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> Subject: WaPo > Below is the front page of tomorrow's Washington Post. >> > > Clinton's key role in Libya conflict > Bv Joby Warrick > Washington Post > Sunday, Oct 30, 2011 > TRIPOLI, Libya - At 5:45 p.m. on March 19, three hours before the official > start of the air campaign over Libya, four French Rafale jet fighters > streaked across the Mediterranean coastline to attack a column of tanks > heading toward the rebel city of Benghazi. The jets quickly obliterated > their targets-and in doing so nearly upended the international alliance > coming to Benghazi's rescue. > > France's head start on the air war infuriated Italy's prime minister, who > accused Paris of upstaging NATO. Silvio Berlusconi warned darkly of cutting > access to Italian air bases vital to the alliance's warplanes. > "It nearly broke up the coalition," said a European diplomat who had a > front-row seat to the events and who spoke on the condition of anonymity to > discuss sensitive matters between allies. Yet, the rift was quickly patched, > thanks to a frenzied but largely unseen lobbying effort that kept the > coalition from unraveling in its opening hours. > "That," the diplomat said, "was Hillary." >> Seven months later, with longtime American nemesis Moammar Gaddafi dead and > Libya's onetime rebels now in charge, the coalition air campaign has emerged > as a foreign policy success for the Obama administration and its most famous > Cabinet member, Secretary of State Hillary Rodham Clinton. > Some Republicans derided the effort as "leading from behind" while many > others questioned why President Obama was entangling the nation in another > overseas military campaign that had little strategic urgency and scant > public support. But with NATO operations likely ending this week, U.S. > officials and key allies are offering a detailed new defense of the approach > and Clinton's pivotal role - both within a divided Cabinet and a fragile, > assembled-on-the-fly international alliance. > What emerges from these accounts is a picture of Clinton using her mixture > of political pragmatism and tenacity to referee spats among NATO partners, > secure crucial backing from Arab countries and tutor rebels on the fine > points of message-management. > Clinton, in an interview, acknowledged "periods of anguish and buyer's > remorse" during the seven months of the campaign. But she said, "We set into > motion a policy that was on the right side of history, on the right side of > our values, on the right side of our strategic interests in the region." > From skeptic to advocate > During the initial weeks of unrest in Libya, Clinton was among the White > House officials clinging to fading hopes that Gaddafi might fall without any > help from the West. > From the first armed resistance on Feb. 18 until March 9, the disorganized > opposition movement appeared to be on a roll, taking control of Libyan 2

> cities from Benghazi to Brega and Misurata on the Mediterranean coast. But

> in a single, bloody week, Gaddafi loyalists turned rebel gains into a rout, > crushing resistance in towns across Libya before marshaling forces for a > final drive against Benghazi, the last opposition stronghold. > With Gaddafi threatening to slaughter Benghazi's population "like rats," the > rebel leaders pleaded for Western intervention, including a no-fly zone. The > appeal garnered support in Europe, particularly among French and British > officials who began working on the text of a U.N. Security Council > resolution that would authorize the use of military against the Libyan > autocrat. > But the idea of a no-fly zone drew skepticism from within the Obama White > House. Some officials, most notably then-Defense Secretary Robert M. Gates, > opposed military intervention. And Clinton, during two trips to Europe in > early March, made clear that Washington was not eager to lead a politically > risky military campaign against yet another Muslim country. > She was loath to see Gaddafi trouncing aspiring democrats in his country and > menacing fledgling governments in neighboring Egypt and Tunisia. But Clinton > told aides, who later described the administration's inner workings on the > condition of anonymity, that the hard reality was that a no-fly zone, by > itself, might make things worse. > "We were opposed to doing something symbolic - that was the worst of both > worlds," said one of the aides. "We would have crossed the threshold [of > intervention] without accomplishing anything." > Clinton had drawn up a list of conditions that included a formal request by > Arab states for intervention. On March 12, the 22-nation Arab League did > exactly that, voting to ask for U.N. approval of a military no-fly zone over > Libva. > The next day, on March 13, Clinton traveled to Paris for a meeting with > foreign ministers from the Group of 8 countries. In the marbled conference > rooms of Paris's Westin Hotel, she sat down for the first time with Mahmoud > Jibril, the interim leader of Libya's fledgling Transitional National > Council. She also met privately with Gulf diplomats to gauge Arab > willingness to send warplanes to enforce a possible no-fly zone. And she > huddled with Russian Foreign Minister Sergei Lavrov, whose country's veto > potentially could block any intervention effort at the United Nations. > "When she went to Paris, there were no instructions from the White House on > whether to support strong action in Libya," said a senior State Department > official. Yet, within three days, the official said, Clinton began to see a > way forward. > "This was an opportunity for the United States to respond to an Arab request > for help," the official said. "It would increase U.S. standing in the Arab > world, and it would send an important signal for the Arab Spring movement." > By March 15, when Clinton spoke with President Obama by phone to brief him > on the meetings, she had become a "strong advocate" for U.S. intervention, > one administration official said. The president, who had been weighing > arguments from a sharply divided Cabinet for several days, sided with his > secretary of state. > Clinton was halfway across the Atlantic on March 17 when a resolution went > before the U.N. Security Council authorizing a Libyan intervention with "all > necessary means" - U.N. code for military force. From the plane, Clinton > worked the phones while the administration's ambassador to the United > Nations, Susan Rice, met with counterparts to line up votes and to ensure

> that both Russia and China would withhold their vetoes. > The resolution passed, 10 to 0, with five countries abstaining. > Keeping alliance together > The French air attack that so angered the Italians two days later grew from > French President Nicolas Sarkozy's desire to launch an early, symbolic > strike before the official start of the campaign. The White House did not > object - Sarkozy had been a key advocate of military intervention, and > French leadership on Libya had boosted the president's popularity at home. > But the other allies were wary. France had floated the idea of a command > structure distinct from NATO, that would include some Arabs while excluding > Germany and other opponents of intervention. Italy and Turkey, meanwhile, > insisted on NATO control and threatened to boycott any other arrangement. > The early French attack deepened suspicions by the two countries that > Sarkozy harbored "hidden agendas and different agendas," as Turkish > President Abdullah Gul would later say. > With the alliance threatening to unravel, Clinton focused on damage control. > She spent hours on the phone and in person with Berlusconi and Italian > Foreign Minister Franco Frattini, who eventually played crucial roles in > providing air bases as staging grounds for attacks. > The details of the military command were ultimately decided in a four-way > conference call between Clinton and Sarkozy, British Foreign Secretary > William Haque and Turkish Foreign Minister Ahmet Davutoglu. > Yet even as that conflict cooled, another one was erupting. > Several Arab states, including Qatar, the United Arab Emirates and Jordan, > had agreed to supply warplanes and pilots to the coalition in a symbolic > show of support by Muslim countries for military action against Libya. > > But three days into the bombing campaign, the Arabs appeared to be backing > away, concerned by the possibility of a backlash in their own countries and > angered by U.S. criticism of the Saudi-led military intervention in Bahrain > to put down an uprising there. By March 24, Qatar's four promised jets still > had not yet made an appearance over Libya, and the United Arab Emirates and > Jordan had announced that they would provide only humanitarian assistance. > In a bid to woo the Arabs back into the alliance, Clinton spoke for 90 > minutes by phone with Sheik Hamad bin Jassim Al-Thani, the Qatari foreign > minister, while also making repeated calls to the UAE's Sheikh Abdullah bin > Zayed Al Nahyan and to Jordan's King Abdullah II. > "This is important to the United States, it's important to the president and > it's important to me, personally," Clinton told Arab leaders, according to > one of the State Department official. > On March 25, Qatari-flagged Mirage 2000 jets flew their first sorties over > Libya, All three countries eventually would supply military aircraft and > experienced pilots to the Libyan campaign. >> Getting past stalemate > The NATO-led air campaign quickly pushed Gaddafi's forces from Benghazi. But > by May, the alliance's planes were patrolling front lines that barely moved. > In Washington and in Europe, the word "stalemate" began to creep into > opinion columns as lawmakers, skeptical of U.S. policy in Libya, began

> crunch also loomed for the rebels, who were unable to sell oil and were > legally blocked from tapping into Gaddafi's overseas bank accounts. By early > July, they had run out of money for weapons, food and other critical > supplies. > Clinton, ignoring the advice of the State Department's lawyers, convinced > Obama to grant full diplomatic recognition to the rebels, a move that > allowed the Libyans access to billions of dollars from Gaddafi's frozen > accounts. At a meeting in Istanbul on July 15, she pressed 30 other Western > and Arab governments to make the same declaration. > "She brought everyone over at once," said a Western diplomat who attended > the Istanbul meeting. > Tripoli fell five weeks later, after a relatively small U.S. expenditure of > \$1 billion, and with no regular U.S. troops on the ground. In the air > campaign, U.S. jets flew less than a third of the missions but supplied > critical support in air refueling, surveillance and logistics for sorties > flown by more than a dozen other nations. > Still, no hero's welcome > The political benefits to Clinton and Obama remain far from clear. To many > Libyans and others in the Muslim world, the lasting impression from the > campaign is that of a reluctant America, slow to intervene and happy to let > others take the lead. While Sarkozy and British Prime Minister David Cameron > were given heroes' welcomes during victory laps through Libya last month, > Clinton was confronted during her recent Tripoli visit with questions about > why the United States had not done more. > "Many people feel that the United States has taken a back seat," one student > told her. > U.S. critics of the administration's policy say the administration's Libya > policy, while ultimately successful, is emblematic of a slow and haphazard > response to the Arab Spring uprisings. > "Earlier intervention might have prevented the conflict from ever reaching > that dangerous precipice," said Michael Singh, a former senior director for > Middle East affairs at the National Security Council under President George > W. Bush."There is a difference between building an international consensus > and following one." > Clinton acknowledged that history's verdict on the Libyan intervention was > far from assured and said that NATO's formula for aiding a popular uprising > against a dictatorship may not be easily applied elsewhere. > "We need to assess where we are, what we accomplished together, what the > costs were," Clinton said. Meanwhile, she said, "we do have to be more agile > and flexible in dealing with a lot of the challenges we face, and we should > be unembarrassed about that."