AN EVALUATION OF MICHIGAN'S

DOCUMENTARY FILM "YOUR SILENT PARTNER"

CONCERNING PUBLIC AWARENESS OF ORGANIZED CRIME

CONCERNING FURNISHED by

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in the

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plication has been approved, the project was initiated in July, 1971,

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ABSTRACT

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In April of 1971, the County of Oakland, Pontiac, Michigan, submitted an application via the Office of Criminal Justice Programs, Lansing, Michigan, for a federal grant to the Law Enforcement Assistance Administration (L.E.A.A.), Washington, D.C., in regard to developing a public education project on organized crime. After this application had been approved, the project was initiated in July, 1971, through the Office of Criminal Justice Programs.

This public education project intended to educate the Michigan public to the problem of organized crime in the United States and particularly in the state of Michigan. Several types of educational material were developed concerning the topic of organized crime. This material included a 54 minute, 16 millimeter, color-sound documentary film, entitled Your Silent Partner. Along with this documentary film, a series of radio and television commercials, newspaper advertisements promoting the documentary film, and a four-page document to be distributed for use in conjunction with the documentary film were produced. Public service time for airing the commercials and film was secured and a library-depository system for the documentary film was established.

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For the purposes of the research considered in this study, the documentary film, Your Silent Partner, was evaluated. The following null hypothesis was tested: Awareness of organized crime among the public is not significantly changed by viewing the film, Your Silent Partner. Three groups, consisting of two civic groups and a work group, were selected from Youngstown, Ohio, for participation in this research. A pretest-posttest research design was utilized to ascertain whether or not the material presented in the documentary film increased awareness of organized crime.

A questionnaire was devised to test the groups of individuals on material presented in the film. Prior to viewing the film and immediately after the film was shown the members of each group were tested. These individuals were then consolidated and treated as one sample for statistical analysis. The scores obtained on the pretest were compared to those on the posttest. The null hypothesis of no significant difference was statistically rejected at the .05 significance level and it was also rejected at the .01 significance level. The posttest scores reflected an increase in awareness of organized crime substantially greater than could have occurred by chance alone.

Three variables were controlled for in this study. They are as follows: sex, age, and level of education. A multi-variate analysis was performed. It was found that both sexes, the two age levels labeled "18-40" and "41-60," and the two educational levels labeled "high school graduate" and "some college or more education" scored significantly different at the .01 significance level. The age level labeled "61 or older" and the educational level labeled "less than high school graduate" scored significantly different at the .05 significance level.

Since the posttest scores for each cell of the variables controlled in this study reflected an increase in public awareness of organized crime, it was concluded that both sexes, all adult age levels, and educational levels became more aware of organized crime after viewing the film, Your Silent Partner.

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The cooperation provided by Mr. Chester R. Sylvester, Investigative Units Specialist, Office of Criminal Justice Programs, Lansing, Michigan, is sincerely appreciated, for without his help this study would not have been possible.

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particularly in Michigan. An additional problem is the absence

CHAPTER I

INTRODUCTION TO THE STUDY

This study encompasses an evaluation of Michigan's public awareness documentary film on organized crime, entitled Your Silent Partner. A pretest-posttest design was utilized to ascertain if this public awareness film increases knowledge of organized crime. Three groups in Youngstown, Ohio, were selected for participation in this research. These groups consisted of two civic groups and one work group.

Statement of the Problem

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Currently, in the state of Michigan, a public awareness program on organized crime is in operation. The major thrust of the Michigan project has been a 54 minute, 27 second documentary film entitled Your Silent Partner which was produced in 1971. Along with this film, a series of television and radio commercials were produced which covered the same material as the film.

In the <u>Application for Federal Grant</u> concerning this project, the problem is described as follows:

This project is intended to deal with a problem that of organized crime which exists across the nation, but particularly in Michigan. An additional problem is the absence of any accurate, widely available information regarding organized criminal activity. Little information available to the public in Michigan offers any insight into the nature of organized criminal activity or its impact on the Michigan public. The consequences of the problem are threefold: (1) a lack of public support for efforts to control organized crime, (2) a resulting lack of financial support of these efforts, and (3) an apathetic attitude.

Two basic factors underlie the absence of public information:

(1) the difficulty of explaining the organized crime problem, and

(2) the difficulty in overcoming popular misconceptions about organized crime. Unlike most other crime problems which are physical and observable, organized criminal activity is subtle and rarely observable to the untrained eye. Because the thrust of organized crime is to supply illegal goods and services for which there is a substantial public market, education must always overcome a public reluctance to consider the providing of such goods and services as wrong. Finally, the inseparable companion of organized crime, corruption of public officials, is difficult to present in a manner which informs the public of the problem but protects honest public officials from unwarranted suspicions.

The second major cause for the need to present accurate public information is the presence of so much inaccurate information. Between the notion, often forwarded by public officials, that there is no organized crime problem in Michigan and the romantic, highly stylized presentations made on popular television series which purport to present organized crime cases, the public has only fiction upon which to make judgements. Perhaps the need for public education would be less, if the misconceptions were not so widespread.

Every law enforcement agency which pursues organized crime investigations and prosecutions is aware of the impact the absence of public information has on its activities. While there is certainly no concensus on the manner in which lack of public support for organized crime control efforts can be overcome, there is substantial agreement that a successful public education effort would make enforcement easier and more effective. An informed public would be better capable of recognizing an organized crime in progress and reporting it to appropriate authorities. More important, an educated public could do much to prevent organized crime activity from ever starting a new operation. I

For the purposes of this research one major question is asked. Does the film, Your Silent Partner, produce a greater awareness of organized crime than before viewing it? Several of the original project goals, listed in the application for federal

¹Notes taken from Application for Federal Grant, "Public Education on Organized Crime," Office of Criminal Justice Programs, Lewis Cass Building, Lansing, Michigan, September, 1973.

monies, were not considered in this evaluation since they dealt with the mechanics of establishing the program. 2 (See APPENDIX A)

No attempt was made in this research to determine whether the Michigan public was more aware of organized crime than a group of people not exposed to the public awareness program. Nor did this study attempt to discover if a greater awareness of organized crime leads to subsequent action being taken against the problem.

This research analyzed the impact the film had on three groups of people in Youngstown, Ohio (See APPENDIX B for a description of Youngstown, Ohio and its metropolitan area). The members of each group were asked to respond to questions on the topic of organized crime prior to viewing the film. After the film was shown, these same individuals answered the questions that had been given to them previously. The differences in these scores were then analyzed to determine if a greater awareness of organized crime was produced.

Importance of the Problem

Throughout the nation in recent years, major emphasis has been placed on fighting organized crime. Most of this emphasis has been focused on the necessity for better trained criminal justice personnel, more effective law enforcement and prosecution techniques, and better legislation. Correspondingly, less attention has been

²Private interview with Chester R. Sylvester, Investigative Units Specialist, Executive Office, Office of Criminal Justice Programs, Lewis Cass Building, Lansing, Michigan, September, 1973.

³President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington: Government Printing Office, 1967), pp. 196-209.

paid to alerting, educating, and motivating the public to action in an attempt to combat organized crime.

It is important that public education be considered in that few attempts have been directed to fighting organized crime by this method. The personal groups in a community such as the family, school and neighborhood groups, work or recreational groups, religious groups, and others are responsible for the control of crime. Yet, in developing strategies to stop organized crime, the public is often forgotten. Directly affecting each community where organized crime thrives may exist corrupt government, illegal monopolies, narcotics, gambling, prostitution, loansharking, or a multitude of various other criminal activities.

The need to provide public awareness of organized crime has been examined in the 1971 Comprehensive Law Enforcement and Criminal Justice Plan for Michigan.

Law enforcement must have more public support if it is to combat organized crime with any degree of success. An apathetic public will not provide the necessary resources. Many citizens are not convinced that organized crime exists as a serious threat to our society, and this attitude also prevails in many professional disciplines. 7

⁴ Ibid.

⁵Edwin H. Sutherland and Donald R. Cressey, <u>Criminology</u> (8th ed.: New York: J.B. Lipponcott Company, 1971), p. 625.

⁶President's Commission, <u>Challenge of Crime</u>, pp. 187-191.

⁷Office of Criminal Justice Programs, 1971 Comprehensive Law Enforcement and Criminal Justice Plan for Michigan (Lansing, Michigan: Office of Criminal Justice Programs, 1970), p. 209.

It can be observed from Richard Quinney's discussion on the public's conception of crime that there is a need to provide factual information to the public in regard to the crime problem. Dr. Quinney states:

The reaction of the public to crime is both a product of the social reality of crime and a source in the construction of conceptions of crime. On the one hand, social reactions to crime are a consequence of the reality the public has constructed in regard to crime. Persons react in specific ways to the occurrence of criminally defined activity, to the enforcement and administration of the law, and to the treatment of the offender. Without a social reality of crime, there would be no reaction to crime. But, on the other hand, the reactions that are elicited in response to crime are at the same time shaping the social reality of crime. As persons react to crime, they develop patterns for the responses of the future.

Dr. Quinney further points out:

From the perspective of the individual, responses to crime are influenced by knowledge about crime and perceptions about the meaning of crime. The attitudes of persons toward such matters as criminal behavior, law enforcement, and the handling of offenders are affected by the kinds and amounts of knowledge they have about these matters. . . . Reaction to all that is associated with crime initially rests upon knowledge about crime. Likewise, perception of the crime phenomenon underlies any social reaction to crime. How a person perceives crime provides a framework for his own understanding of and subsequent reaction to crime.

Michigan's public awareness film on organized crime, Your

Silent Partner, attempts to provide knowledge to the public.

However, as noted in the application for federal monies, no evaluation considering film content has been undertaken to date.

⁸Richard Quinney, <u>The Social Reality of Crime</u> (Boston: Little, Brown and Company, 1970), pp. 277-278.

⁹Ibid., p. 279.

Background of Public Awareness in Combatting Organized Crime

Definitions, Operations, and Impact of Organized Crime

The 1967 President's Commission on Law Enforcement and Administration of Justice has defined organized crime as follows:

Organized crime is a society that seeks to operate outside the control of the American people and their governments. It involves thousands of criminals, working within structures as complex as those of any large corporation, subject to laws more rigidly enforced than those of legitimate governments. Its actions are not impulsive but rather the result of intricate conspiracies, carried on over many years and aimed at gaining control over whole fields of activity in order to amass huge profits.

The core of organized crime activity is the supplying of illegal goods and services—gambling, loan sharking, narcotics, and other forms of vice—to countless numbers of citizen customers. But organized crime is also extensively and deeply involved in legitimate business and in labor unions. Here it employs illegitimate methods—monopolization, terrorism, extortion, tax evasion—to drive out or control lawful ownership and leadership and to exact illegal profits from the public. And to carry on its many activities secure from governmental interference, organized crime corrupts public officials. 10

The IIT Research Institute and the Chicago Crime Commission conducted a public survey in 1971 to ". . . ascertain the perceptions and beliefs of citizens regarding organized crime as well as the nature and scope of its activities in Illinois." This survey used the following definition of organized crime.

¹⁰ President's Commission, Challenge of Crime, p. 187.

IIT Research Institute and the Chicago Crime Commission,

A Study of Organized Crime in Illinois - Summary (Chicago, Illinois:

IIT Research Institute and the Chicago Crime Commission, 1971),
p. iv.

Organized crime consists of the participation of persons and groups of persons (organized either formally or informally) in transactions characterized by:

- (1) An intent to commit, or the actual commission of, substantive crimes;
- (2) A conspiracy to execute these crimes;
 - (3) A persistence of this conspiracy through time (at least one year) or the intent that this conspiracy should persist through time;
 - (4) The acquisition of substantial power or money, and the seeking of a high degree of political or economic security, as primary motivations:
- (5) An operational framework that seeks the preservation of institutions of politics, government and society in their present forms. 12

Further elaborating on this definition the IIT Research
Institute and Chicago Crime Commission reported:

This definition points to organized crime as a set of transactions performed by individuals and groups, not the individuals and groups themselves. These transactions are exchanges of money, goods and services, favors, obligations and promises and cooperative planning and working together in the furtherance of criminal activity.

This definition excludes <u>ad hoc</u>, short-term, single-crime conspiracies—that is, conspiracies in which the parties get together, whether on one or several occasions, only to commit a single crime, with the expectation that once that crime is completed, they will not work together to commit other crimes.

In organized crime, as covered by this definition, the persistence of the conspiracy through time does not imply that precisely the same cast of characters continues. At the top levels of organized crime, the grouping of the individuals may vary somewhat from one instance to the next, yet this is still regarded as persistence through time by our definition.

The definition is also satisfied by a single, ad hoc conspiracy through time—that is, to create a single criminal act or to create an on-going criminal situation. This means our definition would be satisfied by a group banding together to operate a single policy wheel, and having no other connection with crime. Even if the wheel were closed by law enforcement in a month, it would still fall under our definition because it was intended to operate indefinitely. This definition would also cover an ad hoc conspiracy formed to secure one major government contract through fraudulent means, if the conspiracy did, or was intended to persist in its plotting and maneuvering for one year

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¹² Ibid., pp. 18-19.

or more (the time limit of one year is arbitrary and can be changed).

The definition rules out conspiracies that do not result in crimes of significant scale (politically or monetarily), as indicated in the fourth term. This excludes such conspiracies as pickpocket rings, confidence rings, and street gangs whose criminal acts each net them very small amounts of money. This term could be made more specific by setting a dollar threshold; e.g., \$10,000 per year as a rate of income. Such a threshold could be revised upwards or downwards in terms of the practical experience of working with it. Here again it is important to state this threshold in terms of intent as well as actual accomplishment. It would be the intent of a policy wheel to make more than \$10,000 in the first year of operation, even though in actual fact it was put out of business in the third day of operation after an income of much less.

It is harder to establish a scale for a significant level of political conspiracy, but one could begin to apply this definition with an intuitive sense of what is politically significant.

The fifth term of the definition rules out a whole class of criminal conspiracies that satisfy the definition in every respect but one: their primary motivation is to create social or political revolution, radical change in our institutions or massive disruption of our way of life. Such groups clearly are organized conspiracies that encourage or commit crimes. But they are part of an independent social process, seperate from the social process that is the concern of this study [i.e., IIT Research and Chicago Crime Commission].

This definition now accommodates the data collected by this study which indicated both outfit and non-outfit involvement in the rackets as well as in politics, business, labor and government, involvement in continuing conspiracies to extract unearned dollars from every conceivable source in our society and in almost inconceivable ways. The definition includes the broad category of serious white collar crimes providing that they involve more than a single person and otherwise fit the definition. ¹³

A multitude of criminal activities has been associated with organized crime. These activities include gambling, loan sharking, narcotics, prostitution, bootlegging, abortion rings, counterfeiting rings (money and stamps), sale of pornographic material, post office thefts, labor racketeering, and financing professional crimes such

^{13&}lt;u>Tbid</u>., pp. 19-21.

as arson. Organized crime has also infiltrated legitimate businesses such as the coin-operated machine industry, the garment industry, grocery stores, bars, restaurants, olive oil and cheese business, construction companies, automobile agencies, coal companies, entertainment establishments, funeral homes, horse and race tracks, laundry enterprises, trucking establishments, waterfront activities, and bakeries.

The economic impact of organized crime on American society is severe. Estimates of profits in gambling alone range from seven to fifty billion dollars per year. Narcotics estimates have been set by the 1967 President's Commission at \$350 million annually in gross heroin trade, while twenty-one million dollars go to the importer and distributor in profits. ¹⁴ The total take of organized crime has been estimated at approximately eighty billion dollars, or about one-tenth of our gross national product. ¹⁵

Besides the economic impact, there has been a stifling of free competition in hundreds of businesses, the maiming and murder of countless individuals, the cultivation of human weaknesses, the fostering of thousands of crimes, the corruption of amateur and professional sports, the subversion of our democratic institutions, and the crumbling of morals. ¹⁶

¹⁴ President's Commission, Challenge of Crime, p. 189.

¹⁵Robert K. Woetzel, "The Genesis of Crime," <u>Current History</u>, 52 (June, 1967), 323.

¹⁶Earl Johnson, Jr., "Organized Crime: Challenge to the American Legal System, (Part I - Organized Crime: The Nature of Its Threat, The Reasons for Its Survival)," <u>Journal of Criminal Law</u>, <u>Criminology</u>, and <u>Police Science</u>, 53 (December, 1962), 415.

History of Alerting the Public

There has been a variety of measures taken in the past to control organized crime. Several commissions have periodically been established to study the problem and recommend methods by which effective control can take place. The Wickersham Committee in 1929, the Kefauver Committee in 1951, the McClellan Committee in 1963, the Oyster Bay Conference in 1965, and the President's Commission on Law Enforcement and Administration of Justice in 1967 have been among these groups.

Donald R. Cressey has noted that the public was informed about the dangers of organized crime as early as 1939 and that public education has continued through 1967. Mr. Cressey pointed out that in 1939 a New York prisoner wrote from his jail cell about a nationwide syndicate. In the late 1930's and the early 1940's the public was shocked when New York City District Attorney Thomas Dewey and his special racket staff exposed a "nationwide alliance of extortionists and killers." In 1951, the Kefauver Committee again reaffirmed that a nationwide criminal syndicate does, in fact, exist. In 1957, the public was alerted to the existence of organized crime when a syndicate meeting was discovered in Apalachin, New York. In 1963, the McClellan Committee alarmed the public by the Joseph Valachi hearings which were presented on television.

In 1965, 1966, and 1967 President Johnson delivered several messages to Congress and to the public on the dangers of organized crime. 17

¹⁷Donald R. Cressey, Theft of the Nation (New York: Harper and Row Publishers, 1969), pp. 55-64.

Similarly, President Nixon reported to Congress in 1969 a broad program to combat organized crime. 18

Why There Is Public Apathy and Ignorance of Organized Crime

Earl Johnson, Jr. has stated that the public's indifference toward organized crime is a product of several factors. Mr. Johnson points out that organized crime provides the public with "commodities or services" which the public desires. Thus, often times there are no victims. The general public is more familiar with the neighborhood bookie than with the dangerous organized criminal. A second factor, which Mr. Johnson lists, is that organized criminals employ public relation experts who contribute to an image that organized crime does not harm the law-abiding citizen. 19

Donald R. Cressey has discussed three interrelated factors leading to public apathy of organized crime. First, the information concerning organized crime has been, for the most part, presented to the public in a haphazard and sensational manner. Secondly, in our society there is a "proclivity" to view criminality as an individual matter, rather than an organizational one. Law enforcement agencies are not prepared to educate the public as to the group criminal.

And finally, it is often difficult for law enforcement to educate the

¹⁸U.S. President, "Message on Organized Crime from the White House to the Congress of the United States," (Washington: Office of the White House Press Secretary, 1969), Richard M. Nixon, 1969.

¹⁹ Johnson, Jr., "Organized Crime," 422-425.

public about the operations of organized crime because of the confidential nature of the criminal information. 20

The New York Oyster Bay Conference of 1965 made reference to an essential factor in regard to understanding the public's lack of initiative in attempting to fight organized crime. "Fear" is the key ingredient used by organized crime in restraining enforcement efforts. The public is often afraid of physical reprisals, loss of supply, or exposure of one's own weakness. It was noted at this conference that some communities do not have this environment of fear, and likewise the spread of organized crime is less assured. It was concluded that the removal of fear is the strongest attack technique which could be used in fighting the problem.²¹

Rufus King has suggested that not only have the American people through their attitudes and values contributed to the problem, but so have established institutions of the people. Mr. King has reported that:

Our news and communication media editorialize against the gambler promoter while asserting at the same time their inviolable right to publish so-called news that serves the gambling industry and really has no other interest, value or function. In church groups gambling is a sin, yet many churches profit from bingo, raffles and other lotteries. Lawmakers pass a mounting surfeit of anti-gambling statutes, yet simultaneously authorize direct participation by state governments in the stakes wagered at race tracks.²²

^{20&}lt;sub>Cressey</sub>, Theft, pp. 65-70.

²¹A Report of the 1965 Oyster Bay, New York, Conferences on Combating Organized Crime, Combating Organized Crime (Albany, New York: Office of the Counsel to the Governor, 1965), pp. 21-22.

²²Rufus King, <u>Gambling and Organized Crime</u> (Washington: Public Affairs Press, 1969), p. 71.

The public's ignorance of organized crime has been considered by Henry S. Ruth, Jr. who contends that the public sees only "bits and pieces" of organized crime and its effect on society. He claims that because the problem is fragmented the public is hindered in their preventive efforts. Mr. Ruth explains that:

One may see an article on gambling and organized crime or read about legislative hearings in narcotics and organized crime. A reporter may publish a story about organized crime's infiltration of legitimate business or a federal agency may spend years unraveling bankruptcy fraud schemes perpetrated by organized crime. With this fragmentation, very few persons are raising the question as to what social, political, economic, and criminal effects are produced by the fact that Cosa Nostra groups in practically all sectors of the nation are doing all these things all the time.

Fragmentation also builds up stereotypes in public conception of even organized crime's individual activities. For example, the idea that organized crime still controls and derives much income from prostitution has been perpetrated despite several years of indication to the contrary. . . .

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Fragmentation also means that the public, being aware of only part of the problem, develops much less concern than if the total picture were available to them.

How the Public Can Be Educated

Several suggestions in the literature have been offered concerning methods by which the public can be made more aware of organized crime. The role of law enforcement, the prosecutor, the grand-jury, the court, corrections, witnesses, informants, businesses, the news media, institutions of higher learning, professional organizations, citizen and governmental crime commissions, legislators, and other governmental officials and agencies have

²³Henry S. Ruth, Jr. "Why Organized Crime Thrives,"

American Academy of Political and Social Science Annals, 374
(November, 1967), 115.

been emphasized. The following is a brief discussion of how some of these methods can be used in fighting organized crime.

Joseph P. Hoey has illustrated the need for the public prosecutor's office to establish a "bureau of education on public enlightenment." Mr. Hoey contends:

The public must be made to realize that gambling is the spinal cord of organized crime's body. Break its back and its governing head will die, along with its extremeties of vice, corruption, narcotics, business and labor racketeering and prostitution.

A prosecutor may have to fight an uphill battle to overcome public lethargy. He may be hampered by outside, interested forces. He may be hamstrung financially, but if he is to do his duty conscientiously and devotedly, he must try. He must be more than a prosecutor in this field. He must be a crusader. If each prosecutor were to have even only modest success in this policy of education and appeal for popular support, we would make a giant stride toward weakening organized crime's parasitical hold on society. 24

Another method by which the public can be alerted and educated to the hazards of organized crime is by the news media. Richard Quinney has argued that a conception of crime is diffused by various means of communication. This conception becomes the basis for the public's view of crime in reality. The public subsequently reacts to crime as a result of their conceptions, which then forms a new reality of crime. ²⁵ The media is not only used to present information on crime to the public but also is used as Samuel G.

²⁴Joseph P. Hoey, "The Prosecuting Attorney and Organized Crime," Crime and Delinquency, 8 (October, 1962), 384.

²⁵Quinney, <u>Social Reality</u>, pp. 277-278.

Chapman suggests by the public to make criminal justice agencies accountable to the community. 26

The 1967 President's Commission on Law Enforcement and Administration of Justice has also considered the usage of the media as a method of combatting organized crime. The commission recommended that:

All newspapers in major metropolitan areas where organized crime exists should designate a highly competent reporter for full-time work and writing concerning organized criminal activities, the corruption caused by it, and governmental efforts to control it. Newspapers in smaller communities dominated by organized crime should fulfill their responsibilities to inform the public of the nature and consequences of these conditions.

Eliot H. Lumbard has suggested that our foundations, universities, and other seats of intellectual stirrings, including serious current literature and journalism should become more active in expressing concern about the dangers of organized crime.²⁸

The use of citizen and governmental crime commissions in fighting organized crime has been suggested by the 1967 President's Commission. The commission reported:

Among the most effective vehicles for providing public information on organized crime are the crime investigating commissions, which exist in a number of States. When established without having to rely on continuing governmental financial support and the resulting potential political

²⁶Samuel G. Chapman, "Functional Problems Facing Law Enforcement Stemming from Supreme Court Decisions," <u>Police</u>, 10 (September-October, 1966), 45.

²⁷President's Commission, Challenge of Crime, p. 208.

²⁸Eliot H. Lumbard, "Local and State Action against Organized Crime," American Academy of Political and Social Science Annals, 347 (May, 1963), 84.

pressures, the private crime commission has frequently rendered major service in exposing organized crime and corruption and arousing public interest. The Chicago Crime Commission and the Metropolitan Crime Commission of New Orleans have played major roles in informing the citizens within their jurisdictions of the menace or organized crime and have fulfilled substantial educational, investigative, and legislative functions.

Where a governmentally sponsored nonpartisan crime commission is created, as with the New York Temporary Commission on Investigation, significant benefits have resulted. Established shortly after the Apalachin meeting, it has through a series of public hearings exposed organized crime and corruption. Recent loan-shark hearings prompted legislative action to make prosecution of such offenders less difficult. The Illinois Crime Commission, through public hearings and the efforts of its own investigatiors, continually exposes organized criminal activity. A governmental commission in California detailed the operation of criminal cartels in that State in the early 1950's and recommended action that subsequently proved effective.

But the job of educating the public will be difficult.

Stuart L. Hills has pointed out that:

A vigorous attempt to inform the public of the nature and threat of organized crime is likely to impel organized-crime groups to use their political influence in a move to curtail such efforts. 30

An additional problem in educating the public to the dangers of organized crime is that of sustaining the exposure of organized crime. Herbert J. Miller, Jr. has noted that:

. . . organized crime can survive public exposure by congressional committees and state legislatures, by public and private crime commissions, by grand juries and prosecutors, and by crusading journalists, because the public's interest in the menace of organized crime is sporadic and fluctuating.³¹

²⁹President's Commission, <u>Challenge of Crime</u>, p. 198.

³⁰ Stuart L. Hills, Crime, Power, and Morality (Scranton, Pa.: Chandler Publishing Company, 1971), p. 143.

³¹Herbert J. Miller, Jr., "A Federal Viewpoint on Combating Organized Crime," American Academy of Political and Social Science Annals, 347 (May, 1963), 97.

What the Public Can Do

Robert F. Kennedy maintained:

Public awareness of the methods by which organized crime generates evil is the most important step to stamping out that evil. Public awareness leads to public action. Public outrage leads to police action. And new laws and better-marshaled forces lead to better police action, against a foe which saps our national wealth and undermines our world posture. 32

In the literature, several suggestions have been made concerning methods which the public can use to combat organized crime. Some of these methods include the following: monitoring the news media for accurate and less sensational coverage of organized crime, pressuring for new legislation and enforcement of current laws, refusing to buy illegal goods and services provided by organized crime, serving as grand-jurors, witnesses and informants, and removing the veil of respectability enjoyed by organized criminals. An informed public can be responsible for initiating specialized courses at universities and colleges throughout the nation in an effort to secure the aid of youth. Seminars, conferences, and lectures may contribute significantly to the enlightenment of the college student.

Earl Johnson, Jr. has added another method which could be used by an informed citizenry. Mr. Johnson contends that while in American society the state assumes the position of the aggrieved in criminal matters, the private person, however, may seek the use

³²Robert F. Kennedy, "Three Weapons against Organized Crime," Crime and Delinquency, 8 (October, 1962), 324.

of a public nuisance injunction. This injunction may be used against houses of gambling and prostitution. 33

The 1967 President's Commission has listed some tactics which citizen crime commissions can employ in their drives. These include educating members of the community, monitoring and supporting law enforcement and judicial involvement, organizing public responses, and enlisting the cooperation of business to fight organized crime. 34

What the Law Enforcement Assistance Administration and Various State Planning Agencies Are Doing

The 3rd Annual Report of the Law Enforcement Assistance

Administration Fiscal Year 1971 described the major goals of the

Organized Crime Program Division within L.E.A.A. for fiscal year

1971. Of the four goals listed, one is concerned with the development of "... general awareness among all segments of the population of the nature of organized crime and its effect on the community."35

The 1971 Ohio Comprehensive Law Enforcement Plan lists several multi-year objectives for the reduction of organized crime.

³³Earl Johnson, Jr., "Organized Crime: Challenge to the American Legal System, (Part III - Legal Antidotes for the Political Corruption Induced by Organized Crime)," Journal of Criminal Law, Criminology, and Police Science, 54 (June, 1963), 131.

³⁴President's Commission, Challenge of Crime, p. 207.

Annual Report of the Law Enforcement Assistance Administration, LEAA, 3rd

Annual Report of the Law Enforcement Assistance Administration

Fiscal Year 1971 (Washington: Government Printing Office, 1971),
p. 63.

One goal is concerned with the education of ". . . the public and business as to the scope of activities of organized crime and the consequences of permitting it to flourish."36

The Comprehensive Plan for the Improvement of Criminal Justice in Pennsylvania, 1972 noted that an objective for the reduction of organized crime in this state is to create ". . . a public information program to spotlight particular jurisdictions blighted by the presence of organized criminal elements."

The 1971 Comprehensive Law Enforcement and Criminal Justice

Plan for Michigan lists five annual action programs for the reduction
of organized crime in this state. They are as follows:

- (1) Training for Organized Crime Investigators,
- (2) Improved Organized Crime Capabilities for Law Enforcement,
- (3) Interdepartmental Task Force Units to Combat Organized Crime,
- (4) Prosecutorial and Legal Advisors for Organized Crime Units, and
- (5) Public Education. 39

³⁶ Ohio Law Enforcement Planning Agency, 1971 Ohio Comprehensive Law Enforcement Plan (Columbus, Ohio: Department of Urban Affairs, 1971), p. 212.

³⁷California Council on Criminal Justice, <u>1971 California</u>
Comprehensive Plan for Criminal Justice (Sacramento, California: California Council on Criminal Justice, 1971), p. 1-05-14.

³⁸Governor's Justice Commission, The Comprehensive Plan for the Improvement of Criminal Justice in Pennsylvania 1972: An Abstract (Harrisburg, Pa.: Department of Justice, 1971), p. 77.

³⁹Office of Criminal Justice Programs, Plan for Michigan, pp. 309-311.

The fifth action program, Public Education, was considered for the purposes of this research. The five year plan of this project is reported below.

1971—One public awareness project will be funded as a demonstration.

1972—Based on the evaluation of the 1971 project, it is anticipated that this project will be continued and enlarged to utilize media capable of the continuity and total state coverage.

1973—The project will be continued with an effort to terminate support in the next year.

1974—State and local agencies will be responsible for further public awareness activity.

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⁴⁰ Ibid., p. 209.

CHAPTER II

REVIEW OF LITERATURE

Film Evaluation

Helen Rand and Richard Lewis have listed ". . . three aims suggested as basic for motion picture evaluation with suggestions and questions for discussing them."41

 We want to develop the habit of thinking of moving pictures as instruments that present information, stimulate our interest, and form our social attitudes.

To what extent do moving pictures satisfy our demands for relaxation, entertainment, education? To what extent do they help us understand our fellow-men? To what extent do they give us motives for our actions, form our habits, and dictate our conventions?

2. We want to "develop an understanding of the influence of the motion picture upon the information, attitudes, and conduct of children, youth, and adults."

How often do people in conversation talk about something they have learned from moving pictures? When have you seen people imitate behavior they have seen in moving pictures? What per cent of any group will confess that they have been prompted to some behavior by what they have seen in moving pictures?

3. We want to develop the ability to evaluate moving pictures critically; we want to be able to evaluate their interpretation of life, their technique, and their art.

State the premises, or themes, upon which any three moving pictures are based. To what extent do they present a constructive or a distorted view of life? To what extent do they have technical or artistic merit? 42

⁴¹Helen Rand and Richard Lewis, Film and School: A Handbook in Moving-Picture Evaluation (New York: D. Appleton-Century Company, 1937), p. v.

⁴² Ibid., pp. v-vi.

In the specific field of education, Charles F. Hoban, Jr. has pointed out the process of film evaluation as having three functions:

. . . to assist the teacher in selecting material appropriate to a given purpose with a given group at a given time, to provide a means by which the teacher can determine the degree to which these purposes have been achieved, and to provide cues for the kind of activities that will lead to further development of students toward general and specific educational objectives. 43

The aims and functions of film evaluation discussed above have been substantiated in Roy Paul Madsen's discussion of the historical development of research on film effectiveness.

Research on film effectiveness was at first concerned with the moral effects of movie entertainment upon our youth. De Mille's formula of eleven reels of glorious sin and one reel of retribution was sure-fire at the box office, and these voluptuous cinematic revels stirred academia of the 1920s to ascertain whether movies were corrupting the moral fibre of the young with their appeals to sex and violence. The conclusions of the Payne fund studies were that the effects were pervasive, deep and persistent, and the researchers inferred that children might indeed be going to hell in a basket. All subsequent research indicates that this trend in film continues, but somehow the Republic endures.

Research on the teaching effectiveness of film began with occasional experiments in the 1930s. Intensive research began in the 1940s, supported by Defense Department grants and later by philanthropic foundations, to determine in scientific fashion the educational effects of different aspects of film production and utilization. The film evaluation studies culminated in 1951 in the Instructional Film Research Program at the Pennsylvania State University; the conclusions of this testing program provided a summing up of the teaching effectiveness of the projected classroom film. From 1951 to mid-1960s most of the media studies were concerned with instructional television, usually involving comparative studies between televised and classroom instruction. From then until recently the emphasis has been upon computer-based and computer-assisted instructional technology in visual and

⁴³Charles F. Hoban, Jr., Focus on Learning: Motion Pictures in the School (Washington: American Council on Education, 1942), p. 130.

verbal forms, and the implications of satellite televised educational programming. 44

In reviewing the literature on film evaluation, it was noted that only a few studies have been conducted which consider the evaluation of crime films or the effect of film on crime. These studies, known as the Payne Fund Studies, were carried out under the direction of W. W. Charters, of The Ohio State University. 45

They dealt with the theatrical film apart from the purely "instructional" film; however, their implications are of great instructional significance. 46

Edgar Dale, a member of the Payne Fund Studies, evaluated the content of several films concerning the proportion of crime pictures, and the types of crimes and punishments in the movies. 47 Herbert Blumer and Philip M. Hauser, also of the Payne Fund Studies, considered:

. . . (1) the role of motion pictures in the lives of delinquents and criminals of both sexes; (2) the effects on the inmates of motion pictures shown at the correctional schools, reformatories, and penitentiaries; and (3) some effects of crime pictures on nondelinquent boys and girls. 48

⁴⁴Roy Paul Madsen, The Impact of Film (New York: Macmillan Publishing Company, Inc., 1973), pp. 483-484.

⁴⁵W. W. Charters, Motion Pictures and Youth: A Summary (New York: The Macmillan Company, 1933), pp. v-vii.

⁴⁶Edgar Dale, et al. Motion Pictures in Education: A Summary of the Literature (New York: The H. W. Wilson Company, 1938), p. 311.

⁴⁷ Edgar Dale, The Content of Motion Pictures (New York: The Macmillan Company, 1935), pp. 121-153.

⁴⁸Herbert Blumer and Philip M. Hauser, Movies, Delinquency, and Crime (New York: The Macmillan Company, 1933), p. 1.

Instructional films have been evaluated by at least three methods. The first is the panel method.

The panel is generally made up of subject-matter specialists and classroom teachers. Scholars from various subject fields on the panel can pass on the authenticity, accuracy, and representative character of the content of the film. Classroom teachers can be presumed to be thoroughly familiar with the kinds of responses students of various background and abilities make to films. The "panel" procedure also has certain administrative advantages. Much work can be done at one sitting, responsibility can be assigned various panels for groups of related films, the cooperation of organizations of subject-matter specialists can be enlisted in the program, and permanent organizations can be established to carry on this type of film evaluation.

When film libraries are selecting films, or when producers are about to release films for school use, the "panel" type of evaluation is widely used, and it is frequently on the basis of the evaluations of these panels that films are accepted or rejected by film libraries, are released or witheld by producers. 49

A second method of evaluating instructional films is by the use of rating scales. The teacher or student may use the rating scale to judge the film on numerous factors, such as the entertainment value, basic theme, story, social value, plot and structure.

Additional factors include: direction, acting, photography and lighting, settings, costumes, makeup, dialogue, sound, musical effects, casting, and title of picture. 50

Finally, another method of evaluating instructional film is

by developing techniques that indicate whether a film taught the

student specific material as opposed to an alternate teaching

method or whether a film taught the student specific material without

⁴⁹Hoban, Jr., Focus, pp. 130-131.

⁵⁰Rand and Lewis, Film and School, pp. 122-124.

such a comparison to an alternate teaching method. This method was utilized in this research since the main interest is whether the film taught the viewer new material on organized crime.

. Hypothesis With Major Concepts Operationally Defined

For the purposes of this armly the following null bypothesis

was tested: Awareness of organized ories among the public is not sig-

nificantly changed by viewing the film, Your Silent Partner,

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Organized crime consists of the participation of persons and

transactions characterized by:

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(2) A conspiracy to execute these crimes;

year) or the intent that this conspiracy should persist

THE PUBLIC LANGE

51Private telephone interview with Chester R. Sylvester, Investigative Units Specialist, Executive Office, Office of Criminal Justice

CHAPTER III

METHODOLOGY

Hypothesis With Major Concepts Operationally Defined

For the purposes of this study the following null hypothesis was tested: Awareness of organized crime among the public is not significantly changed by viewing the film, Your Silent Partner.

The major concepts that had to be operationally defined for the purposes of this research were: awareness, organized crime, and public.

"Awareness" is defined as being knowledgeable about (a) specific facts presented in the film, and (b) specific methods which can be used to combat organized crime as presented in the film.

This study used the definition of "organized crime" prepared by the IIT Research Institute and Chicago Crime Commission in their study mentioned earlier. This definition closely resembles the usage of the concept as presented in the film, Your Silent Partner. 51 This definition is summarized as follows:

Organized crime consists of the participation of persons and groups of persons (organized either formally or informally) in transactions characterized by:

- An intent to commit, or the actual commission of, substantive crimes;
- (2) A conspiracy to execute these crimes;
- (3) A persistence of this conspiracy through time (at least one year) or the intent that this conspiracy should persist through time;

⁵¹Private telephone interview with Chester R. Sylvester, Investigative Units Specialist, Executive Office, Office of Criminal Justice Programs, Lewis Cass Building, Lansing, Michigan, December, 1973.

(4) The acquisition of substantial power or money, and the seeking of a higher degree of political or economic security, as primary motivations;

(5) An operational framework that seeks the preservation of institutions of politics, government and society in their present form. 52

The term "public" refers to any adult, who in this case is a resident of the City of Youngstown or its metropolitan area.

Research Design

For the purposes of this study a single-variable experiment was conducted. 53 This research was designed to determine if there was any change in awareness of organized crime as a result of viewing a public education film. A one group, pretest-posttest design was used. 54

In the top of the comment Measurement

Indicators and Instrumentation

Public awareness was the dependent variable; the film was the independent variable or experimental treatment. The indicator for measuring impact of the film, Your Silent Partner, was an instrument developed to measure specific areas of awareness of organized crime.

This instrument consisted of a questionnaire which elicited responses concerning certain major themes presented in the film. The major

⁵²IIT Research Institute and Chicago Crime Commission, A Study, pp. 18-19.

⁵³Walter R. Borg and Meredith D. Gall, <u>Educational Research</u> (New York: David McKay Company, Inc., 1971), pp. 363-364.

⁵⁴Ibid., pp. 377-379.

⁵⁵ Ibid., p. 375. Same I are serve improvement that during its

themes of the film were determined by a group of five panelists who had seen the film.

The film attempts to provide specific knowledge of organized crime and attempts to clear up popular misconceptions of organized crime. The first group of questions was concerned with these goals. All items in this group were in closed-form (multiple-choice). The second part of the questionnaire consisted of one item, which was openended. The respondents in the sample were asked to list various methods which a citizen could use to combat organized crime. The answers to all items were considered "correct" if they conformed to the information presented in the film.

Each respondent tested was assigned a number which was entered in the top, right corner of the questionnaire on both the pretest and posttest. By this method the anonymity of the respondents was insured and the comparison of each respondent's score on the pretest and posttest could be made.

Each respondent was instructed to answer the questions to the best of his ability. Prior to conducting the posttest the respondents were again instructed to answer the test questions to the best of their ability and to feel free to change any answer which they had previously made as a result of the material presented in the film.

Validity

A panel of five individuals, who have either professional expereince and/or graduate education in the field of Criminal Justice, was selected to participate in this study. Subsequent to viewing the film, Your Silent Partner, the panelists were instructed that during its

viewing they should specifically list the major themes that were presented. This was done to insure that the items in the questionnaire were representative of the major themes on which the film concentrated. The panelists unanimously listed the major themes of the film as follows: (1) the composition of organized crime, (2) the activities of organized crime, (3) the means used for the accomplishment of organized crime's objectives, (4) the impact of organized crime, and (5) the conditions for organized crime's existence. The first four themes were, for the purposes of this research, subsumed under the general category of "characteristics of organized crime."

Factors comprising the first four major themes that were indicated by all panelists are listed as follows:

Theme 1 - Composition of organized crime

- A. all ethnic and racial groups are involved
- B. organized crime is not just the Mafia

Theme 2 - Activities of organized crime

- A. organized crime involves more than one type of activity
- B. organized crime's activities are diversified
- C. the impact of these activities on society is substantial
- Theme 3 The means used for the accomplishment of organized crime's objectives
 - A. organized crime invests illegitimate revenue into legitimate sources
 - B. organized crime is structured, but flexible and adaptable
 - C. organized crime has thousands of individuals associated with it
 - D. organized crime exists in urban areas

- E. organized crime works within the existing governmental structure
- F. organized crime seeks the preservation of the institutions of politics, government, and society in their present form

Theme 4 - Impact of organized crime

- A. social
- B. political
- C. economic
- D. personal

The factors, listed under each of the four themes above, were discussed in the film, Your Silent Partner.

The factors that were indicated by all panelists to be listed under Theme 5 were either discussed or implied in the film.

Theme 5 - Conditions for organized crime's existence

- A. inadequate governmental structure to combat organized crime
- l. failure of public officials (due to their own corruption, failure to legislate, or failure to expose organized criminals)
- 2. failure of the Criminal Justice System
- B. failure of the public to combat organized crime
- 1. public apathy toward organized crime
 - 2. public misconceptions of organized crime
- 3. public often participates in organized crime
- 4. public is often under-educated in regard to organized crime
 - 5. public is often fearful of organized crime
 - 6. public often does not report organized crime
- 7. public often fails to provide leadership to youth in regard to organized crime

- 8. public often fails to provide support of law enforcement agencies and other Criminal Justice agencies which combat organized crime
 - 9. public often respects organized criminals
 - 10. public often votes for politicians who do not fight organized crime
 - C. the sophistication of organized crime's structure and its orientation to nullify governmental processes
 - 1. organized crime's protection (insulation) system
 - 2. accountants and attorneys are often on organized crime's payroll
 - 3. size and location of organized crime
 - 4. difficulty in obtaining evidence against organized crime
 - 5. organized crime's orientation of not wanting to overthrow the government, but to nullify governmental processes

After the major themes and factors were established by the panelists, a list of items (potential questions for the questionnaire) concerning these themes was presented to each panelist. The panelists were asked to indicate the item which best represented each theme. If any of the five panelists were in disagreement as to which item best represented a particular theme, the item was reworked until all panelists were in agreement. As a result of this process the following items were selected for each theme: Items 1 and 2 deal with Theme 1; Item 3 deals with Theme 2; Item 4 deals with Theme 4; Item 5 deals with Theme 3; and Item 6 deals with Theme 5.

The panelists were also asked to state the methods listed or implied in the film by which a citizen can combat organized crime. The answers agreed upon by the panelists served as the basis for scoring the

second part of the questionnaire. The methods listed or implied in the film are stated below as follows:

A. Methods listed in film

- 1. by not participating in gambling activities (or otherwise participating in organized criminal activity)
 - 2. by voting for legitimate politicians (and as a result of this, getting proper legislation passed which is needed to fight organized crime and reduce corruption)
 - 3. by giving leadership to the youth in regard to organized crime

B. Methods implied in film

- 1. by supporting law enforcement efforts to fight organized crime
 - 2. by improving the Criminal Justice System
 - 3. by removing the veil of respectability enjoyed by organized criminals
- 4. by becoming less apathetic toward organized crime
 - 5. by public education of oneself and other members of the public in regard to organized crime
 - 6. by reporting organized criminal activities
 - 7. by pressuring public officials to publically expose organized criminals

Through the preceding techniques the content validity of the instrument was established. 56

Reliability

Reliability was established by several methods. First, the panelists were asked to indicate any ambiguity within the items. Any ambiguous item was reworked to the agreement of the panelists.

⁵⁶Ibid., pp. 136-138.

Reliability of the instrument was also established by a pretest. A group of thirty students enrolled in a sociology class at Youngstown State University, Youngstown, Ohio was asked to respond to the items in the questionnaire. These same students were retested one hour after the initial test. The <u>test-retest</u> reliability measure is computed when you have pairs of scores obtained from two different administrations of the same test to the same people.⁵⁷

The reliability coefficient (r value) computed as a result of this pretest was .90. This value reflects a high degree of instrument reliability. "The more closely a reliability coefficient is to the value of 1.00, the more the test is free of error variance and instead is a measure of the true differences among persons in the dimension assessed by the test." A reliability coefficient may vary between values of .00 and 1.00. ⁵⁹

Strategy for Gathering Data

The scope of this research did not permit a research design which would randomly sample the public. Because of this limitation, three groups in Youngstown, Ohio, were selected for participation in this study. These groups consisted of two civic groups and one work group. The participants from the three groups were later combined and treated as a sample of the City of Youngstown and its metropolitan

⁵⁷ James L Bruning and B. L. Kintz, <u>Computational Handbook of Statistics</u> (Glenview, Illinois: Scott, Foresman and Company, 1968), p. 187.

⁵⁸ Borg and Gall, Educational Research, p. 144.

⁵⁹ Ibid.

area's population. This collective group was comprised of individuals which were of legal age (those that are eighteen years of age or older), of both sexes, and of varying educational levels.

The three individual groups were selected for this research not only because they were available for study but because their members possessed the aforementioned characteristics. Other than the fact that each participant was a member of a civic or work group, there was no reason to believe that the group members were different from the general public of the City of Youngstown or its metropolitan area.

The group leader of each of the three groups was contacted and a date was scheduled by each group leader for the time the film would be shown. The film was scheduled to be shown at the regular weekly meeting for each group. The groups were not informed about the agenda of the meeting before arriving to see the film.

The first group consisted of ten Black individuals who were active in community affairs in the Youngstown area. The second group was comprised of eighteen Caucasians who were also active in community affairs in the Youngstown area. The majority of this group were senior citizens. The third group was made up of fourteen males who were members of a work unit employed by the City of Youngstown. The men within this third group were skilled employees and members of the city's civil service system.

Control of Variables

Extraneous variables were controlled for by administering the questionnaire to the respondents under study immediately after the respondents had viewed the film. It has been noted that:

In order to reduce the likelihood of extraneous variables altering the posttest results, most studies employing this design attempt to keep the interval between the pretest and posttest as short as possible. For example, studies that attempt to measure the effect of motion pictures upon racial or religious attitudes are frequently designed so that the pretest is administered immediately before the subjects are shown the motion picture and the posttest is administered immediately following the motion picture. Under these conditions there is very little likelihood that extraneous variables have entered into the situation. 60

It was shown in the literature that age, sex, and educational level affect the individual's ability to learn from an educational film. 61 Thus, a multi-variate analysis of these variables was performed.

Extraneous variables other than those mentioned above were not controlled for in this study; however, it is recognized that others may exist such as: socioeconomic milieu, intelligence, motivation, film literacy, and previous conditioning. 62

Method of Data Analysis

The questions on the questionnaire were quantified by assigning one point to each correct answer. No point was given for an incorrect answer and no point was given if the respondent did not answer the question. The total score obtained on an individual questionnaire was then computed. The scores of the pretest were then compared to those on the posttest for the sample under study.

^{60&}lt;sub>Ibid., p. 379</sub>.

^{61&}lt;sub>Madsen, Film, pp. 490-491.</sub>

⁶² Ibid.

It has been noted that:

Usually the pretest and posttest means are compared for statistical significance using the \underline{t} test for correlated means (this \underline{t} test is used since the same subjects take both the pretest and posttest). If the scores on either the pretest or posttest show marked deviation from the normal distribution, a non parametric statistic should be used. Most likely the research worker would select the Wilcoxon signed-ranks test. 63

For the purposes of this research the Wilcoxon Matched-Pairs-Signed-Ranks Test was used because a normal distribution of the population could not be assumed. The Wilcoxon test has been shown to be useful in determining the significance of difference between two related samples according to some measured trait. "This test is designed to take into account ranked differences between two samples, where ranks have been assigned according to the magnitude of difference between matched pairs of subjects." 65

There are two basic assumptions for the use of this test:

- (a) interval-level information must be used, and
- (b) the samples are related in some meaningful way. 66
 These assumptions were not violated in this research.

Two different formulas of the Wilcoxon test were available for use in this study. The Wilcoxon test first determines the difference, D, between each pair of individual scores (pretest and posttest). If D is equal to zero in any of the pairs, then that pair of individual scores are deleted from further analysis. This means that the number,

⁶³Borg and Gall, Educational Research, p. 379.

⁶⁴ Champion, Basic Statistics, p. 165.

⁶⁵ Ibid.

⁶⁶ Ibid., p. 168.

N, is equal to the number of matched pairs minus the number of pairs whose D is equal to zero. 67 If N is equal to, or less than 25, a T value must be computed. 68 However, if N is greater than 25, a z value must be computed. 69

The probability level to reject the null hypothesis of no statistically significant difference was set at the .05 significance level.

⁶⁷ Sidney Siegel, Nonparametric Statistics for the Behavioral Sciences (New York: McGraw-Hill Book Company, 1956), p. 76.

⁶⁸Ibid., pp. 77-79.

⁶⁹Ibid., pp. 79-83.

CHAPTER IV

ANALYSIS AND INTERPRETATION OF DATA

The subsequent tables and discussions are used to analyze and interpret the data compiled in this study. The null hypothesis tested in this study was stated as follows: Awareness of organized crime among the public is not significantly changed by viewing the film, Your Silent Partner.

After administering the questionnaire to the three groups of respondents participating in this research, the questionnaires from these groups were combined to form one sample. The total number of respondents in this sample was 42; however, questionnaires completed by six individuals were unreliable for analysis because of either one of two factors: (1) the respondent did not view the entire film, Your Silent Partner, or (2) the respondent had another individual aid him in filling out the questionnaire.

Thus, a total of 36 individuals comprised the sample to be statistically analyzed. The Wilcoxon Matched-Pairs-Signed-Ranks Test for Small Samples was utilized in the test of the null hypothesis in that the N equals 25 or less. This statistical test takes into account the relative magnitude as well as the direction of differences. 70

The null hypothesis of no statistically significant difference was rejected at the .01 significance level. Since there was a

^{70&}lt;sub>Ibid</sub>., p. 75.

statistically significant difference in the scores and since the posttest scores reflect an increase in awareness, this finding supports the film's stated objective of increasing public awareness of organized crime (See APPENDIX D).

TABLE 1

WILCOXON TEST FOR TOTAL RESPONDENTS
PARTICIPATING IN THE PRE AND POST TEST

Total Respondents	Na	Value	Significance Level
36	25	T=9	.01

^aN represents the total number of respondents minus the respondents whose difference between the pretest and posttest equals zero.

Since it has been noted in the literature that sex, age, and educational level affect the individual's ability to learn from an educational film a multi-variate analysis of these variables was performed. TABLES 2-4 indicate the results of controlling for each of these variables. The Wilcoxon Matched-Pairs-Signed-Ranks Test for Small Samples was again used to statistically analyze this data.

TABLE 2

WILCOXON TEST FOR TOTAL RESPONDENTS
PARTICIPATING IN THE PRE AND POST TEST BY SEX

Sex	Total Respondents	N	Value	Significance Level
Male	17	12	T=0	.01
Female	19	13	T=6	.01

It was found that the scores on the pretest and the posttest of the male respondents were statistically different at the .01 significance level. This finding was also true for the female respondents. The posttest scores for both sexes reflect an increase in awareness of organized crime (See APPENDIX D). Roy Paul Madsen's contention that the variable "sex" affects the individual's ability to learn from an educational film was not supported in this case.

The questionnaire permitted the respondents to check one of five cells corresponding to the respondent's particular age level (See APPENDIX C). These age levels included: "18-30," "31-40," "41-50," "51-60," and "61 or older." Because of the requirement in the Wilcoxon formula that N equal at least six, all the age levels except "61 or older" were unable to be analyzed individually. However, the "age" variable was analyzed by collapsing cells. The cells labeled "18-30" and "31-40" were collapsed to form one cell labeled "18-40," and the cells labeled "41-50" and "51-60" were collapsed to form one cell labeled "41-60."

TABLE 3

WILCOXON TEST FOR TOTAL RESPONDENTS
PARTICIPATING IN THE PRE AND POST TEST BY AGE

Age Level	Total Respondents	N	Value	Significance Level
18-40	13	7	T=0	.01
41-60	12	10	T=0	.01
61 or Older	11	8	T=4	.05

It was found that the scores of those respondents whose ages were from "18-40" were statistically significant at the .01 significance level. This finding was also true for those whose ages were from "41-60." The scores of those respondents whose ages were "61 or older" showed a statistically significant difference at the .05 significance level. The scores on the posttest reflect an increase in awareness of organized crime in each of the three age levels (See APPENDIX D). These findings tend to support Roy Paul Madsen's contention that the variable "age" affects the individual's ability to learn from an educational film, in that age levels "18-40" and "41-60" had a higher significance level (.01) than age level "61 or older" (.05). However, it is recognized that an analysis between the various age levels was not made in this study.

The questionnaire permitted the respondents to check one of ten cells corresponding to the respondent's particular educational level (See APPENDIX C). Again, because of the requirement in the Wilcoxon formula that the N equal at least six, some educational levels were not able to be analyzed individually. However the variable "educational level" was able to be analyzed by collapsing cells. The cell labeled "grade school" and the cell labeled "some high school" were collapsed to form one cell which was labeled "less than high school graduate." The cells labeled "some college," "associate or technical degree," "college graduate," "some graduate school," "graduate or comparable degree," "some post-graduate work," and "professional, Ph.D., or comparable degree" were also collapsed to form one cell labeled "some college or more."

TABLE 4

WILCOXON TEST FOR TOTAL RESPONDENTS
PARTICIPATING IN THE PRE AND POST TEST BY EDUCATIONAL LEVEL

Educational Level	Total Respondents	N	Value	Significance Level
Less than High School Graduate	7	6	T=3	.05
High School Graduate	15	8	T=0	.01
Some College or More	14	11	T=0	.01

It was found that the scores for those respondents with an educational level of "less than high school graduate" were statistically significant at the .05 significance level. The scores for those respondents who were "high school graduates" were statistically significant at the .01 significance level, while the scores for those respondents who had "some college or more" education were also statistically significant at the .01 significance level. The scores on the posttest reflect an increase in public awareness of organized crime for each of the three educational levels (See APPENDIX D). These findings also tend to support Roy Paul Madsen's contention that the variable "educational level" affects the individual's ability to learn from an educational film in that the educational level "high school graduate" and the educational level "some college or more" had a higher significance level (.01) than the educational level "less than high school graduate" (.05). However, it is recognized that an analysis between the various educational levels was not made in this study.

Of the total number of respondents (36), there were 11 respondents, or approximately 31 per cent, whose scores did not change on the posttest after viewing the film. These 11 respondents did not obtain perfect scores on the pretest and the posttest. TABLES 5-7 consider these 11 respondents by each variable: sex, age, and educational level.

TABLE 5

STATISTICAL BREAKDOWN BY SEX OF THE 11
RESPONDENTS WHOSE SCORES DID NOT CHANGE ON THE POSTTEST

1		Per Cent of	Per Cent of
Respondents	Number of Respondents Not Changing	Respondents Not Changing Within Sex Group	Respondents Not Changing Within Total Sample
17	respond 5 and who	29%	14%
19	6	32%	17%
36	11		31%
	17 19	Respondents Not Changing 17 19 6	Respondents Number of Respondents Not Changing 17 19 5 29% 32%

Five of the 11 respondents whose scores did not change on the posttest were males. These five respondents represent approximately 29 per cent of the total male respondents (17). Six of the 11 respondents whose scores did not change on the posttest were females. These six respondents represent approximately 32 per cent of the total female respondents (19).

TABLE 6

STATISTICAL BREAKDOWN BY AGE OF THE 11
RESPONDENTS WHOSE SCORES DID NOT CHANGE ON THE POSTTEST

Age Level	Respondents	Number of Respondents Not Changing	Per Cent of Respondents Not Changing Within Age Group	Per Cent of Respondents Not Changing Within Total Sample
18-40	13	6	46%	17%
41-60	12	2	17%	6%
61 or Older	hool 11	3	27%	8%
Total	36	11	212	31%

Six of the 11 respondents whose scores did not change on the posttest were of the age level "18-40." This represents approximately 46 per cent of that age level. Two of the 11 respondents whose scores did not change on the posttest were of the age level "41-60." These two respondents represent approximately 17 per cent of that age level. Three of the 11 respondents whose scores did not change on the posttest were of the age level "61 or older." These three respondents represent approximately 27 per cent of the total respondents of that age level.

Of the total sample, approximately 17 per cent of the respondents who showed no change were within the age level "18-40."

TABLE 7

STATISTICAL BREAKDOWN BY EDUCATIONAL LEVEL OF THE
11 RESPONDENTS WHOSE SCORES DID NOT CHANGE ON THE POSTTEST

Educational Level	Respondents	Number of Respondents Not Changing	0 0	
Less than High School	7	1	14%	3%
Graduate		18-40	HISH	School Graduate
High School Graduate	15	18-40 7	47%	20%
Some College or More	14	3	21%	8%
Total	36	01 11	Some 1	31%

One of the 11 respondents whose score did not change on the posttest was of the educational level "less than high school graduate." This respondent represents approximately 14 per cent of that educational level. Seven of the 11 respondents whose scores did not change on the posttest were of the educational level "high school graduate." This represents approximately 47 per cent of that educational level. Three of the 11 respondents whose scores did not change on the posttest were of the educational level "some college or more" which represents approximately 21 per cent of that educational level. Of the total sample, approximately 20 per cent of the respondents who showed no change were within the educational level "high school graduate."

TABLES 5-7 have collectively considered the 11 respondents not changing their scores on the posttest by analyzing the variables

sex, age, and educational level. TABLE 8 lists each of the 11 respondents by their age, sex, and educational level.

TABLE 8

CHARACTERISTICS OF THE 11 RESPONDENTS
WHOSE SCORES DID NOT CHANGE ON THE POSTTEST

Sex	Age Level	Educational Level
1 _{Male}	18-40	High School Graduate
2 _{Male}	18–40	Some College or More
3 _{Male}	18-40	Some College or More
4Male	18-40	High School Graduate
5 _{Male}	61 or Older	Some High School
6 _{Female}	18-40	High School Graduate
7 _{Female}	18-40	High School Graduate
8 _{Female}	41-60	High School Graduate
9 _{Female}	41-60	High School Graduate
10 _{Female}	61 or Older	High School Graduate
¹¹ Female	61 or Older	Some College or More

Four of the five male respondents whose scores did not change on the posttest were of the age level "18-40." These four were out of a total of seven male respondents that were within the "18-40" age level. One male respondent had an educational level of "some high school"; two male respondents had an educational level of "high school graduate"; and two male respondents had an educational level of "some college or more."

Two of the six female respondents whose scores did not change on the posttest were of the age level "18-40." Two females were of the age level "41-60" and the remaining two females were of the age level "61 or older." Five of the six female respondents whose scores did not change on the posttest were of the educational level "high school graduate." These five were out of a total of nine female respondents that were within the educational level "high school graduate."

Thusfar, this study has considered the total score obtained on an individual questionnaire for both pre and post tests in the sample under study. It was determined that the film creates an increase in awareness of organized crime. The subsequent discussion and tables will consider the specific questions that comprised the questionnaire.

The multiple-choice questions were analyzed separately and the percentage of the total sample scoring correctly on a specific question was computed on both the pre and post tests. The difference between the pretest and posttest scores was then computed to determine if a significant change had occurred. In making this determination a Z Test for Differences between Proportions was utilized (two-tailed test of significance). There were two basic assumptions for the use of this statistical test:

- (a) nominal-level information must be used, and
- (b) the N is greater than 30.71

These two assumptions were met in this statistical analysis.

⁷¹ Champion, Basic Statistics, p. 139.

Z TEST FOR DIFFERENCES BETWEEN PROPORTIONS OF TOTAL RESPONDENTS SCORING CORRECTLY BY INDIVIDUAL QUESTIONS—PRE AND POST TEST

Question Number	Number and Per Cent of Total Respondents With Correct Answer on Pretest	Number and Per Cent of Total Respondents With Correct Answer on Posttest	Z Score	.05 Significance Level
1	34 (94%)	36 (100%)	32	Accepted
2	11 (31%)	14 (39%)	75	Accepted
3	14 (39%)	26 (72%)	-3.02	Rejected
4	18 (50%)	23 (64%)	-1.20	Accepted
5	23 (64%)	25 (69%)	50	Accepted
6	26 (72%)	29 (81%)	84	Accepted

In order to say that a significant difference occurred in the sample from the pretest to the posttest for each question a Z score of 1.96 or greater was required. The can be seen from TABLE 9 that for each question a greater percentage of the total respondents had correct answers on the posttest as compared to the pretest. It may be noted that 31 per cent of the total respondents answered Question Two correctly on the pretest and eight per cent of the total respondents increased in scoring correctly on the posttest. For all questions except Question Three there was no significant change from the pretest to the posttest; that is, the observed difference could have occurred by chance alone. The probability of getting by chance a difference as great as

^{72&}lt;sub>Ibid., p. 138.</sub>

that found in Question Three is less than five times out of 100. It can be presumed that this difference can be attributed to the film. Question Three asked the respondent to circle the best answer to the statement: "Organized crime's major source of illegal income is:

(a) narcotics, (b) gambling, (c) loan sharking, (d) prostitution, or (e) bootlegging. The correct answer was gambling.

Since there was a significant difference between the pretest and posttest scores for Question Three, the following discussion and TABLE 10 further examines this difference by controlling for the variables sex, age, and educational level.

In controlling for each of these variables it was necessary to utilize the <u>t</u> Test for Differences between Proportions (two-tailed test of significance) in that the N (total number of respondents per cell with correct answer) was less than 30.⁷³ This test is a modification of the Z test used previously.⁷⁴

percentage of the total respondents wirl the correct answer on the post-

pificent difference at the . Di significance level and the first two of

^{73&}lt;sub>Ibid</sub>.

⁷⁴ Ibid.

TABLE 10

<u>t</u> TEST FOR DIFFERENCES BETWEEN PROPORTIONS OF TOTAL
RESPONDENTS SCORING CORRECTLY ON QUESTION THREE--PRE AND POST TEST

Total Number of Respondents Per Variable Cell	Cent Respond	of Total dents With the Answer Pretest	Cent Respond Correc	of Total lents With the Answer Posttest	t Value	Significance Level
the pre and po-	rt test	Elita time	ise ledia	g Questler	Three.	This was don
Male (17)		(47%)		(71%)	-1.39	.20
Female (19)	6	(32%)	14	(74%)	-2.60	.02
18-40 Years			to the		TABLE I	reflects
(13)	5	(38%)	9	(69%)	-1.57	.20
41-60 Years						
(12)	5	(42%)	7	(58%)	82	N.S.a
61 or Older						A San Strain
(11)	4	(36%)	10	(91%)	-2.66	.02
Less than High			ESPONDE		DAYING THE	N THE
School (7)		(29%)	5	(71%)	-1.63	.20
High School		(->10)		(, _,,		
Graduate (15)	4	(27%)	10	(67%)	-2.20	.05
Some College					81	mificance
or More (14)	8	(57%)	11	(79%)	-1.21	N.S.

^aNot Shown as significant up to .20 significance level.

When each variable was controlled, there was an increase in the percentage of the total respondents with the correct answer on the posttest as compared to the pretest. However, this difference was not statistically significant for the variable cell labeled "41-60" or for the variable cell labeled "some college or more." The variable cells labeled "female," "61 or older," and "high school graduate" showed a significant difference at the .05 significance level and the first two of these variable cells showed a significant difference at the .02 significance level. The variable cell labeled "male," "18-40," and "less than

high school" did not show a significant difference at the .05 level; however, they did show a significant difference at the .20 significance level.

Since there was a significant increase in awareness of organized crime reflected in the responses to Question Three, the Wilcoxon Matched-Pairs-Signed-Ranks Test for Small Samples was again utilized on the pre and post test this time excluding Question Three. This was done to determine if there was still a significant increase in awareness of organized crime from the pretest to the posttest. TABLE 11 reflects the findings of this analysis.

TABLE 11

WILCOXON TEST FOR TOTAL RESPONDENTS PARTICIPATING IN THE
PRE AND POST TEST EXCLUDING QUESTION THREE

Total			Significance
Respondents	Na	Value	Level
36	23	T=40	.01

^aN represents the total number of respondents minus the respondents whose difference between the pretest and posttest equals zero.

It was found that when Question Three was excluded from analysis and the remaining correct answers were totaled for each questionnaire on the pre and post test that there was still a statistically significant difference between the pre and post test scores. This difference was significant at the .01 significance level as was the original test including all the questions (See TABLE 1). This time, of the total respondents (36), there were 13 who did not change their scores on the

posttest, while 19 respondents increased their posttest scores from the pretest. Four respondents decreased their scores on the posttest from the pretest.

The second section of the questionnaire requested the respondent to list the ways that "you, as a citizen, can combat organized crime."

The following discussion and TABLE 12 analyzes the responses to this statement.

TABLE 12

STATISTICAL BREAKDOWN FOR TOTAL RESPONDENTS ON THE PRE AND POST TEST TO THE STATEMENT: "PLEASE LIST THE WAYS THAT YOU, AS A CITIZEN, CAN COMBAT ORGANIZED CRIME."

Number and Per Cent of Total Respondents Scoring the Same on Pre and Post Test	Number and Per Cent of Total Respondents Increasing Score From Pre to Post Test	Number and Per Cent of Total Respondents Decreasing Score From Pre to Post Test
28 (78%)	7 (19%)	1 (3%)

Of the 36 total respondents, 78 per cent scored the same on the pre and post test while 19 per cent of the total respondents increased their scores on the posttest from the pretest. Of the total respondents three per cent decreased in score on the posttest from the pretest.

None of the total respondents obtained a perfect score either on the pre or post test.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

The purpose of this research was to determine whether viewing the documentary film, <u>Your Silent Partner</u>, changes public awareness of organized crime. A one group, pretest-posttest design was utilized to ascertain whether or not more accurate awareness was produced by the film.

Three groups, comprised of two civic groups and a work group, from Youngstown, Ohio, were selected for participation in this study. These three groups were later combined to form one sample. A questionnaire, consisting of material discussed in the film, was administered immediately before and after the film was shown to the three groups of individuals. The pre and post test scores were then analyzed to determine if there was a statistically significant difference. The null hypothesis of no statistically significant difference between the pretest and posttest was tested; and it was rejected at the .01 significance level. That is to say, the hypothesis of "no difference" was rejected if the observed difference could have been expected to have occurred by chance fewer than one time out of 100. The scores on the posttest reflected an increase in public awareness of organized crime. Thus, it can be concluded from this research finding that the film accomplished its intended objective of improving public awareness of organized crime. The state of the state o

Sex, age, and educational level have been noted as variables that affect the individual's ability to learn from an educational film. A multi-variate analysis was utilized in this study to control for these variables. It was found that the scores for both male and female respondents were statistically significant at the .01 significance level. The posttest scores of both sexes reflect an increase in public awareness of organized crime. Thus, it can be concluded that by viewing the film both sexes became more aware of organized crime.

The variable, "age" was controlled by considering three age levels: "18-40," "41-60," and "61 or older." The age levels labeled "18-40" and "41-60" scored significantly different at the .01 significance level, while the age level labeled "61 or older" scored significantly different at the .05 significance level. All age levels as considered in this study scored significantly different after viewing the film. The scores of each age level reflected an increase in awareness of organized crime on the posttest. Thus, it can be concluded from this study that the film increased awareness of organized crime among all adult age levels.

The variable, "educational level" was controlled by considering three educational levels: those respondents who were "less than high school graduates," those who were "high school graduates," and those who had "some college or more" education. Each of these educational levels scored significantly different after viewing the film. The scores of the two levels labeled "high school graduates" and "some college or more" education were significantly different at the .01 significance level, while the level labeled "less than high school graduates" were significantly different at the .05 significance level.

The scores of all educational levels reflected an increase in awareness of organized crime. Thus, it can be concluded that the film increased awareness of organized crime among all educational levels as considered in this study.

Of the total respondents participating in this research (36), a total of 11 respondents did not change their scores from the pretest to the posttest. These 11 respondents represented approximately 31 per cent of the sample.

There was 32 per cent of the total female respondents who did not change their scores on the posttest, while 29 per cent of the total male respondents did not change. Therefore, over one-fourth of the respondents for both sexes did not change in awareness of organized crime after viewing the film.

There was 46 per cent of the total respondents within the age level "18-40" who did not change their scores on the posttest. Therefore, the film does not appear to increase awareness of organized crime for this age level as much as the other two age levels, since 17 per cent of the total respondents within the age level "41-60" and 27 per cent of the total respondents within the age level "61 or older" did not change.

There was 47 per cent of the total respondents within the educational level "high school graduate" who did not change their scores on the posttest. Therefore, the film does not appear to increase awareness of organized crime for this educational level as much as the other two educational levels, since 14 per cent of the total respondents within the educational level "less than high school graduate" and 21 per cent of the total respondents within the educational level
"some college or more" did not change.

Four of the five males who did not change their scores on the posttest were of the age level "18-40." Of the total sample there were seven males in this age level. Thus, it can be concluded that the film's objective of increasing awareness of organized crime was not met in the majority of those males within the age level "18-40." All the educational levels were represented in the five males showing no change on the posttest.

All the age levels were evenly distributed for the six females who did not change their scores on the posttest. However, five of the six females not changing their scores on the posttest were of the educational level "high school graduate."

When each of the multiple-choice questions was analyzed separately it was found that a greater percentage of the total respondents (36) scored correctly on the posttest as compared to the percentage on the pretest. However, the differences for each question were not significantly different between the pre and post test except for Question Three. It can be concluded from this finding that the film increased awareness for the respondents under study in each of the questions. However, only for Question Three was there a significant increase in awareness of organized crime. Possible explanations as to why the film did not significantly increase awareness on all of the questions except for Question Three can include: the structure of the film's presentation and/or the viewer's inability to cognize the film's presentation of the material.

It was noted that 31 per cent of the total respondents answered Question Two correctly on the pretest while 39 per cent of the total respondents answered Question Two correctly on the posttest.

Thus, there was eight per cent who changed on the posttest. Even though there was an increase in awareness for Question Two, the least amount of awareness of organized crime for both pre and post test occurred in Question Two. Possible explanations to this finding may include: (1) the question was invalid, (2) the structure of the film's presentation, (3) the viewer's inability to cognize the film's presentation of the material.

Each of the variables under study was controlled for in Question Three. It was found that a greater percentage of the total respondents for all the variable cells had increased their scores on the posttest as compared to the pretest. However, for the variable cells "41-60" and "some college or more" the differences within each cell between the pre and post tests were not significantly different. The variable cells "female" and "61 or older" reflected a statistically significant difference at the .02 level, while the variable cell "high school graduate" reflected a statistically significant difference at the .05 significance level. The variable cells "male," "18-40" and "less than high school graduate" reflected a statistically significant difference at the .20 significance level. It can be concluded from these findings that all variable cells reflected a significant increase on the posttest as compared to the pretest, except for variable cells "41-60" and "some college or more." Possible explanations as to why the film did not significantly increase awareness for these two variables cells can again include: the structure of the film's

presentation and/or the viewer's inability to cognize the film's presentation of the material.

The responses of the total sample (36) were analyzed on the pre and post test considering each respondent's overall questionnaire score when Question Three was excluded. This was done to determine if a significant increase in awareness of organized crime would still occur on the posttest. It was found that even after excluding Question Three from analysis that there was still a significant difference at the .01 significance level. It can be concluded then from this finding that the film significantly increased awareness of organized crime even after Question Three was excluded. That is to say that the apparent success of the film in increasing awareness of organized crime was not spuriously related to one question. There was still a significant increase in awareness after Question Three had been excluded from analysis.

In analyzing the second section of the questionnaire which asked the respondent to "Please list the ways that you, as a citizen, can combat organized crime," it was found that 78 per cent of the total sample (28 of 36) did not increase in the number of correct answers on the posttest. It is concluded, therefore, that a majority of respondents in the sample under study did not increase their awareness in regard to learning new methods that a citizen can use to combat organized crime.

Recommendations

Several recommendations can be made from this research which has been concerned with determining whether or not the film.

Your Silent Partner, changes awareness of organized crime. It is recommended that further research on this study be conducted on a major scale. Studies replicating this research should: (1) develop a larger sample, (2) develop random sampling techniques that would permit parametric statistics to be used, and (3) focus attention on other American cities. Follow-up studies to this research should consider: (1) whether or not individuals or groups studied retain the knowledge learned in the film, (2) whether those under study put their new knowledge into action in an effort to combat organized crime and (3) additional research variables such as socio-economic milieu, intelligence, motivation, film literacy, and previous conditioning.

This research has shown that public awareness of organized crime can be increased by a public education film on the topic. It is recommended that additional organized crime films of this nature be developed. Further films developed on this topic should focus attention to creating a greater increase in awareness of organized crime in such areas as considered in Question One, Two, Four, Five, and Six. Further films should seek to more greatly increase a citizen's awareness as to how one may combat organized crime. The development of organized crime films should also focus attention on increasing awareness equally among all adult age levels and educational levels.

APPENDIX A

Application for Federal Grant

"Notes taken from Application for Federal Great, "Fublic Education on Organized Crime," Office of Criminal Justice Programs, Lewis Cass Building, Landing, Michigan, September, 1973.

APPLICATION FOR FEDERAL GRANT*

Applicant Agency County of Oakland, Pontiac, Michigan
Project Title Public Education On Organized Crime
Functional Area Organized Crime
Date Application Submitted April 20, 1971
Type of Application Revision
Grant Period from July 1, 1971 to June 30, 1972
Project Period from July 1, 1971 to June 30, 1972
Governmental Agencies Represented Oakland County, Prosecutor's Office State Planning Control Number 0583-01

This project will provide a public education effort on organized crime through the public media. The goal is to present a state-wide educational effort with particular concentration on the southeastern portion of the state. The project will include development of a 54 minute, 27 second motion picture, television and radio commercials, and newspaper advertisements and educational literature to be used in conjunction with the motion picture. This material will be distributed upon approval of the Organized Crime Prevention Council. Evaluation will be based on the project material and the frequency of its utilization by the media.

Detailed Narrative Description of Project

I. The Problem

This project is intended to deal with a problem which exists across the nation, but particularly in Michigan. An additional problem is the absence of any accurate, widely available information regarding organized criminal activity. Little information available to the public in Michigan offers any insight into the nature of organized criminal activity or its impact on the Michigan public. The consequences of the problem are threefold: (1) a lack of public support for efforts to control organized crime, (2) a resulting lack of financial support of these efforts, and (3) an apathetic attitude.

Only one fact can be supported to describe the existence of this problem. No educational material regarding organized crime has been developed anywhere, not in Michigan certainly. Some written material has appeared, such as the State Comprehensive Plan, the President's Commission Report and various newspaper articles, but this material is not educationally oriented and reaches only a very small audience.

Two basic factors underlie the absence of public information: (1) the difficulty of explaining the organized crime problem, and (2) the difficulty in overcoming popular misconceptions about organized crime. Unlike most other crime problems which are physical and observable, organized criminal activity is subtle and rarely observable

^{*}Notes taken from Application for Federal Grant, "Public Education on Organized Crime," Office of Criminal Justice Programs, Lewis Cass Building, Lansing, Michigan, September, 1973.

to the untrained eye. Because the thrust of organized crime is to supply illegal goods and services for which there is a substantial public market, education must always overcome a public reluctance to consider the providing of such goods and services as wrong. Finally, the inseparable companion of organized crime, corruption of public officials, is difficult to present in a manner which informs the public of the problem but protects honest public officials from unwarranted suspicions.

The second major cause for the need to present accurate public information is the presence of so much inaccurate information. Between the notion, often forwarded by public officials, that there is no organized crime problem in Michigan and the romantic, highly stylized presentations made on popular television series which purport to present organized crime cases, the public has only fiction upon which to make judgments. Perhaps the need for public education would be much less, if the misconceptions were not so widespread.

Every law enforcement agency which pursues organized crime investigations and prosecutions is aware of the impact the absence of public information has on its activities. While there is certainly no consensus on the manner in which lack of public support for organized crime control efforts can be overcome, there is substantial agreement that a successful public education effort would make enforcement easier and more effective. An informed public would be better capable of recognizing an organized crime in progress and reporting it to appropriate authorities. More important, an educated public could do much to prevent organized crime activity from ever starting a new operation.

The Oakland County Prosecutor's Office has been involved in the investigation and prosecution of organized crime cases for several years. While it is by no means the only agency which could implement this project, it is presently prepared to do so. The office will work with all interested law enforcement agencies in supplying resource material and direction to the producer with the Organized Crime Prevention Council to produce the final materials.

II. Relative Priorities

The general problem of organized crime has been identified as a major priority by the state and most Detroit metropolitan law enforcement agencies. Public education regarding organized crime is most necessary, since it underlies and complements all other forms of control. As indicated above, there is no attempt presently underway which can alleviate the problem. This means that control must be sought largely without the support of the public and with inadequate finances. Education is needed to develop both kinds of support.

Oakland County considers organized crime to be a priority. Several agencies within Oakland County now have active organized crime investigative units, and the Prosecutor's Office has prosecuted a number of cases.

This project is not, of course, the first priority of Oakland County, which has submitted several applications of higher priority. It is hoped that this project will not jeopardize these priorities. However, this project is viewed in terms of Oakland County's internal priorities; the project is a major importance. It will never become the first priority of any single agency of state or local government.

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The project will benefit the law enforcement agencies in Wayne, Oakland, and Macomb counties to the greatest extent.

All law enforcement agencies in these counties must cope with an organized crime problem. Most of the agencies rank the problem as a major priority, including the agencies in Oakland County.

The public education problem is identified as a major priority in the State Comprehensive Plan. One program is devoted to the resolution of this problem.

While a project of the size proposed below cannot fulfill all public education needs, it can serve to break down present misconceptions. In addition it can acquaint the public with ways to recognize organized crime and begin some movement toward public support against organized crime.

III. Goals and Objectives

This project has three major goals. The first is to produce the following educational materials:

- (1) A 16 m.m. color-sound documentary film, 54 minutes and 27 seconds (65 prints);
- (2) A series of six television commercials of 60 seconds and 30 seconds and 10 seconds (468 prints);
- (3) A series of radio commercials of 60 seconds and 30 seconds (736 prints)
- (4) A newspaper advertisement promoting the documentary film (42 copies);
- (5) A four-page document to be distributed for use in conjunction with the documentary film (600,000 pieces revised to 700,000 pieces).

The second goal is to seek and secure public service time from all radio and television stations throughout the state for airing the films and commercials. Michigan's 34 television and 184 radio stations are to be solicited.

The third goal is to establish a library-depository system for the documentary films which are used by the television stations. The depositories will maintain the films for public use. The promotion of the film through school systems and educational associations will be included in reaching this goal.

Public education through the media presents measurement difficulties. To permit an accurate assessment of the scope and frequency of presentation, several measurements will be made:

- (1) A list of original distribution to radio and televison stations;
- (2) A log of use by radio and television stations;
- (3) A log of use after forwarding to the library-depositories;
- (4) A list of distribution of the documentary film supportive literature.

Impact measurement, although desirable, will be impossible, since it would double project costs.

IV. Methods and Procedures

In order to accomplish these goals within the project period the applicant intends to utilize a consultant firm with experience in the development of public service documentary motion pictures. The applicant intends to select the contractor through the normal contractual procedures of Oakland County. The contractor will be required to have experience in the production of public service films and commercials, to show evidence that the members of its staff assigned to produce the material possess experience and knowledge of the crime problem in general and of the organized crime problem in particular, to demonstrate capability to seek and secure air time from the media, to provide the material in the amounts indicated at a cost of no more than \$65,000 to the Office of Criminal Justice Programs (grant amount) and to produce a minimum of \$12,750 as a cash contribution to the project from sources acceptable to the Office of Criminal Justice Programs.

Because the requirements are imposed the applicant does not believe that competitive bidding will be beneficial. Preparation of requests for proposals and the subsequent procedures leading to selection of a contractor will be time consuming and unproductive. Only one bid is anticipated, that being the Shana Corporation. Since Oakland County can contract with the corporation without submitting to a competitive bidding process, the county intends to do so, if the award is granted. If approval of a sole source contract is required from either the Office of Criminal Justice Programs or the Law Enforcement Assistance Administration, this application is a request for such approval.

A formal contract to perform these services will be executed between the county and Shana Corporation. The contract will incorporate all terms and conditions of this application made by the Office of Criminal Justice Programs and the guidelines and regulations imposed upon grants made under the Crime Control Act of 1970. The applicant will consult with the Organized Crime Prevention Council (OCPC) of the Office of Criminal Justice Programs concerning the contract prior to its execution.

For purposes of this project the applicant proposes three methods of control on the performance of the project. The project director will be the Oakland County Prosecutor, Thomas Plunkett.

Mr. Plunkett, as project director, will retain decisionary powers on a daily basis, will advise the OCPC of progress and problems, and will insure that all reports required under the grant award are furnished to the Office of Criminal Justice Programs at the required times. The applicant proposes that a technical advisor be selected by the OCPC to be available as needed by the consultant, during the production of the materials. This advisor will be charged with the responsibility of maintaining the integrity of the presentation, insuring that the documentary presents an accurate portrayal of organized crime in Michigan. The technical advisor should be a member of one of the six agencies represented in the OCPC. His time should be considered as a matching cost of the project.

The applicant proposes also that the project director, Mr. Plunkett, be designated as an Ad Hoc member of the OCPC for the purposes of the grant. He should be entitled to vote in all matters related to the grant which are described below, except, of course, the decision of whether to award the grant. For purposes of administering the grant, the applicant proposes that the OCPC exercise the following responsibilities:

(1) Aid the project director in developing and awarding a contract for production of the material;

- (2) Provide resource material to the contractor to be used as background in formulating the documentary;
- (3) Provide their personal time and time of individuals within their agencies to the contractor for purposes of developing the documentary material;
- (4) Select one individual from among their agencies to serve as the technical advisor described above;
- (5) Review and approve all working scripts prior to the beginning of any production;
- (6) Review and approve all material produced before release and distribution;
- (7) Work with the contractor to evaluate the final products and results of the project.

Upon receipt of the award the following activities will take place:

- 1) Consultation with OCPC
- 2) Award of Contract
- 3) Objectives Meeting
- 4) Research
- 5) Development of Script
- 6) Review of Script
- 7) Designation of Technical Advisor
- 8) Production of Documentary
- 9) Review of Product
- 10) Development of Radio and Television Commercials
- 11) Review of Commercial Scripts
- 12) Production of Commercials
- 13) Review of Commercials
- 14) Supplementary Literature for Documentary
- 15) Distribution Schedule
- 16) Distribution
- 17) Material Use of Logs
- V. Evaluation

As stated above, evaluation of the impact of this program is nearly impossible within the means of the crime control program. The costs of an impact evaluation using market research techniques would be excessive. In addition, the project is premised on the notion that the impact will be substantial and favorable, if the material is well done and receives statewide play.

Evaluation will be done in a less ambitious manner. It is suggested that the OCPC prepare a written evaluation of the project based upon its satisfaction with the organization, execution and results of the contractor's effort. Use logs will provide insight into the actual amount of coverage regionally and statewide. From these logs the contractor will be asked to estimate the number of individuals who have seen the documentary and the commercials.

Evaluation of project performance and progress will be done through quarterly reports, period inspections of the Office of Criminal Justice Programs and the review of OCPC.

APPENDIX B

A Description of Youngstown, Ohio
Its Metropolitan Area, and Its Population

A DESCRIPTION OF YOUNGSTOWN, OHIO ITS METROPOLITAN AREA, AND ITS POPULATION

"Youngstown is located in the northeastern part of Ohio, five miles from the Pennsylvania line, and midway between Cleveland and Pittsburgh. It is the center of the fourth largest steel producing district in the country.

Youngstown's population according to the 1970 census of 140,909 [sic] is comprised of approximately 45,100 families. The Youngstown-Warren Metropolitan Area has a population of 536,836 [sic] with a trading area population of 800,000. . .

The area within the City is approximately 35 square miles. The metropolitan area has a radius of 20 miles.

Youngstown has a Home Rule Charter form of government. The Mayor is the chief executive officer, elected for a term of two years. The legislative power of the City is vested in Council composed of the President and seven members elected for a term of two years.

Youngstown is the county seat of Mahoning County. The valuation of its personal property and real property and intangible property is \$472,222,254 and its bonded debt is \$23,769,700 which includes all types of outstanding bonds, except school bonds.

While the Youngstown District is primarily recognized as a great steel center, there is a wide diversity of manufacturing in this area. Mechanical and moulded rubber goods, electric lamps, aluminum chairs, steel office furniture, fine leathers, rolling mill equipment, automotive parts, automotive assembly, truck assembly, aluminum extrusions,

steel building specialties, paint, slacks, raincoats, plastics, electronic equipment, paper envelopes and many other different products add to the manufacturing importance of Youngstown."*

A final characteristic of the city and its metropolitan area has been the historical presence of organized crime. **

The following data indicates the characteristics of the City of Youngstown and its metropolitan area's population by race, sex, age, nativity--parentage, and education according to the 1970 census.

ALL PERSONS	536003	139788
White	483796	103765
Negro	50621	35285
AGE BY SEX		
All Males	260112	66678
15-19 Years	25404	6744
20-24 Years	17854	5463
25-34 Years	28710	6372
35-44 Years	30539	7011
45-54 Years	34110	8776
55-59 Years	13511	3693
60-64 Years	10344	3045
65-74 Years	13433	4513
75 or Older	8461	2979
All Females	275891	73110
15-19 Years	25595	6857
20-24 Years	20761	5903
25-34 Years	30907	6936
35-44 Years	33187	8091
45-54 Years	36489	9747
55-59 Years	14219	4271
60-64 Years	11363	3535
65-74 Years	16831	6051
75 or Older	11604	4101

^{*}The Youngstown Chamber of Commerce, The Youngstown Story (1973).

^{**}Ralph Salerno and John S. Tompkins, <u>The Crime Confederation</u> (New York: Popular Library Eagle Books, 1969), pp. 251,314.

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NATIVITY--PARENTAGE

All Persons	536003	139720
Native of Native		
Parentage	419063	103662
Native of Foreign		
or Mixed Parentage	92282	27014
Foreign Born	24658	9033

EDUCATION

Persons 25 Years or Older	293900	79069
No school years completed	4792	2077
Elementary		
1-4	9075	3903
5-7	26462	9807
8	33860	10109
High School		
1-3	66698	19549
4	108682	23817
College		
1-3	23931	5562
4 or more	20400	4245
Median School Years		
Completed	12.1	11.1
Percent High School		
Graduates	52.1	42.5

APPENDIX C

Questionnaire

QUESTIONNAIRE

1.	Do you live in the ci area?yes	ty of Youngstown or the greater Youngstown
2.	What is your sex?	malefemale
3.	What is your age?	18-30 years
		31-40 years
		41-50 years
		51-60 years
		61 years or older
4.	What is your level of	education?
		grade school
		some high school
		high school graduate
		some college
		associate or technical degree
		college graduate (4 years)
		some graduate school
		graduate or comparable degree
	EASE LIST THE WAYS THAT	some post-graduate work
		professional, Ph.D., or comparable degree
sui		swer to each of the following questions. Be ers before you circle the best answer. Also, wer.
1.	Organized crime is ma	de up of A. Italians only
		B. Italians and Sicilians only
		C. No Blacks
		*D. All ethnic and racial groups E. None of the above
2.	The Mafia A. is il	legal
		not exist
	*C. is on	ly part of organized crime
	D. both	A and C
3.	Organized crime's maj	or source of illegal income is
	A. narco	tics
	*B. gambl:	
		sharking
		itution
	E. bootle	egging was a second of the contract of the con
	mush the day was a	

by presenting public officials to publically expose organ-

reporting evenised criminal activities *correct answer

- 4. Every year organized crime takes from the American public
 - A. thousands of dollars
 - B. millions of dollars
 - *C. billions of dollars
 - D. trillions of dollars
- 5. Organized crime A. is involved in overthrowing the American government
 - B. is involved in taking advantage of the American governmental and political system as it is
 - C. is involved in investing illegal income into legal business
 - D. both A and C
 - *E. both B and C
- 6. It is possible for organized crime to exist because
 - *A. of the structure of organized crime
 - B. there are no laws to fight organized crime
 - C. organized crime is not really harmful to society
 - D. all of the above

PLEASE LIST THE WAYS THAT YOU, AS A CITIZEN, CAN COMBAT ORGANIZED CRIME.

The correct answers are listed as follows:

- 1. by not participating in gambling activities (or otherwise participating in organized criminal activity)
- by voting for legitimate politicians (and as a result of this, getting proper legislation passed which is needed to fight organized crime and reduce corruption)
- 3. by giving leadership to the youth in regard to organized crime
- 4. by supporting law enforcement efforts to fight organized crime
- 5. by improving the Criminal Justice System
- by removing the veil of respectability enjoyed by organized criminals
- 7. by becoming less apathetic toward organized crime
- 8. by public education of oneself and other members of the public in regard to organized crime
- 9. by reporting organized criminal activities
- by pressuring public officials to publically expose organized criminals

APPENDIX D

Data

DATA

Over all group scores	Pretest	Posttest	Difference	Rank
scores 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27	3 3 8 7 6 2 6 1 2 5 7 3 2 6 3 7 5 3 7 2 6 7 4 5 4 5 4 7 4 7 4 7 4 7 8 7 8 7 8 7 8 7 8 7 8 7	3 4 9 7 7 2 7 2 1 6 7 5 3 7 6 3 9 3 7 8 5 5 4 4 8	0 -1 -1 0 -1 0 -1 1 -1 1 -1 0 -2 -1 -1 -1 -1 -1 -1 -1 -1 -1 -1 -1 0 -2 -1 -1	-9 -9 -9 -9 -9 -9 -9 -21 -9 -9 -21 -9 -9 -9 -9 -9
28 29 30 31 32 33 34 35 36	7 6 5 4 5 4 5 6 6	8 8 5 7 5 6 7 8 7	-1 -2 0 -3 0 -2 -2 -2 -2	-9 -21 - -25 - -21 -21 -21 -9

	Pretest	Posttest	Difference	Rank
Males				
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17	6 2 6 7 7 7 3 8 7 6 5 4 5 4 5 6	7 2 7 7 9 8 4 8 8 8 5 7 5 6 7 8 7	-1 0 -1 0 -2 -1 -1 0 -1 -2 0 -3 0 -2 -2 -2 -1	-3.5 -3.5 -9 -3.5 -3.5 -3.5 -9 -12 -9 -9 -9 -3.5
Females				
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19	3 8 7 1 2 5 3 2 6 3 7 5 3 2 6 4 5 4	3 4 9 7 2 1 6 5 3 7 5 7 6 3 3 7 5 5 4	0 -1 -1 0 -1 1 -1 -2 -1 -1 -2 0 -1 -1 0 -1 0	-6 -6 -6 -6 -12.5 -6 -12.5 -6 -12.5 -6 -6 -6 -6 -6

	Pretest	Posttest	Difference	Rank
Age Level				
18-30 1 2 3 4 5 6 7 8 9 31-40 1 2 3 4	3 6 2 3 7 6 6 6 5 5 5	4 7 2 5 7 7 8 5 5 5	-1 -1 0 -2 0 -1 -2 0 0	-2.5 -2.5 -6 -2.5 -6 - -2.5 -6 -
				T=0
41-50 1 2 3 4 5 6 7	7 1 3 7 4 5 6	7 2 4 8 7 7 8	0 -1 -1 -1 -3 -2 -2	- -3.5 -3.5 -3.5 -10 -8 -8
51-60 1 2 3 4 5	6 6 4 4 6	7 7 4 6 7	-1 -1 0 -2 -1	-3.5 -3.5 - -8 -3.5
				T=0

	Pretest	Posttest	Difference	Rank
Age Level				
61 or older				
1	2	1	1	4
2	5	6	-1	-4
3	7	7	0	_
Some 4 leh echool	2	3	-1	-4
5	3	5	-2	-8
6	5	6	-1	-4
7	3	3	0	-
8	2	3	-1	-4
9	7	8	-1	-4
10	4	5	-1-3	-4
11	5	5	0	-

T=4

	Pretest	Posttest	Difference	Rank
Educational level				
Grade school	4	5	-1	-3
1	4		-	
Some high school	1	2	-1	-3
1 2	2	1	1	3
3 duate / 4 d	7 2	7 3	0 -1	-3
5	2 4	3 7	-1 -3	-3 -6
				T=3
				1-3
High school graduate				
Some pril -graduate	8	3 9	0 -1	2.5
3 4	7 2	7 2	0	-
5		6	-1	-2.5
7	5 3 3	5	-2 -2	-6.5 -6.5
8 9	7 3	7 3	0	_
10 11	7	8 4	-1 0	-2.5
12 13	8	8	0 -2	-6.5
14 15	5	7 7	-2 -1	-6.5 -2.5
				2.3
				T=0
Some college				
1 2	3 5	6	-1 -1	-4.5 -4.5
2 3 4	3 5 6 3 7	7 4	-1 -1	-4.5 -4.5
5		8	-1 -1 -2	-4.5 -10
5 6 7 8	6 5 5	8 8 5 5	0	-10
0	,	3	U	Bell Profit

	Pretest	Posttest	Difference	Rank
Educational level				
College graduate				
1	6	7	-1	-4.5
2	6	7	the litera-laws	-4.5
3	5	5	0	-
4	6	8	2	-10
Bors, Walter R. and	Call Heredy	D. Scholast	essi Research	Rev York :
Some graduate				
school				
1 actorices.	6	7	t. Fore-lan and	-4.5
Graduate or				
comparable				
degree				
Charters 1 W. W. No.	7	9	-2	-10

Some post-graduate work (no respondents)

Professional, Ph.D., or comparable degree (no respondents)

Dale, Edgar, of My. Rotton Figures to Education: A Surmary of the T=0

Outputy, Richard, Top Social Feetity of Crime, Roston: Little Brown

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