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SPECIAL SECURITY PRECAUTIONS

April 5, 1954

NSC ACTION NO. 1074-a
(Revision of Report distributed April 3)

Problem

1. To analyze the extent to which, and the circumstances and conditions under which, the United States would be willing to commit its resources in support of the effort to prevent the loss of Indochina to the Communists, in concert with the French or in concert with others or, if necessary, unilaterally.

Issues Involved

2. The answer to this problem involves four issues:

- a. Will Indochina be lost to the Communists unless the United States commits combat resources in some form?
- b. What are the risks, requirements and consequences of alternative forms of U.S. military intervention?
- c. Should the United States adopt one of these forms of intervention rather than allow Indochina to be lost to the Communists and if so which alternative should it choose?
- d. When and under what circumstances should this decision be taken and carried into effect?

Prospect of Loss of Indochina

3. The first issue turns on whether the French Union can and will prevent the loss of Indochina and what further actions, if any, the United States can take to bolster or assist the French effort. Some of these questions were covered by the Report of the Special Committee of March 17, 1954. Others are matters of continuous intelligence estimates. At the present time there is clearly a possibility that a trend in the direction of the loss of Indochina to Communist control may become irreversible over the next year in the absence of greater U.S. participation. There is not, however, any certainty that the French have as yet reached the point of being willing to accept a settlement which is unacceptable to U.S. interests or to cease their military efforts. Moreover, regardless of the outcome of the fight at Dienbienphu, there is no indication that a military decision in Indochina is imminent. It is clear that the United States should undertake a maximum diplomatic effort to cause the French and Associated States to continue the fight to a successful conclusion.

Risks, Requirements, and Consequences of U.S. Intervention

4. The attached Annex addresses itself to the second issue: The risks, requirements and consequences of certain alternative forms of U.S. military intervention. In order to permit analysis of military requirements and allied and hostile reactions, this annex assumes that there will be either: (1) a French and Associated States invitation to the United States to participate militarily; or (2) an Associated States invitation to the United States after a French decision to withdraw, and French willingness to cooperate in phasing out French forces as U.S. forces are phased in. If neither of these assumptions proved valid the feasibility of U.S. intervention would be vitiated. If the French, having decided on withdrawal and a negotiated settlement, should oppose U.S. intervention and should carry the Associated States with them in such opposition, U.S. intervention in Indochina would in effect be precluded. If, after a French

decision to withdraw, the Associated States should appeal for U.S. military assistance but the French decided not to cooperate in the phasing in of U.S. forces, a successful U.S. intervention would be very difficult.

Desirability and Form of U.S. intervention

5. The third issue is whether the United States should intervene with combat forces rather than allow Indochina to be lost to the Communists, and which alternative it should select?

a. U.S. commitment of combat forces would involve strain on the basic western coalition, increased risk of war with China and of general war, high costs in U.S. manpower and money, and possible adverse domestic political repercussions. Moreover, the United States would be undertaking a commitment which it would have to carry through to victory. In whatever form it might intervene, the U.S. would have to take steps at the outset to guard against the risks inherent in intervention. On the other hand, under the principles laid down in NSC 5405, it is essential to U.S. security that Indochina should not fall under Communist control.

b. Of the alternative courses of action described in the Annex, Course A or B has these advantages over Course C. Neither Course A or B depends on the initial use of U.S. ground forces. For this reason alone, they obviously would be much more acceptable to the American public. For the same reason, they would initially create a less serious drain on existing U.S. military forces. But either Course A or B may turn out to be ineffective without the eventual commitment of U.S. ground forces.

c. A political obstacle to Course A or Course B lies in the fact that the present French effort is considered by many in Southeast Asia and other parts of the world as essentially colonial or imperialist in character. If the United States joined its combat forces in the Indochina conflict, it would be most important to attempt to counteract or modify the present view of this struggle. This would also be essential in order to mobilize maximum support for the war within Indochina.

d. An advantage of Course B over Course A lies in the association of the Asian States in the enterprise which would help to counteract the tendency to view Indochina as a colonial action. There would be advantages in Course B also in that U.S. opinion would be more favorable if the other free nations and the Asian nations were also taking part and bearing their fair share of the burden.

e. As between UN and regional support it appears that regional grouping would be preferable to UN action, on the ground that UN support would be far more difficult to get and less likely to remain solid until the desired objective was reached.

6. In order to make feasible any regional grouping, it will be essential for the United States to define more clearly its own objectives with respect to any such action. In particular, it would be important to make perfectly clear that this action is not intended as a first step of action to destroy or overthrow Communist China. If the other members of a potential regional grouping thought that we had such a broad objective, they would doubtless be hesitant to join in it. The Western powers would not want to increase the risks of general war which would, in their opinion, flow from any such broad purpose. The Asian countries would be equally reluctant to engage in any such broad activity. Both groups would doubtless want to make very clear that we object essentially to the expansionist tendencies of Communist China and that, if those ceased, we would not go further in attempting to carry on military activities in the Far East. Furthermore, to attract the participation of Asian States in a regional grouping, the United States would undoubtedly have to undertake lasting commitments for their defense.

Timing and Circumstances of Decision to Intervene with U.S. Combat Forces

7. The timing of the disclosure or implementation of any U.S. decision to intervene in Indochina would be of particular importance.

a. In the absence of serious military deterioration in Indochina, it is unlikely that France will agree to the arrangements envisaged in Alternatives A, B, or C in light of the hopes widely held in France and

elsewhere that an acceptable settlement can be achieved.

b. On the other hand, inaction until after exhaustive discussions at Geneva, without any indication of U.S. intentions, would tend to increase the chance of the French government and people settling, or accepting the inevitability of settling, on unacceptable terms. Hints of possible U.S. participation would tend to fortify French firmness, but might also tend to induce the Communists to put forward more acceptable terms.

c. On balance, it appears that the United States should now reach a decision whether or not to intervene with combat forces, if that is necessary to save Indochina from Communist control, and, tentatively, the form and conditions of any such intervention. The timing for communication to the French of such decision, or for its implementation, should be decided in the light of future developments.

8. If the United States should now decide to intervene at some stage, the United States should now take these steps:

a. Obtain Congressional approval of intervention.

b. Initiate planning of the military and mobilization measures to enable intervention.

c. Make publicized U.S. military moves designed to make the necessary U.S. air and naval forces readily available for use on short notice.

d. Make maximum diplomatic efforts to make it clear, as rapidly as possible, that no acceptable settlement can be reached in the absence of far greater Communist concessions than are now envisaged.

e. Explore with major U.S. allies--notably the UK, Australia, and New Zealand, and with as many Asian nations as possible, such as Thailand and the Philippines, and possibly Nationalist China, the Republic of Korea, and Burma--the formation of a regional grouping.

WEB Note: There is no f., g., or h. in the original text.

i. Exert maximum diplomatic efforts with France and the Associated States designed to (1) bring about full agreement between them, if possible prior to Geneva, on the future status of the Associated States; (2) prepare them to invite U.S. and if possible group participation in Indochina, if necessary.

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