

# **THE POSITIVE TICKET PILOT PROGRAM: A FEASIBILITY STUDY**

The Want, the Will and the Way  
For a Positive Ticket Pilot Program in Côte-des-Neiges/NDG

Prepared for the Black Community Resource Centre  
Côte-des-Neiges, Montreal

Submitted by:  
Katherine Low  
JMSB MBA Candidate 2010  
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## Table of Contents

|  |           |
|--|-----------|
| <b>EXECUTIVE SUMMARY .....</b>                                     | <b>4</b>  |
| <b>1. INTRODUCTION .....</b>                                       | <b>6</b>  |
| 1.1 PURPOSE .....  | 6         |
| 1.2 AUDIENCE.....  | 6         |
| 1.3 WHAT IS THE POSITIVE TICKET PROGRAM .....                      | 6         |
| <b>2. RATIONALE .....</b>  | <b>7</b>  |
| 2.1 MOTIVATION FOR A POSITIVE TICKET PILOT PROGRAM .....           | 7         |
| 2.2 POSITIVE TICKET SUCCESS.....                                   | 7         |
| <b>3. METHODOLOGY AND RESULTS: DETERMINING THE WANT .....</b>      | <b>10</b> |
| 3.1 FOCUS GROUPS.....  | 10        |
| 3.1.1. <i>Youth Feedback</i>                                       |           |
| 3.1.2. <i>Youth Workers Feedback</i>                               |           |
| 3.1.3. <i>Focus Group Limitations</i>                              |           |
| 3.2 QUESTIONNAIRES.....  | 21        |
| 3.2.1. <i>Youth Feedback</i>                                       |           |
| 3.2.2. <i>Youth Workers Feedback</i>                               |           |
| 3.2.3. <i>Questionnaire Limitations</i>                            |           |
| 3.3 INTERVIEWS .....   | 26        |
| 3.3.1. <i>SPVM Commanders – PDQ 26 and PDQ 11</i>                  |           |
| 3.3.2. <i>Borough of Côte-des-Neiges /NDG</i>                      |           |
| 3.3.3. <i>Outside Input</i>  |           |
| 3.4 COMMUNITY FEEDBACK SUMMARY.....                                | 30        |
| <b>4. OPERATIONS: DETERMINING THE WILL .....</b>                   | <b>30</b> |
| 4.1 BUSINESS INVOLVEMENT .....                                     | 31        |
| 4.1.1. <i>Ticket Donations</i>                                     |           |
| 4.1.2. <i>Pilot Program Funding</i>                                |           |
| 4.1 CITY INVOLVEMENT.....  | 33        |
| <b>5. RECOMMENDATIONS: DETERMINING THE WAY .....</b>               | <b>33</b> |
| 5.1 INITIAL STEPS.....   | 33        |
| 5.1.1. <i>The Need for Further Study – Youth</i>                   |           |
| 5.1.2. <i>The Need for Further Study – Police Force</i>            |           |
| 5.1.3. <i>The Need for Further Study – Community Organizations</i> |           |
| 5.2 STEPS TOWARDS A STABLE FOUNDATION.....                         | 39        |
| 5.2.1. <i>The Need for Education</i>                               |           |
| 5.2.2. <i>The Need for Specific Interaction</i>                    |           |
| 5.3 PILOT PROGRAM DESIGN .....                                     | 41        |
| 5.3.1. <i>Pilot Program Name</i>                                   |           |
| 5.3.2. <i>Ticket Warrant</i>                                       |           |
| 5.3.3. <i>Pilot Program Tracking</i>                               |           |
| 5.3.4. <i>Ticket Design</i>  |           |
| 5.4 PILOT PROGRAM ORGANIZATION .....                               | 45        |

- 5.4.1. *BCRC Staffing*
- 5.4.2. *Gathering Donations and Obtaining Funding*
- 5.4.3. *Pilot Program Publicity*
- 5.4.4. *Pilot Program*

|                                  |           |
|----------------------------------|-----------|
| <b>6. BUDGET</b> .....           | <b>49</b> |
| <b>7. CONCLUSION</b> .....       | <b>50</b> |
| <b>8. ACKNOWLEDGEMENTS</b> ..... | <b>50</b> |
| <br>                             |           |
| <b>REFERENCES</b> .....          | <b>51</b> |
| <b>APPENDIX 1</b> .....          | <b>52</b> |
| <b>APPENDIX 2</b> .....          | <b>56</b> |
| <b>APPENDIX 3</b> .....          | <b>69</b> |
| <b>APPENDIX 4</b> .....          | <b>81</b> |

## **Executive Summary**

The Positive Ticket Project was started in Richmond BC, and aims to improve the relationship between youth and police by way of positive interaction. Officers give out the positive tickets to neighbourhood youth displaying positive behaviour, which can be as simple as engaging in safe play or helping a community member. The positive tickets, which are business card size with positive messages printed on them, are combined with gift vouchers donated by and redeemable at local businesses. The real value of the project lies in the positive communication and interaction it creates between the officer and the youth. The Black Community Resource Center in Côte-des-Neiges wishes to implement a Positive Ticket Pilot Project in their neighbourhood in the summer of 2010.

This feasibility study is broken into 3 main parts: determining the want from the community for such a project in Côte-des-Neiges /NDG, determining the will from businesses and possible funders to make the project possible, and determining the way to implement the project, such that maximum success is guaranteed.

Given the escalating tensions between youth and police in Montreal over recent years it is clear that efforts must be made to lessen the strain on the relationship, yet feedback collected from 40 youth and 15 youth workers suggests that the community of Côte-des-Neiges /NDG is not ready for a Positive Ticket Pilot Project. The relationship between youth and police as perceived by youth and youth workers in the community is too volatile to support random and unmediated interaction, and as such efforts to bring the two sides closer together must be made before implementing the pilot project. Additionally, feedback from the police was not possible so further study is required.

Without feedback from the police, determining the will from local businesses and larger companies was difficult. Without guaranteed police involvement companies were hesitant to commit to funding, but were still interested in the concept of the project. As

such, feedback provided does not give an accurate representation of the will to support the project in the long run, but does support the lack of will at the current moment to sufficiently donate to and/or fund the pilot project.

It was possible, given the feedback provided, to make certain recommendations with respect to the way of developing an environment in Côte-des-Neiges /NDG that would eventually support a Positive Ticket Pilot Project. These recommendations include further study of the involved community members, increased education for police officers and community youth, and steps to bring the two sides into closer, mediated contact. Recommendations were made for a Pilot Program Design specific to the community of Côte-des-Neiges /NDG, as well as for the organization and additional requirement that the Black Community Resource Center will need for developing such a program in order to ensure its sustainability, its awareness throughout the community, and its funding. Finally, an itemized list of budgetary considerations was established if and when, the pilot project is launched.

For now however, it is not recommended that the Black Community Resource Center implement a Positive Ticket Pilot Project in Côte-des-Neiges /NDG as police involvement could not be guaranteed, and the relationship between youth and police appears to be too damaged to support such a project. It is recommended that efforts be made to overcome these obstacles, after which point the Black Community Resource Center may revisit the possibility of implementing a Positive Ticket Pilot Project in their community.

## **1. Introduction**

This study was prepared for the Black Community Resource Center, and was made possible by the commitment from the Community Service Initiative at Concordia's John Molson School of Business.

### **1.1 Purpose**

The purpose of this feasibility study is to give an in depth report of the feedback obtained from the community of Côte-des-Neiges /NDG with respect to the Positive Ticket Pilot Program, and to outline the best course of action for designing and implementing a Positive Ticket Pilot Program based on the gathered insight and opinions.

### **1.2 Audience**

The Identified Key Stakeholders for the pilot program include:

- Black Community Resource Centre
- Montreal Police: PDQ 26 (Côte-des-Neiges) and PDQ 11 (Notre-Dame-de-Grace)
- Côte-des-Neiges /NDG youth
- Côte-des-Neiges /NDG merchants
- Côte-des-Neiges /NDG community organizations
- Private and Public donors
- Borough City Officials

### **1.3 What is the Positive Ticket Program?**

In 2003, Superintendent Ward Clapham of the Royal Canadian Mounted Police wanted to help re-invent the way policing occurred in his community by shifting the police mindset from reaction to crime, to prevention of crime. This desire for change led to Clapham's conceptualization and development of the Positive Ticket Program which aims to bring police officers into positive contact with youth by "catching kids doing things right..." Based on advanced leadership principles, the Positive Ticket Program is

one of many initiatives currently implemented in Superintendent Clapham's district and creates community positivity in a new and innovative way.

The premise of the project is simple: police officers are armed in full – with positive tickets. These tickets are business-sized cards printed with a positive message and are combined with vouchers for goods donated by and redeemable from local participating stores. Simple in concept yet abundant in positive results, officers simply give out the positive tickets to neighbourhood youth displaying positive behaviour. This positive behaviour can be as simple as engaging in safe play or helping a community member, and tickets can even be awarded to youths if an officer has heard about positive behaviour having been displayed by an individual in schools, community centers or out in public.

While on the surface the interaction may be about officers rewarding youths for positive behaviour with fun, donated goods such as movie tickets or food coupons, the real value lies in the positive communication between the officer and the youth. The positive ticket is merely a foot in the door to an open, honest and positive conversation allowing the officer and the youth to make a constructive and lasting connection.

## **2) Rationale**

### **2.1 Motivation for a Positive Ticket Pilot Program**

It can no longer be denied that tensions between Montreal minority youth and police and the mounting violence in our streets have reached an intolerable level. All it takes is a quick look through recent media publications to find titles such as “One year after fatal police shooting, tension remains between youth and cops” (The Canadian Press, August 6 2009) or “Montreal North neighbourhood fears culture of violence developing among youth” (The Canadian Press, June 17 2009). These articles, among many others, report significant and rapidly spreading tensions between youth and police in Montreal and describe the “knee-jerk reaction of violence towards police” as demonstrated by

youth. During the summer of 2009, one particular interaction in Montreal involved up to 75 youths clashing with police in helmets, wielding riot clubs (Banerjee, 2009). Unfortunately, these are not one-time incidences. We must ask ourselves: What are we doing to prevent this?

Brandstatter and Brennan (1967) offer a suggestion: "What is required is more individual and collective awareness of the need for involvement of all agencies and social forces in the community to do everything possible for the good of its youth." However, given the effect of police actions, attitudes and intentions as perceived by youth and the resulting relationship that ensues, "...by default, it falls upon the police to initiate positive action and to develop programs that will involve elements of the community in the preventative aspects of police work. In this way the community may find some solutions or ameliorations of its complex problems." (Brandstatter and Brennan, 1967, p.190)

## 2.2 Positive Ticket Success

While implemented in many cities across Canada including Grand Prairie and Calgary Alberta, St. John's Newfoundland, Sunshine Coast B.C., Wetaskiwin Alberta to name a few, the most notable effects of the Positive Ticket Program have been seen in Richmond B.C and in Scarborough, Toronto.

Richmond B.C., the Program 's founding city, has noted incredible positive success following the implementation of the Positive Ticket Program. According to Superintendent Clapham, with the involvement of 250 police officers more than 40,000 tickets have been handed out per year since the program 's inception. The program has contributed to an increase in trust between officers and youth, and has helped the city reduce its crime rate by more than 20%. It has become a significant piece of the puzzle in preventing crime and increasing harmony and trust in the city.

Faced with an escalation of young people becoming involved in violence and criminal activity, police and city officials in Scarborough Toronto felt it was time to make a change. Inspired by the results in Richmond, Superintendent Robert Qualtrough of Toronto City Police Division 41 and Scarborough City Councillor Michael Thompson started the process of implementing the program in their hometown in 2006. 3 years later, they believe strongly that the program was a good way to bridge the gap between police and youth, who admittedly, were used to seeing officers usually in negative situations. Constant negative association built negative feelings towards officers and law enforcement in general, but the Positive Ticket Program has helped change that. Instead of “putting you down”, officers actively engage in motivating youth, and as such Superintendent Qualtrough suggests that the largest effects seen in Scarborough is the change in attitudes of young people *and* police. Through the positivity of the program, police with District 41 have been able to help transform once tense and uneasy relationships with youth into healthy, constructive and friendly ones. The project was successfully run for a fully year before sponsorship ran out, but is still being run by officers in participating schools. Councillor Michael Thompson aims to have the program back up and running in the streets of Scarborough in the coming year.

The city of Scarborough, Toronto has emphasized some of the advantages of positive ticketing:

- It builds positive relationships between police and young people
- It helps to address youth alienation by breaking down communication barriers and opening new avenues of cooperation and understanding
- It involves kids in positive, community-building activities
- It encourages and reinforces good behaviour by youth and police, as police and young people both build on common, positive experiences
- It has been shown to contribute to the reduction of crime
- By engaging businesses to work with the city to prevent youth crime, it can be done for little or no cost

These are merely two examples of many cities describing the positive results and positive feedback from those involved in the program. Based on the hopes that a similar program could lead to similar results in Côte-des-Neiges /NDG, extensive study was conducted over a period of 3 months from October 2009 to December 2009 to determine the want, the will and the way for a successful Positive Ticket Pilot Program in our borough.

### **3) Methodology and Results: Determining the Want**

In order to determine the desire for a program like Positive Ticket in Côte-des-Neiges /NDG, three separate groups were identified and asked for feedback. These included youth of the borough, youth workers of the borough, and police officers from PDQ 11 and PDQ 26.

Unfortunately due to lack of available time and response from the police, officers from PDQ 11 and PDQ 26 did not participate in a focus group, nor did they fill out questionnaires. The Commander of PDQ 26 was available for interview however, and will be discussed following the results from the focus group and questionnaires.

#### **3.1 Focus Groups**

Each youth and youth worker focus group discussion lasted approximately one to two hours, and was used to prompt honest and open feedback with respect to thoughts and feelings on the youth-police relationship in the neighbourhood. The focus groups highlighted group interaction to stimulate discussions of experiences and ideas on the subject of police and youth, and were very effective in this respect.

##### **3.1.1. Youth Feedback**

The following is a representation of the thoughts and feelings, voiced by approximately 40 youth from 3 different youth drop-in centers in Côte-des-Neiges and NDG.

Introductions and information as to why the feasibility study was being conducted were made clear at the beginning of the focus group discussions, as was the history, purpose and rationale of the Positive Ticket Pilot Program. Guidelines and questions were developed in order to keep the focus group on track in discussing the relationship between police and youth, as well as the Positive Ticket Pilot Program in the community. The groups included females and males aged between 14 and 21 years old. Most spoke openly and candidly about their experiences and feelings with respect to their neighbourhood, the officers that patrol the streets and the program.

*How do you feel about police officers in your community?*

Throughout all three focus groups, there was an overwhelming sense that the youth did not trust, nor did they like police officers. These feelings of distrust and dislike stemmed from negative police interactions experienced by the youth – ranging from alleged undue harassment and interrogation to unprovoked beatings and arrests.

*“I’ve been stopped and harassed so many times I can’t even count. Cops eye us up and come over to provoke us, one time I was stopped and interrogated because I was wearing a red sweatshirt. The cop assumed I must have been part of a gang.” (Black Male, 17 years old)*

Causes of the negative perception of police extended past first hand negative police experience to include a variety of second hand experiences – someone’s brother or sister, father or friend had negative experiences and the animosity and distrust has spread throughout the neighbourhood youth.

*“I don’t want anything to do with cops. My friend was shot by a cop ... That’s what happens to you live in this neighbourhood” (Black Male, 20 years old)*

The testimonials from the youth ranged in extremes – some recognized that there were “good” officers out to protect citizens while others felt that there was no hope for the relationship between the two and that, according to one youth “it is what it is, and it

won't ever change." However, all members of the focus group did have a common reaction when it came to police: fear, anxiety, and nervousness. All focus group participants voiced their unease around uniformed police officers and explained that the presence of a police officer could only mean imminent trouble for the youths.

*"It makes me nervous when I see them coming. You know, it's like I KNOW I'm in for an hour of interrogation and harassment and all they want to do is find out what I did wrong. They've already decided I'm bad before they even talk to me." (Afro-Hispanic Male, 18 years old)*

All youth voiced their unease with respect to police officers in uniform, and the weapons (guns, batons) that they carried. Even discussing the visuals of police officers was enough to create distress and chaotic discussion. None of the youths knew any police officers personally, nor did they feel as though the officers clearly understood the actual intentions of officers in the neighbourhood. Finally, there were certain reoccurring themes throughout all three focus groups – the most significant ones being the belief that police abuse their power, that they actively search for negativity in youth and that the concept of a "positive interaction" with police has never happened, nor would it. It is clear from the reaction across the groups that youth from Côte-des-Neiges and NDG do not have a positive view of police officers in their neighbourhood, and that their negative perception of the police is deep-rooted.

*What do you think police officers feel about you?*

The focus group participants in all three drop-in centers felt that police had a misguided and negative perception of youth in the borough of Côte-des-Neiges and NDG, and that the officers did not like, respect or care for the youth. The feedback provided suggested that youth believed that police actively looked for negative behaviour and that officers specifically targeted youth based on their dress and skin colour. Additionally, the focus groups had strong beliefs that police officers from their neighbourhood had preconceived notions of visible minorities and their association and involvement with negative and illegal behaviour.

*"I know when cops see me dressed hip-hop, they think I'm dealing drugs or that I'm gangster ... This is just the way I like to dress." (Black Male, 20 years old)*

The focus groups did agree however, that part of a police officer's job is to prevent crime and that their actions were not always wrong or undeserved. The majority of the youth agreed that the police had a difficult and stressful job, and that there was an element of truth to the perception that youth in the neighbourhood caused trouble and engaged in illegal activities. The conclusion however, was that instead of police focusing on the individuals proven to have been associated with this illegal behaviour, that they assumed all youth who looked the same, acted the same.

*"When I get stopped by the cops and I ask what the reason is, they always tell me that I look like someone they're looking for and ... that I "fit the profile of a criminal". Just because the guy they're looking for is black, doesn't mean I'm a criminal too." (Black Male, 17 years old)*

Again it is reasonable to conclude based on the above testimonials that there is a strong youth belief that police in the neighbourhood have negative and biased opinions of youth, which only adds to the distrust and disintegration of the already shaky police-youth relationship.

*Why do you think the relationship between youth and police is the way it is?*

The youth from the focus group clearly voiced that the cause of the tension in the relationship was mostly due to ignorance and judgment. The unanimous opinion was that police were not educated enough about the community that they were policing, nor did they understand the youth in the neighbourhood. This, in their opinion, led to police officers assuming the worst about the youth from the community and then acting based on those assumptions. They agreed however that the problems were not necessarily one sided. Youth voiced their concerns about not knowing enough about

why the police acted the way they did, and not understanding the rational and intentions of their actions.

*“The problem is the judgment between each other. Some teens think all cops are bad and some cops think all teens are going downhill so there’s always a negative vibe between them.” (Black Female, 15 years old)*

The causes for the tense relationship extended to include a lack of communication between the two parties, something that the youth felt was a key contributor to the poor relationship and was also something that they were eager to change. All three groups actively invited the police officers to come to their drop-in centers to talk to them about policing, the neighbourhood and how they can work together to make the relationship better, and were all very interested in a mediated sit-down focus group session with the local officers. It was however, made very clear that in order for a “sit-down” with police to happen, it must be within the physical comfort zone of the youth (ie, at a local youth center or at an impartial third party location – *NOT* at a police station).

*“Yeah, I want to have a session with cops so they can see who we are and where we’re coming from and they can explain to us who they are and where they’re coming from.” (Black Male, 16 years old)*

*Do you think there’s a need for a better relationship between youth and police?*

As expected, all youth agreed that the relationship between youth and police was toxic, and that there needed to be a significant change in behaviours in order to nurture a safe and healthy community. That said, the youth were very pessimistic that such a significant change would be possible. They explained that they had always been scrutinized, judged and disrespected by the police and that they didn’t think the nature of the relationship was going to change. This affects the vibe of the community as a whole, creating a more stressful and heated environment. Furthermore there is a

strong perception that an oppressive “police mentality” is cultivated within the force, resulting in officers who aren’t interested in working to make the relationship different.

*Do you think a Positive Ticket Program in your community would work, and would it help the relationship between youth and police?*

The focus group participants immediately rejected the possibility of a Positive Ticket Program working in Côte-des-Neiges /NDG. Their immediate concern was the thought of having to give identification to police, and even once it was explained that no identification would be required, they were still hesitant. They felt that attempting to implement such a program would not only fail, but would result in negative outcomes. The following concerns were brought up, and were a common reoccurrence throughout all focus groups:

- Police would abuse the program:
  - It would give the police a more legitimate reason to stop, interrogate, harass, search and intimidate youth
  - It would be used as a form of bribery, in that police officers would only give the tickets to youth if they gave the officers the required information on specific crimes that had been recently committed. This negative outcome was ubiquitous, and the tickets became dubbed as “Snitch Tickets”
  - It would allow police to demand youth’s identification and information
  - Police would only give tickets to youth they liked
  - Police wouldn’t give the tickets out at all, because their pride wouldn’t let them hand tickets to youth they previously harassed
- Police wouldn’t want to participate in the program at all, and if they were mandated to partake they would do so with resentment
- It would result in additional profiling, in that only youth that police thought were “bad” would be targeted as needing positive reinforcement

- If the recipient of the positive ticket reacted badly (ie, threw it away, didn't want to take it from the officer) it would result in the youth being arrested or ticketed for disrespecting the officer

While the above-mentioned concerns are extremely valid and should be taken into careful consideration, barriers to successful program implementation went further than youth perception of how police would use the Program. These concerns included:

- If the recipient of the ticket accepted the ticket, they would be threatened, beaten up – or worse – by other youths in their community for having “cooperated” with police
- Youth assume that only negative outcome can result from police interaction, so they would run away at the sight of an officer approaching them

The focus group participants were prompted to discuss an ideal situation whereby the officers *DO NOT* abuse the program, and the program runs as intended. This brought up further animated discussion and the feedback was divided into two sides: positive and negative.

Those who voiced negative opinions (ie, do not believe it would help the relationship) with respect to the possibility of the program running as intended were in the majority. They, quite passionately, talked about their sense of pride and determination to be an active and contributing member of their community – for *themselves*, not for “charity” from a police officer. This group was quite offended at the suggestion that police officers should be asked to recognize them for behaviour that “any self-respecting member” of society would display, and felt that if police wanted to ameliorate the current relationship, that officers should start by showing respect, honesty and compassion to their fellow community members. They suggested that officers should

begin by extending positivity of their own free will, and not through a program that was merely part of their job.

Those who were positive about the program should it run properly – a minority of focus group participants – were eager and excited at the prospect of getting free goods for positive behaviour. Extra cell phone minutes, free food and free movie tickets were the most prevalent on the wish list, and the fact that the goods were coming from a police officer did not seem to bother this group. More importantly, a percentage of this group was enthusiastic about a program that would bring the two sides together. They thought it was a “fresh” idea, implying that not only was it new and innovative, but cool and hip. While they were all interested in receiving free goods, they felt that the long-term benefits – the mending of the police-youth relationship – were far more important.

*“Free food is nice, but once it’s gone it’s gone but having a cop talk to me and respect me, that’s icing on the cake” (Black Male, 17 years old)*

### 3.1.2. Youth Workers Feedback

The following is a representation of the thoughts and feelings voiced by approximately 15 youth workers from 5 different youth drop-in centers and youth programs in Côte-des-Neiges /NDG. Again, introductions and information as to why the feasibility study was being conducted were made clear at the beginning of the focus group discussions, as was the history, purpose and rationale of the Positive Ticket Pilot Program. Guidelines and questions similar to those developed for the youth focus groups were created in order to keep the focus on the relationship between police and youth, as well as the Positive Ticket Pilot Program in the community. Members of the youth worker focus groups ranged in ethnic background, and were of mixed gender and varying ages. The following elaborates on the discussions prompted by the focus groups.

*How do you feel about the relationship between police and youth in your community?*

The feedback from these focus groups was similar to the feedback from the youth, in that there was an overwhelming sense that not only was the relationship bad, but that it was getting worse with time. A large majority of the workers felt that police often targeted youth and treated them with disrespect and that the way police looked at, spoke to and dealt with youth further aggravated the situation. Furthermore, these feelings were identical when asked about *their own* relationship with police and most youth workers, especially visible minority females, felt that they were under-represented in the police force. Again, a large majority of youth workers had had significant and extensive negative interactions with police, ranging from arrests, beatings and body searches to intimidation and verbal assault. The reactions from police, they felt, were blown out of proportion and uncalled-for. Not surprisingly, those who had had prolonged negative experience with police felt that the relationship between youth and police would never change.

Conversely, there was consensus that there was still an undeniable amount of justification with respect to *certain* police actions. As one worker explained, a particular percentage of crime and illegal activity *is* carried out by black youth from the neighbourhood, especially those who are known by police to have interactions with drug dealers and other criminals. In that respect, police were thought to be doing their jobs to the best of their ability and in these situations, their intentions were warranted.

*“When youth come up to me to tell me about officer so-and-so who harassed and interrogated them, I always ask ‘what were you doing?’ If they respond that they were in the park drinking 40’s past midnight or whatever, I’ll tell them they deserved it. You’ve got to be real about these situations. Trouble comes to where trouble lays” (Black Male Youth Worker)*

This however, gave rise to further controversy. It was felt that although a certain amount of suspicion directed at specific youth in the borough was justified, that the

police simply associate all youth with criminal activity and that their generalizations have gone too far. While some youths might “bring it on themselves” by engaging in either criminal or unlawful behaviour, police officers must be able to discriminate between the offenders and the law abiding youths – regardless of how they look.

*Why do you think the relationship is the way it is?*

According to these focus groups, a lack of education, a lack of understanding, a lack of communication and a lack of effort were the most common and most significant reasons for the damaged relationship between youth and police.

It was felt that police did not receive a sufficient amount of cultural and community training, resulting in a law enforcement department that did not adequately understand the people they were policing. Without understanding came an alleged lack of respect and an increase in presupposition regarding who youth were, what their intentions may, or may not be and in which activities they may, or may not engage – both in the past, present or in the future. Of course the youth were perceptive of these imposed profiles, and revolted against the inaccurate assumptions. This entrenched the already present lack of communication and furthered the distance between the two groups. The result, once the distance and distaste between groups had been cemented, was an increased lack of effort to reestablish any harmony or change, as the differences between the two parties seemed to considerable to surmount.

*What could be done to make the relationship better?*

The unanimous suggestion was that a lack of education/understanding was the seed of the conflict, and that in order to increase understanding police officers must have further training with respect to the people they police. Cultural, history and communication training was most often suggested, so that police could ameliorate the way in which they approached and spoke to the youth of the borough.

Additionally, it was often suggested that youth were also in need of education and training. More wide spread and available education for youth rights was suggested, as were courses to talk to youth about *how* to interact with police. Due to the already heated relationship between youth and police, youth workers from the focus groups agreed that youth were mostly defensive and “had their backs up” when approached by police. With such tension and hostility already present, even the slightest negative hint from the officers provoked a heightened reaction from the youth and it was felt that if adequate education was provided, youth would deal with police in a less aggressive and eruptive manner.

*Do you think a Positive Ticket Pilot Program in this community would work?*

Those who felt that the program would not work listed many of the same reasons listed by the youth. The most significant barriers to successful implementation of the program included the significant level of distrust between the two groups, the lack of communication and understanding between the two and the lack of respect. The tension between the two parties was thought to be too high and volatile for the police to want to try it or for the youth to accept it.

Those who thought the program could work felt that it would only work in the future, and that it would not be possible under the current circumstances. They felt that there would need to be significant and lengthy attempts to make the relationship better before the program should be launched. If a certain level of reconciliation were achieved, this group felt that using the tickets as a tool to further increase communication and trust would be effective, but that perhaps it should be targeted at younger children (10-17) as older youth “are already set in their ways”. They felt that the program would be a good way to further demystify the police, and to help the community and the police to truly understand each other. *Should* the program proceed, they stress the importance of its launch to stretch over a number of months, and only to begin in open and public places such as concerts and sports games etc.

### 3.1.3 Focus Group Limitations

Due to time constraints, these focus groups do not include the opinions and feedback from a random sample of youths. All youth feedback came from youth center drop-ins, and as such can be considered selective. Additionally, without the representation of police opinions and feedback, the information provided above is one-sided.

### 3.2 Questionnaires

Questionnaires were handed out to youth and youth workers in all participating youth centers. The intention of the questionnaire was to obtain measurable data with respect to specific questions and ideas concerning the need for a Positive Ticket Pilot Program, and the modifications that should be made to best suit the neighbourhood. Additionally, the questionnaires provided means to obtain further feedback with respect to their perception of police, and to obtain information about the youth themselves. More precise information was obtained through the questionnaires that would not have otherwise been possible, as the questionnaires allowed for anonymous responses. Both open and closed questions were posed, with a scale of 1 to 5 (strongly disagree to strongly agree) for the closed questions. A summary of the original copies of the questionnaires can be found in Appendix 2a and 2b.

#### 3.2.1 Youth Feedback

The following feedback came from approximately 27 youths from 3 different youth centers. Although all 40 individuals were given questionnaires, not everyone handed them back. Additionally, not all questions were answered in the 27 questionnaires that were handed out, nor was all of the personal information filled out.

Open Questions:

When asked how they felt when they saw police officers approaching, an overwhelming 87.5% of answers were negative and 12.5% of the answers were neutral. No positive

feedback was given for this question. The range of negative answers was wide – many felt intimidated and nervous, and also felt threatened simply by the manner in which officers approached the youth. Many were scared, annoyed and even angry. The 12.5% who responded indifferently, simply asked “what have I done wrong again?” or felt indifferent.

29.6% of youth had a very negative perception of what an officer’s job is, listing examples such as “to make money and put fear into people, to control ... a population” and “to bother black youths”. Some even went as far as to say that an officer’s job was to “bug people” and to “put you in jail”. The majority (70.4%) of the youth had a more positive view of what officers job was – keeping the peace, helping others when they were in trouble, stopping crime in the community – but some of these answers suggested that officers were not doing their jobs properly.

When asked what officers could do to put youth more at ease, the answers were varied. While some (36%) offered simple and constructive suggestions such as to smile when approaching youths or to not have their hand on their gun, to increase positive communication or to find out more about the youth they are policing. Others (48%) declared that police should “stop harassing them”. A minority (12%) simply wanted to be left alone, and to have nothing to do with police.

The biggest problem or source of conflict between youth and police was fairly even across the board: racism (33.3%) and pre-judgment (37.5%). The remainder of the responses varied from simple provocation, power abuse, lack of communication, disrespect, differences in culture and aggressive verbal and body language.

When asked what they did for fun, youth responded with very usual “youth activities” such as sports, hanging out with friends, listening to music and going to their community centers. When asked whether they had been stopped by police however, the result was

incredibly weighted: 79.2% of participants had been stopped by police, and almost all (73.6%) were for fairly innocuous reasons such as being out late at night or loitering, “fitting” a profile or for wearing certain colours. Only 5.3% were for serious reasons (attempted murder, auto theft, drugs) and 21% of reasons were left ambiguous. Most youth did not know any officers personally (68%) while 32% either knew certain officers by name or by face.

When asked what sorts of tickets they would like to receive – should the program move forward – 16% responded that they wanted nothing to do with receiving tickets from officers, and simply wanted to be left alone. The remaining 84% listed items such as food, clothing, movie tickets and money, gift certificates, ipods or cell phone minutes.

#### Closed Questions:

Ranked from 1 (strongly disagree) to 5 (strongly agree), the responses to the prepared statements support the sense of animosity and distrust between youth and police.

53.8% strongly disagreed with the statement “I have confidence in the police” with 5.3% ranking this statement with a zero (they more than strongly disagreed with the statement). Only 3.8% strongly agreed that they had confidence in the police. 69.2% strongly disagreed that the relationship between youth and police was good, and again, 5.3% ranked this statement with a zero. 57.7% and 19.2% strongly disagreed and disagreed, respectively, that they had great respect for officers. 15.4% ranked neutrally on their respect for officers, while 0% agreed or strongly agreed that they had great respect for officers. 69.2% strongly agreed that police abuse their powers and 53.8% strongly agreed that police treat young people differently from the way they treat adults. 46.1% and 26.9% of youth strongly disagreed and disagreed, respectively that they would ask for police for help if they had a problem, with 11.5%, 3.8% and 7.7% responding neutrally, agreeing and strongly agreeing – respectively.

Responses were relatively uniform over all 5 categories when asked if there was enough for youth to do in their neighbourhood, and the majority agreed that they felt safe in their neighbourhood (15.4% neutral, 23.1% agreed and 46.1% strongly agreed).

There was a mixed review as to whether a positive ticket program would be good for their community: 3.8% strongly disagreed, 23.1% disagreed, 26.9% were neutral, 11.4% agreed and 34.6% strongly agreed). There was a similarly mixed review when it came to whether a positive ticket program would change their opinion of police officers. 5.3% ranked this statement with a zero, while 19.2% and 23.1% strongly disagreed and disagreed respectively. 23.1% were neutral, while 11.5% and 15.4% agreed or strongly agreed, respectively.

An overwhelming 92.3% strongly agreed that police needed to work on how they treat and view youth, while 7.7% agreed with this statement. No one was neutral, disagreed or strongly disagreed with this statement. Finally, 57.7% strongly agreed that there needed to be a better relationship between police and youth. 15.4% agreed and were neutral with this statement, while 7.7% and 3.8% disagreed and strongly disagreed, respectively.

### 3.2.2 Youth Workers Feedback

The feedback from youth workers came from 4 different youth centers. 14 questionnaires were handed out, 12 were returned. Both open and closed questions were listed, and once again anonymity was respected.

#### Open Questions:

When asked about the main difficulties in terms of dealing with youth for their particular organization, 40% cited funding issues while 20% cited outreach and trust issues. The other 40% cited issues of drop out rates, negative perspectives of police, lack of attendance to center sessions and lack of time with the youth. The main issues

youth were thought to be dealing with today covered a very broad range, including poor education, racial profiling, poverty, drop out rates, pregnancy and drugs, targeting by police, gangs, lack of guidance and history understanding, to name a few.

Youth workers provided a variety of answers when asked about the biggest source of conflict between police and youth, but the most prominent reasons were profiling, stereotyping and a lack of understanding and communication. There was a common thread that the lack of understanding came from the police as well as the youth, and that “the system” was part of the problem (ie, the way the police force was structured and upheld). Language barriers were also listed as a common problem between youth and police, as police allegedly did not like to speak English to Anglophone youth. When asked what could ease the tension between the groups, again, a variety of answers were offered. 54.5% of answers suggested sensitization, education and extra training for police, and more positive options to keep youth busy. Job creation and prevention-based workshops for youth was cited, as was the Positive Tickets Pilot Program. It was also suggested that police must be more positively active in the community and that police should attempt to build better relationships with the organizations that support youth.

#### Closed Questions:

50% of youth workers strongly disagreed with the statement that they had confidence in the police, while 25% disagreed or responded neutrally to this statement. 66.7% strongly agreed that conflict between youth and police was a major problem in their neighbourhood, and 83% strongly disagreed that youth had a positive view of law enforcement.

50% of youth workers strongly agreed that their organization had a good sense of the objectives and needs of other youth organizations in the area, and 33.3% felt strongly that there were not enough programs for youth in the neighbourhood. Finally, 25%

agreed that a positive ticket program would greatly improve the police/youth relationship, while 50% felt neutral, 8.3% disagreed and 16.6% were unsure.

### 3.2.3 Questionnaire Limitations

Again, the information gathered through questionnaires has certain limitations, similar to those described for the focus groups. The statistics obtained do not include the opinions and feedback from a random sample of youths or adults working with youths. All youth feedback came from youth center drop-ins, and as such can be considered selective. All adult feedback came from youth workers, who are exposed to a certain type of youth-police interaction. Additionally, without the representation of police opinions and feedback, the information provided above is one-sided.

Positive Ticket Pilot Program information provided to youth and youth workers can be found in Appendix 3a

### 3.3 Interviews

Both face-to-face interviews and phone interviews were conducted with specific community representatives, as well as certain individuals who had significant experience with the Positive Ticket Program.

#### 3.3.1 SPVM Commanders – PDQ 26 and PDQ 11

Commander Simonetta Barth of PDQ 26 was interviewed in October 2009, to determine her level of interest concerning the possibility of a Positive Ticket Pilot Program in the borough of Côte-des-Neiges /NDG. While she showed interest in the concept of the program, she said was unable to commit further without feedback from certain police representatives. She was provided with information concerning the history of the Positive Ticket Program as well as the hopes for the pilot program if it were implemented by her department, but no feedback was received by the time this report was due. Additionally, despite inquiries with respect to budget and training, no

feedback was provided. Commander Barth agreed to learn more about the program in the New Year and would be willing to further discuss the possibility a pilot program.

Despite repeated efforts, Commander Daniel Leduc was not available for feedback or comment on the pilot program. His secretary did mention that he might be available for meetings in 2010.

Positive Ticket Pilot Program information provided to both Commanders can be found in Appendix 3b

### 3.3.2 Borough of Côte-des-Neiges /NDG

After contacting Côte-des-Neiges /NDG Mayor Applebaum, it was suggested that Mr. Gilles Bergeron, Director of Culture, Sports, Leisure and Social Development, should look into the possibility of a Positive Ticket Pilot Program. Once Mr. Bergeron understood the scope of the Positive Ticket Program and the intentions of the feasibility study, the request for feedback was handed to Mr. Stéphane Livernoche, a development agent in the Department of Culture, Sports, Leisure and Social Development for the borough of Côte-des-Neiges /NDG.

When asked to comment on the relationship between youth and police in the community Mr. Livernoche agreed that there was obvious room for improvement, and that the relationship could be made significantly better by joined community efforts and programs. He commented that the roots of the problem stemmed deeper than just racial profiling, and involved inherent and cultivated perception differences between the two groups, as well as the difference in expectations that each group had with respect to the other. Additionally he suggested that there was a further problem of comprehension and understanding between the two groups, and that in order to overcome these obstacles the community needed to be a cohesive unit, establishing and running programs together.

While Mr. Livernoche showed interest in the possible positive outcomes that the pilot program offers, he stressed the importance of the BCRC working with other community organizations to realize the full potential of the pilot program. Without having feedback from the police he could not make realistic recommendations as to how the city could be involved, but was eager to participate in the development of the pilot program once feedback and opinions from the police was attained. Mr. Livernoche also mentioned that a large portion of borough funding went to Prevention NDG, and that if the Positive Ticket Pilot Program hoped to receive any amount of funding from the city that Prevention NDG would have to be fully on board with the implementation of the pilot.

Furthermore, Mr. Livernoche highlighted the importance of attending the Round Table meetings both in Côte-des-Neiges and NDG in the New Year, and actively involving the full community in realizing the pilot program. The next Côte-des-Neiges Round Table meeting will be held February 5<sup>th</sup> 2010. Mr. Livernoche could not confirm when the next Table Jeunesse Côte-des-Neiges Round Table would take place, but estimated it to be mid to late January.

### 3.3.3 Outside Input

The outside opinion of Superintendent Ward Clapham – creator of the Positive Ticket Pilot Program – was also obtained. He stressed the importance of the enthusiastic participation from the top of the police force, and that in order to implement the program it must be a top-down effect. In his community the program was created by the leaders of the force and received by the police officers with enthusiasm and without pushback. The program was integrated into the training of the officers and the “positive mentality” that resulted was thus integrated into their usual job routine.

The training involved with creating an environment to promote such a program involved an entire paradigm shift. He suggested that police needed develop the mentality of

catching kids doing things “right”, rather than displaying the current method of policing. Additionally, given the level of distrust exhibited in our community, he suggested that perhaps Montreal was not ready for the extensive paradigm shift that was required. He states that building the required amount of trust in order to implement the program takes significant time, and that policing must shift from a model of *repair* to a policing service that practices a model of *prepare*. This adjustment takes not only substantial training, but substantial time as well.

Two telephone interviews were conducted with Scarborough Center City Councillor Michael Thompson, gave helpful insight with respect to concerns that were highlighted through this feasibility study. Police in his community openly acknowledged the issues between police and youth, and actively worked at making the situation better. It was a full community effort in Scarborough, involving various city members as well as multiple levels of the police force. Although, during the implementation of the program, there were concerns similar to those brought forth by the focus groups in this study, Councillor Thompson stressed the importance of persevering and educating in order to dispel the negative perception that youth have of police, and that police have of youth. Additionally, he stressed the importance of creating program awareness throughout the community.

A telephone interview was also conducted with Superintendent Robert Qualtrough, who showed great enthusiasm for the program and the effects that it has had not only on the youth in his district but also the police in his squad. 25 out of 200 officers actively participated in the program, and it was found that the positive tickets most positively impacted youth aged 10 to 17. Superintendent Qualtrough did however mention the issue of sustainability. At certain point, the vouchers from organizations and companies that were given out with the positive ticket program ran out, and donations could not match the speed and frequency with which tickets were given out. The program ended up taking on a life force of its own in certain schools at this stage, and officers are still

giving out tickets to promote positive behaviour – the rewards being free school lunches donated by the school cafeteria. When asked to comment on some of the concerns raised by the focus groups from this feasibility study, Superintendent Qualtrough mentioned the importance of the specific interaction between officers and youth, in that it must be open and supportive. Dialogue was essential when giving the ticket, and the interaction could not simply be a matter of handing over the ticket and walking away. Additionally, he recognized that there would always be certain youth who were not interested in participating in the program or receiving tickets, but that those individuals should not be allowed to derail the program.

### 3.4 Community Feedback Summary

The echoed opinion that there is a significant problem with communication, perceptions, expectations and understanding between police and youth is troubling. Despite the lack of feedback from the police force, the feedback from the youth and youth workers is significant enough to warrant further study. Whether the voiced opinions from the focus groups are an accurate representation of the true relationship or not, the perception that these individuals have of police is *their* reality and are substantial enough to generate sobering concern. Although at the current time there does not seem to be unanimous “want” for a Positive Ticket Pilot Program based on the community feedback, there is significant NEED for positive action to be taken which should be enough to prompt action from the community as a whole.

### 4) Operations: Determining the Will

Given the nature of the project, contributions from the local businesses is fundamental in order to secure the project’s success and sustainability. Without buy-in from the local police force it was almost impossible to guarantee any involvement from the community businesses and entirely impossible from the larger corporations, and as such, determining the will of the community to implement the project cannot accurately be determined at this stage.

#### 4.1 Businesses Involvement

Local businesses were approached and were provided with information regarding the goals of the Positive Ticket Pilot Project and the aim of the feasibility study. This information can be found in Appendix 3c.

##### 4.1.1 Ticket Donations

Most businesses were interested in the concept of the program, but without adequate involvement from the police force there was little enthusiasm from the potential donors and very few companies were willing to commit. Many businesses, including Zellers, Canadian Tire and Wal-Mart, were unable to commit to any donations at this stage due to company budget cut backs and lack of available funding for charity, but were interested in knowing more about the project in the future.

There was however, some positive feedback. Marc Clermont, Strength and Conditioning Coach for the Montreal Alouettes, graciously and generously donated his personal tickets to the football game as a grand prize. He is also willing to assist in contacting the head of the Alouettes PR department in the New Year in hopes that other donations might be possible. Manon Belanger of Montreal's Cirque du Soleil Global Citizenship Service also showed interest in donating tickets to dress rehearsals for the upcoming spring show, and Allen Dykler of Core Business Center is interested in donating Cegep textbooks as a prize.

Kim Fuller, Director of the Monkland Merchants Association showed great enthusiasm for the project, and while she could not commit to fellow merchants involvement with the project, she welcomes more information in the New Year and is keen on assisting with the development of the program.

“Ali”, manager of Subway in Plaza Côte-des-Neiges would like to donate coupons for discounts on subway sandwiches, but this brought up the issue of franchise donations. His coupons would only be redeemable at his location, and as such would not be redeemable in NDG or at any other Subway location. The same issue was brought up when other franchises were targeted, such as Second Cup, Thai Express and McDonalds. This prompts the need to request donations from a higher more corporate level.

The Montreal Canadians, Montreal Impact, Tim Horton’s were also contacted and their response is expected in 4 to 6 weeks.

#### 4.1.2 Pilot Program Funding

When the issue of funding was addressed, it was very difficult to obtain reliable feedback due to the inability to create an accurate budget. Creation of an accurate budget was not possible without the input from the police, and as such no donations were secured at this time.

During conversations with certain large corporations however, certain issues were brought to light during each conversation. First and foremost, there would need to be significant organization and measurable objectives for the project in order for it to be considered for funding. This presents a problem, in that “measuring” the success has been difficult in most Positive Ticket communities. Steps to measuring the outcome of the project has in the past, involved expensive options such as hiring a criminologist to follow the project, something that Scarborough has avoided doing due to the \$30,000 price tag. The measuring of the effectiveness and impact of this program is something to be considered when putting together a final program plan.

#### 4.2 City Involvement

Again, without concrete buy-in from the police or the active cooperation from Prevention NDG and Table des Jeunes Côte-des-Neiges, the city was not able to

comment on the possibility of funding. City officials should however, be kept up to speed on the developments of the project if funds are hoped to be secured in the future.

### **5) Recommendations: Determining the Way**

Based on the obtainable information gathered between October 2009 and December 2009, the following steps are recommended for the Black Community Resource Center with respect to its desire to implement a Positive Ticket Pilot Program.

#### **5.1 Initial Steps**

Before accurately being able to determine whether or not the Positive Ticket Pilot Program should be implemented, there is a need for further study with respect to the community. Furthermore, and most importantly, police feedback MUST be obtained.

##### **5.1.1 Need for further study – Youth**

While the feedback from the youth centers was insightful and gave an in depth view of the context and the feelings of the participants, it does not necessarily represent the beliefs and perceptions of the entire neighbourhood. It is important to include less categorized feedback (ie, not only youth that attend drop-in centers) and to have a broader scope when considering the voice of the neighbourhood youth. Additionally, it will be important to have a range of baseline information statistics against which to compare later feedback.

#### **RECOMMENDATION:**

In order to obtain this broad feedback, it is important that the BCRC get into the community schools and to conduct further study within that context.

- The application process for conducting research in schools is approximately a 3-month process, and should be started as soon as possible.

- Cathy Dos Santos of the English Montreal School Board is responsible for processing the research applications, and she is aware of the pilot program and the intentions of conducting research in 2010. She should be contacted in January.
- Principal Chantal Martin of Royal Vale showed certain interest in the pilot program and would be a possible candidate for further study in the schools, and should be contacted when the school research application process is begun.
- Marymount was also contacted in October 2009 and is aware of the pilot program, and would be another possible school to contact.
- Additionally, it would be valuable to conduct surveys in other schools such as Westmount High and Royal West for example, so as to obtain as accurate feedback as possible.
- A younger age group (approximately 8-12) should be included in the study to see if there is a difference in police perception at a younger age compared to the youth that were included in this feasibility study.

A copy of the EMSB research application process is available in Appendix 4 and contact information for Cathy Dos Santos and Chantal Martin is attached in the Contact List, see Appendix 1.

#### 5.1.2 Need for further study – Police Force

As the entire program hinges on the *voluntary and enthusiastic* involvement of PDQ 26 and PDQ 11, it is crucial to assure their involvement at an early stage in the development of the program. As mentioned Commander Simonetta Barth showed interest in the concept of the program, and welcomed the idea of a program that cost the police force little to nothing. In order to foster and finalize her commitment to the program, further information and education needs to be provided. If and when Commander Barth has committed to the program, Commander Leduc will almost certainly commit as well, but he must be actively included in the development of the

program. He is already aware of the Positive Ticket Pilot Program and both he and his community relations officers have received all of the pertinent pilot information.

#### RECOMMENDATIONS:

- Another meeting with Commander Barth and Commander Leduc must be set up in order to fully explain the finer details of the program once more, as well as to relay the information gathered from the youth focus groups
- A conference call with Superintendent Ward Clapham should be set up, in order to provide Commander Barth and Commander Leduc with first hand feedback from the Officer who designed and originally implemented the program. It must be noted however, that Superintendent Clapham receives one to two requests *per day* for assistance with the Positive Ticket Program, so sufficient preparation must be made before contacting him (ie, He made it clear that he has not got time to convince people who are not passionate about the Program)
- A conference call with Superintendent Bob Qualtrough of the City of Toronto's Police District 41 should be set up in order to provide insight from a Superintendent managing a police force that operates in a community more similar to Côte-des-Neiges /NDG.
- A conference call with Scarborough City Councillor Michael Thompson must be set up, as he is an incredible enthusiast for the program and has first hand positive experience with the constructive and helpful changes that it has made to his community. Councillor Thompson has additional insight into the challenges faced when setting up such a program, and is an invaluable source of information
- In February, Commander Barth is travelling to British Columbia for work and should their schedules allow it, it would be very helpful for her to have a face-to-face meeting with Superintendent Clapham. However, Commander Barth must be on board 100% for the pilot program before contacting Superintendent

Clapham, and he has clearly stated that she must be eager and passionate about the project in order for him to set aside time to meet with her

- Should all else fail, City Councilor Michael Thompson has offered on several occasions to come to Montreal to assist in discussing the program at a forum or other public meeting

All of the above-mentioned individuals' contact information is included in the Contact List in Appendix 1

If the Commanders eagerly agree to participate in the pilot program, further information must be gathered to be able to accurately determine the opinions of the police. If their level of enthusiasm for the program is not high, it will be unlikely that the integration of the program will be successful, nor will it result in the significant positive outcome that is hoped for. It is important to stress here, that there could be significant negative consequences should the pilot program be launched without due diligence with respect to the level of support from the police officers themselves. There is a high level of doubt, both from the community and Superintendent Ward Clapham, that the pilot program will succeed if there is even the smallest level of pushback from the police and the police leadership.

#### RECOMMENDATIONS:

- A meeting must be set up to gather information regarding the current cultural and community training that police officers receive, and will be beneficial in determining whether further training is needed, as has been suggested by the borough youth and youth workers. Without the police information on this subject, no recommendations can be made at this stage with respect to whether they need additional cultural etc training, or whether it would be effective in modifying the relationship

- A focus group with officers from both stations should be set up to gather feedback concerning the officers feelings about their jobs: what makes the job more difficult, what makes it enjoyable etc. Additionally, the level of enthusiasm from the individual officers must be determined, as the pilot program will not work unless the officers are engaged wholeheartedly
- Questionnaires should be made available to officers so that they can give anonymous feedback. An example of a suggested police questionnaire is attached in Appendix 2c

### 5.1.3 Need for further study – Community organizations

It is important to further study the level of possible community organization involvement. At the current stage, the following youth centers are aware of the pilot program and have active interest in contributing to its development:

- Jeunesse 2000
- Heads and Hands
- Maison des Jeunes
- Tandem

These groups however, mostly represent the Black youth of the neighbourhood and as such, represents one ethnic voice. In order to increase awareness and to maximize the potential for creating a community environment in which a Positive Ticket Pilot Program would be feasible, as many community organizations spanning as many cultures as possible should be contacted and informed. This is in compliance with Mr. Livernoche's suggestions, which stated that securing the participation of other community organizations would be imperative in order to be considered a candidate for official city involvement.

## RECOMMENDATIONS:

- Two of the most important organizations/initiatives to address are Prevention NDG and Table Jeunesse de Côte-des-Neiges . Mr. Livernoche highlighted the fact that most community borough funding goes to Prevention NDG, and in order for the pilot to receive any portion of funding, Prevention NDG's commitment must be secured
- Attendance at the Round Table meetings is crucial, as this will be the opportunity to have police, city officials, community organization representatives and other key stakeholders all in one room. Information for invitations to the round tables can be obtained through Prevention NDG and Table Jeunesse de Côte-des-Neiges , but this link must be established in the early stages of the New Year due to the late January/early February date of the meetings. Westhaven should also be contacted with respect to the Round Table meetings, as their directors showed interest in assisting bringing the Positive Ticket Pilot Program to the tables.
- In order to give a broader community perspective, community groups that represent a wider variety of visible minority youths should be contacted. Examples include:
  - Kapit Bisig Centre
  - Association Mondiale Tamoule
  - Benny Centre
  - Imam Al-Khoei Islamic Center
  - Batshaw Youth and Family Centers

The contact information for the community organization individuals with whom communication has been established is included in the Contact List in Appendix 1.

## 5.2 Steps Towards a Stable Foundation

From the obtained feedback, it is evident that the current police-youth relationship is too damaged to support a Positive Ticket Pilot Program. Given the significant level of distrust shown by the youth of the community, it is apparent that a significant paradigm shift must occur both with respect to the youth and the police. Without the philosophy of positive development first taught to the police and community, followed by small steps to create positive youth development and a healthier relationship between youth and police, the positive ticket program is not feasible, and would be destined to fail. At this current time, the community of Côte-des-Neiges /NDG is not ready for a Positive Ticket Pilot Program, but it is in dire need of assistance and attention to remedy the toxic police-youth relationship, as well as the wake of aggression, tension and disharmony that it creates. The following recommendations aim to build an environment that will eventually support a Positive Ticket Pilot Program.

### 5.2.1 The Need for Education

As determined by the current community feedback, the youth and youth workers feel that there is a significant lack of police education. While it is unknown whether entire population of the borough shares this opinion, the feedback obtained through this feasibility study must not be ignored nor should it be marginalized. The tension and distrust coursing between observed youth and police is at level that must be addressed, sooner rather than later. Providing the educational tools to create a more understanding and communicative partnership is fundamental in part for the success of this particular pilot program, but more so – and more importantly – for the growth and prosperity of the community as a whole.

#### RECOMMENDATIONS:

- Educational workshops for youth should be set up in order to teach youth their rights. The legal coordinator (Ralph Joseph) from Heads and Hands should be

contacted for further information, and CRARR executive director Fo Niemi can also be contacted for educational workshop assistance

- Additionally, “how to interact with police” should be a further topic of education, so that youth will interact with police with less apprehension, aggression, and more calm and respect
- Police education with respect to the culture and history of the community should be made available for officers
- Further education for police officers – specifically with respect to enhancing and promoting positive behaviour – should be encouraged and considered. While perhaps not imperative, it would be of great use when determining how to promote positivity within the borough

These recommendations however, might only scratch the surface of the problem and might not address the deeper issues. Without adequate feedback from the police force, it was impossible to determine what amount of training was needed as there was no way of determining what education or training was presently available. It is highly probable that the tools needed to address the deeper issues at stake lie outside the scope of this study.

### 5.2.2 The Need for Specific Interaction

For now, random interaction by way of Positive Ticketing is too risky and could lead to volatile meetings between police and youth. Before the pilot program is even considered, there is significant need for specific, localized and pre-planned interactions and meetings between the two groups.

#### RECOMMENDATIONS:

- All three youth focus groups (and the responsible directors on site) *eagerly* invited police to visit their center. The Commanders of PDQ 11 and PDQ 26, as well as the directors of the centers, should be contacted in order to set up

specific times when local officers can come to the centers. These visits could involve:

- A police officer volunteering 2 hours a month to drop by a center to play pick-up basket ball with the youth. Westhaven for example, has an indoor basketball court and it would show a significant step forward on behalf of the officers should they partake in such an activity. However, it would be crucial that the officers not play basketball in their uniform but be plain clothed.
- Visits to the centers to discuss the youth programs that are currently being run, and to obtain feedback from youth concerning what sort of programs they are most interested in
- An organized mediated group discussion – “round table” of sorts – between youth and police officers. This will give them a neutral zone to discuss their intentions, feelings and attitudes towards one another.

Again, it is difficult to make accurate recommendations suggesting the extent to which police officers must become more involved with the community on a *positive* level, without having accurate feedback regarding their current level of involvement. While, for example, it is known that officers participate in school activities and organized sports events, there was no obtainable data as to how often those events take place or which youth those events target. It is for these reasons and many more that additional study is recommended before attempting to build a more solid foundation.

### 5.3 Pilot Program Design

If the Pilot Program moves forward, there are some program design aspects that must be taken into consideration. Based on the provided feedback, the following are recommendations for developing the design and guidelines of the pilot project.

### 5.3.1 Pilot Program Name

While certain cities have chosen to keep the “Positive Ticket” name, others – such as the city of Scarborough Toronto – have decided to personalize the name to their city. Given the bilingual nature of the city of Montreal, it is important for the project to have a translatable name and as such should be modified from “Positive Ticket”. Examples include:

- P.Tix (for “positive ticket”)
- P<sup>2</sup> - for Project Positive or Projet Positif

Although youth and youth workers did not provide suggestions for a possible project name, a way of combining awareness and determining a name could be to hold a “Project Name Competition” in schools and youth centers.

### 5.3.2 Ticket Warrant

The Age Factor:

How does one determine, by sight, who is a youth and who is an adult? Should the program solely be restricted to individuals of a particular age? While Superintendents Clapham and Qualtrough have said that the program has been most effective with youth aged 10 to 17, estimating the specific age of an individual is often subjective and difficult. Additionally, approaching a “youth” to give a positive ticket only to withdraw the offer if the individual turns out to be “over the age” would lead to understandable negative feelings. Furthermore, by handing a ticket to an adult, this provides a positive experience that may extend to that adult’s children or younger friends.

The Behaviour Factor:

What constitutes positive behaviour? What warrants a positive ticket? Based on the experience of other communities who have implemented the project, positive behaviour can be as simple as wearing a helmet while riding a bike to helping someone across the street. Additionally, tickets can be given out if an officer is simply told about

an individual displaying exemplary behaviour. Positive behaviour meriting a ticket in Scarborough includes:

- Demonstrating Positive Attitude
- Developing Talents and Abilities
- Acting on Talent and Abilities
- Advancing Positive Values
- Making an Honest Effort
- Cooperating with Others
- Acting with Courage
- Being Confident and Not Arrogant
- Pursuing Your Education
- Setting a Good Example
- Serving Others
- Practicing Good Sportsmanship

RECOMMENDATION:

- Police should actively look for younger individuals (10-17) displaying positive behaviour
- Older individuals should also be eligible for positive tickets (ie, positive behaviour should warrant a ticket, even if the individual appears to be older)
- In order to determine what exactly constitutes “positive behaviour” in Côte-des-Neiges , further study with the police and involved youth should be conducted

5.3.3 Pilot Program Tracking

Youth and youth workers participating in the study voiced concern and distaste at the thought of having to give officers their personal information, and the Commander of PDQ 26 made it clear that the project would not be possible if extra work (such as recording or paper work) were involved with the project. As such, the following is

recommended in order to track tickets. It should be noted however, that no tracking of tickets was done in Scarborough or in Richmond.

RECOMMENDATION:

- The benefit of actually tracking the tickets should be examined, and weighed against the potential cost of having to develop and monitor the website
- Should it be decided that the tickets are to be tracked: each positive ticket should be printed with a number on it, with a link to the BCRC website. The recipient of the ticket – *if they so choose* – can register their ticket number in order to be eligible for a grand prize draw. The grand prize could be 2 tickets to the Alouettes game, or tickets to Cirque du Soleil dress rehearsal. This will allow a volunteer or an employee at the BCRC to follow the number of tickets registered, will give an estimate of the number of tickets given out and to whom they were given.
- Benefits of the program can be tracked through a longitudinal study with youth in schools and the police force. Focus groups and questionnaires can be handed out to both parties once the pilot project has run its course, and the comparison of those responses to pre-pilot responses will provide data regarding the change – or lack of – in perception and attitude towards one another

5.3.4 Ticket Design

In order for the project to be a success, the tickets must be easy to carry and easy to hand out. In most cases, tickets have been business card sized and have come in packages that officers keep in their cars. The actual positive ticket is combined with the gift donation, and has come in a little envelope. This design has been successful, and as such, there is no reason to change the design.

## RECOMMENDATIONS:

- The positive ticket is business card sized and include a positive slogan, in French and in English
- The positive ticket could include pertinent kids help numbers, like substance abuse hotlines or physical abuse hotlines. Even legal aid numbers could be included
- The positive ticket includes a list of positive behaviours, and the officer issuing the ticket checks or circles the behaviour that warranted the ticket
- The positive ticket must include a registration number and website if tracking is to be done
- The voucher, gift certificate or sporting ticket is included in the envelope with the positive ticket

### 5.4 Pilot Program Organization

It is highly possible that between January 2010 and if/when the pilot program is launched, several of the following recommendations may be obsolete, or may require modifications. Given the current level of feedback however, the following outlines certain suggestions with respect to organizing the Positive Ticket Pilot Program.

#### 5.4.1 BCRC Staffing

It will be important to have at least one individual responsible for carrying out the recommendations should the BCRC decide to move forward with the project. It will be important for this individual to multi-task, and to be able to organize other members of the involved community organizations. Additionally, it will be crucial for the Directors to facilitate meetings with the Commanders of the Police force as well as with the City, and to assist the individual with any contacts they possibly can. Possible options available for finding an individual to move forward with the pilot project are as follows.

#### RECOMMENDATIONS:

- An intern from Concordia, or another Montreal University or Cégep
- A volunteer looking for experience in the Non-For-Profit sector
- Hiring a full time employee

#### 5.4.2 Gathering Donations and Obtaining Funding

Based on the feedback from the community businesses and local corporations, the following must be established prior to moving forward with trying to obtain any funding:

- A full budget, including the number of tickets that will require donations
- The full cooperation of the police, other community organizations as well as the borough
- A realistic plan of how to report results and findings back to those providing finances

#### RECOMMENDATIONS:

Once these preliminary steps have been completed, the following contacts should be re-established for donations:

- Marc Clermont from the Alouettes
- Manon Belanger of Montreal's Cirque du Soleil Global Citizenship Service
- Allen Dykler of Core Business Center
- Kim Fuller of the Monkland Merchants Association. MMA meetings should be attended in order to secure buy-in from MMA members
- "Ali", manager of Subway in Plaza Côte-des-Neiges

Additional contacts should be sought in order to satisfy the number of tickets estimated to be given out over the duration of the pilot project. Suggestions include:

- Businesses who were unable to commit during the feasibility study due to budget constraints (Zellers, Wal-Mart and Canadian Tire)
- Restaurant and Food Services

- Bell Mobility for Cell phone minutes
- Famous Players and Cineplex Odeon
- Other businesses with strong community and youth commitment

Suggestions for sources of funding include:

- GE Canada
- Various Banks such as Bank of Montreal, Desjardins, Royal Bank etc
- Hydro Quebec
- Government of Quebec

#### 5.4.3 Pilot Program Publicity

Due to the nature of the community environment as it stands, it will be important to ensure effective publicity in order to increase pilot project awareness in the community. This will help to dispel the assumption that youth talking to police are “snitching”, and will also increase the potential for community support and involvement.

#### RECOMMENDATIONS:

- Police and involved community organizations should publish community reports providing citizens with information concerning the pilot program. These should be posted on their websites
- Police officers should visit schools, community centers and youth drop in centers to inform youth of the program, its goals and how they can be eligible for positive recognition
- Police should attend local community events to inform the community of the project
- Community centers and youth drop in centers should be provided with information and pamphlets for youth and adults to pick up
- Information sessions at youth drop in centers should be held

- Participating businesses should receive flyers to post in their windows, illustrating their participation in the project
- CBC, Global, CTV and other television stations should be contacted and informed of the project
- CKUT, Virgin Radio, CBC and other local radio stations should also be contacted and informed of the project
- Letters and information should be sent to The Gazette, Journal de Montreal, The Montreal Mirror, Le Devoir etc to increase awareness
- A ticket design contest could be held to not only increase awareness, but also to give the community a chance to actively contribute to the look of the ticket

#### 5.4.4 Pilot Program launch

Once the community has attained a higher level of trust and goodwill with respect to the relationship with the police force, a Positive Ticket Pilot Program could be one of many useful tools to cement further positive interaction. It seems though that despite community efforts, a certain level of unease might always remain between youth and police. Situations that could give rise to targeting of individual youth should be avoided during the launching of the pilot project. The pilot, if launched, should be done so cautiously, slowly, and very publicly.

#### RECOMMENDATIONS:

- Positive tickets should initially be handed out at public functions, such as community fairs, community sporting events or community concerts. Mr. Livernoche, as a Development agent for the Department of Culture, Sports, Leisure and Social Development should be contacted in order to determine when these events are taking place, and how best to ensure that positive tickets will be distributed on site
- Schools should also be involved, as police officers can hand out tickets to youth attending school dances or other school events

- Police officers should continue to attend youth centers. This way the tickets can be handed out to all youth at the center, in an open and public way

Again, by giving the tickets in this way the possibility of triggering the perception that youth receiving tickets are “snitching” – thus potentially putting them in harms way – is mitigated.

## **6) Budget**

Due to the lack of feedback and insight provided by the police, it was not possible to attach accurate monetary amounts to most of the recommendations. Without knowing what sort and what volume of training was already available to the police staff, it was impossible to estimate the level of necessary additional training required. Similarly, without knowing the level of participation from the officers, the number of tickets to be given out was equally undeterminable, and as such the finances required for printing was unknown. If and when the BCRC is able to obtain accurate feedback from the police with respect to their needs, requirements and expectations for the Positive Ticket Pilot Project, the compilation of an accurate budget will be possible. Items to be considered in the budget are as follows:

- The application fee for conducting research in schools within the EMSB
- Long distance calling
- Printing costs: questionnaires, pamphlets, flyers, posters, tickets
- Educational Rights workshops for youth
- Workshops on how to interact with police
- Police education with respect to the culture and history of the community
- Further education for police officers – specifically with respect to enhancing and promoting positive interactions
- Refreshments for the mediated group discussion between youth and police officers

- Possibly the rental of a room in a neutral environment for the mediated group discussion to take place
- Hiring a full time employee, should the BCRC not be able to find an intern or volunteer
- Prizes for the ticket design/name contest

## **7) Conclusion**

The information and opinions gathered over the past 3 months suggest that while the community of Côte-des-Neiges /NDG is in need of police-youth reconciliation; it is not ready for the implementation of a Positive Ticket Pilot Project. Further information must be gathered from a more random selection of youth and buy-in from the Police force must be secured. There is enough interest for the pilot program that with hard work, collaborated community efforts and increased education and communication the Positive Ticket Pilot Project could be implemented in the future, in hopes of attaining some of the project success demonstrated in other participating communities.

## **8) Acknowledgements**

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## **Personal Communications:**

Applebaum, Michael (Borough of Côte-des-Neiges , Mayor)

Barth, Simonetta (SPVM, PDQ 26)

Belanger, Gilles (Borough of Côte-des-Neiges /NDG, Director of the Department of Culture, Sports, Leisure and Social Development)

Belanger, Manon (Cirque du Soleil, Global Citizenship Service)

Clapham, Ward (Richmond Police)

Clermont, Marc (Montreal Alouettes)

Dos Santos, Cathy (EMSB Research Council)

Dykler, Allen (CORE Business Center)

Goddard, Horrace (EMSB Community Services)

Halbert, Cindy (Grand Prairie AB, Crime Prevention)

Fuller, Kim (Monkland Merchants Association)

Livernoche, Stephane (Borough of Côte-des-Neiges /NDG, Development agent of the Department of Culture, Sports, Leisure and Social Development)

Martin, Chantal (Royal Vale School, EMSB)

Miniaci, Paola (EMSB Director Region 3)

Qualtrough, Robert (Toronto City Police, District 41)

Thompson, Michael (Scarborough City Councillor)

Neimi, Fo (CRARR, Executive Director)