

**UNITED STATES VICTIMS OF STATE
SPONSORED TERRORISM FUND**



**SPECIAL MASTER'S
REPORT REGARDING
LUMP SUM CATCH-UP PAYMENTS TO
VICTIMS OF THE 1983 BEIRUT BARRACKS
BOMBING AND 1996 KHOBAR TOWERS
BOMBING**

MARCH 2025

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March 2025

1. INTRODUCTION

The Justice for United States Victims of State Sponsored Terrorism Act¹ established the United States Victims of State Sponsored Terrorism Fund (the “Fund”) in 2015. Congress has amended the Fund’s governing legislation several times, and it is codified at 34 U.S.C. § 20144 (the “Act”). In 2022, the Fairness for 9/11 Families Act² amended the Fund’s governing legislation in several ways. It mandated that the Government Accountability Office (GAO) conduct an audit and calculate lump sum catch-up payments for victims of the 1983 Beirut barracks bombing and 1996 Khobar Towers bombing “who have submitted applications in accordance with subsection (c)(3)(A)(ii)(II) on or after such date of enactment, in amounts that, after receiving the lump sum catch-up payments, would result in the percentage of the claims of such victims received from the Fund being equal to the percentage of the claims of non-9/11 victims of state sponsored terrorism received from the Fund, as of December 29, 2022.” *Id.* § (d)(4)(D)(i). Subsection (c)(3)(A)(ii)(II) set an application deadline for victims of the 1983 Beirut barracks bombing or 1996 Khobar Towers bombing of 180 days from December 29, 2022, or June 27, 2023. The Fairness for 9/11 Families Act also appropriated funds for a reserve fund, from which the lump sum catch-up payments were to be paid. *Id.* § (d)(4)(D).

The Fairness for 9/11 Families Act also directed the Special Master to authorize lump sum catch-up payments to victims of the 1983 Beirut barracks bombing and 1996 Khobar Towers bombing in amounts equal to those calculated by GAO. *Id.* In a November 2024 report to the Special Master and Congress, GAO defined the eligible population and estimated lump sum catch-up payments for those victims.³

¹ Pub. L. No. 114-113, div. O, title IV, § 404 (Dec. 18, 2015).

² Consolidated Appropriations Act, 2023, Pub. L. No. 117-328, div. MM (Dec. 29, 2022).

³ U.S. GOV’T ACCOUNTABILITY OFF., GAO-25-107564, U.S. VICTIMS OF STATE SPONSORED TERRORISM FUND: 1983 BEIRUT BARRACKS AND 1996 KHOBAR TOWERS BOMBING CLAIMANTS DUE \$614 MILLION (2024) (“November 2024 GAO report”), available at <https://www.gao.gov/assets/gao-25-107564.pdf>.

Special Master’s Report Regarding Lump Sum Catch-Up Payments to Victims of the 1983 Beirut Barracks Bombing and 1996 Khobar Towers Bombing

The Act requires the Special Master to provide this report to Congress after authorizing the lump sum catch-up payments to eligible claimants. Act at § (i). The Fund’s reports to Congress regarding its five previous rounds of distributions provide detailed information regarding the application process, application requirements, application review and adjudication, and payment conditions and limitations.⁴ Accordingly, this report covers only the lump sum catch-up payments to certain victims of the 1983 Beirut barracks bombing and the 1996 Khobar Towers bombing.^{5,6}

2. ANALYSIS OF LUMP SUM CATCH-UP PAYMENTS MADE TO ELIGIBLE VICTIMS OF THE 1983 BEIRUT BARRACKS BOMBING AND 1996 KHOBAR TOWERS BOMBING FROM THE FUND

a. Number of Applications for Compensation Submitted, Approved, and Amount of Each Award

GAO found 2,081 claims eligible for lump sum catch-up payments. The Special Master had previously found the claims eligible under the Act. Act at § (c).

Pursuant to the Privacy Act Notice in the Fund’s Application Form and its System of Records Notice,⁷ the amount of each lump sum catch-up payment is provided in a separate addendum. The lump sum catch-up payment amounts for the 2,081 claimants ranged from approximately \$15,000 to \$1.25 million. As shown on the chart on the next page, most claimants received lump sum catch-up payments between \$15,000 and \$500,000. The average payment was approximately \$295,000.

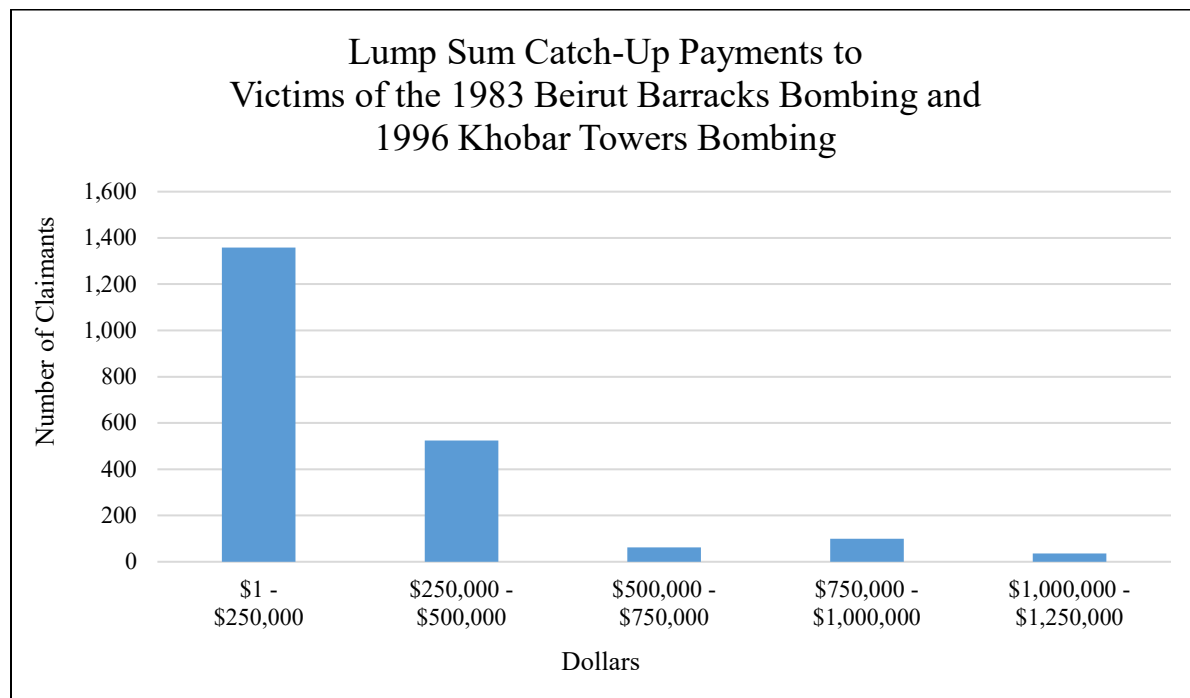
⁴ These reports are available on the Fund’s public website at <https://www.usvsst.com/Home/News>.

⁵ The Fairness for 9/11 Families Act also included provisions related to lump sum catch-up payments for other Fund claimants, *see* Act at § (d)(4)(C). The Special Master provided a report on those payments in May 2023. *See* “Special Master’s Report Regarding Lump Sum Catch-Up Payments to 9/11 Victims, Spouses, and Dependents,” available at <https://www.usvsst.com/Home/News>. This report is limited to the lump sum catch-up payments for certain victims of the 1983 Beirut barracks bombing and the 1996 Khobar Towers bombing.

⁶ This report provides data accurate as of the date of its submission. The Fund and claimants occasionally update claim information, so data in this report may differ from data provided in other reports.

⁷ Department of Justice, Privacy Act of 1974; Systems of Records, 81 Fed. Reg. 45539, 45540 (July 14, 2016); *modified by* 82 Fed. Reg. 24151 (May 25, 2017); 84 Fed. Reg. 26901 (June 10, 2019).

Special Master’s Report Regarding Lump Sum Catch-Up Payments to Victims of the 1983 Beirut Barracks Bombing and 1996 Khobar Towers Bombing



b. Number of Applications Denied and Reasons for Denial

Under the terms of the Act, GAO calculated lump sum catch-up payments only for claims the Special Master found eligible.⁸

c. Number of Applications Pending for Which Compensatory Damages Have Not Been Paid in Full

As explained above, this report addresses only lump sum catch-up payments. The Fund continues to issue lump sum catch-up payments to eligible claimants on a rolling basis. The appropriation to the Fund for the lump sum catch-up payments provides sufficient funds for the full amount of these payments. However, none of the Fund claimants has received the full amount of their compensatory damages from the Fund, and the provision of lump sum catch-up payments does not pay any claim in full. See previous reports to Congress, available on the Fund’s public website at <https://www.usvsst.com/Home/News>.

⁸ GAO calculated lump sum catch-up payments for another 274 victims of the 1983 Beirut barracks bombing and 1996 Khobar Towers bombing. See November 2024 GAO report at 18. According to GAO, “[t]he Comptroller General does not have the authority to include the 274 claimants in the determination of lump sum catch-up payments because individuals must have submitted an application to be eligible for those payments under the Fairness Act.” This report to Congress is limited to the 2,081 victims of the 1983 Beirut barracks bombing and the 1996 Khobar Towers bombing that GAO found eligible to receive lump sum catch-up payments. See *id.* at 10.

Special Master's Report Regarding Lump Sum Catch-Up Payments to
Victims of the 1983 Beirut Barracks Bombing and 1996 Khobar Towers Bombing

**d. Total Amount of Compensatory Damages from Eligible Claims That Have
Been Paid and Remain Unpaid**

To date, the Special Master has paid or allocated lump sum catch-up payments totaling \$613,609,354.18 to the 2,081 claimants GAO determined were eligible to receive them. As explained above, this report addresses only lump sum catch-up payments. For information regarding all eligible Fund claimants' total compensatory damages amounts that have been paid and remain unpaid, please review the Fund's previous reports to Congress.