inhuman, or degrading
13 treatment or punishment; arbitrary arrest and de-
14 tention; transnational repression against individuals
15 in another country,” and notes that “the govern-
16 ment [of Azerbaijan] did not take credible steps or
17 action to identify and punish officials who committed
18 human rights abuses.”.

19 (6) Human rights organizations have consist-
20 ently reported on Azerbaijan’s abuse of prisoners of
21 war and other human rights violations, including a
22 report by Human Rights Watch in March 2021 that
23 found Azerbaijani forces had abused ethnic Arme-
24 nian prisoners of war and subjected them to “cruel
25 and degrading treatment and torture either when

1 they were captured, during their transfer, or while
2 in custody at various detention facilities”.

3 (7) Reporting conducted in 2024 by Freedom
4 House found that the Government of Azerbaijan
5 “acted upon a comprehensive, methodically imple-
6 mented strategy to empty Nagorno-Karabakh of its
7 ethnic Armenian population between 2020 and
8 2023” and engaged in a “pattern of arbitrary deten-
9 tion, torture, and ill-treatment of Armenians who fell
10 into Azerbaijani custody.”.

11 (8) In December 2021, an International Court
12 of Justice ruling ordered Azerbaijan to protect from
13 violence and bodily harm Armenians detained during
14 and since the 2020 Nagorno-Karabakh War.

15 (9) At least 23 prisoners of war and hostages
16 are still detained illegally by Azerbaijan as of August
17 2025 according to the Armenian Government, with
18 independent observers noting that the true number
19 of detainees is likely much higher given the many in-
20 dividuals still missing, and the limited information
21 available due to Azerbaijan’s misrepresentation of
22 their status in an attempt to justify their continued
23 captivity.

24 (10) Following Azerbaijan’s offensive in 2023,
25 numerous high-ranking Armenian officials in

1 Nagorno-Karabakh were arrested and detained by
2 Azerbaijan, including Ruben Vardanyan, Davit
3 Manukyan, Davit Babayan, Levon Mnatsakanyan,
4 Arkadi Ghukasyan, Bako Sahakyan, Arayik
5 Harutyunyan, and Davit Ishkhanyan.

6 (11) In January 2025, Azerbaijan commenced
7 sham trials of the aforementioned former officials of
8 Nagorno-Karabakh in Baku's military court, where
9 detainees have been denied due process, the right to
10 a fair trial, the right to legal counsel of their own
11 choosing, and have been charged on political grounds
12 without evidence and in the absence of independent
13 observers.

14 (12) In March 2025, Azerbaijan ordered the
15 International Committee of the Red Cross (ICRC),
16 the only entity in Azerbaijan with the authorization
17 to visit Armenian prisoners of war and civilian cap-
18 tives, to leave the country.

19 (13) International humanitarian law requires
20 parties to an international armed conflict to treat
21 prisoners of war humanely in all circumstances.

22 (14) It is a war crime to willfully kill, mistreat,
23 or torture prisoners of war, or to willfully cause
24 great suffering or serious injury to body or health.

1 (15) In addition to being bound by customary
2 international law, Azerbaijan is a party to the Gene-
3 va Conventions, the International Covenant on Civil
4 and Political Rights (ICCPR), and the European
5 Convention on Human Rights (ECHR) which strict-
6 ly forbid extrajudicial killings.

7 (16) Despite its international legal obligations
8 under the Geneva Conventions and repeated calls by
9 the United States Government, Azerbaijan has not
10 released all relevant persons and instead continues
11 to detain new prisoners of war, hostages, and cap-
12 tured civilians, nor have those responsible for serious
13 human rights violations and war crimes faced legal
14 consequences.

15 (17) Following the publication of the terms of
16 the initialed peace agreement between Armenia and
17 Azerbaijan in August 2025, it was confirmed the
18 document omits provisions to ensure the release of
19 Armenian prisoners of war or civilian captives, rais-
20 ing concerns as to Azerbaijan's commitment to en-
21 suring a just, durable, and dignified peace in the re-
22 gion.

23 (18) Amid fraught peace talks between Armenia
24 and Azerbaijan, the immediate and unconditional re-
25 lease of Armenian prisoners of war, civilians, and

1 political detainees would represent an important con-
2 fidence building measure.

3 (19) In addition to its arbitrary detention of
4 Armenian prisoners, Azerbaijan also has also unlaw-
5 fully detained over 300 Azerbaijani journalists,
6 human rights defenders, civic activists and opposi-
7 tion figures, with Azerbaijani authorities escalating
8 civil society crackdowns in the months leading up to
9 the COP29 Climate Summit in November 2024.

10 (20) Azerbaijan’s brutal repression of domestic
11 political opposition is of grave concern for the
12 human rights of Azerbaijanis.

13 (21) The detention and subsequent torture and
14 ill-treatment of journalists like Radio Free Europe/
15 Radio Liberty reporter Farid Mehralizada, critics of
16 the Aliyev government like Dr. Gubad Ibadoghlu,
17 and human rights advocates like Rufat Safarov,
18 raises fundamental concerns about due process and
19 the integrity of the legal proceedings against those
20 who express political dissent in Azerbaijan.

21 (22) Azerbaijan is designated as “Not Free” by
22 Freedom House due to the absence of political
23 rights, civil liberties, and rule of law.

1 **SEC. 3. REVIEW OF SANCTIONS WITH RESPECT TO AZER-**
2 **BAIJAN.**

3 (a) DETERMINATION.—Not later than 180 days after
4 the date of the enactment of this Act, the President shall
5 submit to the appropriate congressional committees a de-
6 termination, including a detailed justification, of whether
7 any person listed in subsection (b) meets the criteria for
8 the imposition of sanctions pursuant to—

9 (1) section 1263(b) of the Global Magnitsky
10 Human Rights Accountability Act (22 U.S.C. 2656
11 note); or

12 (2) section 7031(c) of the National Security,
13 Department of State, and Related Programs Appro-
14 priations Act.

15 (b) PERSONS LISTED.—The persons listed in this
16 subsection, which includes officials of Republic of Azer-
17 baijan, are the following:

18 (1) Lieutenant General Hikmat Izzat oglu
19 Mirzayev, Commander of the Special Forces.

20 (2) Lieutenant Colonel Elgun Aliyev, Chief of
21 the Military Police.

22 (3) Colonel Elshan Sanaev, Commander of Az-
23 erbaijani Military 218th Commando Brigade.

24 (4) Lieutenant General Anvar Afandiyev, Com-
25 mander of Azerbaijani Ground Forces.

1 (5) Major General Jeyhun Hasanov, Peniten-
2 tiary Service of the Ministry of Justice.

3 (6) Ali Naghiyev, Chief of the State Security
4 Services.

5 (7) Samir Nuriyev, Chief of Staff to President
6 Aliyev.

7 (8) Fuad Alasgarov, Assistant to the President
8 for Law Enforcement and Military Affairs.

9 (9) Orhan Samadov, Office of the General Pros-
10 ecutor.

11 (10) Vugar Guliyev, Office of the General Pros-
12 ecutor.

13 (11) Ziya Masurov, Office of the General Pros-
14 ecutor.

15 (12) Parviz Mirhashimov, Office of the General
16 Prosecutor.

17 (13) Babakhan Hasanaliyev, Office of the Gen-
18 eral Prosecutor.

19 (14) Hamza Eldar Akbar oglu, Office of the
20 General Prosecutor.

21 (15) Alakbarov Valeh Hasan oglu, Office of the
22 General Prosecutor.

23 (16) Faiq Qaniyev, Judge at Baku Court on
24 Grave Crimes.

1 (17) Mirza Khankishiyev, Judge at Baku Court
2 on Grave Crimes.

3 (18) Ilham Mahmudov, Judge at Baku Court
4 on Grave Crimes.

5 (19) Eldar Ismayilov, Judge at Baku Court on
6 Grave Crimes.

7 (20) Javid Huseynov, Judge at Baku Court on
8 Grave Crimes.

9 (21) Samir Aliyev, Judge at Baku Court on
10 Grave Crimes.

11 (22) Azad Madjidov, Judge at Baku Court on
12 Grave Crimes.

13 (23) Zeynal Agayev, Judge at Baku Court on
14 Grave Crimes.

15 (24) Sabuhi Huseynov, Judge at Baku Court
16 on Grave Crimes.

17 (25) Afgan Hajiyev, Judge at Baku Court on
18 Grave Crimes.

19 (26) Telman Huseynov, Judge at Baku Court
20 on Grave Crimes.

21 (27) Ali Mammadov, Judge at Baku Court on
22 Grave Crimes.

23 (28) Vusal Gurbanov, Narimanov District
24 Court Judge.

1 (29) Kamranov Hafiz, Narimanov District
2 Court Judge.

3 (30) Yusif Yusifov, Chief Investigator of the In-
4 vestigation Department for Combating Organized
5 Crime, Ministry of Internal Affairs.

6 (31) Abbasov Mirzali Abdulali oglu, Baku Court
7 of Appeals.

8 (32) Major General Abulfat Rzayev, Main Or-
9 ganized Crime Department, Ministry of Internal Af-
10 fairs.

11 (33) Mammadov Elchin, First Deputy Pros-
12 ecutor General.

13 (34) Lieutenant Fuad Rafael oglu Nabiyeu,
14 Azerbaijan Ministry of Defense.

15 (35) Elchin Guliyev, State Border Service of
16 Azerbaijan.

17 (36) Ilham Mehdiyev, State Border Service of
18 Azerbaijan.

19 (37) Vusal Sultanov, State Border Service of
20 Azerbaijan.

21 (38) Azad Alakbarov, State Border Service of
22 Azerbaijan.

23 (39) Ismayil Akbarov, State Border Service of
24 Azerbaijan.

1 (40) Ramin Bagirov, State Border Service of
2 Azerbaijan.

3 (41) Lieutenant Colonel Elgün Aliyev, Military
4 Police Department of the Ministry of Defence.

5 (42) Karim Valiyev, Chief of the General Staff
6 of the Azerbaijani Armed Forces.

7 (43) Nemat Avazov, Director of the Investiga-
8 tion Department, Office of the Prosecutor General.

9 (44) Tagiyev Azer Heydar oglu, Nasimi District
10 Court Judge.

11 (45) Ali Hasanov, Head of the Department for
12 Public and Political Issues.

13 (46) Mehman Ahmadov, Director of State Secu-
14 rity Service Investigative Isolator and Temporary
15 Detention Facility in Baku.

16 (47) Major General Hikmat Hasanov, Com-
17 mander of the 1st Army Corps of Azerbaijan.

18 (48) Kamran Aliyev, Prosecutor General.

19 (49) Ulviyya Shukuruvo, Baku City Sabail Dis-
20 trict Court Judge.

21 (50) Elnur Ismayilov, Deputy of Baku Inves-
22 tigative Detention Center.

23 (51) Major General Mais Barkhudarov, Com-
24 mander of the 1st Army Corps of Azerbaijan.

1 (52) Major General Zaur Sabir Memmedov,
2 Deputy Head of Azerbaijan’s Special Forces.

3 (53) Colonel Tehran Mensimov, Commander of
4 the Nakhichevan Army’s Special Forces.

5 (c) APPROPRIATE CONGRESSIONAL COMMITTEES DE-
6 FINED.—In this Act, the term “appropriate congressional
7 committees” means—

8 (1) the Committee on Foreign Relations, Com-
9 mittee on Appropriations, and the Committee on
10 Banking, Housing, and Urban Affairs of the Senate;
11 and

12 (2) the Committee on Foreign Affairs, Com-
13 mittee on Appropriations, and the Committee on Fi-
14 nancial Services of the House of Representatives.

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