

KEY TEXTS FROM PENTAGON'S VIETNAM STUDY

Following are texts of key documents accompanying the Pentagon's study of the Vietnam war, covering the period late 1966 to mid-1967, in which Secretary of Defense Robert S. McNamara began to express disillusionment with the effectiveness of the war effort. Except where excerpting is specified, the documents are printed verbatim, with only unmistakable typographical errors corrected.

McNamara Memo of Oct. 14, 1966, Opposing Increase in War Effort

Draft memorandum for President Lyndon B. Johnson, "Actions Recommended for Vietnam," from Secretary of Defense Robert S. McNamara, Oct. 14, 1966.

1. Evaluation of the situation. In the report of my last trip to Vietnam almost a year ago, I stated that the odds were about even that, even with the then-recommended deployments, we would be faced in early 1967 with a military stand-off at a much higher level of conflict and with "pacification" still stalled. I am a little less pessimistic now in one respect. We have done somewhat better militarily than I anticipated. We have by and large blunted the communist military initiative — any military victory in South Vietnam the Viet Cong may have had in mind 18 months ago has been thwarted by our emergency deployments and actions. And our program of bombing the North has exacted a price.

My concern continues, however, in other respects. This is because I see no reasonable way to bring the war to an end soon. Enemy morale has not broken — he apparently has adjusted to our stopping his drive for military victory, and has adopted a strategy of keeping us busy and waiting us out (a strategy of attriting our national will). He knows that we have not been, and he believes we probably will not be, able to translate our military successes into the "end products" — broken enemy morale and political achievements by the GVN.

The one thing demonstrably going for us in Vietnam over the past year has been the large number of enemy killed-in-action resulting from the big military operations. Allowing for possible exaggeration in reports, the enemy must be taking losses — deaths in and after battle — at the rate of more than 60,000 a year. The infiltration routes would seem to be one-way trails to death for the North Vietnamese. Yet there is no sign of an impending break

in enemy morale and it appears that he can more than replace his losses by infiltration from North Vietnam and recruitment in South Vietnam.

Pacification is a bad disappointment. We have good grounds to be pleased by the recent elections, by Ky's 16 months in power, and by the faint signs of development of national political institutions and of a legitimate civil government. But none of this has translated itself into political achievements at Province level or below. Pacification has if anything gone backward. As compared with two, or four, years ago, enemy full-time regional forces and part-time guerrilla forces are larger; attacks, terrorism and sabotage have increased in scope and intensity; more railroads are closed and highways cut; the rice crop expected to come to market is smaller; we control little, if any, more of the population; the VC political infrastructure thrives in most of the country, continuing to give the enemy his enormous intelligence advantage; full security exists nowhere (now even behind the US Marines' lines and in Saigon); in the countryside, the enemy almost completely controls the night.

Nor has the ROLLING THUNDER program of bombing the North either significantly affected infiltration or cracked the morale of Hanoi. There is agreement in the intelligence community on these facts (see the attached Appendix).

In essence, we find ourselves — from the point of view of the important war (for the complicity of the people) — no better, and if anything worse off. This important war must be fought and won by the Vietnamese themselves. We have known this from the beginning. But the

case in 1961 and 1963 and 1965, we have not found the formula, the catalyst, for training and inspiring them into effective action.

2. Recommended actions. In such an unpromising state of affairs, what should we do? We must continue to press the enemy militarily; we must make demonstrable progress in pacification; at the same time, we must add a new ingredient forced on us by the facts. Specifically, we must improve our position by getting ourselves into a military posture that we credibly would maintain indefinitely — a posture that makes trying to "wait us out" less attractive. I recommend a five-pronged course of action to achieve those ends.

a. Stabilize US force-levels in Vietnam. It is my judgment that, barring a dramatic change in the war, we should limit the increase in US forces in SVN in 1967 to 70,000 men and we should level off at the total of 470,000 which such an increase would provide.* It is my view that this is enough to punish the enemy at the large-unit operations level and to keep the enemy's main forces from interrupting pacification. I believe also that even many more than 470,000 would not kill the enemy off in such numbers as to break their morale so long as they think they can wait us out. It is possible that such a 40 percent increase over our present level of 325,000 will break the enemy's morale in the short term; but if it does not, we must, I believe, be prepared for and have underway a long-term program premised on more than breaking the morale of main force units. A stabilized US force level would be part of such

*Admiral Sharp has recommended a 12/31/67 strength of 570,000. However, I believe both he and General Westmoreland recognize that the danger of inflation will probably force an end 1967 deployment limit of about 470,000.

a long-term program. It would put us in a position where negotiations would be more likely to be productive, but if they were not we could pursue the all-important pacification task with proper attention and resources and without the spectre of apparently endless escalation of US deployments.

b. Install a barrier. A portion of the 470,000 troops — perhaps 10,000 to 20,000 — should be devoted to the construction and maintenance of an infiltration barrier. Such a barrier would lie near the 17th parallel — would run from the sea, across the neck of South Vietnam (choking off the new infiltration routes through the DMZ) and across the trails in Laos. This interdiction sys-