



GOING HOME: Boxes containing remains of American pilots being carried into U.S. C-141 StarLifter by crew members at Gia Lam airport in Hanoi. Members of President Carter's commission on men missing in action stood at attention during ceremony. The bodies were flown to Central Identification Laboratory in Honolulu. Page 21.

Carter Plan on Youth Jobs Viewed As Testing of Ideas and Strategies

Call for Funds to Expand Corps Is Considered Prelude to Overhaul of Manpower Problem

By DAVID E. ROSENBAUM

WASHINGTON, March 19—The high rate of unemployment among young people is one of the most visible and serious of the nation's social problems, but there is widespread disagreement not only over how best to solve it but also over whether it can be solved at all.

"Everywhere you go you see them, kids with no jobs and no education and no skills and nothing to do but walk around all day and kick tires and spit in the gutter," a government official said the other day, adding:

"The cost, in terms of street crime and drug addiction and welfare payments and the sheer underutilization of a national resource, is incalculable."

President Carter's initial attempt to tackle the problem came 10 days ago when he asked Congress for an extra \$1.5 billion over the next 18 months to expand the Jobs Corps, which is a residential training program for seriously disadvantaged youths, and to create three new programs to help jobless young people.

According to the Presidential aides who worked on the proposal, it should be viewed not as the Administration's final answer to the problem of youth unemployment but as a tentative attempt to test ideas and strategies and a prelude to an eventual overhaul of Government manpower programs.

Indeed, liberal and conservative politicians and economists agree that previous Government efforts to find jobs for young people have met with limited success at best.

No one is sure how many teen-agers and young adults are out of work. The Bureau of Labor Statistics puts the figure at 3.4 million for those between the ages of 16 and 24. According to the bureau, the unemployment rate for people that age was 14.7 percent last year, a rate more than two and a half times as high as the 5.5 percent rate for Americans older than 24.

But some of those the Government

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CARTER TO ASK AN END TO MOST VOTER CURBS IN FEDERAL ELECTIONS

PLAN WOULD HELP 45 MILLION

Congress Will Get Proposal This Week to Make an Identification Card the Chief Requirement

By WARREN WEAVER Jr.

WASHINGTON, March 19—President Carter will ask Congress next week to approve an amendment to the voting laws that would virtually eliminate all registration requirements and clear more than 45 million additional Americans to participate in the 1980 Presidential and Congressional elections.

The proposal, which is certain to arouse partisan controversy on Capitol Hill, is called universal registration. In its simplest terms, it would permit any citizen who is at least 18 years old to vote for Federal candidates if he went to the polls on Election Day with an identification card bearing his name, address and age.

In 1976, about 146 million people were eligible to vote in the national election, but only 99 million of them completed the necessary registration procedures. Of these, about 83 million actually went to the polls in November.

G.O.P. Opposition Expected

President Carter's attempt to increase participation in the electoral process has been given top priority by Democratic Congressional leaders, but it appears likely to run into strong Republican opposition, based on charges that it could open the door to widespread vote fraud.

In a message on political legislation scheduled for submission to Congress next week, President Carter will also call for the following:

"The elimination of the electors who cast their states' votes for President and Vice President in the Electoral College and the substitution of a system that would more uniformly reflect the popular vote.

"Establishment of public subsidies for Senate and House candidates in 1978 to help them meet the costs of their campaigns, patterned after the Presidential election funding system used for the first time last year.

"Modifying the Hatch Act, which prohibits political activity by Federal employees, to allow for some participation by them, both as campaigners and candidates.

The White House proposal for universal registration, according to well-placed officials, is based on statutes now in effect in Minnesota and Wisconsin. These allow anyone to register at the polls on Election Day by presenting a valid driver's license, the equivalent identification card for non-drivers or another acceptable form of identification.

Short Residence Period

In addition, both states permit an otherwise unidentified person to vote if he is vouched for by someone already registered in the same precinct. Both states require a short residence period, Minnesota 20 days and Wisconsin 10.

Congress could impose such a registration system on the states with respect to Federal elections. States could retain more restrictive requirements in voting for state candidates. The President was understood to favor Federal aid to states to meet the additional costs of registration personnel. Any state that adopted universal registration at the state level would become eligible for additional aid under the Carter proposal.

States would be given some flexibility in administering the program, such as establishing a somewhat stricter screening.

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Trend to Living Alone Brings Economic and Social Change

By ROBERT REINHOLD

SEATTLE—At 29, Eleanor Holmes is ambitious and single. She lives in a comfortable one-bedroom apartment amid a mixture of chrome modern and old attic furniture, just a stone's throw from Lake Washington. She shares the place with nobody but her seven-toed cat, Alfred, and she likes that just fine.

Miss Holmes and a growing legion of young Americans choose to live quite alone, without roommate or spouse. "I would consider marriage if the right person comes along, but I would not give up my career for it," she said. She is a legislative aide to a City Councilwoman.

While such young Americans still constitute only a minority of young adults, they are sufficiently concentrated in some parts of the country to have some real consequences on economic and social life.

They, along with the growing numbers

of childless couples and old people living alone, are affecting housing patterns, rental rates, retail sales, school enrollments and the very character of neighborhoods in many cities.

Miss Holmes' situation speaks volumes about some sweeping changes in the way young men and women are living throughout the country. Last month, the Census Bureau reported that the number of adults under 35 who live alone had more than doubled since 1970 despite an uncertain economy. This is far greater than the expansion of this age group in the population, which was less than one-fifth.

The trend toward single living is a reflection of several other shifts in American family and social life in recent years:

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President of Congo Assassinated; Mobutu Visits Zaire Battle Zone

Ngouabi Dies of Wounds

By DANIEL J. BROWN
BRAZZAVILLE, Congo, March 19—President Marien Ngouabi has been killed by a "suicide commando" whose leader escaped and is now on the run, the Brazzaville radio announced today.

The radio said the 38-year-old President "died fighting, his weapon in his hand" at his official residence here yesterday. Informed sources said yesterday that Major Ngouabi had only been wounded in the attack.

After his death, the Central Committee of the ruling Congolese Workers Party said full power was being delegated to an 11-man military committee. The new ruling group immediately closed the frontiers, imposed an 11-hour night curfew and banned public meetings of more than five persons.

The Brazzaville radio said the assassins had been led by a former army captain, Barthelemy Kikadi, who passed himself off as an infantry officer. The radio appealed to the public for help to track him down.

The radio later said that former President Alphonse Massamba-Débat was behind the killing.

A communiqué issued by the party said: "Imperialism, with its back to the wall, has with one last bound managed

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Troops Recapture Village

By MICHAEL T. KAUFMAN

KOLWEZI, Zaire, March 19—President Mobutu Sese Seko today flew to this southern copper-mining center, situated in the path of an invading column, and was briefed by officers who said Zairian forces had recaptured a village from the invaders.

Mr. Mobutu, who took reporters along, cut his visit short after having learned about the assassination of President Marien Ngouabi of Congo. With the stability of Zaire already imperiled by the invasion of Shaba Province, the death of the leader of neighboring Congo added to Mr. Mobutu's problems.

The Zairian leader projected confidence as he flew here from Kinshasa with Western journalists. As he often does, he took the controls of the C-130 Hercules, serving as co-pilot on the 1,500-mile trip as he sat in his special cockpit seat upholstered in leopard skin.

At Kolwezi Airport he was greeted by two bands, tribal dancers and drum major-ettes in white cowboy boots. There were also executives of the Gecamin copper mines.

Among the welcome was the Mwant Yav, leader of the Lunda tribe and the younger brother of the late Moïse

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LEVITT URGES CHANGE IN TAXING OF ESTATES

Surrogates' Power to Fix Amount Would Go to Tax Department

By GLENN FOWLER

ALBANY, March 19 — Comptroller Arthur Levitt, citing an estimate by the State Department of Taxation and Finance that \$10 million in estate taxes due New York State has gone unpaid, urged today that the power to determine the amount of tax to be paid by each estate be transferred from the Surrogate Court to the Tax Department.

For more than 50 years various commission and study groups have argued that the surrogates' statutory duty to fix the amount of inheritance tax of a deceased person was a wasteful and duplicative practice, but the surrogates and their supporters in the legal profession have prevented any change in the law. Mr. Levitt, in an audit report on the state's Miscellaneous Tax Bureau—the arm of the Tax Department that collects estate, gift and other so-called transfer taxes—recommended that the bureau be given "full authority to determine and administer the tax due on estates."

The Comptroller supported a Tax Department estimate that the state could save \$1.5 million in operating costs by relieving the court system of the burden of setting estate taxes. Moreover, he said, the Tax Department could be "more assertive in obtaining compliance with the law, thus producing more revenue" if it were empowered to set the tax on each

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Soaring Premiums For Risk Coverage Troubling Suburbs

By EDWARD HUDSON

WHITE PLAINS, March 19—Many suburban municipalities in the New York metropolitan area have been finding it increasingly expensive to buy insurance against lawsuits and other risks—just as doctors and lawyers have been finding their medical malpractice insurance premiums soaring.

Municipal bodies, including villages and school boards, in New York, New Jersey and Connecticut have been forced to pay increases on premiums of 100 percent and more. In some cases they have had to scramble in search of other companies that would continue their protection because their regular insurer suddenly canceled a policy.

"I think every municipality has at least had its cost doubled as renewals have come up," said Philip A. White, Mayor of Tuckahoe, who is president of the Westchester Village Association.

The problems, which have arisen over the last 12 to 18 months, appear to center chiefly on general liability insurance. Such policies protect municipalities from damage suits for anything ranging from an injury to a child in a playground to false arrest. Other policies, including auto-

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SURPRISE! Mayor Beame blowing out candles on pre-birthday cake at meeting of state Democratic Party women as Governor Carey and Percy E. Sutton, Manhattan Borough President, applaud. Mayor is 71 today. Page 37.

Yugoslavs Foil Jeans Bootleggers

By MALCOLM W. BROWNE

BELGRADE, Yugoslavia, March 19—A campaign in Eastern Europe to stem the flow of bootleg blue jeans from the West has achieved another success with the disruption of an Italian connection at the Yugoslav frontier.

The authorities reported this week that policemen discovered a wire bridging the Idria River between Yugoslavia and Italy that had been used to haul great quantities of jeans for sale on the black market here. The Yugoslav end of the wire was reportedly handled by one Juri Gerbec, leader of the smugglers, whose house is near the river.

The seizure of the wire, it is said, left 1,200 pairs of jeans and a large quantity of denim cloth awaiting transport from Trieste, on the Italian side. The fondness of young Eastern Europeans for jeans, especially those of American or Italian manufacture, has led to problems throughout the area, some of which verge on ideology.

Tariffs and other restrictions on im-

ported clothing are so great in most Communist countries that extensive black markets have arisen. Contraband blue jeans, the most popular item, sell for upwards of \$100 in some countries.

In Hungary, among others, foreigners, including at least one American, are in jail for having smuggled jeans. Similar black markets thrive in Poland, Czechoslovakia and Rumania.

The smuggling of textiles and clothing is not limited to the East-West frontier. Rumania is a major source of contraband textiles, cotton blouses and shirts and suits; Bulgaria ships leather goods and furs. Road crossings into Yugoslavia are usually jammed with thousands of cars being checked minutely by Yugoslav customs men for Rumanian and Bulgarian products.

"The craze for blue jeans is silly when you think of it," a young Czech said. "Why not blue Mao jackets and pants? There's no accounting for tastes."



OPPOSITION CAMPAIGN WAGON: Indians in Baghpit, north of Delhi, campaigning by buffalo cart against Congress Party of Indira Gandhi. Page 3.

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