

**FOREIGN CLAIMS SETTLEMENT COMMISSION  
OF THE UNITED STATES  
UNITED STATES DEPARTMENT OF JUSTICE  
WASHINGTON, D.C. 20579**

In the Matter of the Claim of	}	
	}	
	}	
5 U.S.C. §552(b)(6)	}	Claim No. IRQ-II-115
	}	
	}	Decision No. IRQ-II-147
	}	
Against the Republic of Iraq	}	
	}	

**PROPOSED DECISION**

Claimant Estate brings this claim against the Republic of Iraq (“Iraq”) alleging that Iraq held the decedent, Barbara Jane Corn, hostage in violation of international law in August and September 1990. Because Claimant Estate has established that Iraq held the decedent hostage for 37 days, it is entitled to an award of \$335,000.

**BACKGROUND AND BASIS OF THE PRESENT CLAIM**

Claimant Estate alleges that the decedent was a United States citizen living in Kuwait with her husband when Iraq invaded the country on August 2, 1990. It asserts that, beginning with the invasion and for 37 days thereafter, the decedent and her husband were forced to hide in their residence and in a vacant apartment in another neighborhood, in constant fear of being captured by Iraqi authorities. Claimant Estate further asserts that during this entire period, the Iraqi government in effect forcibly prevented the decedent (and other U.S. nationals) from leaving Kuwait and/or Iraq. After the Iraqi government authorized female and minor U.S. nationals to leave, the decedent flew out of Kuwait (via Baghdad, Iraq) on September 7, 1990. Ms. Corn died in 2015 at the age of 77.

Although the decedent 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.<sup>1</sup> Those cases were pending when, in September 2010, the United States and Iraq concluded an *en bloc* (lump-sum) settlement agreement.<sup>2</sup> 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.<sup>3</sup> 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.<sup>4</sup> 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.<sup>5</sup> This was the State Department's second referral of claims to the Commission under the Claims Settlement Agreement, the

---

<sup>1</sup> 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).

<sup>2</sup> 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").

<sup>3</sup> See *id.* Art. III(1)(a)(ii).

<sup>4</sup> See 22 U.S.C. § 1623(a)(1)(C) (2012).

<sup>5</sup> 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").

first having been by letter dated November 14, 2012 (“2012 Referral” or “November 2012 Referral”).<sup>6</sup>

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-taking<sup>1</sup> by Iraq<sup>2</sup> 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 taking<sup>3</sup> 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. . . .

\*\*\*\*\*

---

<sup>1</sup> 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.

<sup>2</sup> 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.

<sup>3</sup> 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.

---

<sup>6</sup> 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.



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.<sup>7</sup>

On September 21, 2015, the Commission received from Claimant Estate a Statement of Claim seeking compensation under Category A of the 2014 Referral, together with exhibits supporting elements of its claim. By letter dated November 22, 2016, the Claimant Estate provided additional exhibits to support its claim.

## DISCUSSION

### Standing

Claimant Estate has submitted a copy of a Short Certificate, issued on June 9, 2015, by the Register of Wills for Bucks County, Pennsylvania, granting Letters Testamentary to Harold Duane Corn. Accordingly, the Commission concludes that ESTATE OF BARBARA JANE CORN, DECEASED; HAROLD DUANE CORN, EXECUTOR, is the proper claimant in this claim.

### 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.<sup>8</sup> 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.

---

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

<sup>8</sup> See 22 U.S.C. § 1623(a)(1)(C).



*Nationality*

This claims program is limited to claims of “U.S. nationals.” Here, that means the claim must have been held by a national of the United States when the claim arose and continuously thereafter until May 22, 2011, the date the Agreement entered into force.<sup>9</sup> Because the decedent was living as of the date of the Claims Settlement Agreement, the Commission need only examine her nationality alone.<sup>10</sup>

Claimant Estate satisfies the nationality requirement. It has provided a copy of the decedent’s Michigan birth certificate, her U.S. passport valid from April 23, 1986, to April 22, 1996, her 2008 Pennsylvania voter registration card, a 2014 Pennsylvania voter registration inquiry letter, and her 2015 Pennsylvania death certificate. The Commission finds that this evidence establishes that the decedent was a U.S. national at the time of the alleged hostage-taking and 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 any of the so-called Pending Litigation cases at the time of the entry into force of the Claims Settlement Agreement.<sup>11</sup> Footnote 3 of the 2014 Referral specifically lists the Pending Litigation cases for purposes of the Referral. Harold Duane Corn, Claimant Estate’s executor, has averred, and the pleadings in the cases cited in footnote 3 confirm, that the decedent was not a plaintiff in any of those Pending Litigation cases. The Commission thus finds that Claimant Estate has also satisfied this element of its claim.

---

<sup>9</sup> See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 4-5.

<sup>10</sup> See, e.g., Claim No. LIB-II-180, Decision No. LIB-II-079, at 5 (2011).

<sup>11</sup> The Agreement entered into force on May 22, 2011. See Claims Settlement Agreement, art. IX.

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

Claimant Estate also satisfies the final jurisdictional requirement. Mr. Corn, Claimant Estate's executor, has stated that Claimant Estate's decedent, and we infer he means also the Claimant Estate itself, has not received compensation under the Claims Settlement Agreement. Further, we have no evidence that the State Department has provided the decedent or her estate any compensation under the Claims Settlement Agreement. Therefore, Claimant Estate meets this element of its 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 Estate states that Iraq held the decedent hostage from August 2, 1990, until September 7, 1990, a total of 37 days. During this time, the decedent and her husband were forced to hide in their residence and in a vacant apartment in another neighborhood, in constant fear of being captured by Iraqi authorities. Pursuant to Iraqi President Saddam Hussein's August 28, 1990 announcement that foreign national women and minors could leave the country, the decedent was formally permitted to go.<sup>12</sup> Between September 1, 1990, and September 23, 1990, the U.S. government organized several charter flights from Iraq and Kuwait to repatriate those released U.S. nationals wishing to return to the United States.<sup>13</sup> On September 7, 1990, the decedent flew from Kuwait to Baghdad, Iraq. She

---

<sup>12</sup> See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 11.

<sup>13</sup> See *id.* at 12-13.

left Baghdad on another flight that same day, September 7, 1990, and flew to Amman, Jordan, from where she flew to the United States.

*Supporting Evidence*

Claimant Estate has supported its claim with, among other things, its sworn Statement of Claim, a copy of the decedent's passport, which contains an Iraqi exit stamp dated September 7, 1990, and a 1990 newspaper article that identifies the decedent by name and discusses her time in Kuwait after the invasion and her departure from Kuwait on September 7, 1990.

The Commission also takes notice of additional documents, submitted by other claimants in support of their claims in this Iraq Claims Program, 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 a lawsuit 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.<sup>14</sup> The Commission has previously held that, to establish a

---

<sup>14</sup> 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.



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.<sup>15</sup> 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.<sup>16</sup>

*Application of Standard to this Claim*

(1) Armed Conflict: Claimant Estate alleges that Iraq took the decedent hostage in Kuwait on August 2, 1990 and held her hostage for 37 days, until September 7, 1990, when Iraqi officials allowed her to leave 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.<sup>17</sup> Thus, Claimant Estate satisfies this element of the standard.

(2) Hostage-taking: To satisfy the hostage-taking requirement of Category A of the 2014 Referral, Claimant Estate must show that Iraq (a) seized or detained the decedent 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 Estate satisfies this standard for the 37-day period from August 2, 1990 to September 7, 1990.

---

<sup>15</sup> See *id.* at 17-20.

<sup>16</sup> See *id.* at 17.

<sup>17</sup> See *id.* at 16-17.

(a) Detention/deprivation of freedom: For purposes of analyzing Claimant Estate's allegations, the decedent's 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 the decedent's departure on September 7, 1990.<sup>18</sup>

From August 2, 1990 until Iraq formally closed its borders to foreign nationals on August 9, 1990, Iraq confined the decedent to her residence by threatening all U.S. nationals with immediate seizure and forcible detention.<sup>19</sup> Although some foreign nationals did manage to leave Kuwait and/or Iraq during this period, the decedent could not reasonably be expected to have escaped.<sup>20</sup> Iraqi authorities were forcibly detaining foreign nationals (including U.S. nationals) in Kuwait, relocating many to Baghdad against their will.<sup>21</sup> The decedent 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 left her residence.<sup>22</sup> The Commission has previously recognized that for the purposes of the legal standard applicable here, putting the decedent in this situation

---

<sup>18</sup> See *id.* at 20-21.

<sup>19</sup> See *id.* at 21.

<sup>20</sup> See *id.*

<sup>21</sup> See *id.*

<sup>22</sup> 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.

in effect amounts to detention.<sup>23</sup> Iraq thus detained the decedent from August 2, 1990 to August 9, 1990.

From August 9, 1990, until she departed from Baghdad on September 7, 1990, the Iraqi government confined the decedent to Kuwait (and, for a short time just before her release, the Baghdad airport), 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.<sup>24</sup> As the Commission has previously held, as of that date, Iraq prohibited the decedent from leaving the country, effectively detaining her within the borders of Kuwait and Iraq.<sup>25</sup> For the decedent, this formal policy of prohibiting U.S. nationals from leaving Iraq and Kuwait lasted until August 28, 1990, when the Iraqi government announced that all female and minor U.S. nationals could leave.<sup>26</sup>

Although the decedent may have been legally permitted to leave Kuwait on August 28, 1990, her detention did not 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.<sup>27</sup> Any attempt "[by the perpetrator] to restrict [the] movements" of a claimant establishes control,<sup>28</sup> whereas a claimant who has

---

<sup>23</sup> See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 21.

<sup>24</sup> See *id.* at 21-22.

<sup>25</sup> See *id.* at 22.

<sup>26</sup> See *id.*

<sup>27</sup> See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 22; see also Claim No. LIB-II-183, Decision No. LIB-II-178 (Proposed Decision), at 13 (2012).

<sup>28</sup> See 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)).



a reasonable opportunity to leave the site of his or her captivity is deemed no longer to be under the perpetrator's control.<sup>29</sup>

Under this standard, the decedent remained under Iraq's control until September 7, 1990. The Commission has recognized that Iraq imposed conditions on air travel that limited the ability of foreign nationals, including U.S. nationals, to leave Iraq and/or Kuwait immediately after the August 28, 1990 release announcement.<sup>30</sup> Indeed, the available evidence indicates that the decedent left Iraq at the first reasonable opportunity, on the September 7, 1990 U.S. government-chartered flight that left Iraq. Because there is no evidence that the decedent remained voluntarily in Kuwait at any time during this period, we conclude that she was under Iraq's control and thus detained from August 28, 1990 to September 7, 1990.

In sum, Iraq thus detained the decedent from August 2, 1990 until September 7, 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.<sup>31</sup> This included the decedent.<sup>32</sup> Both Iraqi President Saddam Hussein and the Speaker of

---

<sup>29</sup> See *id.*

<sup>30</sup> See *id.*

<sup>31</sup> See *id.* at 23.

<sup>32</sup> While we determine that these statements apply to Claimant and other similarly situated U.S. nationals who were prevented from leaving Iraq or Kuwait after the invasion, we do not make any findings as to whether they also apply to U.S. nationals with diplomatic status: Iraqi officials made specific representations about the ability of diplomatic and consular staff members with U.S. nationality (and their relatives) to leave Iraq and Kuwait throughout the crisis. See *In Iraq: 'We Have A Problem' Iraq Holds Fleeing U.S. Diplomats Staff from Kuwait Reaches Baghdad, But Can't Leave*, PHILA. INQUIRER, Aug. 24, 1990, <https://perma.cc/B2YF-79AY>.

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.<sup>33</sup>

In short, the Iraqi government made unequivocal threats to continue to detain U.S. nationals in Kuwait and Iraq. The decedent was a U.S. national in Kuwait at the time. Claimant Estate has thus established that Iraq threatened to continue to detain her.

(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.<sup>34</sup> 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.<sup>35</sup> Indeed, at the time, the U.S. government itself understood Iraq's actions to be hostage-taking.<sup>36</sup>

In sum, this claim meets the standard for hostage-taking within the meaning of the 2014 Referral. Iraq held the decedent hostage in violation of international law for a period of 37 days, and Claimant Estate is thus entitled to compensation.

#### COMPENSATION

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

---

<sup>33</sup> See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 23.

<sup>34</sup> See *id.*

<sup>35</sup> See *id.* at 23-24.

<sup>36</sup> 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).

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.<sup>37</sup> Therefore, for the 37 days Iraq held the decedent hostage, Claimant Estate is entitled to an award of \$335,000, which is \$150,000 plus (37 x \$5,000). This amount constitutes the entirety of the compensation to which Claimant Estate 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.<sup>38</sup>

AWARD

Claimant Estate is entitled to an award in the amount of \$335,000.

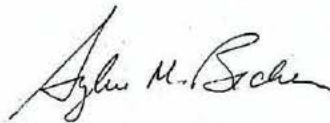
Dated at Washington, DC, August 22, 2017  
and entered as the Proposed Decision  
of the Commission.

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

**October 19, 2017**



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) (2016).

<sup>37</sup> See Claim No. IRQ-II-161, Decision No. IRQ-II-003, at 24-26.

<sup>38</sup> 22 U.S.C. §§ 1626-1627 (2012).