

August 20, 1990

NATIONAL SECURITY DIRECTIVE 45

MEMORANDUM FOR THE VICE PRESIDENT
THE SECRETARY OF STATE
THE SECRETARY OF THE TREASURY
THE SECRETARY OF DEFENSE
THE ATTORNEY GENERAL
THE SECRETARY OF ENERGY
THE DIRECTOR OF THE OFFICE OF
MANAGEMENT AND BUDGET
THE ASSISTANT TO THE PRESIDENT FOR
NATIONAL SECURITY AFFAIRS
THE DIRECTOR OF CENTRAL INTELLIGENCE
THE CHAIRMAN OF THE JOINT CHIEFS OF STAFF
THE DIRECTOR, UNITED STATES ARMS CONTROL
AND DISARMAMENT AGENCY
THE DIRECTOR, UNITED STATES INFORMATION AGENCY

SUBJECT: U.S. Policy in Response to the Iraqi Invasion
of Kuwait (C)

U.S. Interests

U.S. interests in the Persian Gulf are vital to the national security. These interests include access to oil and the security and stability of key friendly states in the region. The United States will defend its vital interests in the area, through the use of U.S. military force if necessary and appropriate, against any power with interests inimical to our own. The United States also will support the individual and collective self-defense of friendly countries in the area to enable them to play a more active role in their own defense. The United States will encourage the effective expressions of support and the participation of our allies and other friendly states to promote our mutual interests in the Persian Gulf region. (S)

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On Thursday, August 2, 1990 the government of Iraq, without provocation or warning, invaded and occupied the State of Kuwait, thereby placing these vital U.S. interests at risk. Four principles will guide U.S. policy during this crisis: (S)

- the immediate, complete, and unconditional withdrawal of all Iraqi forces from Kuwait; (S)
- the restoration of Kuwait's legitimate government to replace the puppet regime installed by Iraq; (S)
- a commitment to the security and stability of the Persian Gulf; and, (S)
- the protection of the lives of American citizens abroad. (S)

To meet these principles and to bring the crisis to an immediate, peaceful, and just end, I hereby direct that the following diplomatic, economic, energy and military measures be undertaken. (S)

Diplomatic

The United States will continue to support the precepts of UNSC resolution 660 and 662 condemning Iraq's invasion and subsequent annexation of Kuwait and calling for the immediate and unconditional withdrawal of Iraqi forces from Kuwait. The Secretary of State should continue to work bilaterally with our allies and friends, and in concert with the international community through the United Nations and other fora, to find a peaceful solution to end the Iraqi occupation of Kuwait and to restore Kuwait's legitimate government. (S)

Economic

Consistent with my authority under the International Emergency Economic Powers Act, the National Emergencies Act, the United Nations Participation Act, and section 301 of title 3 of the United States Code, the Executive Orders signed on August 2 and August 9, 1990 freezing Kuwaiti and Iraqi assets in this country and prohibiting transactions with Iraq and Kuwait remain in force. The Secretary of the Treasury, in consultation with the Secretary of State, should continue to take such actions, including the promulgation of rules and regulations, as may be necessary to carry out the purposes of these Orders. Furthermore, the United States will continue to support UNSC Resolution 661 imposing mandatory economic sanctions against Iraq and Kuwait under Chapter VII of the United Nations Charter. We will emphasize individual and collective compliance with these

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sanctions, but are prepared, if necessary, to enforce them in the exercise of our inherent right of individual and collective self-defense under Article 51 of the UN Charter. (S)

Energy

The United States now imports nearly half the oil it consumes and, as a result of the current crisis, could face a major threat to its economy. Much of the world is even more dependent on imported oil and more vulnerable to Iraqi threats. To minimize any impact that oil flow reductions from Iraq and Kuwait will have on the world's economies, it will be our policy to ask oil-producing nations to do what they can to increase production to offset these losses. I also direct the Secretaries of State and Energy to explore with the member countries of the International Energy Agency (IEA) a coordinated drawdown of strategic petroleum reserves, and implementation of complementary measures. I will continue to ask the American public to exercise restraint in their own consumption of oil products. The Secretary of Energy should work with various sectors of the U.S. economy to encourage energy conservation and fuel switching to non-oil sources, where appropriate and economic. Finally, I will continue to appeal to oil companies to show restraint in their pricing of crude oil and products. The Secretary of Energy, as appropriate, should work with oil companies in this regard. (S)

Military

To protect U.S. interests in the Gulf and in response to requests from the King of Saudi Arabia and the Amir of Kuwait, I have ordered U.S. military forces deployed to the region for two purposes: to deter and, if necessary, defend Saudi Arabia and other friendly states in the Gulf region from further Iraqi aggression; and to enforce the mandatory Chapter 7 sanctions under Article 51 of the UN Charter and UNSC Resolutions 660 and 661. U.S. forces will work together with those of Saudi Arabia and other Gulf countries to preserve their national integrity and to deter further Iraqi aggression. Through their presence, as well as through training and exercises, these multinational forces will enhance the overall capability of Saudi Arabia and other regional states to defend themselves. (S)

I also approve U.S. participation, in conjunction with the forces of other friendly governments, in two separate multinational forces that would provide for the defense of Saudi Arabia and enforce the UN mandated sanctions. These two groups will be called the Multinational Force for Saudi Arabia (MNFSA) and the Multinational Force to enforce sanctions (MNFES) against Iraq and Kuwait. The United States should coordinate closely with the Saudis, the Kuwaitis and others on the composition and organization of these forces. (S)

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- **The MNFSA:** The MNFSA is to deter aggression by Iraq against Saudi Arabia and other friendly Arab states in the Gulf, to ensure the territorial integrity and political independence of Saudi Arabia and other members of the GCC, and to conduct exercises and training to enhance the proficiency of Saudi forces in the defense of the Kingdom. (S)

Adequate legal basis exists under the UN Charter and UNSC resolutions for the implementation of multinational efforts. I do not believe it is necessary now for the United States to seek additional UN endorsement for the MNFSA. If I subsequently determined that further UN endorsement is required, we should ensure that any UN-led effort is acceptable to U.S. military commanders and an adequate command structure is established and operating beforehand. (S)

In concert with the other UNSC Permanent members, I authorize U.S. participation in discussions of the UN Military Staff Committee on the MNF operation for Saudi Arabia. If such talks are initiated, they should be of lower priority than talks concerning the MNFES. (S)

Soviet participation in the MNFSA is warranted only if the Saudis request it. If so, we should work with the Saudis to insure that the Soviet mission is acceptable to us and that Soviet forces are deployed at a distance from U.S. operations in these countries. Soviet assistance in providing lift support to others providing forces inside Saudi Arabia should be encouraged. (S)

- **The MNFES:** The MNF to enforce economic sanctions against Iraq and Kuwait is designed to bring about the withdrawal of Iraqi forces from Kuwait, and to restore Kuwait's sovereignty, independence and territorial integrity. Participating countries would seek to prevent the export of all commodities and products originating in Iraq or Kuwait, regardless of port of embarkation or transshipment point, and prevent the shipment to Iraq or Kuwait, regardless of declared port of destination or transshipment point, of any commodities or supplies whose provision to Iraq or Kuwait is contrary to UNSC Resolutions 660 and 661. These efforts should complement individual and collective compliance measures already in force. (S)

In accordance with Article 51 of the UN Charter and UNSC resolutions 660 and 661, I hereby direct that all imports and exports, except medicines and food for humanitarian purposes (i.e., natural disasters) bound to and from Iraq and Kuwait be intercepted immediately. I direct the

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Secretary of Defense to immediately organize and coordinate a multinational force as requested by the Government of Kuwait. U.S. forces, in coordination with other cooperating national forces, should take necessary action to intercept vessels on a case-by-case basis until sufficient U.S. and other forces are available for more comprehensive enforcement. I also approve the submission to Congress of a separate letter informing it of the character and basis for our intercept operations in keeping with my commitment to congressional consultations on matters of national importance. The GCC states and potential contributors to the MNFES should be notified of the implementation of the intercept operation. I also agree to Soviet participation in the MNFES. (S)

Since the UN Charter provides the legal basis for the conduct of this operation, I do not believe it is necessary now to obtain additional UN endorsement for the MNFES. Subject to the consent of the UNSC Permanent members, I agree to allow U.S. participation in discussions of the MNFES operation for enforcing sanctions against Iraq and Kuwait by the UN Military Staff Committee. (S)



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