

United States District Court  
For the Northern District of California

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IN THE UNITED STATES DISTRICT COURT  
FOR THE NORTHERN DISTRICT OF CALIFORNIA

No. C 09-0037 CW

VIETNAM VETERANS OF AMERICA; SWORDS TO PLOWSHARES: VETERANS RIGHTS ORGANIZATION; BRUCE PRICE; FRANKLIN D. ROCHELLE; LARRY MEIROW; ERIC P. MUTH; DAVID C. DUFRANE; and WRAY C. FORREST, individually, on behalf of themselves and all others similarly situated,

ORDER GRANTING IN PART AND DENYING IN PART DEFENDANTS' MOTIONS TO DISMISS AND DENYING DEFENDANTS' ALTERNATIVE MOTION FOR SUMMARY JUDGMENT

Plaintiffs,

v.

CENTRAL INTELLIGENCE AGENCY, et al.,

Defendants.

\_\_\_\_\_ /  
Plaintiffs Vietnam Veterans of America (VVA), Swords to Plowshares: Veterans Rights Organization and six individual veterans assert claims against Defendants Central Intelligence Agency (CIA), et al., arising from the United States' human experimentation programs. Defendants move to dismiss Plaintiffs' Second Amended Complaint (SAC) in its entirety for lack of subject matter jurisdiction and for failure to state a claim. In the alternative, they move for summary judgment on Plaintiffs' claims, arguing that they are time-barred. Defendants had previously moved to dismiss Plaintiffs' First Amended Complaint for improper venue, lack of subject matter jurisdiction, and failure to state a claim. At the December 3, 2009 hearing on that motion, the Court indicated that it would grant Plaintiffs leave to file an amended complaint to cure deficiencies in their claim of venue in the Northern District of California. Before this Court issued its written order

1 on that motion, Plaintiffs filed their Second Amended Complaint,  
2 which cures these deficiencies. Accordingly, the Court DENIES as  
3 moot Defendants' first Motion to Dismiss to the extent it is based  
4 on improper venue. (Docket No. 34.) The remaining arguments in  
5 Defendants' first Motion to Dismiss are repeated in its current  
6 motion. Thus, the Court does not require another opposition, reply  
7 or hearing on these issues. The Court GRANTS in part Defendants'  
8 first and second Motions to Dismiss and DENIES them in part. The  
9 Court DENIES Defendants' Alternative Motion for Summary Judgment.

10 BACKGROUND

11 The following allegations are contained in Plaintiffs' SAC.

12 Beginning in the early 1950s, the CIA and the Army engaged in  
13 experiments involving human subjects. The purposes of these  
14 experiments varied; some focused on determining the levels at which  
15 chemicals would cause casualties in order to develop new biological  
16 and chemical weapons. Other tests, including the "MKULTRA"  
17 program, involved researching "psychological warfare" and  
18 developing mind-control methods. The experiments exposed  
19 participants to various chemicals, drugs and/or the implantation of  
20 electronic devices. Many of the tests occurred at Edgewood Arsenal  
21 and Fort Detrick, both located in Maryland.

22 Various memoranda and regulations were intended to govern  
23 these experiments. In February, 1953, the CIA and the Department  
24 of Defense (DOD) issued the Wilson Directive, which was intended to  
25 bring the United States into compliance with the 1947 Nuremberg  
26 Code on medical research. The Directive stated that the "voluntary  
27 consent of the human subject is absolutely essential." SAC

28 ¶ 119(a). A June, 1953 Department of the Army memorandum stated,

1 "Medical treatment and hospitalization will be provided for all  
2 casualties of the experiments" in order to protect volunteers. SAC  
3 ¶ 125(b) (emphasis in SAC). This language was codified in Army  
4 Regulation (AR) 70-25, which was promulgated on March 26, 1962.  
5 SAC ¶¶ 128, 130. AR 70-25 also echoed the Wilson Directive,  
6 stating that informed consent is "essential" and, to that end, a  
7 test participant "will be fully informed of the effects upon his  
8 health or person which may possibly come from his participation in  
9 the experiment." SAC ¶ 126(b).

10 Approximately 7,800 armed services personnel, including the  
11 six named individual Plaintiffs in this action, volunteered to  
12 participate in the experiments. However, the volunteers  
13 participated without giving informed consent because the risks of  
14 the experiments were not fully disclosed, despite the memoranda and  
15 regulation discussed above.

16 Test participants were required to sign a secrecy oath, which  
17 required their agreement that they would

18 not divulge or make available any information related to  
19 U.S. Army Intelligence Center interest or participation  
20 in the [volunteer program] to any individual, nation,  
21 organization, business, association, or other group or  
22 entity, not officially authorized to receive such  
23 information.

24 SAC ¶ 156 (alteration in SAC). Any violation of the oath would  
25 result in punishment under the Uniform Code of Military Justice  
26 (UCMJ). Based on the form's language, participants erroneously  
27 believed that punishment under the UCMJ could occur even after  
28 their discharge from military service. In September, 2006, some,  
but not all, participants received letters from the Department of  
Veterans Affairs (DVA), advising them that the DOD had authorized

1 them to discuss their exposure with their health care providers.

2       Following congressional hearings in the 1970s on the program,  
3 the CIA, the Department of Justice (DOJ) and the Department of the  
4 Army stated that they would work to locate test participants and  
5 compensate those who had health conditions or diseases connected to  
6 their participation in the experiments. These efforts have not  
7 yielded substantial results. Although some participants have been  
8 notified and have received information on their exposure, others  
9 have not.

10       Based on these allegations, Plaintiffs seek declaratory and  
11 injunctive relief. They ask the Court to declare that the consent  
12 forms signed by the individual Plaintiffs are not valid or  
13 enforceable; that the individual Plaintiffs are released from the  
14 secrecy oaths; that Defendants are obliged to notify the individual  
15 Plaintiffs and other test participants about their exposures and  
16 the known health effects and to provide all available documents and  
17 evidence concerning their exposures; that Defendants violated the  
18 individual Plaintiffs' rights under the Due Process Clause; and  
19 that Defendants are obliged to provide medical care to the  
20 individual Plaintiffs. Plaintiffs also seek injunctive relief,  
21 requiring Defendants to notify volunteers of the details of their  
22 participation in the human experimentation program; to conduct a  
23 thorough search of "all available document repositories" and  
24 provide victims with all documents concerning their exposure; to  
25 provide examinations and medical care to all volunteers involved in  
26 the MKULTRA, Edgewood, and other human experiments, to the extent  
27 that the volunteers have a disease or condition related to their  
28 exposures; to supply the DVA with information on the individual

1 Plaintiffs' participation in the experiments, so that they may seek  
2 service-connected death or disability compensation; and to cease  
3 committing violations of United States and international law.  
4 Separately, the organization Plaintiffs seek a declaration that the  
5 Supreme Court's holding in United States v. Feres, 340 U.S. 135  
6 (1950), is unconstitutional.<sup>1</sup>

7 Plaintiffs intend to move to certify this case as a class  
8 action encompassing "all veterans who were involved in the Human  
9 Test Series." SAC ¶ 174.

10 DISCUSSION

11 I. Dismissal under Rule 12(b)(1)

12 A. Legal Standard

13 Subject matter jurisdiction is a threshold issue which goes to  
14 the power of the court to hear the case. Federal subject matter  
15 jurisdiction must exist at the time the action is commenced.  
16 Moronggo Band of Mission Indians v. Cal. State Bd. of Equalization,  
17 858 F.2d 1376, 1380 (9th Cir. 1988). A federal court is presumed  
18 to lack subject matter jurisdiction until the contrary  
19 affirmatively appears. Stock W., Inc. v. Confederated Tribes, 873  
20 F.2d 1221, 1225 (9th Cir. 1989).

21 Dismissal is appropriate under Rule 12(b)(1) when the district  
22 court lacks subject matter jurisdiction over the claim. Fed. R.  
23 Civ. P. 12(b)(1). A Rule 12(b)(1) motion may either attack the  
24 sufficiency of the pleadings to establish federal jurisdiction, or

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26 <sup>1</sup> In Feres, the Court held that injuries that "arise out of or  
27 are in the course of activity incident" to military service fall  
28 outside the sovereign immunity waiver of the Federal Tort Claims  
Act. 340 U.S. at 146. The Feres doctrine bars suits for money  
damages involving injuries incident to military service. See Costo  
v. United States, 248 F.3d 863, 866 (9th Cir. 2001).

1 allege an actual lack of jurisdiction which exists despite the  
2 formal sufficiency of the complaint. Thornhill Publ'g Co. v. Gen.  
3 Tel. & Elecs. Corp., 594 F.2d 730, 733 (9th Cir. 1979); Roberts v.  
4 Corrothers, 812 F.2d 1173, 1177 (9th Cir. 1987).

5 B. Analysis

6 Defendants assert that the Court lacks subject matter  
7 jurisdiction because the United States has not waived sovereign  
8 immunity for Plaintiffs' claims, because the claims are time-barred  
9 and because Plaintiffs lack standing to bring their claims  
10 concerning the lawfulness of the testing, consent forms and secrecy  
11 oaths.<sup>2</sup>

12 1. Sovereign Immunity

13 To bring a claim against an agency of the United States, a  
14 plaintiff must establish a waiver of sovereign immunity.  
15 Rattlesnake Coalition v. U.S. EPA, 509 F.3d 1095, 1103 (9th Cir.  
16 2007). Under 5 U.S.C. § 702, the judicial review provision of the  
17 Administrative Procedure Act (APA), sovereign immunity is waived  
18 "in all actions seeking relief from official misconduct except for

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20 <sup>2</sup> In asserting that the Court lacks subject matter  
21 jurisdiction over these claims, Defendants offer several arguments  
22 concerning Plaintiffs' entitlement to relief. These arguments are  
23 immaterial to whether Plaintiffs' complaint should be dismissed  
24 under Rule 12(b)(1). "Where a court initially has jurisdiction  
25 under the APA, . . . the existence of statutory limitations on the  
26 remedies that the court may impose does not defeat jurisdiction."  
27 Rosemere Neighborhood Ass'n v. U.S. EPA, 581 F.3d 1169, 1172 n.2  
28 (9th Cir. 2009). "As a general rule, when '[t]he question of  
jurisdiction and the merits of [the] action are intertwined,'  
dismissal for lack of subject matter jurisdiction is improper."  
Williston Basin Interstate Pipeline Co. v. An Exclusive Gas Storage  
Leasehold & Easement in the Cloverly Subterranean Geological  
Formation, 524 F.3d 1090, 1094 (9th Cir. 2008) (quoting Safe Air  
for Everyone v. Meyer, 373 F.3d 1035, 1039 (9th Cir. 2004)).  
Defendants' arguments that Plaintiffs' claims lack merit and that  
relief is unavailable are considered below with respect to  
dismissal under Rule 12(b)(6).

1 money damages." The Presbyterian Church v. United States, 870 F.2d  
2 518, 525 (9th Cir. 1989); see also Rosemere Neighborhood Ass'n v.  
3 U.S. EPA, 581 F.3d 1169, 1172 n.2 (9th Cir. 2009) ("Section 702  
4 waives the government's sovereign immunity for actions, such as  
5 this one, that seek injunctive relief."). Section 702 "permits a  
6 citizen suit against an agency when an individual has suffered 'a  
7 legal wrong because of agency action' . . . ." Rattlesnake, 509  
8 F.3d at 1103 (quoting 5 U.S.C. § 702). An agency's failure to act  
9 constitutes "agency action" for the purposes of section 702. See 5  
10 U.S.C. § 551(13).

11 Defendants argue that the United States' sovereign immunity  
12 bars Plaintiffs' claims for (1) medical care; (2) notice and the  
13 production of documents on the known health effects of Defendants'  
14 human experimentation program; and (3) a declaration that the  
15 Supreme Court's Feres doctrine is unconstitutional.

16 Because Plaintiffs' claims for medical care and notice arise  
17 under section 702, sovereign immunity does not bar the Court's  
18 jurisdiction over these claims. Plaintiffs allege that Defendants'  
19 failure to provide medical care and to disclose information  
20 concerning the experiments is unlawful. With regard to medical  
21 care, Plaintiffs assert that Defendants' legal duties arise from  
22 previously confidential Army documents and the 1962 version of  
23 AR 70-25. As mentioned above, the documents and the regulation  
24 require that medical care will be provided for "all casualties" of  
25 the experiments. To demonstrate Defendants' legal obligation to  
26 disclose information, Plaintiffs cite various documents, including  
27 a 1978 DOJ opinion letter, which states that

28 the CIA may well be held to have a legal duty to notify

1 those MKULTRA drug-testing subjects whose health the CIA  
2 has reason to believe may still be adversely affected by  
3 their prior involvement in the MKULTRA drug-testing  
4 program; that an effort should thus be made to notify  
5 these subjects; . . . and, while the CIA might lawfully  
6 ask another agency to undertake the notification effort  
7 in this instance, the CIA also has lawful authority to  
8 carry out this task on its own.

9 SAC ¶ 14; SAC, Ex. A at A-006. The DOJ opined that the CIA,  
10 "having created the harm or risk" to test participants' health, has  
11 a common-law duty "to notify individuals as an effort directed at  
12 rendering assistance and preventing further harm." SAC, Ex. A. at  
13 A-002. By citing these documents, regulation and letter,  
14 Plaintiffs sufficiently allege they have suffered a legal wrong  
15 based on agency inaction. They therefore state a section 702  
16 claim, for which sovereign immunity is waived.

17 The Court, however, lacks subject matter jurisdiction over the  
18 organization Plaintiffs' request for a declaration that the Supreme  
19 Court's Feres doctrine is unconstitutional. Quite clearly, this  
20 Court cannot declare a United States Supreme Court case  
21 unconstitutional. Plaintiffs admitted as much at hearing,  
22 explaining that they wish to preserve the point for appeal.  
23 Accordingly, the Court dismisses with prejudice the request for a  
24 declaration that the Feres doctrine is unconstitutional.

25 2. Statute of Limitations under 28 U.S.C. § 2401(a)

26 Defendants assert that the Court lacks subject matter  
27 jurisdiction because Plaintiffs' claims are time-barred under 28  
28 U.S.C. § 2401(a).<sup>3</sup> Defendants cite John R. Sand and Gravel Company

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<sup>3</sup> Section 2401(a) provides:

Except as provided by the Contract Disputes Act  
(continued...)



1 v. United States and its holding that 28 U.S.C. § 2501, which  
2 provides a six-year limitations period for claims filed in the  
3 Court of Federal Claims, can constitute a jurisdictional bar. 552  
4 U.S. 130, 133-36 (2008).

5 Because John R. Sand addressed a different statute, its  
6 holding does not apply here. As Defendants acknowledge, the Ninth  
7 Circuit has stated that "§ 2401(a)'s six-year statute of  
8 limitations is not jurisdictional." Cedars-Sinai Med. Ctr. v.  
9 Shalala, 125 F.3d 765, 770 (9th Cir. 1997). The Ninth Circuit has  
10 not reexamined Cedars-Sinai in light of John R. Sand. Defendants  
11 nevertheless argue that John R. Sand "casts substantial doubt" on  
12 Cedars-Sinai because the language of section 2501 parallels the  
13 language of section 2401(a). Defs.' Reply in Support of Mot. to  
14 Dismiss of August 14, 2009 at 8. However, John R. Sand is  
15 distinguishable from Cedars-Sinai. In rejecting the John R. Sand  
16 petitioner's argument that section 2501 is not jurisdictional, the  
17 Supreme Court reviewed its earlier decisions holding that  
18 section 2501's statutory predecessors were jurisdictional in  
19 nature. The Court followed those decisions based on stare decisis.  
20 See 552 U.S. at 139. Contrary to Defendants' argument, John R.  
21 Sand did not broadly hold that all federal statutes governing  
22 limitations periods are jurisdictional in nature. Thus, John R.

23  
24 <sup>3</sup>(...continued)

25 of 1978, every civil action commenced against  
26 the United States shall be barred unless the  
27 complaint is filed within six years after the  
28 right of action first accrues. The action of  
any person under legal disability or beyond the  
seas at the time the claim accrues may be  
commenced within three years after the  
disability ceases.

1 Sand is not clearly irreconcilable with Cedars-Sinai. The Court is  
2 still bound by Cedars-Sinai and does not find that section 2401(a)  
3 creates a jurisdictional bar. See, e.g., Sierra Club v. Johnson,  
4 2009 WL 482248, \*9 (N.D. Cal.); Public Citizen, Inc. v. Mukasey,  
5 2008 WL 4532540, \*8 (N.D. Cal.).

6 3. Plaintiffs' Standing to Seek Declaratory Relief  
7 Concerning the Legality of the Testing and Consent  
8 Forms

8 In order to provide declaratory relief, a court must have "an  
9 actual case or controversy within its jurisdiction." Principal  
10 Life Ins. Co. v. Robinson, 394 F.3d 665, 669 (9th Cir. 2005). To  
11 satisfy the "case or controversy" requirement, a plaintiff must  
12 establish "the three elements of Article III standing: (1) he or  
13 she has suffered an injury in fact that is concrete and  
14 particularized, and actual or imminent; (2) the injury is fairly  
15 traceable to the challenged conduct; and (3) the injury is likely  
16 to be redressed by a favorable court decision." Salmon Spawning &  
17 Recovery Alliance v. Gutierrez, 545 F.3d 1220, 1225 (9th Cir.  
18 2008). In the context of declaratory relief, a plaintiff  
19 demonstrates redressability if the court's statement would require  
20 the defendant to "act in any way" that would redress past injuries  
21 or prevent future harm. Mayfield v. United States, \_\_\_ F.3d \_\_\_,  
22 2009 WL 4674172, at \*6 (9th Cir. 2009).

23 If a court has subject matter jurisdiction, it may then  
24 consider whether it should exercise its discretion to grant  
25 declaratory relief. This decision is guided by the factors set out  
26 in Brillhart v. Excess Insurance Company, 316 U.S. 491 (1942).  
27 Principal Life Ins. Co., 394 F.3d at 672. Brillhart states that  
28 "1) the district court should avoid needless determination of state

1 law issues; 2) it should discourage litigants from filing  
2 declaratory actions as a means of forum shopping; and 3) it should  
3 avoid duplicative litigation." Principal Ins. Co., 394 F.3d at 672  
4 (alteration marks and citation omitted). The Ninth Circuit has  
5 also noted other relevant considerations:

6 whether the declaratory action will settle all aspects of  
7 the controversy; whether the declaratory action will  
8 serve a useful purpose in clarifying the legal relations  
9 at issue; whether the declaratory action is being sought  
10 merely for the purposes of procedural fencing or to  
11 obtain a 'res judicata' advantage; or whether the use of  
12 a declaratory action will result in entanglement between  
13 the federal and state court systems. In addition, the  
14 district court might also consider the convenience of the  
15 parties, and the availability and relative convenience of  
16 other remedies.

17 Id. (quoting Gov't Employees Ins. Co. v. Dizol, 133 F.3d 1220, 1225  
18 n.5 (9th Cir. 1998) (en banc)).

19 Defendants argue that Plaintiffs lack standing to seek a  
20 declaration on the lawfulness of the testing and the associated  
21 consent forms because such relief would not redress their alleged  
22 injuries.

23 With regard to a declaration on the testing's lawfulness,  
24 Plaintiffs lack standing. A declaration would not redress their  
25 past injuries or those of putative class members. Nor would a  
26 declaration prevent future harm; the individual Plaintiffs are no  
27 longer members of the armed forces and they do not plead or argue  
28 that they might be subject to Defendants' experimentation programs  
in the future. Vindication through a declaration that they have  
been wronged does not redress the individual Plaintiffs' injuries  
for the purposes of Article III.

Plaintiffs cite Bilbrey v. Brown, 738 F.2d 1462 (9th Cir.  
1984), and Greater Los Angeles Council on Deafness, Inc. v. Zolin,

1 812 F.2d 1103 (9th Cir. 1987). These cases are distinguishable and  
2 do not support their position. Neither case involved a challenge  
3 to the plaintiffs' standing to seek declaratory relief; instead,  
4 both cases inquired into whether the district courts properly  
5 exercised their discretion in denying such relief. See Bilbrey,  
6 738 F.2d at 1470; Zolin, 812 F.2d at 1112. And unlike the Bilbrey  
7 and Zolin plaintiffs, the individual Plaintiffs and the putative  
8 class members will not face future harm by Defendants'  
9 experimentation programs.<sup>4</sup> Because the individual Plaintiffs do  
10 not satisfy the threshold issue of standing, the Court need not  
11 consider whether declaratory relief would be appropriate.

12 However, a declaration concerning the lawfulness of the  
13 consent forms, to the extent that they required the individual  
14 Plaintiffs to take a secrecy oath, would redress their alleged  
15 injuries. Plaintiffs assert that these oaths cause ongoing harm  
16 because they prohibit the individual Plaintiffs from seeking  
17 treatment and counseling for the harm inflicted by the experiments.  
18 Because a declaration that the oaths were unlawful would allow the  
19 individual Plaintiffs to speak freely about their experiences, they

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21 <sup>4</sup> In Bilbrey, two elementary school students alleged that  
22 their search by two school officials was unconstitutional. 738  
23 F.2d at 1464. Although the named plaintiffs had moved on to high  
24 school by the time of their appeal, the court noted that they  
25 represented a class "including future persons attending Columbia  
County Elementary Schools" and, as a result, there were "persons  
before the court, other than appellants, who [stood] to benefit  
from such" declaratory relief. Id. at 1471.

26 In Zolin, the plaintiffs challenged county officials' refusal  
27 to provide sign-language interpreters to enable deaf individuals to  
28 serve as jurors. 812 F.2d at 1106. The plaintiffs argued that the  
officials' decision violated their rights under the Fourteenth  
Amendment and under Section 504 of the Rehabilitation Act. Id.  
Thus, a declaration could have redressed their injuries and those  
of class members because it could prevent future harm.

1 have standing to assert their declaratory relief claim concerning  
2 the consent forms and secrecy oaths. Further, such relief would  
3 avoid potential future litigation by clarifying whether the  
4 veterans may discuss their experiences without facing consequences.

5 Accordingly, the Court dismisses with prejudice Plaintiffs'  
6 declaratory relief claim concerning the lawfulness of Defendants'  
7 testing program because a declaration would not redress their past  
8 injuries or prevent future harm to them. Plaintiffs' claim for a  
9 declaration on the lawfulness of the consent forms, to the extent  
10 that they required the individual Plaintiffs to take a secrecy  
11 oath, may go forward.

12 II. Dismissal under Rule 12(b)(6)

13 A. Legal Standard

14 A complaint must contain a "short and plain statement of the  
15 claim showing that the pleader is entitled to relief." Fed. R.  
16 Civ. P. 8(a). When considering a motion to dismiss under Rule  
17 12(b)(6) for failure to state a claim, dismissal is appropriate  
18 only when the complaint does not give the defendant fair notice of  
19 a legally cognizable claim and the grounds on which it rests.  
20 Bell Atl. Corp. v. Twombly, 550 U.S. 544, 555 (2007). In  
21 considering whether the complaint is sufficient to state a claim,  
22 the court will take all material allegations as true and construe  
23 them in the light most favorable to the plaintiff. NL Indus., Inc.  
24 v. Kaplan, 792 F.2d 896, 898 (9th Cir. 1986). However, this  
25 principle is inapplicable to legal conclusions; "threadbare  
26 recitals of the elements of a cause of action, supported by mere  
27 conclusory statements," are not taken as true. Ashcroft v. Iqbal,  
28 \_\_\_ U.S. \_\_\_, 129 S. Ct. 1937, 1949-50 (2009) (citing Twombly, 550

1 U.S. at 555).

2 B. Analysis

3 Defendants argue that Plaintiffs have failed to state a claim  
4 with regard to their requests for documents and medical care, which  
5 Plaintiffs assert under 5 U.S.C. § 702. As mentioned above,  
6 section 702 provides a right of judicial review for persons who  
7 have suffered a legal wrong based on agency action or inaction.  
8 The scope of this right is limited. The statute, in relevant part,  
9 provides:

10 Nothing herein (1) affects other limitations on judicial  
11 review or the power or duty of the court to dismiss any  
12 action or deny relief on any other appropriate legal or  
13 equitable ground; or (2) confers authority to grant  
relief if any other statute that grants consent to suit  
expressly or impliedly forbids the relief which is  
sought.

14 5 U.S.C. § 702. For section 702 claims, 5 U.S.C. § 706 "prescribes  
15 standards for judicial review and demarcates what relief a court  
16 may (or must) order." Rosemere, 581 F.3d at 1172 n.2. When a  
17 plaintiff asserts an agency's failure to act, a court can grant  
18 relief by compelling "agency action unlawfully withheld or  
19 unreasonably delayed." 5 U.S.C. § 706(1). A "'claim under  
20 § 706(1) can proceed only where a plaintiff asserts that an agency  
21 failed to take a discrete agency action that it is required to  
22 take.'" Sea Hawk Seafoods, Inc. v. Locke, 568 F.3d 757, 766 (9th  
23 Cir. 2009) (quoting Norton v. S. Utah Wilderness Alliance, 542 U.S.  
24 55, 64 (2004)) (emphasis in original).

25 1. Claims for Notice and Production of Documents

26 Plaintiffs cite the Wilson Directive, AR 70-25 (1962) and a  
27 DOJ opinion letter to show that Defendants had a legal duty to act.  
28 AR 70-25 (1962), which incorporates language from the Wilson

1 Directive, states that a participant "will be told as much of the  
2 nature, duration, and purpose of the experiment, the method and  
3 means by which it is to be conducted, and the inconveniences and  
4 hazards to be expected, as will not invalidate the results" and  
5 "will be fully informed of the effects upon his health or person  
6 which may possibly come from his participation in the experiment."  
7 AR 70-25 ¶ 4(a)(1) (1962). The DOJ letter states that the CIA has  
8 a legal duty to notify participants because the agency placed test  
9 participants in harm's way. SAC Ex. A at A-006; see also  
10 Restatement (Second) of Torts § 321 ("If the actor does an act, and  
11 subsequently realizes or should realize that it has created an  
12 unreasonable risk of causing physical harm to another, he is under  
13 a duty to exercise reasonable care to prevent the risk from taking  
14 effect.").

15 AR 70-25 (1962) and the DOJ letter support a claim under  
16 section 702 for which the Court could compel discrete agency  
17 action. The 1962 version of AR 70-25 mandated the disclosure of  
18 information so that volunteers could make informed decisions. Army  
19 regulations have the force of law. See Nat'l Med. Enters. v.  
20 Bowen, 851 F.2d 291, 293 (9th Cir. 1988); Kern Copters, Inc. v.  
21 Allied Helicopter Svc., Inc., 277 F.2d 308, 310 (9th Cir. 1960).  
22 Plaintiffs allege that Defendants defaulted on this legal  
23 requirement. Plaintiffs also allege that the CIA remains under a  
24 legal duty to disclose, as explained by the DOJ opinion letter.  
25 Even though this is not a statutory duty, the government can be  
26 held liable for the breach of its duty to warn, so long as the  
27 decision on whether to warn is not considered a discretionary act.  
28 See In re Consol. U.S. Atmospheric Testing Litig., 820 F.2d 982,

1 996-99 (9th Cir. 1987); see generally 28 U.S.C. § 2680(a). Here,  
2 an Army regulation, buttressed by the DOJ opinion, suggests that  
3 Defendants had a non-discretionary duty to warn the individual  
4 Plaintiffs about the nature of the experiments. See AR 70-25  
5 ¶ 4(a)(1) (1962).<sup>5</sup>

6 Defendants argue that, because Plaintiffs failed to exhaust  
7 administrative remedies under the Freedom of Information Act (FOIA)  
8 and the Privacy Act, they fail to state an APA claim. This  
9 argument fails because Plaintiffs' claims do not arise under the  
10 FOIA or the Privacy Act, but rather under Defendants' own memoranda  
11 and regulations, and the common-law duty to warn.

12 2. Claims for Medical Care

13 Defendants assert that, because government-provided medical  
14 care for veterans is governed by statute, Plaintiffs' claim for  
15 medical care must fail to the extent that it relies on an alleged  
16 contractual obligation. Plaintiffs assert that their right to  
17 medical care arises from "obligatory duties" imposed by Defendants'  
18 own regulations. Opp'n at 7. They dispute Defendants' assertion  
19 that this claim arises under a contract theory.

20 To demonstrate their entitlement to medical care, Plaintiffs  
21 cite AR 70-25 (1962). As noted above, the 1962 version of the  
22 regulation provided volunteers with the safeguard of requiring  
23 "medical treatment and hospitalization . . . for all casualties."  
24 AR 70-25 ¶ 5(c) (1962).

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25  
26 <sup>5</sup> AR 70-25 ¶ 4(a)(1) (1962) requires notice to the extent  
27 that it would not "invalidate the results," which suggests that  
28 Defendants had discretion at the time of the experiments on the  
scope of what volunteers would be told. Because the results can no  
longer be invalidated, AR 70-25 (1962) does not give Defendants  
discretion concerning disclosure now.



1 Defendants concede that AR 70-25 (1962) accords a right to  
2 medical care, but contend that such care was "an 'additional  
3 safeguard' available to address a medical need during an experiment  
4 rather than care over the course of a test participant's lifetime."  
5 Defs.' Reply in Support of Mot. to Dismiss of August 14, 2009 at 4-  
6 5. The language of the regulation does not require this  
7 conclusion. The safeguards were put in place to protect a  
8 volunteer's health. The fact that symptoms appear after the  
9 experiment ends does not obviate the need to provide care.

10 Defendants also maintain that ordering the Army to provide  
11 medical care would conflict with 10 U.S.C. § 1074, which states in  
12 relevant part,

13 Under joint regulations to be prescribed by the  
14 administering Secretaries, a member of a uniformed  
15 service described in paragraph (2) is entitled to medical  
16 and dental care in any facility of any uniformed service.  
17 10 U.S.C. § 1074(a). The Court does not find a conflict. Although  
18 the statute creates an entitlement for active service members and  
19 certain former members to medical and dental care, it does not bar  
20 the Court from granting injunctive relief to vindicate Plaintiffs'  
21 claims.

22 Because Plaintiffs allege that their medical care has been  
23 wrongfully withheld and that they have been injured by Defendants'  
24 failure to act, they have sufficiently alleged a claim for medical  
25 care under section 702.

### 26 III. Defendants' Alternative Motion for Summary Judgment

#### 27 A. Legal Standard

28 Summary judgment is properly granted when no genuine and  
disputed issues of material fact remain, and when, viewing the

1 evidence most favorably to the non-moving party, the movant is  
2 clearly entitled to prevail as a matter of law. Fed. R. Civ.  
3 P. 56; Celotex Corp. v. Catrett, 477 U.S. 317, 322-23 (1986);  
4 Eisenberg v. Ins. Co. of N. Am., 815 F.2d 1285, 1288-89 (9th Cir.  
5 1987).

6 B. Analysis

7 Defendants argue that they are entitled to summary judgment as  
8 a matter of law because Plaintiffs' claims are time-barred. As  
9 noted above, 28 U.S.C. § 2401(a) provides a six-year limitations  
10 period for civil actions commenced against the United States.  
11 Defendants assert that the individual Plaintiffs knew of their  
12 injuries "either immediately or shortly after their tests ended,"  
13 which was over six years prior to the filing of this action.  
14 Defs.' Mot. to Dismiss of Jan. 5, 2010, at 14.

15 Plaintiffs' claims concerning Defendants' failure to provide  
16 medical care and proper notice of the experiments' health effects  
17 arise under 5 U.S.C. § 706(1). Several courts have held that there  
18 is no applicable statute of limitations for claims under section  
19 706(1). See Pub. Citizen, Inc., 2008 WL 4532540, at \*7 (citing Am.  
20 Canoe Ass'n v. U.S. EPA, 30 F. Supp. 2d 908, 925 (E.D. Va. 1998)  
21 (stating that "application of a statute of limitations to a claim  
22 of unreasonable delay is grossly inappropriate"); see also  
23 Wilderness Soc'y v. Norton, 434 F.3d 584, 588 (D.C. Cir. 2006)  
24 (stating that the D.C. Circuit has "repeatedly refused to hold that  
25 actions seeking relief under 5 U.S.C. § 706(1) . . . are time-  
26 barred if initiated more than six years after an agency fails to  
27 meet a statutory deadline"). Defendants do not provide contrary  
28 authority, but instead argue that Plaintiffs do not assert valid

1 APA claims; the Court rejected this argument above.

2 Plaintiffs' claims concerning the consent forms and secrecy  
3 oaths, both of which appear to arise under the United States  
4 Constitution, might be time-barred by section 2401(a). At this  
5 early stage, however, the record does not offer the Court a basis  
6 to rule on the issue as a matter of law. The evidence proffered by  
7 Defendants addresses four of the six individual Plaintiffs'  
8 knowledge of their injuries allegedly attributable to the testing  
9 at Edgewood; this evidence does not shed light on these Plaintiffs'  
10 awareness as to the lawfulness of their consent or secrecy oaths.<sup>6</sup>  
11 Thus, the Court finds it premature to decide whether Plaintiffs'  
12 claims concerning the consent forms and their secrecy oaths are  
13 barred by the statute of limitations.

14 Accordingly, the Court denies Defendants' Alternative Motion  
15 for Summary Judgment as to Plaintiffs' claims under the APA; these  
16 claims are not time-barred. The Court denies without prejudice  
17 Defendants' Alternative Motion for Summary Judgment as to  
18 Plaintiffs' other claims; Defendants may renew their motion after a  
19 fuller record has been developed.

20 CONCLUSION

21 For the foregoing reasons, the Court GRANTS in part and DENIES  
22 in part Defendants' Motions to Dismiss (Docket Nos. 34 and 57) and  
23 DENIES Defendants' Alternative Motion for Summary Judgment.  
24 (Docket No. 57.) The organization Plaintiffs' claim for  
25 declaratory relief that the Feres doctrine is unconstitutional is

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26  
27 <sup>6</sup> Also, given that the individual Plaintiffs took an oath not  
28 to discuss the testing program, which presumably delayed their  
filing of this action, Defendants may be equitably estopped from  
asserting a statute of limitations defense.

1 dismissed with prejudice for lack of subject matter jurisdiction.  
2 Plaintiffs' claim for declaratory relief on the lawfulness of the  
3 testing program is dismissed with prejudice for lack of standing.  
4 Defendants' Motions to Dismiss are denied with regard to  
5 Plaintiffs' other claims.

6 In accordance with the Court's Case Management Order of  
7 December 23, 2009, discovery responses shall be due thirty days  
8 from the date of this Order. (Docket No. 54.) A further case  
9 management conference will be held on January 5, 2012.

10 IT IS SO ORDERED.

11  
12 Dated: January 19, 2010



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CLAUDIA WILKEN  
United States District Judge