



Rhode Island's Misspent Youth

JOHN M. BERRY

RHODE ISLAND occupies a very special place in the hearts of officials at the headquarters of the Neighborhood Youth Corps in Washington: they wish they had never heard of it.

Only a few months ago the smallest state was a showplace of sorts for the Youth Corps program. After Congress had provided funds for the Youth Corps late in 1964, most Rhode Island communities hastened to secure some of the Federal largesse. So many projects sprouted during the spring and summer, in fact, that by last August there was fear that Washington would order a cutback because it was using most of its appropriation for the entire country in New England. Not even President Johnson could have wished for a more rapid implementation of a Great Society program.

But in the expansion of the Youth Corps in Rhode Island, both Federal and local officials overlooked some crucial matters, including the fact that the program was for the poor, not for everybody. On September 17, the Providence *Journal-Bulletin* published the first of a series of reports on its investigation into the operation of the eighteen projects in the state. By mid-November the newspaper had found serious irregularities in seven projects involving seven communities, and investigations by Youth Corps officials, prompted by the newspaper's revelations, had resulted in the shutdown of an eighth project and indications of irregularities in still another.

The Youth Corps, established by

the Economic Opportunity Act of 1964, is intended to reach girls and boys sixteen to twenty-one years of age who are from poor families and are not high-school graduates. Its goals are twofold: first, to provide income to high-school dropouts while giving them work-experience opportunities and encouraging them to return to school; second, to provide income to youths still in school who might otherwise be forced by family circumstances to drop out and get a job.

IN Rhode Island the *Journal-Bulletin* reporters found widespread enrollment of children from middle- or high-income families; enrollment of high-school graduates and even some college students; rejection of eligible youths because they had no job skills; employment of youths on jobs at church camps and parish houses, something clearly forbidden in the Economic Opportunity Act; and city officials who were being paid with Federal funds for full-time work with the Youth Corps but who had never left their city jobs.

When the *Journal-Bulletin* began publishing its reports, \$1,519,265 had been given to Rhode Island. The projects had provided jobs for 4,071 youths. A preliminary Federal audit of projects in the towns of Jamestown, Johnston, Central Falls, Cranston, Newport-Middletown, and North Providence, where 1,004 persons participated, found at least 263 ineligible youths on the rolls. The newspaper, using sources of informa-

tion about the participants' family income other than that provided by the youths, put the figure somewhat higher.

The real significance of what happened in Rhode Island—and what is worrying Youth Corps officials—is that the state is hardly unique. If nearly half the projects in Rhode Island were not being operated properly, what about the rest of the country?

Representative John E. Fogarty, a Rhode Island Democrat who heads the House Appropriations Committee subcommittee responsible for the Youth Corps budget as well as those of the other poverty programs, believes that as many as three-fourths of the thousand or so projects in the nation might contain similar abuses. Jack Howard, national director of the Youth Corps, has estimated that as many as a fourth of the thousands of youths enrolled nationwide may have been ineligible.

In late October, after the newspaper had published three of its reports, Secretary of Labor W. Willard Wirtz, whose department has the responsibility of operating the Youth Corps, was moved to defend it. In only seven communities across the nation, he noted with pride, had anyone found evidence of irregularities. He expressed no concern that three of the seven were found in Rhode Island.

That only seven had been found evidently was the result of the fact that no one had looked. The *Journal-Bulletin* continued to look in Rhode Island and found several others. Its stories prompted the Boston *Herald-Traveler* to investigate projects in the Massachusetts capital, where more mismanagement, even outright theft of Federal funds, was discovered. These were added to an earlier list of abuses found in Kansas City, Kansas, Bellevue, Nebraska, Wilmington, Delaware, and Carlinville, Illinois.

The implications of what was found in Rhode Island and elsewhere may provide Howard and Sargent Shriver, director of the Office of Economic Opportunity, which has budgetary responsibility for the Youth Corps, with some uneasy moments when they go before Representative Fogarty's subcommittee to ask for the 1966-1967 appropria-

Variable Sweep Wings: A report from General Dynamics

A major step forward in aircraft design:

This week, several pilots redesigned their airplanes in flight. Shortly after takeoff, each pilot moved a trombone-shaped slide in his cockpit and folded back the wings of his plane.

The ability to do this made the F-111's they were flying the first aircraft that can (1) operate from short landing fields, *and* (2) fly economically for long subsonic cruise ranges or ferry itself across an ocean, *and* (3) strike supersonically at treetop height *or* dash at two-and-a-half times the speed of sound at an altitude of 12 miles.

The key is its variable sweep wing. Today the first eight developmental F-111's, built by General Dynamics, are daily demonstrating the feasibility of a movable wing—a development that finally makes a truly multipurpose airplane practical.

The matter of flight envelope:

Every aircraft has a specific "envelope"—a set of limitations, or boundaries, of speed and altitude, within which it can operate effectively. The final design of a plane depends upon which of several

possible purposes is most important.

A long wing extended straight out is best for short takeoff and landing, long range and endurance, or high load-carrying characteristics. For the high lift demanded, a large amount of wing surface is needed.

But as speed increases, less lift is needed from the wings. In fact, at high speeds, large wings increase resistance from the air. Such an airplane can be pushed to supersonic speed by brute power, but not efficiently.

This resistance is commonly called drag, and one way to reduce it has been to sweep the wing back. For instance, the modern passenger jet, whose wings are partially swept back, can fly efficiently for long distances just below the speed of sound. But the swept wing provides less lift, and such aircraft need long runways, sometimes up to two miles long, and special braking devices.

Very high speeds—faster than sound—can best be reached with a very small wing, sometimes in a triangle or delta shape. But the still lower lift can require even longer runways, and additional braking devices such as drogue parachutes. The very small wing offers considerably less fuel efficiency for long-range, subsonic flight.

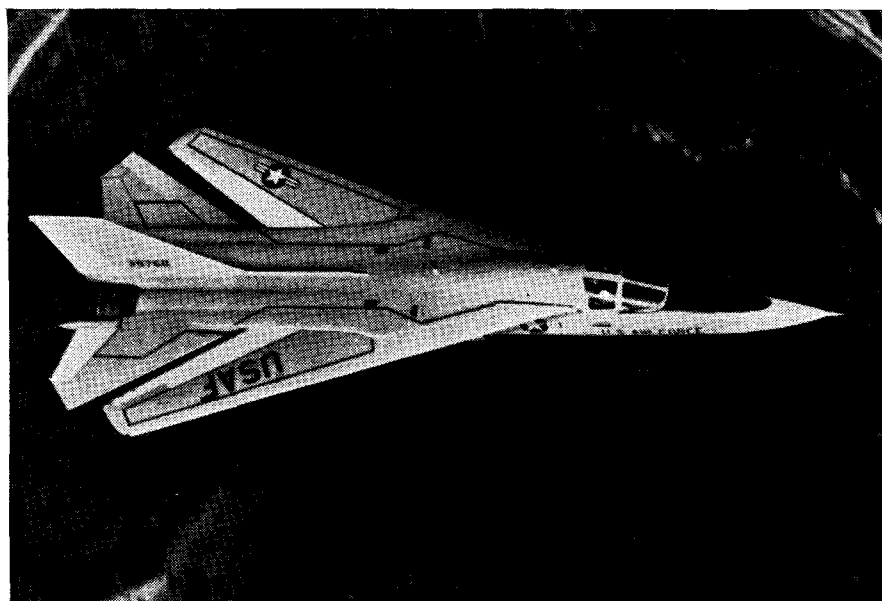
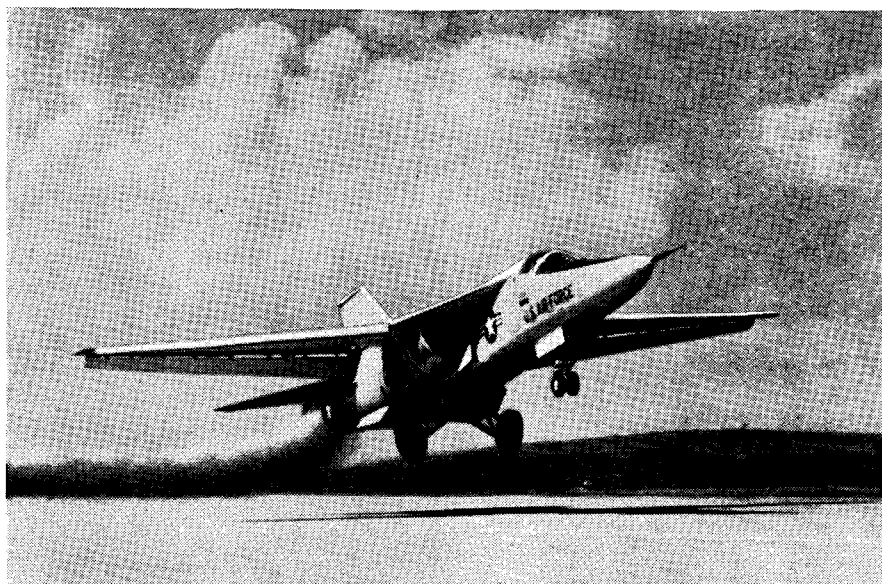
Three aircraft in one:

A wing whose position can be changed by a pilot *in flight* gives a single airplane the special talents of all three types. With the wing fully extended, the aircraft has high lift for short takeoff or landing or high-load capacity. With the wings partially swept, efficient long-range subsonic flight becomes practical. Pulling the wings all the way back to their smallest exposed area provides supersonic dash, without having sacrificed either high lift or cruise economy.

Previous—and impractical—attempts to achieve variable wing geometry go all the way back to 1911. The chief problem: an undesirable relationship between center of gravity and center of lift as the wings moved would cause an airplane to nose up and down sharply—become longitudinally unstable.

How it operates:

Not until 1960 did the National Aeronautics and Space Administration conceive the answer to this instability—simultaneously sweeping both wings around separate pivot points which were moved out on the wing root rather



Top: The F-111 with its wings extended straight out for high lift at takeoff.
Bottom: Wings being swept back to allow F-111 to reach supersonic speeds.

than having a single pivot in the center of the fuselage. The concept has been refined and developed by General Dynamics through more than 22,000 hours of wind tunnel testing, and more than 25 million man-hours of design and development.

The F-111's variable wing can be moved in flight from its fully extended position (technically with 16° of sweep measured at the leading edge) to a full sweep of 72.5°, with the wings tucked back against (and much of them actually inside) the fuselage for a narrow delta shape. The position of the wings can be set and held at any position between these two extremes, with the pilot himself deciding what wing setting is best for maximum performance in a given set of circumstances. He can normally lever the wings from one extreme to the other in about twenty seconds.

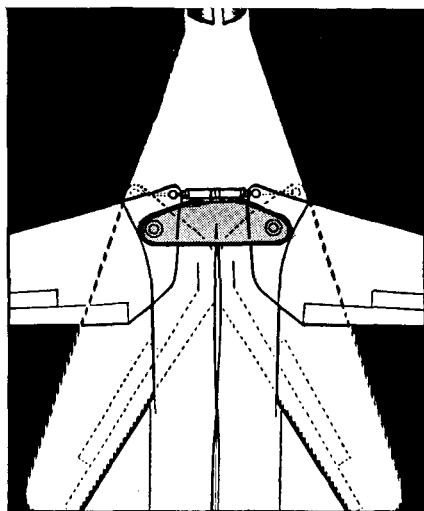
The precision of design is so exact and the wing so balanced that negligible elevator trim is needed to compensate for full sweep of the wing.

Heart of the system:

The heart of the F-111's variable sweep system is a 14-foot steel yoke across the fuselage (see drawing below).

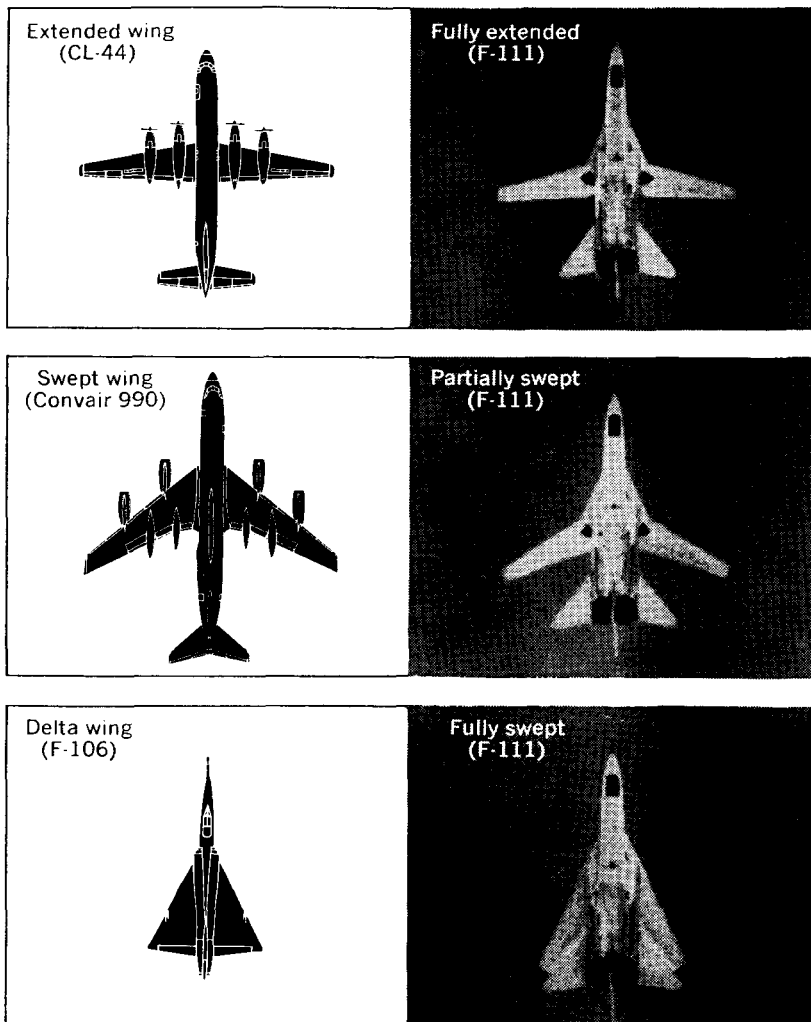
The movable portions of each wing are fastened to the yoke by 8½-inch diameter high-strength steel pivot pins. Forward of the yoke hydraulically powered actuators, responding to the pilot's control selection, move the wings from one position to another.

For additional high lift at takeoff and landing, full span slats and flaps are incorporated into the wing. The wing itself is ingeniously tapered so that much of its area when fully extended is highly cambered—that is, with a relatively



How the wing works. A 14-foot steel yoke, with its 8½-inch diameter pins, on which the wings pivot, is the heart of the variable sweep winged F-111. The yoke and pins support the whole plane in flight. A jackscrew just forward of the yoke actuates the wings during sweep.

How wing configuration determines flight envelope



Left, top to bottom: Drawings of planes flying today. Extended wing of transport provides relatively short takeoff and landing with heavy loads. Swept wing of passenger liner provides less lift, but allows the plane to fly efficiently just below the speed of sound. Small delta wing of military fighter reduces air resistance (drag) and allows the plane to fly at supersonic speeds.

Right, top to bottom: Photos of the F-111 show how the variable sweep wing gives it the advantages of the extended wing, swept wing and delta wing—all in one plane.

thick curve for greater lift—and thin at the area remaining exposed when wings are swept back for high-speed flight.

The future for the sweep wing:

Since the Wright Brothers' first breakthrough in the art of manned flight, there have been relatively few major advances in the basic art of airplane building. One was the introduction of light aluminum structures, another the introduction of the turbine—better known as the jet—engine for propulsion.

The variable sweep wing represents a similar major step forward. For any category of aircraft—military, commercial or private—where the combination

of very high-speed flight, long economic cruise and high lift for easy takeoff and landing is desired, the variable sweep wing sets the new standard. Even space ships may ultimately incorporate some form of variable geometric wing to make them more maneuverable within different atmospheres.

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GENERAL DYNAMICS

tion. Fogarty, who has followed the Youth Corps snafus closely, threatened for a time to launch his own national investigation. Even though the preliminary report issued by the Corps on the irregularities in Rhode Island was sketchy and included no information about projects in other states, the Congressman now has said that he will probe the matter only during the budget hearings before his subcommittee.

An investigation could come from another source, however. Representative Adam Clayton Powell's House Labor and Education Committee has already begun looking into several aspects of the war on poverty and may include the Youth Corps in its rounds. And there is pressure from Republicans for the same thing. Republican leaders in Washington, casting about for campaign issues for next fall, have hinted that the war on poverty will be a prime target. The Rhode Island disclosures appear to be ready-made material.

Affluence No Obstacle

The first project investigated by the *Journal-Bulletin* was in Jamestown, a well-to-do community on Conanicut Island at the entrance to Narragansett Bay. There, seventy-five youths were enrolled in a summer project. Everybody who applied was accepted without regard to financial need. Richard Sheehan, director of the Jamestown project, was explicit about his feelings. "The word 'poverty' wasn't part of the consideration," he said. "Everyone knew it didn't exist in Jamestown. The boy from the middle-class family needs work experience, too. There was no attack on poverty in Jamestown."

Youth Corps officials, who later acknowledged that they had given the Jamestown application insufficient review before approving it, acted promptly when the *Journal-Bulletin* report on Jamestown was made public. About \$15,000 of a \$52,571 grant remained unspent when the story broke. When the newspaper's Washington bureau called Youth Corps headquarters for comment on the disclosures, officials there asked for a little time to consider the matter. They called back within minutes to announce they were canceling the project.

The reaction in Jamestown was to be typical of what occurred in several of the communities where irregularities were found. No one associated with the local project considered that he had done anything wrong. Sheehan and others, including the town council, expressed the opinion that the project had been a success and that it had been "operated as it should have been." They blamed Federal officials for failing to make explicit the poverty aspect of the Youth Corps program.

Indeed, the Corps was remarkably slow in establishing any specific income criteria on which to judge a youth's eligibility. But as early as December, 1964, Secretary Wirtz's



office had issued a set of rules governing selection of enrollees. No specific income levels were mentioned, but it was required that enrollees be from a "low income family."

It was not until more than six months later, on July 8, that the Labor Department issued a pamphlet that set firm income guidelines. The standards, which are still in effect, were quite restrictive, ranging from \$1,540 for an individual to \$2,440 for a family of three to \$5,090 for a family of seven. However, between December and July, the period when most of the communities were drawing up their applications and then actually putting youths to work, Federal officials apparently did little to emphasize the poverty aspect of the Youth Corps. As one local project director observed, "They seemed

much more anxious about getting rid of the money they had."

Some Rhode Island communities, such as West Warwick, were nevertheless aware of the Youth Corps purposes and established their own income criteria. Usually these were somewhat higher than the Labor Department's but not significantly so. In other communities income simply wasn't considered. Newport was a striking example.

NEWPORT is far from being a depressed area. Huge summer homes stand along the sea to the south and east. To the north is Newport Naval Base, headquarters of the Atlantic Destroyer Fleet. Unlike Jamestown, however, Newport does have pockets of poverty, and last summer it enrolled 370 persons in a Youth Corps project. Dennis F. Shea, a city councilman who later became mayor, directed it.

The *Journal-Bulletin* found at least sixty-six youths ineligible by the Federal income standards or by other established requirements. The family income of forty-one youths, as determined through Federal, state, or city records available to anyone, showed that they exceeded the Federal standards by anywhere from \$1,000 to \$9,000. Included was the child of a Navy captain whose annual salary and allowances amount to \$14,340—more than \$9,200 above the Federal guidelines.

In addition, the family income of twenty-five other youths appeared to be much too high for eligibility. These included the son of a prominent Newport surgeon, the son of a school administrator who is an officer of an insurance and real-estate firm, the son of the owner of a liquor store and several pieces of property, and so on.

Nor did Newport merely enroll ineligible youths, including eight who were in college. At least nine girls who were eligible by income standards were rejected on the grounds that they lacked a job skill. One girl comes from a family of three whose father is dead. The mother works part time, earning about \$1,200 a year by taking in sewing and working as a cafeteria helper. The income is supplemented by Social Security.

Shea explained that there was a

general shortage of jobs for girls and that special qualifications such as an ability to type were needed in most cases. This ignores the fact that one of the basic purposes of the Corps is to help the unskilled.

Jobs for All

In Cranston, Johnston, North Providence, and Central Falls, the other communities that enrolled ineligible youths, apparently there was no rejection of anyone who was eligible. But those who were enrolled, in Cranston for instance, included children of a dentist, a doctor, a vice-president of a large bank, three high-ranking city officials, and three state civil-service employees who earn more than \$9,500 a year.

Until the Federal officials began their direct investigations after the newspaper published its discoveries, they apparently had never seen any of the youngsters' individual applications, nor were they supposed to. Each Youth Corps project is operated without direct supervision by either state or Federal personnel. It is pre-eminently a local affair.

To the many youths who did not really need the money to stay in school, the Youth Corps simply offered an opportunity for a well-paying summer job. Eligible youths performed the same kind of jobs and got the same pay—the Federally set \$1.25 an hour. In Newport, for instance, most of the youths worked for the city or the school department.



The others worked at hospitals, the Newport YMCA, the Boys Club of Society of Newport County. For the city agencies, the youngsters performed such tasks as painting fire-Newport County, or the Preservation

alarm boxes and fire hydrants, sweeping streets, picking up litter, filing and typing—in short, lending a hand wherever needed. At the private agencies, they were cooks' helpers, playground supervisors, clerks, cafeteria aides, school laboratory aides, library assistants, and general helpers.

On other projects across the state the youths did similar work, except that in Central Falls another category of private organization was added: Youth Corps enrollees were put to work cleaning and renovating church camps, church community centers, and parish houses. The Economic Opportunity Act specifically prohibits the use of Youth Corps labor on "construction, operation, or maintenance of . . . any facility used or to be used for sectarian instruction or as a place for religious worship."

THE preliminary Youth Corps report issued by Howard on the Rhode Island projects confirmed, in general, the findings of the *Journal-Bulletin* reporters. It did not, however, deal with the situation that was discovered in Warwick. There, two Youth Corps project directors, the city personnel director, and a school department co-ordinator continued to work at their city jobs while being paid for full-time work by the Youth Corps. They had even been given additional pay of about \$50 a week at an incentive. Howard's report said only that city officials will not be employed on a new project in Warwick currently being negotiated. It also said that steps would be taken to "reach an equitable settlement of the questioned amounts spent on ineligible enrollees" in each community where they were found. Until such a settlement is reached, perhaps with the community reimbursing the Federal government, no more Youth Corps funds may go to that community.

Whether any of the money is recovered is a small matter compared with what the chain of events in Rhode Island precipitated elsewhere. After the first two reports had been published by the *Journal-Bulletin*, Howard sent a strongly worded memorandum to Youth Corps regional directors advising them that "eligibility requirements must be rigorously enforced." Carrying out

Howard's orders, Dr. Cecil R. Forster, the Northeast regional director, dispatched letters to all local sponsors warning them to comply or face cancellation of their projects. The let-

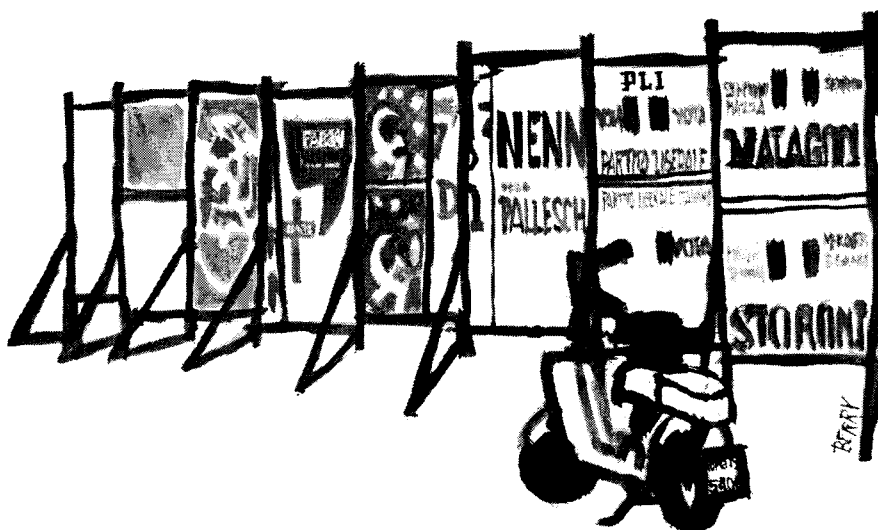


ter was a bombshell in New York City, whose project, with about four thousand youths, was one of the largest in the country. Project officials estimated that nearly half of the enrollees would have to be dropped because the income guidelines under which it had been operating were about twice as high as those of the Federal government.

Every new applicant for Federal funds for a Youth Corps project is now being advised that income standards must be strictly observed. It is worth noting that the Federal officials did not feel a need to require such adherence in the beginning.

HOWARD readily acknowledges that Corps administrators have made mistakes. Though he will only say that launching so large a program so fast was "a challenge," it is no secret that all of the programs under the Office of Economic Opportunity began with inadequate staffs largely borrowed from other agencies. In partial answer to criticism of the Corps, he points to the thousands of youngsters who may have received a vital boost from the program—in spite of the fact that many ineligible youths took the places of those the program is trying to reach.

Critics of the program predicted in 1964 that starting the war on poverty on such a scale would result in just the kind of snafus that the Youth Corps experienced in Rhode Island. If Representative Fogarty is proved right in his estimate that an investigation would reveal abuses and mismanagement in seventy-five per cent of the projects in the country, those critics will have a field day. They may anyway.



The Mystic Mayor, And Fanfani Outfoxed

CLAIRE STERLING

SINCE 1963, when his fellow Christian Democrats turned him out as Premier, Amintore Fanfani has been steadily working his way back. The man who succeeded him, Aldo Moro, was considered by Fanfani as not suited to head the left-of-center coalition; it was his own invention, and there has been no doubt in his mind that he was the only one who could make it work. He refused to join Moro's first two cabinets and entered the third as Foreign Minister only under extreme pressure from the Vatican and his own party. The persistent weakness of this cabinet encouraged him in the belief that his comeback was predestined: as his followers tell it, the time was supposed to be last Christmas. When he flew from New York to Rome on December 23 after having gained international prestige as president of the United Nations General Assembly session, Fanfani was reasonably confident of bringing Moro's cabinet down in a few weeks and of forming his own. In fact, within hours of his arrival he as much as told Moro so.

No sooner had he settled into his country home for the holidays, however, than the reactionary weekly

Il Borghese, which serves up nostalgia for the good old Fascist days occasionally spiced with sex, appeared on the newsstands with the purported text of a conversation between its managing editor, Gianna Preda, and Fanfani's closest and devoutly admired friend, Professor Giorgio La Pira, the former mayor of Florence. Though *Il Borghese's* readers are usually limited to a plushy, middle-aged clientele, its Christmas issue was sold out overnight.

Lay Thoughts of a Saintly Man

Professor La Pira, a mixture of spiritual exaltation, messianic political leftism, and comic eccentricity, who is known as the Holy Mayor, is always good for a story, and he was exceptionally newsworthy on this occasion. He was just back from Hanoi, via Warsaw, Moscow, and Peking. His trip was no news in Italy, for in an interview in the progressive weekly *L'Espresso* dated November 28, he had said that Ho Chi Minh had seen him off in person. "*Fan liao, fan liao*," Ho had cried. He was as deeply moved as La Pira himself, who had replied: "The earth and the heavens are turned upside down. War is an unspeakable horror, but the men engaged in fight-

ing become more and more closely bound to each other." According to *Il Borghese*, La Pira went much further. The United States must make peace in Vietnam, he said, because that was now the objective of American big business. "I have spoken with powerful American financiers, and I assure you that they want to end the war so they can trade with China. Rusk doesn't get this. Rusk doesn't know anything and doesn't understand much. . . . President Johnson has not quite made up his mind, but he will give in. He will make peace. . . . In fact, the aggressive spirit of America is diminishing, and things are now going in such a way that they cannot be stopped. If there is a truce for Christmas it will be easy then to start negotiations. There's nothing to do. Peace is coming. . . . The alliance between the Soviet Union and America is an absolute certainty." "Of course," he added, "when peace comes, it will win over China. I have been in Peking for twenty days before going to Hanoi, and, believe me, China has only eight million bicycles and a little bomb that means nothing. I saw lots of children in the streets. China is full of children, and is not what people say. Don't speak to me of the aggressive Chinese spirit: What do you think they can do with eight million bicycles?"

In the interview with *L'Espresso*, La Pira had already emphasized the bicycles: "I told those people in Peking: 'What are you threatening with your bicycles against the missiles and the atomic bombs?'" He also spoke of "those in the West who are working for peace in Vietnam and beyond Vietnam: the left wing of the British Labour Party, Bobby Kennedy, Mike Mansfield, the French, he himself; all are moving with parallel initiatives that are more coordinated than they seem to be."

As for Communism in general, La Pira went on, "You are wrong to be afraid of it, because the Communist danger no longer exists. *Macché Comunismo!* The Marxist régimes are disintegrating, the Communists aren't doing anything and can't do anything. There are no atheists, there is no atheism."

Moving on to the Italian scene, La Pira gave his government and its leaders short shrift. What was