

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

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").

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

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

On October 8, 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.

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).

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 U.S. birth certificate and a copy of her U.S. passport issued in 1987, which show that she was a U.S. national at the time of the alleged hostage-taking. She has also provided copies of each of her U.S. passports through 2018, which establish 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 must not have been a plaintiff in 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

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).

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

Litigation cases for purposes of the Referral. Claimant has averred under oath in an October 2015 declaration submitted with her 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 “not previously received compensation from the U.S. Department of State under the United States-Iraq Settlement Agreement dated September 2, 2010.” 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 Backdrop to Claimant’s Allegations

Claimant’s hostage-taking claim is based on Iraq’s treatment of women and minors of U.S. nationality after the Iraqi government announced on August 28, 1990, that women and minors of foreign nationality could leave Iraq and Kuwait.¹¹ Accordingly, the factual backdrop to Claimant’s allegations—including an overview of State Department efforts to evacuate U.S. women and minors from Iraq and Kuwait following Iraq’s August 28 announcement—is provided below.

As the Commission has previously recognized, shortly after Iraq invaded Kuwait on August 2, 1990, Iraqi forces began seizing and detaining U.S. nationals in Kuwait.¹²

¹¹ See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 11, 22.

¹² See *id.* at 6.

Within days, the Iraqi military had sealed the border crossings and had set up check points on the roads leading out of Kuwait, making it nearly impossible for U.S. nationals (and those of several other countries) to leave.¹³ Throughout the crisis, the Iraqi government granted some groups of individuals permission to leave Iraq and Kuwait. In particular, Iraqi President Saddam Hussein made an announcement on August 28, 1990, authorizing women and minors of foreign nationality to leave Iraq and Kuwait.¹⁴

On August 29, 1990, Margaret Tutwiler, then Assistant Secretary of State for Public Affairs, stated that due to Iraq's change in policy regarding women and minors of foreign nationality, the State Department had started to make plans to evacuate several hundred women and children of U.S. nationality from Iraq and Kuwait.¹⁵ In early September, the U.S. Embassy in Kuwait issued advisories informing U.S. nationals in Kuwait of Iraq's new policy on the departure of women and children and advising them to contact the Embassy for details about the evacuation.¹⁶ From September 1, 1990, to September 22, 1990, State Department officials in Iraq and Kuwait assisted hundreds of women and children to depart on evacuation flights, many of which were chartered by the U.S. government.¹⁷ On September 19, 1990, and again on September 20, 1990, Tutwiler

¹³ See *id.* at 7.

¹⁴ See *id.* at 11.

¹⁵ See *CB State Department Regular Briefing Briefer: Margaret Tutwiler*, FEDERAL NEWS SERVICE, Aug. 29, 1990, at 2-3, Lexis.

¹⁶ See *CB Message from U.S. State Department to American Citizens in Kuwait as Broadcast Via Voice of America*, FEDERAL NEWS SERVICE, Sep. 6, 1990, at 1, Lexis; *CB State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Sep. 11, 1990, at 1, Lexis; *CB State Department Regular Briefing*, FEDERAL NEWS SERVICE, Sep. 12, 1990, at 1-2, Lexis. These advisories, which were broadcast over radio channels operated by the British Broadcasting Corporation and Voice of America, stated that adult males "[remained] subject to detention and arrest." See *CB State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Sep. 11, 1990, at 1, Lexis; *CB State Department Regular Briefing*, FEDERAL NEWS SERVICE, Sep. 12, 1990, at 1-2, Lexis. In addition to these radio communications, the U.S. Embassy maintained contact with U.S. nationals in Iraq and Kuwait via telephone and the warden system. See *CB State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Aug. 20, 1990, at 1, Lexis; *CB State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Aug. 22, 1990, at 1, Lexis.

¹⁷ See Memorandum from Elizabeth M. Tamposi to Sec'y of State on American Citizens Evacuated from Iraq/Kuwait (Dec. 18, 1990) (on file with the Commission) [hereinafter "Tamposi Memorandum"]; *CB State*

announced that a flight departing on September 22, 1990, would “accommodate all Americans and the foreign-born members of their families who [had] been able to get permission to leave . . . and who [wished] to depart” from Iraq and Kuwait.¹⁸ She also stated that some U.S. nationals in Kuwait had decided to stay even though the State Department had made clear that it had no plans to schedule additional evacuation flights at that time.¹⁹

On September 24, 1990, Tutwiler reported that over 1,900 U.S. nationals and their family members had been evacuated from Iraq and Kuwait, leaving 600 to 700 U.S. nationals (including men, women, and children) in Kuwait.²⁰ While she refused to disclose the exact number of U.S. nationals who remained in Kuwait voluntarily, she acknowledged that the State Department would assist with travel arrangements for U.S. citizens in this category if they decided later to leave Iraq and/or Kuwait.²¹

On October 5, 1990, the State Department announced that it had scheduled an evacuation flight on October 10, 1990, for approximately 300 U.S. citizens, including many women and children who initially chose to stay in Kuwait during the mass evacuation in September 1990 but subsequently decided to leave.²² On November 15, 1990, the State Department announced that it would evacuate another group of U.S. nationals in Kuwait and Iraq, comprised principally of “women and children who [had] been qualified to depart

Department Regular Briefing Briefer: Richard Boucher, FEDERAL NEWS SERVICE, Sep. 11, 1990, at 1, Lexis; *CB State Department Regular Briefing*, FEDERAL NEWS SERVICE, Sep. 12, 1990, at 1, Lexis.

¹⁸ *CB (From the State Department)*, FEDERAL NEWS SERVICE, Sep. 19, 1990, at 1, Lexis; *see CB (CB State Department Regular Briefing Briefer: Margaret Tutwiler*, FEDERAL NEWS SERVICE, Sep. 20, 1990, at 1, Lexis.

¹⁹ *CB (From the State Department)*, FEDERAL NEWS SERVICE, Sep. 19, 1990, at 1, 5, Lexis; *see CB State Department Regular Briefing Briefer: Margaret Tutwiler*, FEDERAL NEWS SERVICE, Sep. 20, 1990, at 1, 3-4, Lexis.

²⁰ *See CB State Department Regular Briefing Briefer: Margaret Tutwiler*, FEDERAL NEWS SERVICE, Sep. 24, 1990, at 1, Lexis.

²¹ *See id.*

²² *See State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Oct. 5, 1990, at 1, Lexis.

for some time, but [had] only recently decided to leave,” on a flight scheduled for November 18, 1990.²³

After the Iraqi government authorized the departure of all foreign nationals in Iraq and Kuwait on December 6, 1990,²⁴ the U.S. Embassies in Kuwait and Baghdad contacted the U.S. nationals remaining in both countries to inform them that the State Department had chartered evacuation flights for all U.S. nationals who wished to depart.²⁵ On December 11, 1990, the State Department disclosed that while the “overwhelming majority of those American citizens [had] chosen to leave,” 310 U.S. citizens (60 women, 215 children, and 35 adult males) had decided to stay in Kuwait and over 200 had decided to stay in Iraq.²⁶ Most of the U.S. citizens who chose to remain were dependents of “Iraqi, Kuwaiti, or other Arab heads of household who [had] decided not to leave” even though State Department officials “repeatedly urged [all U.S. nationals remaining in Iraq and Kuwait] to take advantage of opportunities to depart.”²⁷

On December 13, 1990, the last U.S. government chartered evacuation flight left Kuwait (via Baghdad).²⁸ That same day, a State Department official stated that all remaining U.S. citizens in Kuwait and Iraq who wished to depart had done so and “that every possible effort to contact and encourage Americans in Kuwait to depart [had] been done.”²⁹ The State Department also advised U.S. citizens who sought to leave Kuwait after

²³ See *State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Nov. 15, 1990, at 2, Lexis.

²⁴ See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 12.

²⁵ See *State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Dec. 10, 1990, at 1, Lexis.

²⁶ See *State Department Regular Briefing Briefer: Richard Boucher*, FEDERAL NEWS SERVICE, Dec. 11, 1990, at 1-2, Lexis.

²⁷ See *id.* at 1.

²⁸ See *State Department Regular Briefing Briefer: Margaret Tutwiler*, FEDERAL NEWS SERVICE, Dec. 13, 1990, at 15, Lexis; Tamposi Memorandum, at 4.

²⁹ See *State Department Regular Briefing Briefer: Margaret Tutwiler*, FEDERAL NEWS SERVICE, Dec. 13, 1990, at 1, Lexis.

December 13, 1990, that the U.S. Embassies in Baghdad and Amman could assist with travel arrangements for daily commercial flights that Iraq had established between Kuwait City and Baghdad and between Baghdad and Amman.³⁰

Factual Allegations

Claimant states that Iraq held her hostage from August 2, 1990, until February 26, 1991, a total of 209 days. She alleges that she was living with her husband and one-year-old daughter in an apartment in Salmiya, Kuwait, when Iraq invaded the country on August 2, 1990. She states that, the morning of the invasion, she saw “smoke rising in the distance and tanks traveling up and down Gulf Street.” Fearing that they were in danger in their apartment, Claimant and her husband and daughter went to live with Claimant’s mother-in-law in Rabiya, Kuwait. On the second night of the invasion, Claimant went into labor. She and her husband drove to the hospital, but were stopped along the way at an Iraqi checkpoint and made to wait before being allowed to proceed. The next day, August 4, 1990, Claimant gave birth to a son at the hospital in Sulaibakhat, Kuwait. She remained at the hospital for only about 10 hours, however, before returning to her mother-in-law’s house, as there were no longer any doctors or nurses available.

Claimant states that, on or around October 20, 1990, she received a call from the U.S. Embassy and the caller notified her that she and her children might be able to leave because she was a U.S. citizen. Claimant asserts that the caller did not provide information about an actual evacuation and did not call again. Claimant states that this frightened her because she worried that if the U.S. Embassy could find her, Iraqi forces could find her as well. In addition, Claimant states that the Iraqis were going door-to-door looking for Americans and had decreed that “anyone harboring or hiding Americans would be

³⁰ See *id.*

executed.” She adds that there were “checkpoints searching for Americans all over Kuwait.” Claimant further states that, around this time, there was “neighborhood gossip” about an American living in the neighborhood, and, fearing that the Iraqis would search her out, she and her children moved to her father-in-law’s home in Salwa, Kuwait, on October 31 or November 1, 1990. She later learned that, after they fled, the Iraqis had indeed come to search for them at her mother-in-law’s house in Rabiya.

Claimant and her family stayed at her father-in-law’s house through the end of February 1991. She asserts that, during this time, the Iraqi military was ever-present on the streets outside and continued its door-to-door searches for Americans. Indeed, she cites two instances in which Iraqi soldiers came to their house, but that on both occasions, she remained locked in a bedroom with her children. Claimant contends that she was finally released on February 26, 1991, which is the date she asserts that a U.S.-led coalition force liberated Kuwait. Approximately four months later, in June 1991, Claimant and her family traveled to the United States to stay with her parents in Iowa.

Claimant maintains that she and her family were not aware of the August 28, 1990 announcement authorizing women and children to leave Kuwait. She also argues that she could not have left Kuwait at that time because of the danger and resulting fear posed by the occupying Iraqi forces.

Supporting Evidence

Claimant has supported her claim with, among other things, two of her own sworn declarations, dated October 4, 2015, and September 1, 2016, in which she describes her ordeal in Kuwait; and a copy of Claimant’s U.S. passport from the time of the Iraqi invasion, which contains, *inter alia*, a Kuwaiti entry visa dated October 31, 1988, a Kuwaiti

entry stamp dated November 2, 1988, a Kuwaiti exit stamp dated May 4, 1991,³¹ an Emirati entry stamp dated June 4, 1991, and a U.S. entry stamp dated June 6, 1991. In addition, Claimant has submitted copies of several contemporaneous newspaper articles, four of which identify Claimant by name and provide further details about her alleged detention in Kuwait. The Commission also takes notice of Federal News Service transcriptions of press briefings by U.S. government officials, news articles, and publically available unclassified State Department documents that provide further information about Iraq's treatment of women and minors of foreign nationality after it authorized them to leave Iraq and Kuwait on August 28, 1990.

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.³² 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.³³ 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.³⁴

³¹ Claimant asserts that she departed Kuwait in June 1991, and the entry stamps for the United Arab Emirates (Dubai International Airport) and the United States appear to support this. Although irrelevant to our determination in this claim, it seems likely that the May 4, 1991 exit stamp from Kuwait was in error, and should have been June 4, 1991.

³² See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 16. An estate claimant would of course need to make this showing as to its decedent.

³³ See *id.* at 17-20.

³⁴ See *id.* at 17.

Application of Standard to this Claim

(1) Armed Conflict: Claimant alleges that Iraq took her hostage in Kuwait on August 2, 1990 and held her hostage for 209 days, until February 26, 1991, which is the date that she alleges a U.S.-led coalition force liberated Kuwait. 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.³⁵ 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. Although she alleges that Iraq held her hostage from August 2, 1990, until February 26, 1991, a total of 209 days, Claimant satisfies this standard only for the 27-day period from August 2, 1990, to August 28, 1990.

(a) Detention/deprivation of freedom: For purposes of analyzing Claimant's allegations of having been detained, her time in Kuwait 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 the August 28, 1990 announcement that women and minors could leave Iraq and Kuwait; and (iii) from that August 28th announcement until Claimant's alleged release on February 26, 1991.³⁶

³⁵ See *id.* at 16-17.

³⁶ See *id.* at 20-21.

From August 2, 1990, until Iraq formally closed its borders to foreign nationals on August 9, 1990, Iraq confined Claimant to her mother-in-law's residence by threatening all U.S. nationals with immediate seizure and forcible detention.³⁷ Although some foreign nationals did manage to leave Kuwait and/or Iraq during this period, Claimant could not reasonably be expected to have escaped.³⁸ Iraqi authorities were forcibly detaining foreign nationals (including U.S. nationals) in Kuwait, relocating many to Baghdad against their will.³⁹ Claimant had, as the United Nations Compensation Commission has put it, a "manifestly well-founded fear" of being killed or forcibly detained if she had left her residence.⁴⁰ 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.⁴¹ Iraq thus detained Claimant from August 2, 1990, to August 9, 1990.

From August 9, 1990, until August 28, 1990, the Iraqi government confined Claimant to Kuwait, preventing her from leaving the country by the threat of force. Starting on August 9, 1990, the Iraqi government formally closed Kuwait's borders, forcibly prohibiting U.S. nationals from leaving.⁴² As the Commission has previously held, as of that date, Iraq prohibited Claimant from leaving the country, effectively detaining her within the borders of Kuwait and Iraq.⁴³ For Claimant, this formal policy of prohibiting U.S. nationals from leaving Kuwait and Iraq lasted until August 28, 1990, when the Iraqi government announced that all female and minor U.S. nationals could leave.⁴⁴

³⁷ *See id.* at 21.

³⁸ *See id.*

³⁹ *See id.*

⁴⁰ 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.

⁴¹ *See* Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 21.

⁴² *See id.* at 21-22.

⁴³ *See id.* at 22.

⁴⁴ *See id.*

Although Claimant may have been legally permitted to leave Kuwait on August 28, 1990, her detention did not necessarily end on that date. 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.⁴⁵ In this regard, any attempt by Iraq "to restrict [the] movements" of a claimant establishes control,⁴⁶ whereas a claimant who has a reasonable opportunity to leave the site of his or her captivity is deemed no longer to be under [Iraq's] control.⁴⁷

Here, while Claimant advances several reasons why she remained under Iraq's control after August 28, 1990, only one of these reasons concerns acts allegedly committed by the Iraqi government: Claimant argues that due to several Iraqi military actions during the occupation of Kuwait it was not safe for her to attempt to leave her in-laws' residences prior to February 26, 1991—*i.e.*, the date Kuwait was officially liberated from Iraq. Claimant's primary contention in this regard is that Iraq continued its policy of seizing and detaining women and children of U.S. nationality even after the August 28, 1990 announcement and, thus, she reasonably feared that Iraq would have seized or detained her had she attempted to leave after that date. According to Claimant, the "Iraqi military actions restricted [her] and her family to the houses in Rabiya and Salwa in which they hid, and they had no reasonable opportunity to leave . . . until the Iraqi troops withdrew, relinquishing their control over the people who were detained in Kuwait under threat of injury, death, and/or capture."⁴⁸

⁴⁵ See *id.* at 22; see also Claim No. LIB-II-183, Decision No. LIB-II-178 (Proposed Decision), at 13 (2012).

⁴⁶ 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)).

⁴⁷ See *id.*

⁴⁸ See Memorandum In Support of Claim IRQ-II-144 and Related Claims in Response to Commission Request for Information, dated September 14, 2016 ("Claimant Mem."), at 31. Claimant also argues that she was not aware of the August 28, 1990 announcement or other announcements regarding the release and

To support this argument, Claimant, through counsel, has submitted a memorandum which cites several sources showing that Iraq continued to detain foreign nationals after August 28, 1990. None of these sources, however, address whether Iraq had a policy of seizing and detaining *women or minors* of U.S. nationality after the August 28, 1990 announcement. They are thus not determinative here.

The only document cited by Claimant that specifically addresses the treatment of women or minors of U.S. nationality after August 28, 1990, is a December 7, 1990 *Washington Post* chronology of the Gulf War that states that on or around August 30, 1990, “[d]iplomats in Baghdad [said] Iraq will allow planes to pick up Western women and children only if the aircraft fly food and medicine into Iraq.”⁴⁹ While it is clear that Iraq imposed restrictions on air travel that prevented some women and minors from leaving Kuwait and Iraq immediately after August 28, 1990,⁵⁰ Claimant cites no evidence to suggest that Iraq, in practice, enforced the conditions noted in the August 30 account. To the contrary, Claimant’s contention in this regard directly contradicts contemporaneous statements and communications from State Department officials, none of which indicate that women or minors of U.S. nationality were prevented from leaving Iraq and/or Kuwait because Iraq imposed restrictions on air travel related to the import of food and medicine.

As noted above, statements made by senior State Department officials in September 1990 establish that, as a result of the August 28, 1990 announcement, the vast majority of U.S. nationals in Kuwait—including several hundred women and children—left on

evacuation of U.S. nationals prior to February 29, 1991. This argument, however, does not involve an attempt *by Iraq* to restrict Claimant’s movements after August 28, 1990. We thus make no findings on this issue.

⁴⁹ Claimant Mem. at 12.

⁵⁰ For example, Iraq required U.S. nationals seeking to leave after the August 28 announcement to obtain exit visas, and otherwise required States seeking to repatriate their nationals to charter evacuation flights through its national carrier, Iraqi Airways. *See* Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 12, 22.

evacuation flights between September 1, 1990, and September 22, 1990.⁵¹ These statements indicate that women and children of U.S. nationality who remained in Kuwait after September 22, 1990, chose to stay in the country.

State Department communications also show that Iraq continued to allow women and children to leave on evacuation flights in October 1990, November 1990, and December 1990. According to Tutwiler and other State Department officials, the 285 women and children of U.S. nationality who, like Claimant, remained in Kuwait after the last U.S. government chartered evacuation flight departed on December 13, 1990, had decided to stay despite having had many opportunities to leave, and in most cases, were dependents of Kuwaiti, Iraqi, or Arab nationals who had also decided not to leave.⁵²

We conclude that Claimant has failed to establish that Iraq acted to restrict her movements after August 28, 1990. She has therefore failed to establish that Iraq detained her after August 28, 1990.

In sum, Iraq thus detained Claimant from August 2, 1990, to August 28, 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.⁵³ 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)

⁵¹ As such, Claimant's arguments notwithstanding, *see* Claimant Mem. 23-27, the situation in Kuwait as it related to women and minors after the August 28, 1990 announcement was different from the situation that prevailed prior to August 28, 1990, including from the period between August 2, 1990 and August 9, 1990.

⁵² We also reject Claimant's contention that she was detained by virtue of the continued "Iraqi military presence" in Kuwait after August 28, 1990. Under the international law applicable to armed conflict, neither the mere presence of an occupying force nor the persistence of an armed conflict between two countries is a sufficient ground for establishing the injury of detention.

⁵³ *See* Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 23.

would not have been permitted to leave at that time.⁵⁴ Claimant has thus established that Iraq threatened to continue to detain her until August 28, 1990.

(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.⁵⁵ Iraq itself stated that it sought three things from the United States government before it would release the 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.⁵⁶ Indeed, at the time, the U.S. government itself understood Iraq's actions to be hostage-taking.⁵⁷

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 27 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

⁵⁴ *See id.*

⁵⁵ *See id.*

⁵⁶ *See id.* at 23-24.

⁵⁷ *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.* United Nations S.C. Res. 674 (Oct. 29, 1990) (noting "actions by . . . Iraq authorities and occupying forces to take third-State nationals hostage" and demanding that Iraq "cease and desist" this practice).

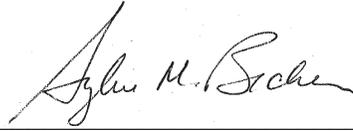
captivity.⁵⁸ Therefore, for the 27 days Iraq held Claimant hostage, she is entitled to an award of \$285,000, which is \$150,000 plus (27 x \$5,000). This amount constitutes the entirety of the compensation to which Claimant is entitled under the Claims Settlement Agreement.

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.⁵⁹

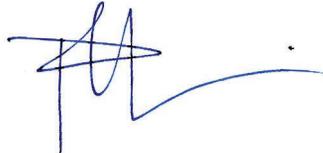
AWARD

Claimant is entitled to an award in the amount of \$285,000.

Dated at Washington, DC, December 13, 2018
and entered as the Proposed Decision
of the Commission.



Sylvia M. Becker, Commissioner



Patrick Hovakimian, 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) (2018).

⁵⁸ See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 24-26.

⁵⁹ 22 U.S.C. §§ 1626-1627 (2012).