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TO AMEND THE PUBLIC HEALTH SERVICE ACT TO ESTABLISH  
THE PRESIDENT'S COMMISSION FOR THE PROTECTION OF  
HUMAN SUBJECTS OF BIOMEDICAL AND BEHAVIORAL RE-  
SEARCH AND FOR OTHER PURPOSES

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UNITED STATES SENATE

COMMITTEE ON HUMAN RESOURCES

OF THE

HEALTH AND SCIENTIFIC RESEARCH

SUBCOMMITTEE ON

BEFORE THE

HEARINGS

HUMAN DRUG TESTING BY THE CIA, 1977

MS

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(Established by S. Res. 400, 94th Cong., 2d sess.)

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**PROJECT MKULTRA, THE CIA'S PROGRAM OF  
RESEARCH IN BEHAVIORAL MODIFICATION**

**WEDNESDAY, AUGUST 3, 1977**

**U.S. SENATE,  
SELECT COMMITTEE ON INTELLIGENCE,  
AND SUBCOMMITTEE ON HEALTH  
AND SCIENTIFIC RESEARCH  
OF THE COMMITTEE ON HUMAN RESOURCES,  
Washington, D.C.**

The committees met, pursuant to notice, at 9:07 a.m. in room 1202, Dirksen Senate Office Building, Senator Daniel K. Inouye (chairman)

of the Select Committee on Intelligence) presiding.

Present: Senators Inouye (presiding), Kennedy, Goldwater, Bayh, Hathaway, Biddleston, Hart, Schweiker, Case, Garn, Chafee, Lugar

and Wallop.

Also present: William G. Miller, staff director, Select Committee on Intelligence; Dr. Lawrence Horowitz, staff director, Subcommittee

on Health and Scientific Research; and professional staff members of both committees.

Senator Inouye. The Senate Select Committee on Intelligence is meeting today and is joined by the Subcommittee on Health and

Scientific Research chaired by Senator Edward Kennedy of Massachusetts and Senator Richard Schweiker of Pennsylvania. Senator

Hathaway and Senator Chafee are members of both committees. We are to hear testimony from the Director of Central Intelligence, Adm.

Stansfield Turner, and from other Agency witnesses on issues concerning new documents supplied to the committee in the last week on drug

testing conducted by the Central Intelligence Agency.

It should be made clear from the outset that in general, we are focusing on events that happened over 12 or as long as 25 years ago.

It should be emphasized that the programs that are of greatest concern have stopped and that we are reviewing these past events in order to better understand what statutes and other guidelines might be

necessary to prevent the recurrence of such abuses in the future. We also need to know and understand what is now being done by the CIA

in the field of behavioral research to be certain that no current abuses are occurring.

I want to commend Admiral Turner for his full cooperation with this committee and with the Subcommittee on Health in recognizing

that this issue needed our attention. The CIA has assisted our committees and staffs in their investigative efforts and in arriving at

remedies which will serve the best interests of our country.

*my return  
1/22  
my return*

The reappearance of reports of the abuses of the drug testing program and reports of other previously unknown drug programs and projects for behavioral control underline the necessity for effective oversight procedures both in the executive branch and in the Congress. The Select Committee on Intelligence has been working very closely with President Carter, the Vice President, and Admiral Turner and his associates in developing basic concepts for statutory guidelines which will govern all activities of the intelligence agencies of the United States.

In fact, it is my expectation that the President will soon announce his decisions on how he has decided the intelligence agencies of the United States shall be organized. This committee will be working closely with the President and Admiral Turner in placing this new structure under the law and to develop effective oversight procedures. It is clear that effective oversight requires that information must be full and forthcoming. Full and timely information is obviously necessary if the committee and the public is to be confident that any transgressions can be dealt with quickly and forcefully.

One purpose of this hearing is to give the committee and the public an understanding of what new information has been discovered that adds to the knowledge already available from previous Church and Kennedy inquiries, and to hear the reasons why these documents were not available to the Church and Kennedy committees. It is also the purpose of this hearing to address the issues raised by any additional illegal or improper activities that have emerged from the files and to develop remedies to prevent such improper activities from occurring again.

Finally, there is an obligation on the part of both this committee and the CIA to make every effort to help those individuals or institutions that may have been harmed by any of these improper or illegal activities. I am certain that Admiral Turner will work with this committee to see that this will be done.

I would now like to welcome the most distinguished Senator from Massachusetts, the chairman of the Health Subcommittee, Senator Kennedy.

Senator KENNEDY. Thank you very much, Mr. Chairman. We are delighted to join together in this very important area of public inquiry and public interest.

Some 2 years ago, the Senate Health Subcommittee heard chilling testimony about the human experimentation activities of the Central Intelligence Agency. The Deputy Director of the CIA revealed that over 30 universities and institutions were involved in an "extensive testing and experimentation" program which included covert drug tests on unwitting citizens "at all social levels, high and low, native Americans and foreign." Several of these tests involved the administration of LSD to "unwitting subjects in social situations." At least one death, that of Dr. Oisen, resulted from these activities. The Agency itself acknowledged that these tests made little scientific sense. The agents doing the monitoring were not qualified scientific observers. The test subjects were seldom accessible beyond the first hours of the test. In a number of instances, the test subject became ill for hours or days, and effective followup was impossible.

Other experiments were equally offensive. For example, heroin addicts were enticed into participating in LSD experiments in order to get a reward—heroin.

Perhaps most disturbing of all was the fact that the extent of experimentation on human subjects was unknown. The records of all these activities were destroyed in January 1973, at the instruction of then CIA Director Richard Helms. In spite of persistent inquiries by both the Health Subcommittee and the Intelligence Committee, no additional records or information were forthcoming. And no one—no single individual—could be found who remembered the details, not the Director of the CIA, who ordered the documents destroyed, not the official responsible for the program, nor any of his associates.

We believed that the record, incomplete as it was, was as complete as it was going to be. Then one individual, through a Freedom of Information request, accomplished what two U.S. Senate committees could not. He spurred the agency into finding additional records pertaining to the CIA's program of experimentation with human subjects. These new records were discovered by the agency in March. Their existence was not made known to the Congress until July.

The records reveal a far more extensive series of experiments than had previously been thought. Eighty-six universities or institutions were involved. New instances of unethical behavior were revealed.

The intelligence community of this Nation, which requires a shroud of secrecy in order to operate, has a very sacred trust from the American people. The CIA's program of human experimentation of the fifties and sixties violated that trust. It was violated again on the day the bulk of the agency's records were destroyed in 1973. It is violated each time a responsible official refuses to recollect the details of the program. The best safeguard against abuses in the future is a complete public accounting of the abuses of the past.

I think this is illustrated, as Chairman Inouye pointed out. These are issues, are questions that happened in the fifties and sixties, and go back some 15, 20 years ago, but they are front page news today, as we see in the major newspapers and on the television and in the media of this country; and the reason they are, I think, is because it just continuously begins to trickle out, sort of, month after month, and the best way to put this period behind us, obviously, is to have the full information, and I think that is the desire of Admiral Turner and of the members of this committee.

The Central Intelligence Agency drugged American citizens without their knowledge or consent. It used university facilities and personnel without their knowledge. It funded leading researchers, often without their knowledge.

These institutes, these individuals, have a right to know who they are and how and when they were used. As of today, the Agency itself refuses to declassify the names of those institutions and individuals, quite appropriately, I might say, with regard to the individuals under the Privacy Act. It seems to me to be a fundamental responsibility to notify those individuals or institutions, rather. I think many of them were caught up in an unwitting manner to do research for the Agency. Many researchers, distinguished researchers, some of our most outstanding members of our scientific community, involved in

this network, now really do not know whether they were involved or not, and it seems to me that the whole health and climate in terms of our university and our scientific and health facilities are entitled to that response.

So, I intend to do all I can to persuade the Agency to, at the very least, officially inform those institutions and individuals involved. Two years ago, when these abuses were first revealed, I introduced legislation, with Senator Schweiker and Senator Javits, designed to minimize the potential for any similar abuses in the future. That legislation expanded the jurisdiction of the National Commission on Human Subjects of Biomedical and Behavioral Research to cover all federally funded research involving human subjects. The research initially was just directed toward HEW activities, but this legislation covered DOD as well as the CIA.

This Nation has a biomedical and behavioral research capability second to none. It has had for subjects of HEW funded research for the past 8 years a system for the protection of human subjects of biomedical and behavioral research second to none, and the Human Experimentation Commission has proven its value. Today's hearings and the record already established underscore the need to expand its jurisdiction.

The CIA supported that legislation in 1975, and it passed the Senate unanimously last year. I believe it is needed in order to assure all our people that they will have the degree of protection in human experimentation that they deserve and have every right to expect. Senator INOUÉ. Thank you very much. Now we will proceed with the hearings. Admiral Turner?

[The prepared statement of Admiral Turner follows:]

PREPARED STATEMENT OF ADMIRAL STANSLAND TURNER, DIRECTOR OF CENTRAL INTELLIGENCE

Mr. Chairman: In my letter to you of July 15, 1977, I reported our recent discovery of seven boxes of documents related to Project MKULTRA, a closely held CIA project conducted from 1953-1964. As you may recall, MKULTRA was an "umbrella project" under which certain sensitive subprojects were funded, involving among other things research on drugs and behavioral modification. During the Rockefeller Commission and Church Committee investigations in 1975, the cryptonym became publicly known when details of the drug-related death of Dr. Frank Olson were publicized. In 1968 Dr. Olson, a civilian employee of the Army at Fort Detrick, leaped to his death from a hotel room window in New York City about a week after having unwittingly consumed LSD administered to him as an experiment at a meeting of LSD researchers called by CIA.

Most of what was known about the Agency's involvement with behavioral drugs during the investigations in 1975 was contained in a report on Project MKULTRA prepared by the Inspector General's office in 1968. As a result of that report's recommendations, unwitting testing of drugs on U.S. citizens was subsequently discontinued. The MKULTRA-related report was made available to the Church Committee investigators and to the staff of Senator Kennedy's Subcommittee on Health. Until the recent discovery, it was believed that all of the MKULTRA files dealing with behavioral modification had been destroyed in 1973 on the orders of the then retiring Chief of the Office of Technical Service, with the authorization of the then DCI, as has been previously reported. Almost all of the people who had had any connection with the aspects of the project which interested Senate investigators in 1975 were no longer with the Agency at that time. Thus, there was little detailed knowledge of the MKULTRA subprojects available to CIA during the Church Committee investigations. This lack of available details, moreover, was probably not wholly attributable to the

destruction of MKULTRA files in 1973; the 1963 report on MKULTRA by the Inspector General notes on page 14: "Present practice is to maintain no records of the planning and approval of test programs."

When I reported to you last on this matter, my staff had not yet had an opportunity to review the newly located material in depth. This has now been accomplished, and I am in a position to give you a description of the contents of the recovered material. I believe you will be most interested in the following aspects of the recent discovery:

How the material was discovered and why it was not previously found;  
The nature of this recently located material;  
How much new information there is in the material which may not have been previously known and reported to Senate investigators; and  
What we believe the most significant aspects of this find to be.

To begin, as to how we discovered these materials. The material had been sent to our Retired Records Center outside of Washington and was discovered there as a result of the extensive search efforts of an employee charged with responsibility for maintaining our holdings on behavioral drugs and for responding to Freedom of Information Act requests on this subject. During the Church Committee investigation in 1975, searches for MKULTRA-related material were made by examining both the active and retired records of all branches of CIA considered at all likely to have had association with MKULTRA documents. The retired records of the Budget and Fiscal Section of the Branch responsible for such work were not searched, however. This was because financial papers associated with sensitive projects such as MKULTRA were normally maintained by the Branch itself under the project file, not by the Budget and Fiscal Section. In the case at hand, however, the newly located material was sent to the Retired Records Center in 1970 by the Budget and Fiscal Section as part of its own retired holdings. The reason for this departure from normal procedure is not known. As a result of it, however, the material escaped retrieval and destruction in 1973 by the then-retiring Director of the Office as well as discovery in 1975 by CIA officials responding to Senate investigators.

The employee who located this material did so by leaving no stone unturned in his efforts to respond to FOIA requests. He reviewed all listings of material of this Branch stored at the Retired Records Center, including those of the Budget and Fiscal Section and, thus, discovered the MKULTRA-related documents which had been missed in the previous searches. In sum, the Agency failed to uncover these particular documents in 1973 in the process of attempting to destroy them; it similarly failed to locate them in 1975 in response to the Church Committee hearings. I am convinced that there was no attempt to conceal this material during the earlier searches.

Next, as to the nature of the recently located material. It is important to realize that the recovered folders are finance folders. The bulk of the material in them consists of approvals for advance of funds, vouchers, accountings, and the like—most of which are not very informative as to the nature of the activities that were undertaken. Occasional project proposals or memoranda comment- ing on some aspect of a subject are scattered throughout this material. In general, however, the recovered material does not include status reports or other documents relating to operational considerations or progress in the various subjects, though some elaboration of the activities contemplated does appear. The recovered documents fall roughly into three categories:

First, there are 149 MKULTRA subjects, many of which appear to have some connection with research into behavioral modification, drug acquisition and testing or administering drugs surreptitiously.

Second, there are two boxes of miscellaneous MKULTRA papers, including audit reports and financial statements from "cut-out" (i.e., intermediary) project.

Finally, there are 33 additional subjects concerning certain intelligence activities previously funded under MKULTRA which have nothing to do either with behavioral modification, drugs, and toxins or with any other re- lated matters.

9 We have attempted to group the activities covered by the 149 subjects into categories under descriptive headings. In broad outline, at least, this presents the contents of these files. The activities are placed in the following 15 categories:



1. Research into the effects of behavioral drugs and/or alcohol:  
 17 subprojects probably not involving human testing;  
 14 subprojects definitely involving tests on human volunteers;  
 19 subprojects probably including tests on human volunteers. While not known, some of these subprojects may have included tests on unwitting subjects as well:  
 6 subprojects involving tests on unwitting subjects.  
 2. Research on hypnosis: 8 subprojects, including 2 involving hypnosis and drugs in combination.  
 3. Acquisition of chemicals or drugs: 7 subprojects.  
 4. Aspects of magicians' art useful in covert operations: e.g., surreptitious delivery of drug-related materials: 4 subprojects.  
 5. Studies of human behavior, sleep research, and behavioral changes during psychotherapy: 9 subprojects.  
 6. Library searches and attendance at seminars and international conferences on behavioral modification: 6 subprojects.  
 7. Motivational studies, studies of detectors, assessment, and training techniques: 23 subprojects.  
 8. Polygraph research: 3 subprojects.  
 9. Funding mechanisms for MKULTRA external research activities: 3 subprojects.  
 10. Research on drugs, toxins, and biologicals in human issue: provision of exotic pathogens and the capability to incorporate them in effective delivery systems: 6 subprojects.  
 11. Activities whose objectives cannot be determined from available documentation: 3 subprojects.  
 12. Subprojects involving funding support for unspecified activities connected with the Army's Special Operations Division at Ft. Detrick, Md. This activity is outlined in book I of the Church Committee Report, pp. 389-390. (See Appendix A, pp. 68-69. Under CIA's Project MKNAOMI, the Army Assisted CIA in development, testing, and maintaining biological agents and delivery systems for use against humans as well as against animals and crops. The objectives of these subprojects cannot be identified from the recovered material beyond the fact that the money was to be used where normal funding channels would require more written or oral justification than appeared desirable for security reasons or where operational considerations dictated short lead times for purchases. About \$11,000 was involved during this period 1953-1960: 3 subprojects.  
 13. Single subprojects in such areas as effects of electro-shock, harassment techniques for offensive use, analysis of extraneous perception, gas propelled sprays and aerosols, and four subprojects involving crop and material sabotage.  
 14. One or two subprojects on each of the following:  
 "Blood Grouping" research, controlling the activity of animals, energy storage and transfer in organic systems; and  
 stimulus and response in biological systems.  
 15. Three subprojects cancelled before any work was done on them having to do with laboratory drug screening, research on brain concussion, and research on biologically active materials to be tested through the skin on human volunteers. Now, as to how much new the recovered material adds to what has previously been reported to the Church Committee and to Senator Kennedy's Subcommittee on Health on these topics, the answer is additional detail, for the most part: e.g., the names of previously unidentified researchers and institutions associated on either a willing or unwitting basis with MKULTRA activities, and the names of CIA officials who approved or monitored the various subprojects. Some new substantive material is also present: e.g., details concerning proposals for experimentation and clinical testing associated with various research projects, and possibly improper contribution by CIA to a private institution. However, the principal types of activities included here, for the most part, either been outlined to some extent or generally described in what was previously available to CIA in the way of documentation and was supplied by CIA to Senate investigators. For example:  
 Financial disbursement records for the period 1960-1964 for 76 of the 149 numbered MKULTRA subprojects had been recovered from the Office of Finance by CIA and were made available to the Church Committee investigators in August or September 1975.  
 The 1968 Inspector General report on MKULTRA made available to both the Church Committee and Senator Kennedy's Subcommittee mentions electro-shock

and harassment substances (pp. 4, 16) : covert testing on unwitting U.S. citizens (pp. 7, 10-12) : the search for new materials through arrangements with specialists in universities, pharmaceutical houses, hospitals, state and federal institutions, and private research organizations (pp. 7, 8) : and the fact that the Technical Service Division of CIA had initiated 144 subprojects related to the control of human behavior between 1963-1968 (p. 21).

The relevant section of a 1957 Inspector General report on the Technical Service Division was also made available to the Church Committee staff. That report discusses techniques for human assessment and unorthodox methods of communication (p. 201) : discrediting and disabling materials which can be covertly administered (pp. 201-202) : studies on magicians' arts as applied to covert operations (p. 202) : specific funding mechanisms for research performed outside of CIA (pp. 202-203, 205) : research being done on "K" (knockout) material, alcohol tolerance, and hypnotism (p. 203) : research on LSD (p. 204) : anti-personnel harassment and assassination delivery systems including aerosol generators and other spray devices (pp. 206-208) : the role of Fort Detrick in support of CIA's Biological/Chemical Warfare capability (p. 208) : and material sabotage research (p. 209). Much of this material is reflected in the Church Committee Report, Book I, pp. 385-422. (See Appendix A, pp. 65-102).

The most significant new data discovered are, first, the names of researchers and institutions who participated in the MKULTRA project and, secondly, a possibly improper contribution by CIA to a private institution. We are now in possession of the names of 185 non-government researchers and assistants who are identified in the recovered material dealing with the 149 subprojects. The names of 80 institutions where work was done or with which these people were affiliated are also mentioned.

The institutions include 44 colleges or universities, 16 research foundations or chemical or pharmaceutical companies and the like, 12 hospitals or clinics (in addition to those associated with universities), and 8 penal institutions. While the identities of some of these people and institutions were known previously, the discovery of the new identities adds to our knowledge of MKULTRA.

The facts as they pertain to the possibly improper contribution are as follows: One project involves a contribution of \$375,000 to a building fund of a private medical institution. The fact that a contribution was made was previously known; indeed it was mentioned in a 1957 Inspector General report on the Technical Service Division of CIA, pertinent portions of which had been reviewed by the Church Committee staff. The newly discovered material, however, makes it clear that this contribution was made through an intermediary, which made it appear to be a private donation. As a private donation was not made aware of the source of the gift. This project was approved by the then DCI, and concurred in by CIA's top management at the time, including the then General Counsel who wrote an opinion supporting the legality of the contribution.

The recently discovered documents give a greater insight into the scope of the unwitting drug testing but contribute little more than that. We now have collaborating information that some of the unwitting drug testing was carried on in safehouses in San Francisco and New York City, and we have identified that three individuals were involved in this undertaking as opposed to the previously reported one person. We also know now that some unwitting testing took place on criminal sexual psychopaths confined at a State hospital and that, additionally, research was done on a knock-out or "K" drug in parallel with research to develop pain killers for cancer patients.

These, then are the principal findings identified to date in our review of the recovered material. As noted earlier, we believe the detail on the identities of researchers and institutions involved in CIA's sponsorship of drugs and behavioral modification is a new element and one which poses a considerable problem. Most of the people and institutions involved are not aware of Agency sponsorship. We should certainly assume that the researchers and institutions which cooperated with CIA on a willing basis acted in good faith and in the belief that they were aiding their government in a legitimate and proper purpose. I believe we all have a moral obligation to these researchers and institutions to protect them from any unjustified embarrassment or damage to their reputations which revelation of their identities might bring. In addition, I have a legal obligation under the Privacy Act not to publicly disclose the names of the individual researchers without their consent. This is especially true, of course, for

1. Research into the effects of behavioral drugs and/or alcohol:
17. 17 subjects probably not involving human testing;
14. 14 subjects definitely involving tests on human volunteers;
19. 19 subjects probably including tests on human volunteers. While not known, some of these subjects may have included tests on unwitting subjects as well;
6. 6 subjects involving tests on unwitting subjects.
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6. Library searches and attendance at seminars and international conferences on behavioral modification: 6 subjects.
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8. Polygraph research: 3 subjects.
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- The 1968 Inspector General report on MKULTRA made available to both the Church Committee and Senator Kennedy's Subcommittee mentions electro-shock