

U.S. Running Into Snags on Truce Force

By **BERNARD GWERTZMAN**

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WASHINGTON, Nov. 22 — Administration officials said today that the chances seemed remote that more than a token international supervisory commission of Canadians, Hungarians, Indonesians and Poles would be in operation at the time of a cease-fire in Vietnam.

In separate interviews, several officials said that preliminary discussions between Secretary of State William P. Rogers and officials of the four governments that have been asked to serve on the supervisory teams had not been very encouraging.

While all four agreed in principle to participate, all had qualms and none has so far pledged to contribute any significant manpower or resources to the undertaking.

Bid to Set Up Truce Group

Henry A. Kissinger, President Nixon's chief adviser on foreign policy had said, before his current round of Paris talks, that he wanted to seek agreement from the North Vietnamese that the international group could be functioning as soon as the ceasefire went into effect. On Oct. 26 he said:

"We would like to avoid the dangers of the loss of life, perhaps in some areas, even of the massacre that may be inherent in this, and we, therefore, want to discuss methods by which the international supervisory body can be put in place at the same time that the cease-fire is promulgated."

A well-placed Administration aide said he was not familiar with the details of Mr. Kissinger's private talks this week with Le Duc Tho, the chief North Vietnamese negotiator. But he said that from the reaction of officials who did know what was going on in Paris, he assumed that no unexpected pitfalls had arisen, and that Mr. Kissinger's informal timetable of a settlement by mid-December was still likely.

Talks at Early Stage

The discussions with Canada, Hungary, Indonesia and Poland, however, have not yet reached the point where an effective international supervisory force could be in place by then, one official said.

The United States had contemplated a 5,000-man commission, divided evenly among the four participants, but with none of the four countries so far, willing to make that kind of commitment, full organization of the force may have to await

the convening of an international commission that will set up the ground rules for the supervisory body.

The most serious reservations on the supervisory commission have come from Canada, which, with India and Poland, was a member of the old three-nation International Control Commission in Vietnam.

Sharp Cites Problems

Mitchell W. Sharp, Canada's Secretary of State for External Affairs, has publicly stated his Government's problems with the control body. He met with Mr. Rogers two days ago in New York to explore the matter more deeply.

Today, Mr. Kissinger flew to Brussels to discuss with President Suharto of Indonesia how the truce commission would work. But that meeting was viewed here as more a courtesy to the Indonesian leader than a sign of any new development.

So far, Mr. Sharp has limited Canada's participation to the 19-man mission currently in Vietnam as part of the old commission. Poland has about 35 men in Vietnam, and similar token groups could probably be flown in by Hungary and Indonesia.

No Restrictions in Draft

An Administration official pointed out, however, that the nine-point draft agreement made public by Hanoi on Oct. 26 did not restrict the supervision of the cease-fire to the international group.

One point in the draft accord calls for the creation of a four-party military committee, made up of representatives from the United States, North Vietnam, South Vietnam and the Vietcong, and a two-party committee made up of South Vietnam and the Vietcong.

The official said that until the international group was

functioning, representatives on the other bodies would report on the situation and could draw public opinion to apparent violations.

A Complicated Mechanism

Officials here acknowledge that the cease-fire mechanism now envisioned is extremely complicated, and provides no iron-clad insurance against violations. They said that many details must await the conclusion of the peace talks in Paris, and the projected international conference on Vietnam that would be held within 30 days of the cease-fire.

Canada's problems with participation in a truce body stem from at least two causes.

First, Prime Minister Pierre Elliott Trudeau has been lukewarm to peace-keeping missions, which were favored by his predecessor, Lester B. Pearson. Second, the recent Canadian elections weakened Mr. Trudeau's position and ruled out any unconditional commitment to Vietnam. To stay in power, once Parliament reconvenes on Jan. 4, Mr. Trudeau will have to appeal to the New Democrats, whose strong nationalism makes them suspicious of any involvement with the United States.

Doubts About Old Set-Up

Many Canadians believe that their participation in the old International Control Commission proved ineffective and useless. As a result, Mr. Sharp is now insisting that Canada be allowed to take part in formulating the ground rules for the commission.

Specifically, he has asked that all four warring parties endorse the participation of the countries on the control body. So far, only the United States has publicly mentioned the four nations chosen.

He has also asked that the rules allow the group freedom of movement, and freedom to make public to an international body its findings. Canada also wants to make sure that the costs are shared by many countries.