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Clinton Faults Bush Over Bosnia Policy

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willingness to commit American forces to a ground war, but added, "There may be other things which can be done." Mr. Clinton declined to be more specific, saying only that he would review his options "at the appropriate time" and that he did not think he "should say more about specifics at this time."

Position in Campaign

During the Presidential campaign, Mr. Clinton argued that the United States should take the lead in seeking United Nations authorization for air strikes to protect the relief effort to Bosnia and should consider whether to push for a lifting of the United Nations arms embargo that unfairly hurts the Bosnians.

But until today, both external and internal factors had constrained him from outlining his solutions for any of the international problems he will inherit.

Mr. Clinton has said since the election that he would not compete with Mr. Bush's foreign policy during the transition period. He has also been determined to remain focused on the economy, but has acknowledged — with more than a hint of frustration — that he will have to spend more time on foreign affairs than he wants to.

No Policy Team Yet

Finally, he has yet to put his foreign policy team in place, which has meant that there is no one in authority to help formulate policy and explain what he means when he does not want to do that himself.

Mr. Clinton's remarks today could put pressure on the Bush Administration, which has concluded that Serbia is routinely violating the United Nations ban on flights over Bosnia, to decide whether or not to initiate a United Nations enforcement resolution. They also put President Slobodan Milosevic of Serbia on notice that the new Administration may not permit his policies in Bosnia to go unpunished.

Mr. Clinton may also be seeking to regain control of the debate over Bosnia from former Republican policy-makers — notably former President Ronald Reagan and former Secretaries of State Henry A. Kissinger and George P. Shultz — who have called for swift, selective military action against the Serbs.

This week, Mr. Shultz, in a rare criticism of the Bush Administration, urged the United States to use force to stop the Serbian "ethnic cleansing" of Bosnia and punish Serbian war crimes. The normally cautious former Secretary of State even advised his hosts on the "Macneil-Lehrer News Hour" to run footage of World War II Nazi concentration camps the next time they broadcast a program on Bosnia. "The message is the same," he said.

Mr. Clinton already knows he will

inherit an American military commitment in Somalia, which his advisers fear could raise expectations that he may respond with similar, decisive action in Bosnia. "You can't move on Somalia without having pangs of conscience about Bosnia," a senior aide to Mr. Clinton said.

Mr. Clinton's remarks are also consistent with his stated desire for a "disciplined, aggressive," preventive approach to foreign policy to help head off global crises before they boil over and monopolize his time.

The Bush Administration is deeply divided over whether to press for a United Nations resolution authorizing force to stop the Serbian flights, senior Administration officials said today.

The State Department, which favors quick action, had hoped to resolve the

The President-elect takes a more assertive stand on foreign affairs.

issue this week, so the Security Council could begin discussions before Secretary of State Lawrence S. Eagleburger meets with European and Arab foreign ministers in Geneva next week to discuss the Balkan warfare.

Pentagon Is Opposed

But the Pentagon has argued that until there is clear evidence that the Serbs are using their warplanes and helicopters in combat missions, there is no need for such strong action, officials said.

The Administration debate is reflected in a classified paper that discusses the consequences of enforcing the ban, officials said. The paper argues at one point that the lack of enforcement has made the ban meaningless and may embolden the Serbs to spread the war to the Kosovo region, which has been stripped of its autonomy by Serbia. But it also says the imposition of the Security Council ban has sharply decreased the number of flights over Bosnia and apparently stopped the bombing and strafing of villages in the former Yugoslav republics.

Aides to Mr. Clinton said in interviews that the United States had missed opportunities to curb fighting in the Balkans, and that American options were more limited than they would have been a year ago. But they added that his remarks today were not meant to be critical of the Administration or to push it to initiate an enforcement resolution in the Security Council.

Rather, one senior aide said, Mr. Clinton "is seriously concerned about the situation both with respect to continuing risk in Bosnia as winter approaches and the risk of a wider con-

flict if the Serbs act against Kosovo, the autonomous region with a large Albanian population. "He understands it is something he will have to deal with when he becomes President."

NATO Willing to Intervene

Special to The New York Times

PARIS, Dec. 11 — The Secretary General of NATO, Manfred Wörner, said today that the alliance was prepared to intervene in the former Yugoslavia if requested by the United Nations, adding that contingency plans for a military operation were under review.

But the United States Defense Secretary, Dick Cheney, speaking at the end of a meeting in Brussels of NATO defense ministers, said Washington remained opposed to committing ground troops unless the objectives were clearly defined. He also urged NATO to admit some East European countries as members to confront security problems in the former East bloc more effectively.

Mr. Wörner, while stressing that the United Nations should continue to have the leading role in responding to the Balkan crisis, said NATO was ready to act. "I have no doubt that, if asked by the United Nations, the alliance would do what is necessary," he declared.

Contingency plans have been drawn up, Mr. Wörner said, declining to elaborate. Later, he told the BBC that he believed that the time had come for military intervention, although the consequences for United Nations relief forces already in the former Yugoslavia would have to be reviewed carefully.

U.N. Sending 700 to Macedonia

Special to The New York Times

UNITED NATIONS, Dec. 11 — The United Nations Security Council voted unanimously today to send some 700 peacekeepers to Macedonia in an attempt to prevent the Balkan civil war from spreading into that former Yugoslav republic.

The decision represents the first time the Security Council has deployed peacekeepers for preventive purposes, with the aim of stopping a new eruption of violence before it has begun.

Few countries yet recognize Macedonia, which has also not yet been admitted to the United Nations because of a quarrel with Greece, which wants it to change its name.

But there are fears that the fighting in Bosnia between Muslims and Serbs could spread to Macedonia, which has a substantial Muslim minority of Albanian descent.

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