

asserts that on August 29, 1990, she and several of her family members escaped via land to Jordan.

Although Claimant was not among them, many of the U.S. nationals in Iraq and Kuwait at the time of the 1990-91 Iraqi occupation of Kuwait sued Iraq (and others) in federal court for, among other things, hostage-taking.¹ Those cases were pending when, in September 2010, the United States and Iraq concluded an *en bloc* (lump-sum) settlement agreement.² The Agreement, which entered into force in May 2011, covered a number of personal injury claims of U.S. nationals arising from acts of the former Iraqi regime occurring prior to October 7, 2004, including claims of personal injury caused by hostage-taking.³ Exercising its authority to distribute money from the settlement funds, the U.S. Department of State provided compensation to numerous individuals whose claims were covered by the Agreement, including some whom Iraq had allegedly taken hostage or unlawfully detained following Iraq's 1990 invasion of Kuwait.

Under the International Claims Settlement Act of 1949 ("ICSA"), the Secretary of State has statutory authority to refer "a category of claims against a foreign government" to this Commission.⁴ The Secretary has delegated that authority to the State Department's Legal Adviser, who, by letter dated October 7, 2014, referred three categories of claims to this Commission for adjudication and certification.⁵ This was the State Department's second referral of claims to the Commission under the Claims

¹ See, e.g., *Hill v. Republic of Iraq*, 175 F. Supp. 2d 36 (D.D.C. 2001); *Vine v. Republic of Iraq*, 459 F. Supp. 2d 10 (D.D.C. 2006).

² See *Claims Settlement Agreement Between the Government of the United States of America and the Government of the Republic of Iraq*, Sept. 2, 2010, T.I.A.S. No. 11-522 ("Claims Settlement Agreement" or "Agreement").

³ See *id.* Art. III(1)(a)(ii).

⁴ See 22 U.S.C. § 1623(a)(1)(C) (2012).

⁵ See *Letter dated October 7, 2014, from the Honorable Mary E. McLeod, Acting Legal Adviser, Department of State, to the Honorable Anuj C. Desai and Sylvia M. Becker, Foreign Claims Settlement Commission* ("2014 Referral" or "October 2014 Referral").

Settlement Agreement, the first having been by letter dated November 14, 2012 (“2012 Referral” or “November 2012 Referral”).⁶

One category of claims from the 2014 Referral is applicable here. That category, known as Category A, consists of

claims by U.S. nationals for hostage-taking¹ by Iraq² in violation of international law prior to October 7, 2004, provided that the claimant was not a plaintiff in pending litigation against Iraq for hostage taking³ at the time of the entry into force of the Claims Settlement Agreement and has not received compensation under the Claims Settlement Agreement from the U.S. Department of State. . . .

¹ For purposes of this referral, hostage-taking would include unlawful detention by Iraq that resulted in an inability to leave Iraq or Kuwait after Iraq invaded Kuwait on August 2, 1990.

² For purposes of this referral, “Iraq” shall mean the Republic of Iraq, the Government of the Republic of Iraq, any agency or instrumentality of the Republic of Iraq, and any official, employee or agent of the Republic of Iraq acting within the scope of his or her office, employment or agency.

³ For purposes of this category, pending litigation against Iraq for hostage taking refers to the following matters: *Acree v. Iraq*, D.D.C. 02-cv-00632 and 06-cv-00723, *Hill v. Iraq*, D.D.C. 99-cv-03346, *Vine v. Iraq*, D.D.C. 01-cv-02674; *Seyam (Islamic Society of Wichita) v. Iraq*, D.D.C. 03-cv-00888; *Simon v. Iraq*, D.D.C. 03-cv-00691.

2014 Referral at ¶ 3.

On October 23, 2014, the Commission published notice in the *Federal Register* announcing the commencement of the second Iraq Claims Program pursuant to the ICSA and the 2014 Referral.⁷

⁶ Although the November 2012 Referral involved claims of U.S. nationals who were held hostage or unlawfully detained by Iraq, it did not involve hostage-taking claims *per se*. Rather, it consisted of certain claimants who had *already received* compensation under the Claims Settlement Agreement from the State Department for their hostage-taking claims, and it authorized the Commission to award additional compensation to those claimants, provided they could show, among other things, that they suffered a “serious personal injury” during their detention. The 2012 Referral expressly noted that the “payment already received by the claimant under the Claims Settlement Agreement compensated the claimant for his or her experience for the entire duration of the period in which the claimant was held hostage or was subject to unlawful detention and encompassed physical, mental, and emotional injuries generally associated with such captivity or detention.” 2012 Referral, *supra*, n.3.

⁷ *Program for Adjudication: Commencement of Claims Program*, 79 Fed. Reg. 63,439 (Oct. 23, 2014).

On October 23, 2015, the Commission received from Claimant a completed Statement of Claim seeking compensation under Category A of the 2014 Referral, together with exhibits supporting the elements of her claim.

DISCUSSION

Jurisdiction

This Commission's authority to hear claims is limited to the category of claims referred to it by the United States Department of State.⁸ The Commission's jurisdiction under the "Category A" paragraph of the 2014 Referral is limited to claims for hostage-taking of (1) "U.S. nationals," provided that the claimant (2) was not a plaintiff in any litigation against Iraq for hostage taking pending on May 22, 2011 (the "Pending Litigation"), and (3) has not received compensation under the Claims Settlement Agreement from the Department of State. 2014 Referral ¶ 3.

Nationality

This claims program is limited to claims of "U.S. nationals." Here, that means a claimant must have been a national of the United States when the claim arose and continuously thereafter until May 22, 2011, the date the Agreement entered into force.⁹ Claimant satisfies the nationality requirement. She has provided a copy of her cancelled U.S. passport, which shows that she was a U.S. national at the time of the alleged hostage-taking (August 1990). She has also provided a copy of her current U.S. passport, which establishes that she remained a U.S. national through the effective date of the Claims Settlement Agreement.

No Pending Litigation

Additionally, Category A states that the claimant may not have been a plaintiff in

⁸ See 22 U.S.C. § 1623(a)(1)(C).

⁹ See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 4-5 (2016).

any of the so-called Pending Litigation cases at the time of the entry into force of the Claims Settlement Agreement.¹⁰ Footnote 3 of the 2014 Referral specifically lists the Pending Litigation cases for purposes of the Referral. Claimant has averred under oath in her Statement of Claim, and the pleadings in the cases cited in footnote 3 confirm, that she was not a plaintiff in any of those Pending Litigation cases. The Commission thus finds that Claimant has also satisfied this element of her claim.

*No Compensation under the Claims Settlement Agreement
from the Department of State*

The Claimant also satisfies the final jurisdictional requirement. Claimant has stated that she has never “received any compensation under the [U.S.-Iraq] Claims Settlement Agreement from the Department of State.” Further, we have no evidence that the State Department has provided her any compensation under the Claims Settlement Agreement. Therefore, Claimant meets this element of her claim.

In summary, this claim is within the Commission’s jurisdiction pursuant to the 2014 Referral and is entitled to adjudication on the merits.

Merits

Factual Allegations

Claimant states that Iraq held her hostage from August 2, 1990, until August 29, 1990, a total of 28 days. She alleges that she was visiting her husband’s family in Baghdad, along with her husband and daughter, when Iraq invaded Kuwait on August 2, 1990. Claimant alleges that, on that day, she was staying at her brother-in-law’s house when they learned of the invasion from television and radio news reports. She became especially unnerved when her husband’s cousin, who had also been staying at the house,

¹⁰ The Agreement entered into force on May 22, 2011. See Claims Settlement Agreement, art. IX.

“fled . . . and, for their safety, was relocating his family to another residence that was more distant from Iraqi government buildings.” Claimant was “unable to sleep at all that night, as [she] lay awake in bed, thinking about the frightening circumstances in which [she] had found [herself]”

Claimant states that on August 8, 1990, she contacted the U.S. Embassy in Baghdad to notify them of their presence in Iraq and to obtain information about plans the Embassy may have made for the evacuation of U.S. citizens. “Instead, [she] learned that the Iraqi regime had closed its borders and that no such evacuation plans were in place.” The U.S. Embassy contacted her the next day indicating that they were attempting to arrange evacuation with a transportation agency, but, according to Claimant, that plan “never came to fruition.” Later that same day, Claimant contacted Lufthansa Airlines regarding her previously booked return flight to the United States. The airline described a plan to arrange bus transportation for their passengers to Amman, Jordan, later that evening; however, after a few hours, Lufthansa called to inform her that “the Iraqi regime was prohibiting U.S. citizens and other western nationals from leaving the country.”

Claimant asserts that, “[d]uring the third week of the invasion, [she] heard a radio report announcing that the Iraqi regime was arranging to ‘house’ foreign nationals from countries that posed a threat to Iraq and . . . was planning to use those foreigners as ‘human shields’ to deter an allied attack.” Then, on August 20, 1990, she learned of an order “requiring Iraqi citizens to register any foreign nationals they might be hosting in their homes – causing [her] to become more fearful than ever for [her] family’s safety.”

The next day, Claimant’s husband’s family was instructed by Iraqi authorities to hand over Claimant’s and her husband’s and daughter’s passports to Iraqi immigration to

be issued exit visas. On August 21, they did so, and were told to return on August 25; however, on that date, they were told to instead come back the next day. The following day the same thing happened. Finally, the day after that, on August 27, 1990, Iraqi immigration officials returned their passports to them, which contained exit visas for Iraq. One day later, on August 28, 1990, Iraqi President Saddam Hussein announced that foreign national women and minors could leave Iraq and Kuwait,¹¹ although Claimant does not indicate whether she or her family became aware of this announcement prior to departing Iraq.

Claimant states that on the morning of August 29, 1990, Claimant, her husband, her daughter, and three other relatives traveled in a hired van to the Jordanian border. They arrived around noon, and eventually crossed the border into Jordan, where they spent one night before flying to Frankfurt, Germany, before ultimately landing in the United States.

Supporting Evidence

Claimant has supported her claim with, among other things, two sworn declarations, dated August 10, 2016, and February 8, 2018, in which she describes her ordeal in Iraq; a news article, published a few days after her release, confirming her arrival in Iraq on August 1, 1990, and her subsequent departure after securing an exit visa; and a copy of her U.S. passport valid at the time of the Iraqi invasion, which contains, *inter alia*, an Iraqi entrance stamp dated August 1, 1990, an Iraqi exit visa dated August 26, 1990, an Iraqi exit stamp dated August 29, 1990, a Jordanian entrance stamp dated August 29, 1990, a Jordanian exit stamp dated August 30, 1990, and a U.S. immigration stamp dated August 31, 1990.

¹¹ See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 11.

Additionally, Claimant has submitted a number of documents that provide background about the broader geopolitical situation during the First Gulf War in 1990-91, including some that relate specifically to the circumstances faced by U.S. nationals in Iraq and Kuwait at the time. These documents include statements from U.S. and Iraqi officials, resolutions of the United Nations Security Council, newspaper articles, a report from Amnesty International on human rights violations committed by Iraq in 1990, unclassified cables and a memorandum from the U.S. Department of State, and affidavits submitted in two lawsuits brought by other U.S. nationals who were also in Kuwait or Iraq during the First Gulf War.

Legal Standard

To make out a substantive claim under Category A of the 2014 Referral, a claimant must show that (1) Iraq was engaged in an armed conflict and (2) during that conflict, Iraq took the claimant hostage.¹² The Commission has previously held that, to establish a hostage-taking claim, a claimant must show that Iraq (a) seized or detained the claimant and (b) threatened the claimant with death, injury or continued detention (c) in order to compel a third party, such as the United States government, to do or abstain from doing any act as an explicit or implicit condition for the claimant's release.¹³ A claimant can establish the first element of this standard by showing that the Iraqi government confined the claimant to a particular location or locations within Iraq or Kuwait, or prohibited the claimant from leaving Iraq and/or Kuwait.¹⁴

¹² See *id.* at 16. An estate claimant would of course need to make this showing as to its decedent.

¹³ See *id.* at 17-20.

¹⁴ See *id.* at 17.

Application of Standard to this Claim

(1) Armed Conflict: Claimant alleges that Iraq took her hostage in Iraq on August 2, 1990, and held her hostage for 28 days, until August 29, 1990, when she departed Iraq. In its first decision awarding compensation for hostage-taking under the 2014 Referral, the Commission held that during this entire period, Iraq was engaged in an armed conflict with Kuwait.¹⁵ Thus, Claimant satisfies this element of the standard.

(2) Hostage-taking: To satisfy the hostage-taking requirement of Category A of the 2014 Referral, Claimant must show that Iraq (a) seized or detained her and (b) threatened her with death, injury or continued detention (c) in order to compel a third party, such as the United States government, to do or abstain from doing any act as an explicit or implicit condition for her release. Claimant satisfies this standard for the 28-day period from August 2, 1990, to August 29, 1990.

(a) Detention/deprivation of freedom: For purposes of analyzing Claimant's allegations of having been detained, her time in Iraq following the Iraqi invasion can be divided into three periods: (i) between the Iraqi invasion on August 2, 1990 and the Iraqi government's formal closing of the borders on August 9, 1990; (ii) from that August 9th formal closing of the borders until Iraqi officials returned Claimant's passport containing her Iraq exit visa on August 27, 1990; and (iii) from the date Iraq returned Claimant's passport to her until Claimant's departure on August 29, 1990.

From August 2, 1990, until Iraq formally closed its borders to foreign nationals on August 9, 1990, Iraq confined Claimant to her brother-in-law's house in Baghdad. The Commission has previously determined that Iraq detained U.S. nationals who were in

¹⁵ See *id.* at 16-17.

Iraq during this period by threatening them with forcible detention.¹⁶ Although some foreign nationals did manage to leave Iraq during this period, Claimant could not reasonably be expected to have escaped.¹⁷ Iraqi authorities were forcibly detaining foreign nationals (including U.S. nationals) in Kuwait and Iraq, relocating many to Baghdad against their will.¹⁸ Claimant understandably had, as the United Nations Compensation Commission has put it, a “manifestly well-founded fear” of being killed or forcibly detained if she had made any attempt to leave the country.¹⁹ The Commission has previously recognized that for the purposes of the legal standard applicable here, putting Claimant in this situation in effect amounts to detention.²⁰ Iraq thus detained Claimant from August 2, 1990, to August 9, 1990.

From August 9, 1990, until she crossed the border into Jordan on August 29, 1990, the Iraqi government confined Claimant to Iraq, preventing her from leaving the country by the threat of force. Starting on August 9, 1990, the Iraqi government formally closed all borders under its control, forcibly prohibiting U.S. nationals from leaving.²¹ As the Commission has previously held, as of that date, Iraq prohibited Claimant from leaving the country, effectively detaining her within the borders of Iraq.²² For Claimant, this formal policy of prohibiting U.S. nationals from leaving Iraq and Kuwait lasted until at least August 27, 1990, when Iraqi immigration authorities returned Claimant’s passport to her with an Iraqi exit stamp.

¹⁶ See Claim No. IRQ-II-281, Decision No. IRQ-II- 139, at 9-10.

¹⁷ See *id.* at 10 n.23.

¹⁸ See *id.* at 10.

¹⁹ Report and Recommendations Made by the Panel of Commissioners Concerning the First Instalment of Individual Claims for Damages up to US \$100,000 (Category “C” Claims), UN Doc. S/AC.26/1994/3 (1994), at 93.

²⁰ See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 21.

²¹ See *id.* at 7, 21-22.

²² See *id.* at 22.

It is unclear, however, whether Claimant could have left the country that day, even with the exit stamp in her U.S. passport. At the time, the Iraqi decree preventing U.S. nationals from leaving the country was still in effect. The next day (August 28, 1990), however, Iraq lifted the decree for minors and females, and so the formal prohibition on Claimant leaving the country ended by that date. Iraq thus formally permitted Claimant to leave the country on either August 27, 1990, or August 28, 1990; even so, however, her detention did not end on the date she was formally permitted to leave. As the Commission has previously recognized, a claimant's detention ends only on the date that she is released from the control of the person or entity that detained her.²³ Any attempt "[by the perpetrator] to restrict [the] movements" of a claimant establishes control,²⁴ whereas a claimant who has a reasonable opportunity to leave the site of his or her captivity is deemed no longer to be under the perpetrator's control.²⁵

Under this standard, Claimant remained under Iraq's control until August 29, 1990. The Commission has recognized that Iraq imposed conditions on outbound travel that limited the ability of foreign nationals, including U.S. nationals, to leave Iraq and/or Kuwait immediately after their official release.²⁶ This included female and minor U.S. nationals who were released under the August 28, 1990, decree. Indeed, although Claimant may have received her exit visa on August 27, the evidence suggests that she was otherwise subject to the policy prohibiting the departure of U.S. national women and children until the decree was lifted the following day, August 28, 1990. It is reasonable to assume this would have resulted in at least some delay in her departure. Moreover, the

²³ See *id.* at 22; see also Claim No. LIB-II-183, Decision No. LIB-II-178 (Proposed Decision), at 13 (2012).

²⁴ Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 22 (citing Claim No. LIB-II-183, Decision No. LIB-II-178 (Proposed Decision), at 12 (2012)).

²⁵ See *id.*

²⁶ See *id.* at 12.

Iraqi government was strictly limiting air travel in and out of Iraq at this time, and so Claimant was effectively compelled to travel over land (despite the fact that her original itinerary was to fly out of Baghdad airport on a Lufthansa flight). In any event, the available evidence indicates that Claimant left Iraq as soon as reasonably possible after receiving her exit visa, by traveling in a hired van two days after the return of her passport—and one day after the general release of female and minor U.S. nationals—to the Jordanian border. Because there is no evidence that Claimant remained voluntarily in Iraq at any time during this period, we conclude that she was under Iraq’s control and thus detained from August 27, 1990 to August 29, 1990.

In sum, Iraq thus detained Claimant from August 2, 1990 until August 29, 1990.

(b) Threat: In its first decision awarding compensation for hostage-taking under the 2014 Referral, the Commission determined that the Iraqi government threatened U.S. nationals in Kuwait and Iraq numerous times with continued detention.²⁷ Both Iraqi President Saddam Hussein and the Speaker of Iraq’s National Assembly Saadi Mahdi made clear that American nationals (as well as those from numerous other countries) would not be permitted to leave.²⁸ Claimant has thus established that Iraq threatened to continue to detain him.

(c) Third party coercion: The Commission has previously held that Iraq detained all U.S. nationals in Kuwait or Iraq at the time and threatened them with continued detention in order to compel the United States government to act in certain ways as an explicit and/or implicit condition for their release.²⁹ Iraq itself stated that it sought three things from the United States government before it would release the

²⁷ See *id.* at 23.

²⁸ See *id.*

²⁹ See *id.*

detained U.S. nationals; it wanted the United States (i) not to attack Iraq, (ii) to withdraw its troops from Saudi Arabia; and/or (iii) to end the economic embargo imposed on Iraq.³⁰ Indeed, at the time, the U.S. government itself understood Iraq's actions to be hostage-taking.³¹

In sum, this claim meets the standard for hostage-taking within the meaning of the 2014 Referral. Iraq held Claimant hostage in violation of international law for a period of 28 days, and Claimant is thus entitled to compensation.

COMPENSATION

Having concluded that the present claim is compensable, the Commission must next determine the appropriate amount of compensation.

In its first decision awarding compensation for hostage-taking under the 2014 Referral, the Commission held that successful claimants should be awarded compensation in the amount of \$150,000 plus an additional \$5,000 for each day the claimant was in captivity.³² Therefore, for the 28 days Iraq held Claimant hostage, she is entitled to an award of \$290,000, which is \$150,000 plus (28 x \$5,000). This amount constitutes the entirety of the compensation to which Claimant is entitled under the Claims Settlement Agreement.

The Commission hereby enters the following award, which will be certified to the Secretary of the Treasury for payment under sections 7 and 8 of the ICSA.³³

³⁰ See *id.* at 23-24.

³¹ See George H. W. Bush, "These Innocent People . . . Are, In Fact, Hostages" in U.S. Dep't of State, *American Foreign Policy Current Documents 1990* 484 (Sherrill Brown Wells ed. 1991); see also 2014 Referral at ¶ 3; cf. S.C. Res. 674 (Oct. 29, 1990) ("actions by . . . Iraq authorities and occupying forces to take third-State nationals hostage" and demanded that Iraq "cease and desist" this practice).

³² See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 24-26.

³³ 22 U.S.C. §§ 1626-1627 (2012).

AWARD

Claimant is entitled to an award in the amount of \$290,000.

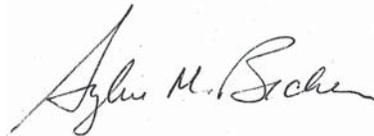
Dated at Washington, DC, April 11, 2018
and entered as the Proposed Decision
of the Commission.

**This decision was entered as the
Commission's Final Decision
on**

July 10, 2018



Anuj C. Desai, Commissioner



Sylvia M. Becker, Commissioner

NOTICE: Pursuant to the Regulations of the Commission, any objections must be filed within 15 days of delivery of this Proposed Decision. Absent objection, this decision will be entered as the Final Decision of the Commission upon the expiration of 30 days after delivery, unless the Commission otherwise orders. FCSC Regulations, 45 C.F.R. § 509.5 (e), (g) (2017).