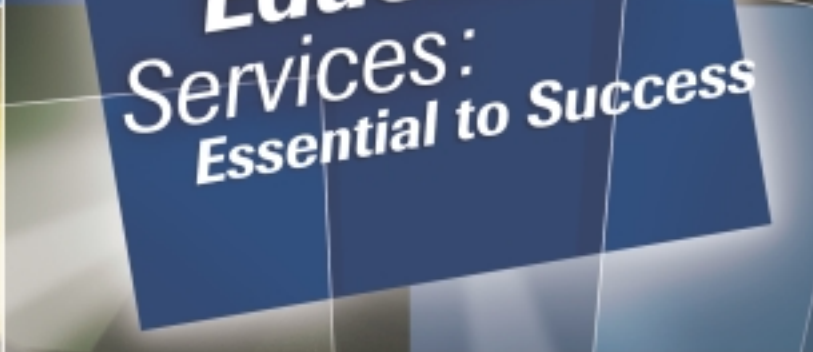
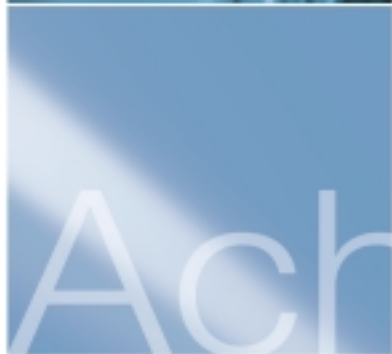
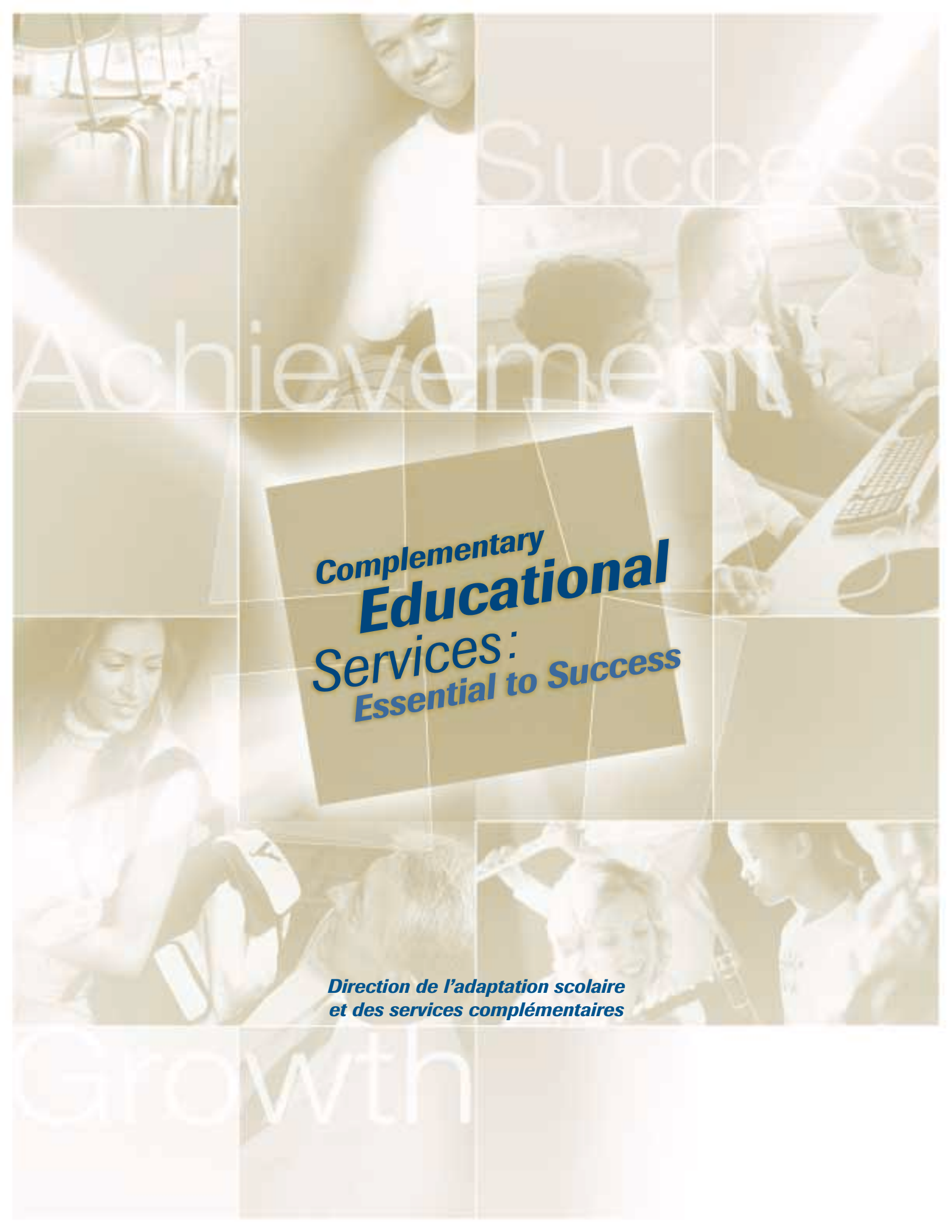






Success

Achievement

**Complementary  
Educational  
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*Direction de l'adaptation scolaire  
et des services complémentaires*

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*The Ministère de l'Éducation would like to thank all personnel from the school  
system who took part in the regional consultations during the preparation of  
this document. The Ministère would also like to thank the Table de concertation  
nationale en promotion et en prévention du réseau de la santé et des services sociaux.*



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# Introduction



This document on complementary educational services is being provided in response to many requests by schools and school boards. It was written with the help of an advisory committee made up of people working in these services.

The essential nature of complementary educational services no longer needs to be demonstrated. They are now part of student life and their role is evident throughout students' progress through school. The challenge now is to ensure success for the largest possible number of students by adjusting these services to the new realities in schools.

In the past two decades, and especially during the 1990s, society has undergone major changes. Family breakdown, the increase in poverty, the deterioration of the social fabric and changes in values and lifestyles have changed the nature and scope of the services to be provided in order to meet needs that are increasingly diverse and acute and arise earlier.<sup>1</sup> Furthermore, the rapid development of communication technology, the speed at which information is transmitted and the key role played by the media have important repercussions culturally, giving rise to a society with unprecedented characteristics.

These social realities have a major impact on schools, which must adapt to them. The current reform of the school system is part of a rapidly changing world that necessitates new ways of doing things in complementary educational services. Many of the objectives, practices and models of services must be reviewed in order to make them compatible with the school's educational actions.

This document should be used, first, to help school boards and schools determine what orientations and practices in complementary educational services should be updated. More specifically, this document deals with the design and organization of programs of complementary educational services in the context of the reform.

Chapter 1, entitled "Putting Students at the Heart of the Action," stresses the necessity of taking a close look at the characteristics and needs of today's students. Such an analysis should lead to the creation of services that are directly related to the needs identified. The scope and responsiveness of these services must be able to meet a broad range of needs. The elements of the reform that should guide actions in this new perspective are identified and examined in light of their effect on complementary educational services.

Chapter 2 discusses the orientations determined by the Ministère de l'Éducation du Québec (MEQ) for complementary educational services and looks at the intentions behind the changes made to the *Education Act* and the *Basic school regulation for preschool, elementary and secondary education* with respect to complementary educational services. These orientations, which are explained in four sections, reflect the concerns and aims of the MEQ in rethinking the services to meet today's demands.



1. Québec, CONSEIL SUPÉRIEUR DE L'ÉDUCATION, *Student Services: A Joint Responsibility, summary* (Sainte-Foy: Gouvernement du Québec, 1998).

Chapter 3, entitled “Dynamic Programs, Integrated Services,” describes the different programs of services as defined in the basic school regulation<sup>2</sup> and makes explicit the principle that all the services can contribute to the implementation of the programs. The contributions of the services are highlighted.

Chapter 4 deals with the organization of complementary educational services. It provides suggestions for actions in keeping with the obligations of school boards and schools. These will help to ensure greater consistency and complementarity among the services included in the different programs. The planning, application and evaluation of complementary educational services programs offer many challenges for schools and school boards. Certain favourable conditions and obstacles are identified in order to aid in making enlightened decisions.

In the conclusion, the gradual nature of the changes to be made in both ways of thinking and practices is stressed. This should allow all schools and school boards involved to take the time and acquire the tools that are needed to make the desired improvement. Existing practices that are in keeping with the new orientations should be continued. It is also important to meet the challenge of making changes that are needed to provide better guidance and support for students throughout their schooling.

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2. *Basic school regulation for preschool, elementary and secondary education (R.S.Q., c. I-2001, s. 4), s. 2.*







# Putting Students at the Heart of the Action

## Chapter 1

### 1.1 Services adapted to the characteristics and needs of today's students

Students spend a large proportion of their time in school over a period of several years. A major concern of the people who will guide and support students throughout their schooling is knowing their characteristics and needs well.<sup>1</sup>

The diversity of these characteristics and needs undeniably influences the services to be provided. Let us imagine a group that is preparing to leave on a long trip. Their differences are visible. In addition to the differences in their physical appearance, which are immediately obvious, there are many others. Some in the group are smiling, ready for adventure and open to new interests. Others are anxious, timid and fearful of the unknown. The members of the group have a very wide variety of feelings that will influence their journey.

Some of them are loaded down with baggage; others are travelling light. Some have prepared for the trip with painstaking care, are well informed and know exactly what they need in order to get the most out of it. Others have no idea of what to expect and have made no preparations. A host of factors can influence their motivation and interest in the journey.

During the trip, the differences will diminish or be accentuated, depending on the provision made to greet and guide the group. Some members will reach their destination as scheduled, with no more than the usual difficulties one can expect on a well-planned trip. For others, however, the trip will not be so easy, and there will be many pitfalls and, in some cases, serious problems to be solved along the way.

The difference between the travellers who will succeed and those who will fail often depends on the care taken to provide them with information before their departure and to compensate for what they may lack. Similarly, some people may need individual guidance, rest stops or alternative routes in order to succeed in reaching their destination. From the beginning to the end of the voyage, there may be unforeseen difficulties related to physical, psychological, social or material conditions, requiring specific types of assistance. There may be surprises: those who get off to a slow start may make good progress later on; others who at first appear more independent may need help to keep on going.

In addition, there are the demands of functioning in a group. People who enjoy sharing, interpersonal relations and social life like being part of a group. For others, the interpersonal relations involved in groups represent a major challenge. The climate and the feeling of belonging are key elements for the well-being of everyone in the group.

The characteristics and needs of students in the course of their schooling are as diverse as those of the travellers we have discussed. A good description of them is provided in the Conseil supérieur de l'éducation brief referred to above, and it does not need to be repeated here; familiarity with these characteristics and needs is nonetheless very important. In order to attain the targeted objectives, the services provided must be adjusted to these characteristics and needs, a serious analysis of which is the cornerstone of the services required to properly guide students in their progress through school.

1. Québec, CONSEIL SUPÉRIEUR DE L'ÉDUCATION, *Les services complémentaires à l'enseignement : des responsabilités à consolider* (Sainte-Foy: Gouvernement du Québec, May 1998), p. 9. *This document is very helpful for understanding the social changes that have affected today's students and inevitably influenced their expectations with respect to services.*

## ***1.2 Students are the main agents of their own development***

It may at first glance seem unnecessary to restate that students are at the heart of the action in a school. However, the adults who provide services for students often start from their own perceptions and sometimes their own needs when making choices that affect students. It is of foremost importance to constantly strive to make decisions in the students' interest.

Students are the agents of their own development and hence they should whenever possible take part in decisions that concern them. School personnel should encourage students to participate actively in all the learning situations provided, both within and outside the classroom. All partners in the school system should share the concern that boys receive as much encouragement as girls and develop the same desire to succeed in school. Complementary services play an essential role in making school life stimulating, dynamic and relevant to students' interests and thus maintaining their motivation.

The methods used to help students progress and the services provided to guide them should from the outset involve them in the learning proposed. Teachers have to take individual differences into consideration in order to guide students well. School personnel and external resource persons working with teachers will have to respect this student-centred educational approach. Teachers have primary responsibility for instructional services and they may make an important contribution to complementary educational services. In so doing, they carry out the educational mission assigned to them, in collaboration with other school personnel. Concerted effort is an essential condition for complementary educational services to attain the desired results.



### 1.3 The main changes and their impact on complementary educational services

A broad reform has begun in Québec, based on research in education and psychology, particularly cognitive psychology. It is also the result of consultation with various bodies throughout Québec. This reform involves a change in direction of the entire school system toward success for the greatest possible number of young people. The administrative and pedagogical changes being made are intended to equip young people to meet the many challenges they will face.

The mission of Québec schools is now threefold: to impart knowledge to students, foster their social development and give them qualifications. To fulfill this mission, schools must organize activities that provide opportunities not only for learning but also for the application of learning. They must be open to the community. They must speak of citizenship. To carry out their mission, schools must provide instructional services, complementary educational services and special services. School boards must give schools the support and resources they need to fulfill their role.

In 1997, in an educational policy statement, the MEQ urged the school system to make the shift from education for the greatest possible number of students to success for the greatest possible number.<sup>2</sup> The policy statement called for a new educational environment in order to give students individual attention and enable them to master essential competencies. It viewed the schools' activities both within and outside the classroom as opportunities for learning.<sup>3</sup> It saw complementary educational services as playing a key role in helping all students to master essential knowledges, especially students with special needs, the exclusion of whom can be prevented through constant and appropriate support.<sup>4</sup>

To facilitate the reform, the government made major changes to the legislative and regulatory framework. Some of these changes have a direct impact on complementary educational services and must be taken into consideration in the planning and provision of these services. The main changes are described below in terms of their impact on complementary educational services.

#### 1.3.1 The Education Act

The *Education Act*<sup>5</sup> establishes students' right to preschool education services and elementary and secondary school instructional services. Students are also entitled to other complementary educational services (Student services) and specific services (special educational services) within the scope of the programs offered by school boards (*Education Act*, s. 1). They are also entitled to spiritual care and guidance and community involvement services (s. 6). Section 226 of the *Education Act* now replaces pastoral or religious care and guidance services with spiritual care and guidance and community involvement services.

---

2. Québec, MINISTÈRE DE L'ÉDUCATION, *Québec Schools on Course: Educational Policy Statement* (Québec: Gouvernement du Québec, 1997).

3. *Ibid.*, p. 13.

4. *Ibid.*, p. 14.

5. *R.S.Q., c. I-13.3.*

The *Education Act* contains changes involving the decentralization of certain powers toward the schools. It provides for a new division of responsibilities between school boards and the educational institutions in their territories, in order to give schools greater autonomy and to bring the decision-making bodies as close as possible to the action.

School boards are given the responsibility of allocating resources equitably among the educational institutions in their territories, taking into consideration social and economic disparities and the needs expressed by the institutions, in order that they may provide the educational services to which students are entitled (*Education Act*, ss. 208 and 275).

A governing board is set up in each school to facilitate partnership among the parents, the school and the community (*Education Act*, s. 42). It has broad powers. Thus the governing board:

- adopts, oversees the implementation of and evaluates the school's educational project (s. 74)
- approves the student supervision policy proposed by the principal; the policy must include measures relating to the use of non-teaching and non-scheduled time for instructional or educational purposes, the organization of extracurricular activities and the development of approaches to foster academic success (s. 75)
- approves the rules of conduct and the safety measures proposed by the principal (s. 76)
- informs the community served by the school of the services provided by the school and reports on the level of quality of such services (s. 83)
- approves the approach proposed by the principal for the implementation of the basic school regulation (s. 84)
- approves the programming of educational activities, proposed by the principal, which entail changes in the students' regular time of arrival and departure or which require the students to leave school premises (s. 87)

- approves the approach proposed by the principal for the implementation of the complementary services (Student services) and specific services (special educational services) programs prescribed by the basic school regulation and determined by the school board, or provided for in an agreement entered into by the school board (s. 88)
- develops proposals under sections 84, 87 and 88 in collaboration with the school staff (s. 89)

The governing boards now play a determining role in the implementation of complementary educational services. The role given to partners of the education community confirms the value placed on partnership and collaboration, which have been recognized for several years as means for providing better guidance for students.

It should be pointed out that student support and supervision measures, which were previously part of student services programs set up by school boards, are now dealt with through a policy adopted by school governing boards (*Education Act*, s. 75). This policy is extremely important; it is closely related to the quality of the school's complementary educational services. For example, measures to ensure the safety of students in their movements between classes and after class hours must be planned on the basis of this policy. References to the student supervision policy in Chapter 3 will provide an idea of its impact on the quality of student life.



Moreover, the school must fulfill its mission within the framework of an educational project adopted, implemented and periodically evaluated with the participation of the students, parents, principal, teachers, other school personnel, representatives of the community and of the school board (*Education Act*, s. 36).

The educational project defines the school's orientations, taking into account the school's unique reality, shared values and objectives. It states the measures to be taken for its implementation and evaluation. It brings together the various elements of school life in a coherent, meaningful whole. It must respect the freedom of conscience and religion of the students, parents and personnel (*Education Act*, s. 37). It is, in a sense, a blueprint of the school's educational choices and actions. It establishes points of convergence between instructional services, complementary services and special services. It is therefore essential that the school's complementary educational services be covered in the educational project. These services are closely connected to the students' needs and the school's priorities, and they should make a substantial contribution to educational success for the greatest possible number of students. In drawing up its success plan, each school team sets clear, measurable objectives for student learning and defines concrete means of attaining them. The success plan, which is closely related to the educational project, covers every aspect of student life, and hence includes complementary educational services.

The individualized education plan is the means prescribed in the Act to coordinate actions to meet the needs of students with handicaps, social maladjustments or learning disabilities (*Education Act*, s. 96.14). It provides an excellent opportunity for these students and their parents to work with the members of personnel involved with them and, where appropriate, with other partners (organizations). The individualized education plan is a joint undertaking for which the school administration is responsible in collaboration with the parents, the student concerned—unless he or she is unable to take part—and the personnel providing services to the student.

The contribution of the specialized personnel involved in the delivery of complementary services is a key part of the process set out in the individualized education plan. These members of personnel can offer a different perspective because they often, as a result of their training and the nature of their work in the school, have an objectivity and a range of tools that may be useful in solving problems encountered. They can also provide expertise when specialized services are required in evaluation or intervention.



### 1.3.2 The basic school regulation

The *Basic school regulation for preschool, elementary and secondary education* now requires school boards to set up four complementary services programs that are to facilitate students' progress in their various learnings.<sup>6</sup> These programs include the following services:

- Support services designed to provide students with conditions that are conducive to learning
- Student life services designed to contribute to the development of students' autonomy and sense of responsibility, their moral and spiritual dimensions, their interpersonal relationships and their feeling of belonging to the school and to the community
- Assistance services designed to help students throughout their studies, with their academic and career choices and with any difficulties they encounter
- Promotion and prevention services designed to provide students with an environment conducive to the development of a healthy lifestyle and of skills that are beneficial to their health and well-being

The basic school regulation (s. 5) lists the services that must be included in these programs:

- Services designed to promote student participation in school life
- Services designed to educate students about their rights and responsibilities
- Sports, cultural and social activities
- Support services for the use of the documentary resources of the school library
- Academic and career counselling and information
- Psychological services
- Psychoeducational services
- Special education services
- Remedial education services
- Speech therapy services
- Health and social services
- Services in spiritual care and guidance and community involvement

All these services are useful in the implementation of the programs. Without denying their individual importance, their complementary nature calls for concerted action. In providing for four complementary services programs, the basic school regulation groups together educational objectives shared by more than one staff member in the school. It breaks with the traditional way of defining complementary services programs by area of activity (e.g. student life) or professional field (e.g. psychology). It encourages school boards to build programs in which complementary services providers will have to work together in collegiality to meet students' needs. This decompartmentalization is consistent with the desire for a more integrated view of services provided to students and it also takes into account the approach of the Québec Education Program (QEP).

6. *Basic school regulation for preschool, elementary and secondary education* (R.S.Q., c. I-4, s. 2), s. 4.

### 1.3.3 The Québec Education Program<sup>7</sup>

The curriculum has been completely revamped in order to better fulfill expectations concerning the education to be given to young people in a social context that is in constant evolution. A few points should be stressed because they contribute to a new understanding of complementary educational services.

Based on the principle of competencies that are constructed by developing students' capacities, learnings and abilities, the QEP proposes a paradigm shift from teaching to learning. It calls for a renewal of pedagogical practices to better take into account the diversity of students' ways of learning, and hence for the differentiation of instruction and the contextualization of learnings.

Students' schooling is seen as a continuous progression, and thus the program is divided into cycles. The targeted competencies are spread out over a longer period of time to reflect this concept of continuous progression. Hence efforts will be needed to adapt instruction to the students' individual learning rates and characteristics.

The basic school regulation limits the number of years a student can attend elementary school. Other ways must be found to help students instead of grade repetition, which has been too widely practised and has been shown to be quite ineffective in improving students' success rate.<sup>8</sup>

The diversification of educational options is another approach that is favoured, in this case in secondary school, in order to increase opportunities for students to use their abilities and satisfy their needs. The range of complementary educational services thus becomes a way to guide teachers in this direction.

The school staff is encouraged to use teamwork (cycle teams, school teams, multidisciplinary teams, teams with outside partners). Schools can no longer operate in a vacuum; they must work with partners in the community to attain their objectives. This conception of an educational community demands more concerted action. In this context, complementary educational services are especially likely to be called on.



7. Québec, MINISTÈRE DE L'ÉDUCATION, *Québec Education Program: Preschool Education, Elementary Education, approved version* (Québec: Gouvernement du Québec, 2001).

8. Shane R. JIMERSON, "On the Failure of Failure: Examining the Association of Early Grade Retention and Late Adolescent Education and Employment Outcomes," *Journal of School Psychology*, 37: 3 (1999), 243-272.

The subject-specific competencies in the QEP are supplemented with cross-curricular competencies and broad areas of learning:

Given the comprehensive nature of the cross-curricular competencies and the broad areas of learning, the development of these competencies and the integration of the learning process with the broad areas of learning are part of all activities at school, and are the responsibility of all staff members. (7)

The QEP defines five broad areas of learning and determines the basic learnings in terms of cross-curricular competencies that students must master in the course of their schooling:

Under [broad areas of learning] the Québec Education Program addresses a number of issues that confront young people. The broad areas of learning help students relate subject-specific knowledges to their daily concerns and thus give them a better grasp of reality. (42)

The broad areas of learning are health and well-being, personal and career planning, environmental awareness and consumer rights and responsibilities, media literacy, and citizenship and community life.

Like a subject-specific competency, a cross-curricular competency is a set of behaviours based on the effective mobilization and use of a range of resources. However, cross-curricular competencies transcend the limits of subject-specific knowledges while they reinforce their application and transfer to concrete life situations precisely because of their cross-curricular nature. (12)

The cross-curricular competencies are to use information, to solve problems, to exercise critical judgment, to use creativity, to adopt effective work methods, to use information and communications technologies, to construct his/her identity, to cooperate with others and to communicate appropriately.

Complementary educational services offer students many opportunities to deepen their classroom learnings and transfer them to everyday life. The coordination of instructional services and complementary services is crucial.<sup>9</sup>

Personnel other than teachers should also consider the QEP essential in planning and carrying out their activities in the school, in order to maintain consistency in the services offered.

---

9. See the diagram at the end of this chapter.



### 1.3.4 The policy on special education

The complementary educational services programs prescribed in the basic school regulation are for all students in preschool, elementary and secondary education. However, various aspects of these programs directly affect students with handicaps, social maladjustments or learning disabilities; these include support provided through certain remedial education services, psychological services, speech therapy services and social services. If educational success is a major challenge for young people in general, it is all the more so for those with special needs.

The basic orientation of the policy on special education is to promote equality of opportunity for students with handicaps, social maladjustments or learning disabilities by helping them to succeed in terms of knowledge, social development and qualifications.<sup>10</sup> The policy points out that success may be defined in various ways, depending on students' abilities and needs, and that it is important to equip students to achieve success and to recognize their achievement.

A detailed knowledge of this new policy and its six lines of action is essential for understanding all the changes sought so that these students can achieve success.

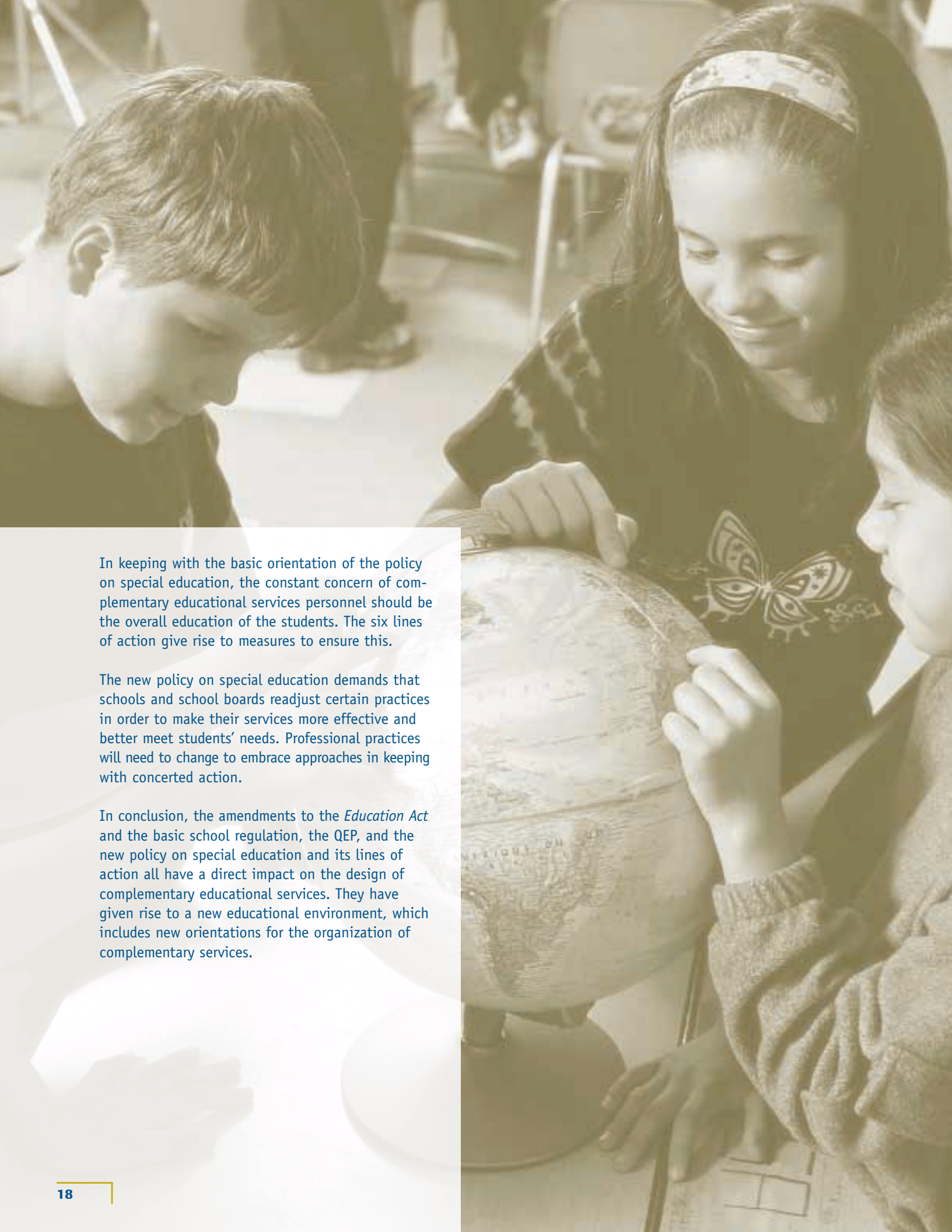
#### ***The six lines of action of the policy on special education:***

- Recognizing the importance of prevention and early intervention, and making a commitment to devote additional effort to this area
- Making the adaptation of educational services a priority for all those working with students with special needs
- Placing the organization of educational services at the service of students with special needs by basing it on the individual evaluation of their abilities and needs, by ensuring that these services are provided in the most natural environment for the students, as close as possible to their place of residence, and by favouring the students' integration into regular classes
- Creating a true educational community, starting with the child and the parents and continuing with outside partners and community organizations working with young people, in order to provide more consistent intervention and better-coordinated services
- Devoting particular attention to students at risk, especially those with learning disabilities or behavioural difficulties, and determining methods of intervention that better meet their needs and abilities
- Developing methods for evaluating students' educational success in terms of knowledge, social development and qualifications; assessing the quality of services and reporting results

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10. Québec, Ministère de l'Éducation, *Adapting Our Schools to the Needs of All Students: Policy on Special Education* (Québec: Gouvernement du Québec, 1999).



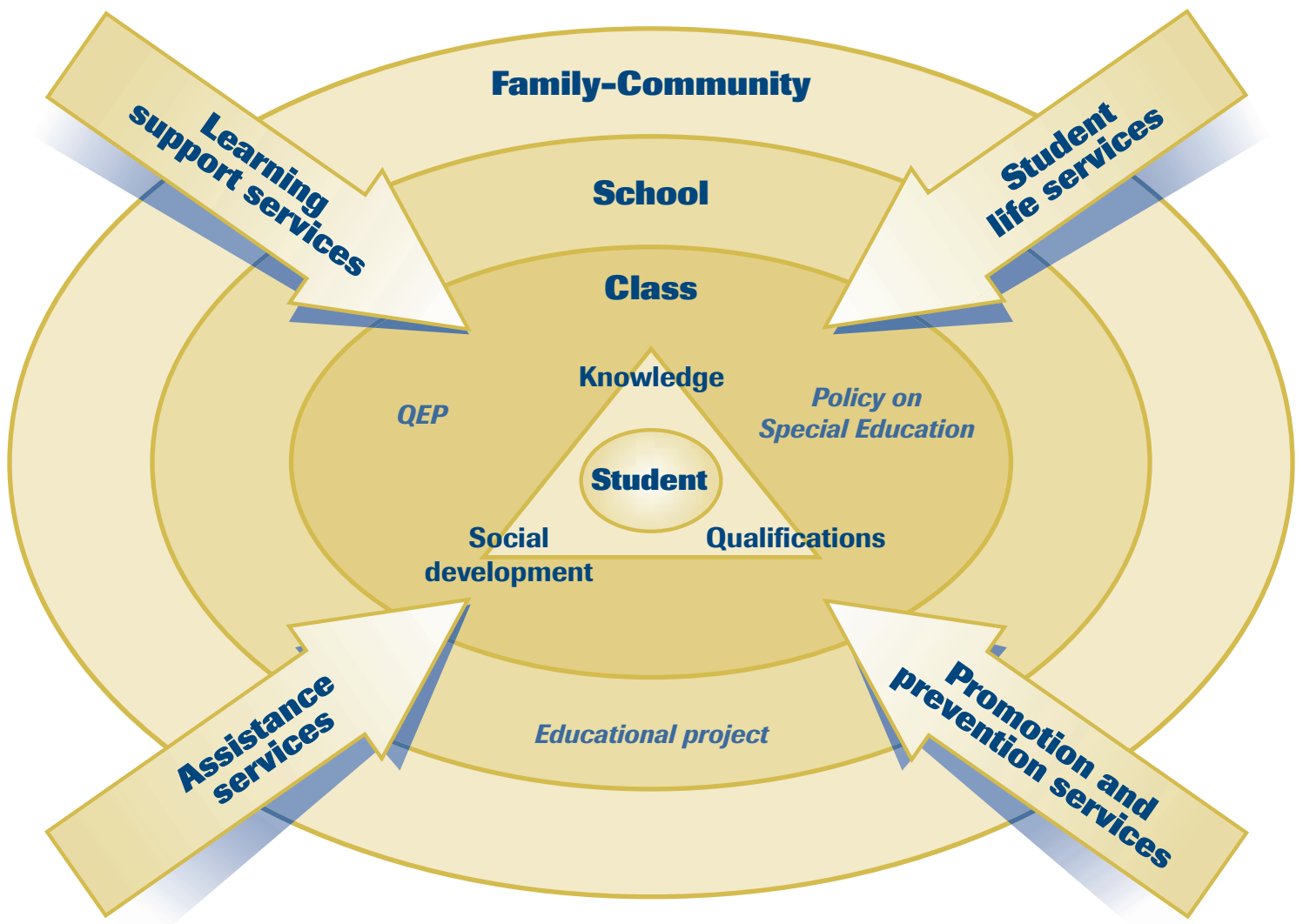


In keeping with the basic orientation of the policy on special education, the constant concern of complementary educational services personnel should be the overall education of the students. The six lines of action give rise to measures to ensure this.

The new policy on special education demands that schools and school boards readjust certain practices in order to make their services more effective and better meet students' needs. Professional practices will need to change to embrace approaches in keeping with concerted action.

In conclusion, the amendments to the *Education Act* and the basic school regulation, the QEP, and the new policy on special education and its lines of action all have a direct impact on the design of complementary educational services. They have given rise to a new educational environment, which includes new orientations for the organization of complementary services.

## ***Integrated Complementary Educational Services***







### ***2.1 Put complementary educational services at the heart of the school's mission***

As early as 1986, complementary educational services, or student services as they were then called, were described as serving to enhance and round out actions undertaken as part of instructional services:

Student services are concerned with each student's progress, particularly in terms of his/her likes and dislikes, interests and aptitudes, rate of development and the difficulties which he/she sometimes experiences. . . . [they] must pay special attention to the relationship between students and their surroundings. They must contribute to making the school a genuine living environment . . . by showing concern for the rights and responsibilities of students, and by encouraging student participation in school activities.<sup>1</sup>

#### ***2.1.1 Educational success: A broader view***

The concept of educational success is broader than that of academic success. Hence complementary educational services have become an integral part of the school's mission to impart knowledge to students, foster their social development and give them qualifications. The school's educational project should take the quality of complementary services into consideration as well as the quality of instruction. The school should provide a stimulating, rich, secure environment that optimizes the effects of quality instruction.<sup>2</sup>

In the context of the reform, complementary educational services are even more necessary for the success of the school's educational mission. The broad areas of learning in the QEP provide a new view of the learning contexts traditionally associated with complementary services. They give renewed meaning to a host of activities that in the past were organized, for example, as part of services

to promote student participation in school life, services to educate students about their rights and responsibilities, or services to provide sports, cultural and social activities. These activities give students opportunities to develop competencies and transfer them to new contexts. They may or may not be part of the timetable and they may take place in the classroom, the school or the community. The classroom is not the only place where students develop competencies.

The QEP defines the cross-curricular competencies students should develop from preschool education until the end of secondary school and provides many examples of the contribution of complementary services. In a variety of activities in both the complementary services programs and the programs of studies, students are placed in situations in which they develop and apply these competencies. The QEP is designed to make learning meaningful by placing it in context, using situations drawn from the broad areas of learning. The complementary educational services, or student services, listed in section 5 of the basic school regulation can provide valuable assistance in developing attitudes and behaviours in the five broad areas of learning: health and well-being, personal and career planning, environmental awareness and consumer rights and responsibilities, media literacy, and citizenship and community life.

1. Québec, MINISTÈRE DE L'ÉDUCATION, *School: A Place to Grow – Organizational Framework for Student Services* (Québec: Gouvernement du Québec, 1986), 7.

2. Québec, CONSEIL SUPÉRIEUR DE L'ÉDUCATION, *Student Services: A Joint Responsibility* (Sainte-Foy: Gouvernement du Québec, May 1998).

### **2.1.2 Services that complement each other and provide continuity**

The boundary between instructional services and complementary services has become much more permeable, and all categories of school personnel must collaborate with parents and partners in the community to develop in all students the competencies they will need to participate in tomorrow's society.

Personnel in complementary educational services should act in accordance with the goal of the QEP: success for the greatest number of students. The personnel are urged to strive to make the approaches they use, especially with at-risk<sup>3</sup> students or students with difficulties, consistent with the teachers' approaches. An approach that is educational rather than clinical, one based on the development of competencies and centred on the students' autonomy, should be used. The primary concern is to promote the students' development rather than to correct or reeducate them. An approach centred on the development of competencies contributes to solving the often complex problems encountered by students in the course of their schooling and prepares them to meet future challenges. Cooperation and mutual help among the personnel will increase the effectiveness of actions to reach the whole student body.

## **2.2 Maintain a global vision of the needs and opt for integrated services**

### **2.2.1 A systemic vision**

A global, systemic vision of young people's needs will encourage the adoption of healthy, safe behaviours. This will reinforce protection factors and reduce risk factors in order to ensure the best environment possible for students.

In this approach, students' strengths and abilities are considered valuable assets. Promotion and prevention activities provide positive ways to work toward conditions conducive to success. Schools must be vigilant to avoid piecemeal approaches. They should judiciously select from among the services offered to them in order to avoid pitfalls.

In recent years, schools have been offered ad hoc services related to specific issues such as violence, sexual abuse, drugs or suicide. These services appear to provide ready, inexpensive answers to problems encountered by students. They are attractive, targeting a problem and providing relevant solutions. Too often, they are presented as independent entities and parachuted into the timetable, and they rarely involve the resources available in the school. This type of service uses a problem-based approach, and includes neither follow-up with students nor transfer of learning. For this reason, it is not very effective, and may even be harmful. These activities can make students more aware of how serious their problems are and, in the absence of adequate support in their living environment, can actually make them feel worse.

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3. Québec, MINISTÈRE DE L'ÉDUCATION, *Students with Handicaps, Social Maladjustments or Learning Difficulties: Definitions* (Québec: Gouvernement du Québec, 2000).



### **2.2.2 Integrated services**

To avoid fragmentation, the governing board should see that the school provides a range of integrated services that meet students' real needs. Integrated services are services that are part of a coherent, coordinated, harmonious system with shared objectives that everyone works collaboratively to attain. Such services should be comprehensive, flexible and adaptable. They should be planned in collaboration with the students and their parents from the outset, by teachers and other education personnel. For increased effectiveness, time should be set aside for collaboration in order to establish priorities and avoid duplication of services.

The integration of services requires the regular presence of professional and support staff in the school in order to ensure continuity and complementarity in a spirit of collaboration both within and outside the school. The school is a gateway to the diverse services offered by health and social services institutions, community groups, youth employment exchanges, etc. These outside services provide invaluable support for both students and teachers, in continuity and complementarity with the services of the school. School administrations should ensure the integration and coordination of these services, whether provided by outside resources or those in the school.

## **2.3 Forge solid links between the school and the educational community as a whole**

### **2.3.1 Broader participation**

The nature of complementary services has evolved in recent decades. In the 1970s, the services offered were primarily individual and curative, a response to problems, and they were distinct from instructional services. In the 1980s, they were broadened to include new areas: prevention, support to teachers and parents, and group services for students. They were gradually transformed from services for the individual student to services for the educational community as a whole.

The changes were not limited to the nature of the services; the composition of the personnel responsible for these services also changed. Made up mainly of professionals at the beginning of the 1980s, this personnel now consists of professionals, teachers, leaders of recreational or cultural activities, special education technicians, etc. Thus, taking a group of students to a play is an activity that is part of student life services within the framework of complementary services.

The scope and diversity of the needs of today's students demands broader participation. The addition of more professional personnel, a measure set out in the plan of action accompanying the policy on special education, is only a partial response to these needs. There is an increasingly pressing need for the community to mobilize and to learn to work differently in order to create favourable conditions for attaining the success objectives of the reform.



### 2.3.2 A necessary partnership

Partnership with parents and with the local community (health and social services institutions, other institutions, community groups) has become necessary in order to meet students' needs. In order to better guide students, partnerships need to be consolidated, mechanisms for working together have to be set up, and approaches must be developed for working in both local and regional networks, depending on the situation. Collaboration develops gradually, based on mutual respect for both expertise and mandates. It demands that territorial and corporate struggles be put aside and a shared vision and common goals be adopted.

The Youth Health project illustrates the concept of the school as a living environment with integrated services oriented toward education and development.<sup>4</sup> This model stresses the integration and continuity of services. The educational community, especially parents, are involved in the actions taken to meet the targeted objectives.

Given the complexity of some students' problems and the similar complexity of the solutions required, the school must open itself up to the groups and institutions of its community. Concerted action by the personnel or members of these groups and institutions and harmonization of their actions is essential for the welfare of the children and adolescents involved. The school is no longer alone in fulfilling its mission.

## 2.4 Create conditions conducive to quality services

Sufficient resources and professional expertise to provide quality complementary educational services are reasonable conditions. Importance should also be placed on the basic human qualities to be sought and developed in order to provide educational services that are meaningful to students in the case of both instructional services and complementary services.

Some of these conditions will depend on the specific characteristics of each school. It should be stressed that these characteristics play a large part in the successful adaptation of complementary educational services. In addition, more general conditions are also needed in order to ensure the quality of the services. Please note that the following discussion of the conditions conducive to quality services is not exhaustive.

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4. "YOUTH HEALTH: IT TAKES A VILLAGE TO RAISE A CHILD," *Le Petit Magazine* – Student Services Newsletter 1:1 (Fall/December 1998).



#### **2.4.1 Build relationships of trust with students**

Providing quality services requires creating relationships of trust with students. To establish this trust, the personnel must demonstrate human qualities such as empathy, openness, acceptance of differences and generosity. Creating relationships of trust also requires time.

#### **2.4.2 Teach by example**

For school personnel, guiding students well involves, among other things, being aware that students look to them as role models (often without their knowledge). The personnel should be inspired by the values on which there was a consensus when the school's educational project was adopted. Basic values and rights should also be considered essential elements because of their impact on students. The following examples are provided because of the nature of certain complementary educational services:

- Students' safety and their right to a healthy environment
- Respect for the private lives of students and their families
- Equitable treatment of students and equality of opportunity
- Respect for differences (race, religion, socio-economic background, sexual orientation, potential, limitations and impairments, etc.)
- Respect for students' rights and for their autonomy with respect to their responsibilities
- The integrity of the personnel and respect for their limitations, as in the case of actions requiring specific competencies
- The use of scientifically proven approaches

To educate also means to transmit values. Complementary educational services provide many opportunities for this. School personnel need to be attentive in order to help students construct personal value systems that they can draw on in everyday life and in making choices concerning their future.

#### **2.4.3 Adapt services to evolving needs and new knowledge**

Many students experience changes following their parents' separation or divorce, especially those in shared custody situations. Ways must be found to stimulate the participation of both parents in their children's life at school. Measures are also needed to encourage participation by parents belonging to ethnic minorities or to disadvantaged groups, the number of which has increased in recent years.

Young people's attraction to video games, on-line chat and Web surfing will likely give rise to new physical fitness needs and potential health problems, because students often prefer these sedentary activities over sports or other physical activities. In addition, there has been an increase in the number of elementary school students with learning or behavioural difficulties, putting pressure on school personnel to take action. Renewed practices are needed to improve the chances of success for at-risk students.

Alcohol and drug abuse, violence, the high suicide rate, especially among boys, teenage pregnancy and sexually transmitted diseases are all problems that call on school personnel to act. The ongoing need for personnel to adapt their services to the new realities of young people requires that they be close enough to young people to understand their lives. These situations make it necessary for them to update their knowledge and practices.

#### 2.4.4 *Evaluate the services in order to improve them*

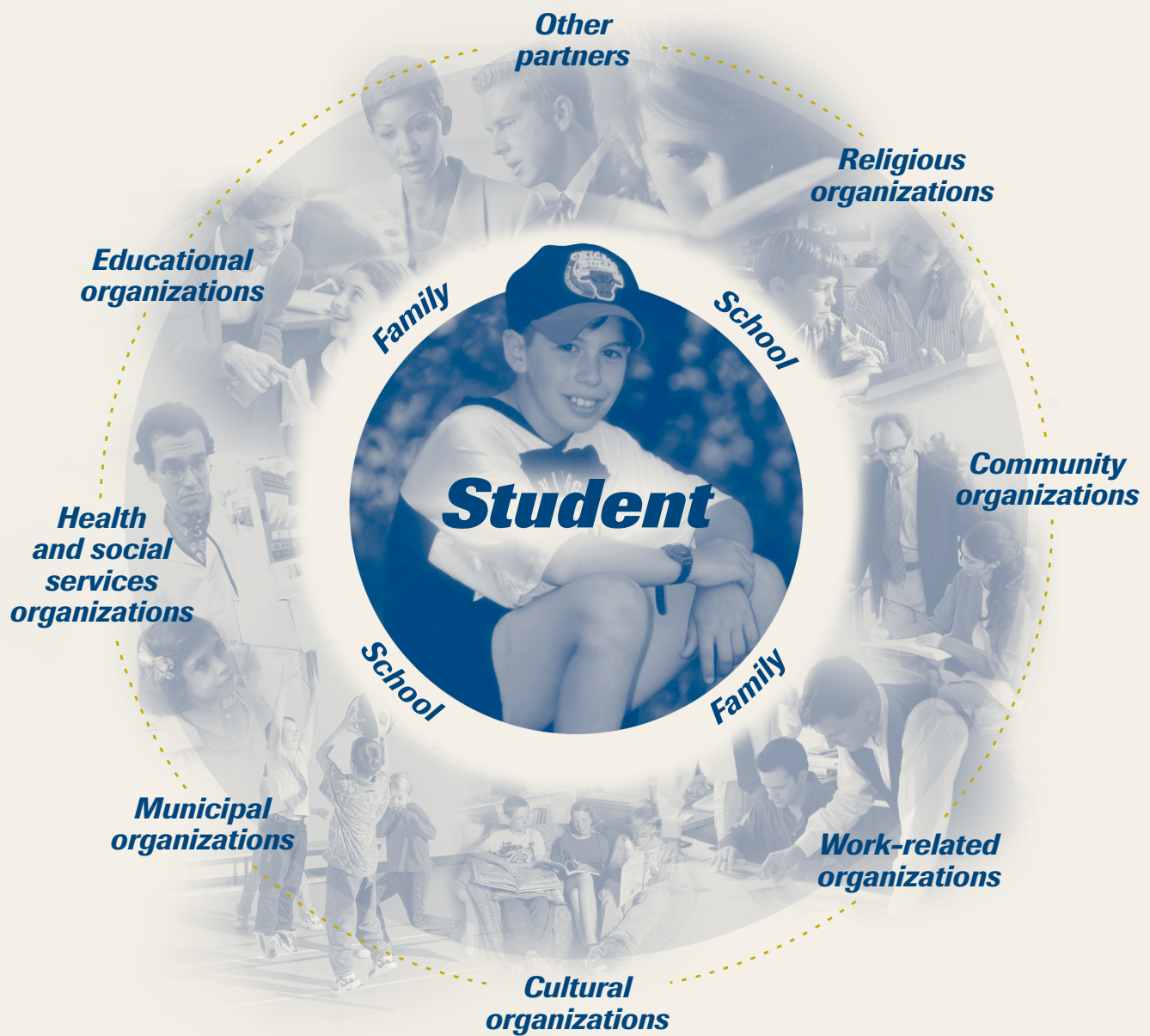
The evaluation of the quality of complementary educational services in terms of the results obtained, in order to increase and improve these services, concerns everyone. This exercise will be greatly facilitated by having expectations clearly defined at the outset and evaluation methods determined and known in advance. Assuring the quality of services also involves a willingness to reevaluate them as necessary in order to better guide students. Too often, evaluation is limited to verification that planned activities took place. Evaluation should go further than this: it should focus on the extent to which the results sought for students have been attained and on the means used to attain them. The school's professional personnel may be asked to design evaluation models using this approach. Assistance by outside partners may also be of great value.

**TABLE I**  
*SUMMARY OF MEQ ORIENTATIONS*

|                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                           |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Put complementary educational services at the heart of the school's mission</p> <ul style="list-style-type: none"> <li>• Educational success: A broader view</li> <li>• Services that provide continuity and complementarity</li> </ul> | <p>Forge solid links between the school and the educational community as a whole</p> <ul style="list-style-type: none"> <li>• Broader participation</li> <li>• A necessary partnership (see illustration at the end of this chapter)</li> </ul>                                                           |
| <p>Maintain a global vision and opt for integrated services</p> <ul style="list-style-type: none"> <li>• A systemic vision</li> <li>• Integrated services</li> </ul>                                                                       | <p>Create conditions conducive to quality services</p> <ul style="list-style-type: none"> <li>• Build relationships of trust with students</li> <li>• Teach by example</li> <li>• Adapt services to evolving needs and new knowledge</li> <li>• Evaluate the services in order to improve them</li> </ul> |

To carry out these orientations, the MEQ proposes that activities in complementary educational services be grouped in four programs, which are examined in the following chapter.

# ***A whole community to help the student***







# Integrated Services

To start, a brief reminder of the former structure of complementary services (student services) programs<sup>1</sup> will help to highlight the changes set out in the new basic school regulation. Formerly, a program was established for each area of activity, i.e. there were 11 programs for 11 services. These programs had both general and specific objectives.

Table II shows the complementary educational programs and services as set out in the new basic school regulation. It should be noted that the former programs were taken into account in the design of the four new programs: they are now considered services to be used to attain the objectives of the four new programs.

This is an original conception of complementary services, one in which their organization is based on needs (the new programs) rather than services (the old programs). An analysis of the needs to be met and of ways to meet them is the basis for the choice of priorities to be pursued and services to be provided.



1. *The term program in this frame of reference may be defined as a coherent, organized, structured set of objectives, activities and resources that are justified by the needs to be met in a society, community or collectivity and placed under the responsibility of one or more people. This definition, by J.-R. Bibeau and J. Plante, is taken from Renald LEGENDRE, Dictionnaire actuel de l'éducation, 2d ed. (Montréal/Paris: Guérin/Eska, 1993), 1 032 (translation).*

**TABLE II**

COMPLEMENTARY EDUCATIONAL PROGRAMS AND SERVICES  
AS SET OUT IN THE NEW BASIC SCHOOL REGULATION

**Program of support services**  
designed to provide students with  
conditions that are conducive to learning

**Program of assistance services**  
designed to help students throughout  
their studies, with their academic and  
career choices and with any difficulties  
they encounter

## Services:

- Services designed to promote student participation in school life
- Services designed to educate students about their rights and responsibilities
- Sports, cultural and social activities
- Services in spiritual care and guidance and community involvement
- Support services for the use of the documentary resources of the school library
- Academic and career counselling and information
- Psychological services
- Psychoeducational services
- Special education services
- Remedial education services
- Speech therapy services
- Health and social services



**Program of student life services** designed to foster students' autonomy and sense of responsibility, their moral and spiritual dimensions, their interpersonal relationships, as well as their feeling of belonging to the school and the community

**Program of promotion and prevention services** designed to provide students with an environment conducive to the development of a healthy lifestyle and of competencies that are beneficial to their health and well-being

The basic school regulation (s. 5) also makes additions or modifications to the services chosen to attain the objectives of the four complementary educational services programs.

***The most important changes are the following:***

- Student support and supervision are no longer part of complementary services. Instead, they come under a policy adopted by the governing board.
- Catholic pastoral care and guidance and Protestant religious care and guidance have been replaced with spiritual care and guidance and community involvement services.<sup>2</sup>
- Two new services have been added: support services for the use of the documentary resources of the school library and remedial education services. The latter was previously part of special services.

The four complementary educational services programs set out in the basic school regulation, which school boards have a responsibility to establish under section 224 of the Education Act, must “help students to progress in their various types of learning.” In the following sections, the programs are described in terms of their:

- purpose
- objectives
- nature
- characteristics
- connections with the cross-curricular competencies and broad areas of learning

These programs become the dynamic elements within which the various activities associated with the different services should be integrated. Each of the services should embrace the objectives of the programs and strive to attain them. Their contributions are described at the end of the chapter.

2. For further information on these services, see Québec, MINISTÈRE DE L'ÉDUCATION, *Developing the Inner Life and Changing the World* (Québec: Gouvernement du Québec, 2001).

## **3.1** *Program of support services designed to provide students with conditions that are conducive to learning*

### **3.1.1** *Purpose of the program*

This program focuses on the needs of the educational community as a whole, those of the students first but also those of teachers, parents and other stakeholders in schools. The main purpose of this program arises from the obligation to guide students, i.e. to provide them with the help they need and consequently to reduce the failure and dropout rates and allow as many as possible to obtain qualifications. Maintaining students' interest and motivation, which are essential to success in school, requires that the appropriate conditions be provided and that services be made available to students in keeping with their needs.

Teachers also need to be able to rely on support services in order to carry out their mandates. Traditionally considered experts in academic subjects, teachers have a greater need, with the QEP, for teamwork and the support and expertise of other school personnel in order to enable students to apply the cross-curricular and subject-specific competencies in all the broad areas of learning.

Parents and the educational community as a whole also need help to guide students well, especially during implementation of the new curriculum. The majority of them would benefit from updating their knowledge of classroom methods. The support services program is especially necessary in this context in order to ensure effective collaboration by parents, who are key partners, and outside services.

### **3.1.2** *Objective of the program*

The objective of this program is to ensure that students have conditions conducive to learning. Among the factors that affect these conditions are the following:

- the quality of the teacher-student relationship
- teamwork and the willingness to work in partnership with school and outside resources
- the quality of relationships between the parents and the school
- the climate in the classroom and the school
- the student support and supervision policy
- the rules of conduct
- pedagogical approaches
- the differentiation of instruction
- class management
- the extent of collaboration among the partners
- the division of responsibilities
- information and communications technologies
- areas and means of concerted action





### 3.1.3 Nature of the program

This program is designed to guide students in order to stimulate their interest, motivation and involvement. It comprises a series of measures or actions to inform, educate and equip students.

**To inform** students so that they understand the school's expectations and are better able to adapt to them; to inform them of services they may use. To inform personnel of the students' characteristics and needs. To inform parents in order to give them the knowledge they need to help their children make good use of the school's educational services and grow and develop. Also for parents, to establish effective communication mechanisms that facilitate partnership, and to inform them of the many opportunities to participate in their children's lives at school. To inform outside partners of the needs and also the resources of the school in order to build partnerships and create a true educational community. This will enable a sharing of expertise that is indispensable for support services of quality.

**To educate** students by developing competencies that will enable them to manage relatively autonomously for their age. For example, to show them how to use a problem-solving approach to meet everyday challenges. To participate in providing them with activities that allow them to transfer their learnings and thus foster the development of their competencies. To educate teachers and other school personnel about new pedagogical approaches,<sup>3</sup> effective intervention models, the characteristics and needs of students with handicaps or learning difficulties, etc. To foster discussion between experienced personnel and newcomers, teamwork, input by specialized personnel and participation in professional development sessions.

Outside resources can also contribute to the process of constantly updating knowledge. To educate parents and the educational community as a whole about the conditions and approaches that contribute to educational success; training sessions on the stages of child and adolescent development in the school setting are particularly useful.

**To equip** students means to provide them with the means to succeed in school. The careful selection of instructional materials, ready access to technical help and good communications tools, and an attractive, well-stocked documentary resource centre are ways of providing quality support. To equip school personnel means to give them the means and conditions to guide students well. Among other things, this involves seeing that teachers have access to instructional materials and communications tools to supplement their teaching. To equip parents means to give them what they need to play their role in guiding their children, such as parenting guides or materials on their role in their children's educational success.

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3. It should be noted here that the QEP encourages teachers to develop pedagogical approaches that give students an active role, emphasize authentic learning situations, take into account information processing, foster the transfer of learnings, etc.



### 3.1.4 Characteristics of the program

This program must have certain characteristics in order to fulfill its role. It must offer services that are:

- adapted to the students' ages
- as diverse as the needs they must meet
- in keeping with the school's mission and the QEP
- integrated with instruction and provided in collaboration with teachers
- situated as close as possible to the students' natural environment
- continuous and consistent, i.e. not provided in a piecemeal fashion
- based on the expertise of professional and technical personnel, where necessary
- provided in partnership with parents and the educational community as a whole
- focused on students' strengths and not their weaknesses
- comprehensive, dynamic and coordinated
- readily accessible

### 3.1.5 Connections with cross-curricular competencies and broad areas of learning<sup>4</sup>

The services established to attain the objectives of this program will contribute to the development of all the cross-curricular competencies in the QEP. Particular emphasis is placed on some competencies because they involve conditions conducive to learning: to use information, to solve problems, to adopt effective work methods, to use information and communications technologies, to cooperate with others, to communicate appropriately. In addition, this program can draw advantageously on broad areas of learning such as environmental awareness and consumer rights and responsibilities, media literacy, and citizenship and community life.<sup>5</sup>

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4. *These connections are merely suggestions and should not be seen as limiting in any way.*

5. *See Table III below.*

## 3.2

### ***Program of student life services designed to contribute to the development of students' autonomy and sense of responsibility, their moral and spiritual dimension, their interpersonal relationships and their feeling of belonging to the school and the community***

#### **3.2.1 Purpose of the program**

Fostering students' social development is part of the school's mission, just as imparting knowledge and giving them qualifications are. The school is not only a place where students acquire learnings in one or more fields of knowledge; it is also a place where they learn to live in society.<sup>6</sup> The concept of the school as a living environment acquires its fullest meaning in situations in which students learn to live and develop in society.

This program helps a good many students develop through activities that often take place outside the classroom. The richness of life in school contributes greatly to creating a sense of belonging. In adulthood, pleasant memories of school are often associated with the feelings experienced in these activities. Most student life services give students opportunities to discover their strengths and talents and increase their self-esteem. A theatre group, student committee, soccer team, student co-op, astronomy club, music group or student radio station can be a springboard for students' development in a particular area.

This program also enables students to explore the spiritual and moral aspects of social life. Young people's need to find meaning in their lives, to take part in community action, to assume responsibilities or to make commitments to social causes can be satisfied through this program.

#### **3.2.2 Objectives of the program**

The objectives of this program concern the development of students':

- autonomy
- sense of responsibility
- moral and spiritual dimension
- interpersonal relationships
- feeling of belonging to the school and the community

In pursuing the objectives of this program, the school places the students at the centre of school life. Activities in student life services, once seen as a way to keep students occupied when not in class, are now considered essential to the implementation of the school's educational mission, especially as it concerns the social aspect. The program provides opportunities for applying learnings and developing cross-curricular competencies.

6. Conseil supérieur de l'éducation, *Student Services: A Joint Responsibility* (Sainte-Foy: Gouvernement du Québec, May 1998).

### 3.2.3 Nature of the program

A student life services program comprises a series of actions designed to stimulate students and encourage their interests, consult them on the planning and carrying out of activities, encourage and recognize their participation, foster their sense of responsibility, develop citizenship, strengthen their moral sense, enrich their spiritual lives, enable them to experience community action, improve their interpersonal relationships and increase their sense of belonging:

- **To encourage involvement.** Whetting the students' appetites is the basis of motivation. In order to foster students' autonomy, organizers of activities in student life services should follow the approach most teachers use at the beginning of a course: review learnings acquired previously and make sure of the students' interest. Then they should consult the students on the planning and holding of activities. Consultation is a method that actively involves the students, respects their autonomy and increases their capacity to make informed choices. Finally, it is important to encourage and recognize participation. Some schools make this official by mentioning students' participation in activities of the student life services program in report cards, while others reward students by giving them tickets to cultural, social or sports activities. Regardless of how it is done, what counts is that students know that these activities are an important part of their school career.
- **To foster students' sense of responsibility** and develop citizenship by giving students active roles and concrete tasks in the school. Students will be called on to take part in the organization of student life in the school at different levels in order to enable them to test and increase their ability to assume their responsibilities and exercise their rights. Class councils, student committees, cooperation councils, sponsorships, student co-ops, student radio stations, to cite only a few examples, are microcosms in which students take part in democratic life, exercise their rights and hold positions of responsibility.
- **To strengthen students' moral sense, enrich their spiritual lives and enable them to experience community action** so that they learn to live well in society. Living well in society means being able to make choices in keeping with ethical rules. It also means adopting responsible social behaviour based on the values recognized as fundamental in a free and democratic society. Finally, it means being sensitive to the needs of those who are most disadvantaged and knowing how community action can reduce social inequalities. Volunteerism in various forms can contribute to students' education in these areas.
- **To improve students' interpersonal relationships** is a natural objective for the activities of this program, because the students are usually interacting directly. These activities are ideal for learning the advantages of cooperation and mutual aid. They also give students opportunities to develop meaningful relationships with adults.
- **To increase students' sense of belonging.** In activities organized by the services in this program, students participate in recognized teams—e.g. a theatre group, basketball team, school choir or mutual aid group—and experience being part of the mechanisms of society. They are encouraged to see themselves as active, productive members of society.



### **3.2.4 Characteristics of the program**

Certain characteristics of this program contribute to the attainment of the objectives described above. These services are more effective when they are:

- accessible to all students
- varied, so as to meet a broad range of needs and interests
- applicable in class and often outside of class
- progressive in terms of students' autonomy and age
- flexible and modulated
- efficient, i.e. when they make optimal use of the internal and external resources of the school
- concerned with students' safety and well-being
- inclusive, i.e. when they embrace students with special needs, those belonging to ethnic minorities and those from disadvantaged backgrounds

### **3.2.5 Connections with cross-curricular competencies and broad areas of learning**

Of all the complementary educational services programs, this program is perhaps the one that offers the greatest opportunities for applying subject-specific and, especially, cross-curricular competencies. Any of these competencies can be targeted by the program, but some may be more directly involved than others: to exercise critical judgment, to use creativity, to construct his/her identity and to cooperate with others. This program can advantageously be used to explore broad areas of learning such as health and well-being, personal and career planning, and citizenship and community life.<sup>7</sup>

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7. See Table III below.





## **3.3** *Program of assistance services designed to help students throughout their studies, with their academic and career choices and with any difficulties they encounter*

### **3.3.1 Purpose of the program**

In addition to imparting knowledge and fostering students' social development, the school's mission now includes giving them qualifications. This new aspect of the educational mission is closely tied to students' motivation and perseverance in school until graduation. Repeated failures undermine their motivation and jeopardize their chances of success, and contribute to the high dropout rate. As stated in the Foreword to Making Dreams Come True, "the addition of this last element is an indication of the importance schools should place on information and counselling for students." As the educational policy statement says, "The time has come to pay closer attention to student guidance and counselling."<sup>8</sup>

In the policy on special education, there is a table giving the number of students with handicaps, social maladjustments or learning disabilities.<sup>9</sup> On average, they make up just over 12 per cent of students. And this number has not decreased in recent years. Success is important for these students as well. It is no longer necessary to demonstrate the need for services, in particular specialized services, to give them equality of opportunity with the rest of the students.

### **3.3.2 Objectives of the program**

The program has two main objectives:

- to help students in their studies and their academic and career choices
- to help students with any difficulties they encounter

The first objective is of considerable importance in the context of the reform. The introduction of the concept of the guidance-oriented approach, or the guidance-oriented school, as some people prefer, has had an impact in many schools. According to this approach, everyone involved in the school has a role to play in guiding students, i.e. helping them to discover who they are and what they want to do in life so that they can be active, productive members of society when they grow up.

Large amounts of resources and energy are devoted to finding solutions to students' difficulties, and it seems that they are never sufficient. To help students avoid or overcome obstacles to success, school personnel must constantly adapt their materials and methods to compensate for students' handicaps or difficulties. While the addition of new resources has improved conditions and made it easier to attain this objective, it is also necessary for all personnel to learn to work differently in order to maximize results.

8. Québec, MINISTÈRE DE L'ÉDUCATION (Québec: Gouvernement du Québec, 1997), 9.

9. Québec, MINISTÈRE DE L'ÉDUCATION, *Adapting Our Schools to the Needs of All Students: Policy on Special Education* (Québec: Gouvernement du Québec, 1999), Table 1.

### 3.3.3 Nature of the program

The nature of this program will be examined in two separate parts: one on helping students in their studies and their academic and career choices, and the other on helping students resolve any difficulties they encounter.

#### Part one

These assistance services comprise a host of actions designed:<sup>10</sup>

- **To encourage** participation by students in their own academic and career development. Seeing students as having primary responsibility for their own development means that school personnel must use dynamic approaches that actively involve students in choices that affect their future.
- **To integrate** academic and career information and guidance to a larger extent into the educational project of the school. The school is urged to take measures to integrate these concerns into the activities as a whole. This is a major responsibility and it is not a matter for a single teacher or professional, but for all members of the school team.
- **To foster** the development of the students' identities, starting in preschool education and elementary education. If students begin early to affirm their personalities and gain knowledge of themselves and their interests and aptitudes, they develop self-confidence. It is well known that at-risk students require a good deal of help to do this. Their low success rate is often related to low self-esteem and a weak personal identity.

- **To assist** students in their studies and career choices throughout secondary school. This help may take various forms: simulation exercises, exploration visits, workplace practicums, etc. It may also involve group or individual counselling by a qualified professional.
- **To provide** students with academic and career information and guidance tools or access to these tools. Counsellors in academic and career information and guidance can show students how to properly use tools such as a career database.

#### Part Two

Services to help students in resolving any difficulties they encounter comprise a host of actions designed:

- **To adapt instruction and interventions.** The policy on special education proposes that the adaptation of educational services be the first concern of everyone working with students with special needs. "Adaptation can be carried out in a number of ways: by adjusting or changing practices, or by suggesting to the students ways in which they might find the solutions best suited to their needs."<sup>11</sup>
- **To reduce obstacles.** Students with special needs confront obstacles in their pursuit of the success they are entitled to. The personnel should be attentive and should often use innovative methods to adapt the environment, instructional materials and interventions to meet the needs of these students.

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10. This section is based on *Making Dreams Come True*, 6.

11. Québec, MINISTÈRE DE L'ÉDUCATION, Québec, Ministère de l'Éducation, *Adapting Our Schools to the Needs of All Students: Policy on Special Education* (Québec: Gouvernement du Québec, 1999), 18.

- **To develop students' ability** to resolve their difficulties. The problem-solving approach can be used by adults in their helping relationships with students and can also be suggested to students as a tool they themselves can use to deal with difficulties as autonomously as possible.
- **To collaborate** in the development and implementation of individualized education plans, a key way of ensuring that the assistance services are coherent and relevant. Professional and support personnel providing complementary educational services are invited to participate.
- **To facilitate** the integration of students with special needs. The third line of action of the policy on special education, which deals with the organization of services, favours their integration into regular classes.<sup>12</sup> Complementary educational services play a major role in this. Two elements that particularly aid in the integration of these students are the measures for the integration of students with special needs and the regional support teams for various groups of students with special needs that were created a few years ago.
- **To advise** students and personnel. Teachers and other professional personnel are often called on to help students with difficulties by providing information, guidance or other assistance. Professional personnel can also help teachers and other members of the school team to solve problems requiring their expertise.
- **To facilitate** access to outside services. Schools cannot do everything by themselves. School personnel should establish networks of services they can direct students and parents to. Furthermore, it should be noted that agreements of considerable scope exist between the MEQ and the Ministère de la Santé et des Services sociaux in this regard. For example, students with special needs require health and social services provided by CLSCs, youth centres, hospitals and rehabilitation centres.
- **To provide** tools. Sometimes special adapted equipment is needed to ensure equality of opportunity and provide favourable learning conditions for certain students. This equipment is varied because it meets individual needs; it includes Braille devices for students with visual impairments, FM systems for students with hearing impairments, instructional materials and information and communications technology designed for students with physical disabilities, etc.

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12. Québec, MINISTÈRE DE L'ÉDUCATION, Québec, Ministère de l'Éducation, *Adapting Our Schools to the Needs of All Students: Policy on Special Education* (Québec: Gouvernement du Québec, 1999), 21.

### ***3.3.4 Characteristics of the program***

To meet the objectives of this program, the services should be:

- adapted to the characteristics and needs of the students
- accessible and sufficient
- based on scientifically recognized knowledge and approaches
- coherent and consistent with the realities of the school
- continuous
- oriented toward the results sought
- provided in the most natural possible environment
- provided as early as possible after difficulties have become evident

### ***3.3.5 Connections with cross-curricular competencies and broad areas of learning***

Of course, all the cross-curricular competencies will be developed through the activities provided in this program. However, certain ones are more specifically targeted: to use information, to solve problems, to exercise critical judgment, to construct his/her identity, to communicate appropriately. In addition, this program can draw on the following broad areas of learning: health and well-being, personal and career planning, media literacy, citizenship and community life.<sup>13</sup>

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13. See Table III below.

## **3.4** *Program of promotion and prevention services designed to provide students with an environment conducive to the development of a healthy lifestyle and of skills that are beneficial to their health and well-being*

### **3.4.1 Purpose of the program**

Promotion concerns the development of protection factors and conditions conducive to health and well-being. Prevention involves the reduction of the incidence of problems by attacking the risk factors and focusing on vulnerable populations. In a context of rationalization or limitation of resources, promotion and prevention too often take second place to curative services, yet they are key to the overall development of the students. For this reason, the MEQ has made them a priority, in particular in the policy on special education. The first line of action of the policy urges the educational community as a whole to create an environment conducive to learning and success and to recognize the early signs of difficulties and intervene early.<sup>14</sup>

Having a collaborative plan for promotion and prevention in the school is a way of ensuring their coherence. This program is very demanding in terms of collaboration among personnel, both within and outside the school. Research on promotion and prevention programs brings out the need for early intervention at the source of problems. The activities of this program are oriented toward the development of students' competency in making informed choices in order to live healthy lives. The advantages of focusing on the students' strengths and increasing their ability to cope with the difficulties they encounter are increasingly being recognized. Rather than concentrating energy on making students aware of problems, a health-oriented approach will favour the development of preventive attitudes and behaviours.

This program should also include actions that encourage students to adopt behaviours that maintain their health and well-being. Students should be urged to become the principal protectors of their physical and mental health.

### **3.4.2 Objective of the program**

The objective of this program is to provide students with an environment conducive to the development of a healthy lifestyle and of competencies that are beneficial to their health and well-being. Such an environment comprises the various aspects of student life that meet students' needs with respect to their well-being, their health and their safety.

Actions will focus on school organization, among other things. While complex logistics are clearly involved in setting up students' schedules, taking into account such factors as their courses, extracurricular activities, transportation and lunch hours as well as the collective agreements, the objective of this complementary educational services program should take priority in a healthy, safe school organization, one that allows students, for example, to eat their lunch in conditions conducive to the development of a healthy lifestyle.

The physical organization of the school should provide a clean, calm environment in which pollution is under control. It should allow students to maintain the quality of their physical environment and, by doing so, to acquire competencies associated with taking responsibility for their health and safety.

The organization of life in a group promotes the development of competencies associated with harmonious relationships. It should minimize the risks associated with the students' movements during transitions between activities. It makes it possible to prevent conflict and maintain a pleasant, peaceful climate.

14. Québec, MINISTÈRE DE L'ÉDUCATION, *Adapting Our Schools to the Needs of All Students: Policy on Special Education* (Québec: Gouvernement du Québec, 1999), 16.



### 3.4.3 Nature of the program

A promotion and prevention program consists of actions whose aim is:

**To provide** conditions for healthy living for everyone, both students and personnel. A common vision in this area demands the active involvement of students and personnel. Rules of living, a student support and supervision policy and a code of conduct are means of promoting students' active participation in their own well-being. Facilities for physical activities may also be made available; agreements may be made with municipalities on the use of the school and school yard outside the hours of instruction; the menus at school cafeterias may be monitored; parents' collaboration in providing healthy lunches and snacks may be solicited.

**To make students aware** of the importance of preventing problems or of taking early action to avoid further deterioration in situations in which they are at risk. Students should be placed in situations in which they develop their capacity to cope with difficulties. This is a way of life they should adopt, one that will allow them to acquire self-protective reflexes that will help them to live well. It is more effective to develop this ability in students than to try to solve anticipated problems.

**To provide** opportunities for students to make choices associated with their health and well-being. To place a priority on the process of making them capable of comparing their choices concerning food and other aspects of their lives, such as sleep, physical hygiene, social life, physical and sports activities, and rules of responsible behaviour to protect the environment, and the effects these choices have on their lives in the present and future. All this will enable students to experience a variety of learning situations, within and outside the school, designed to develop these competencies.

**To enable students to participate** in awareness-raising activities on problems associated with situations they experience so that they can explore new avenues and safeguard themselves against possible danger or abuse. Students should have access to sufficient information and knowledge to make informed choices. Procedures should be set up for the early identification of students with difficulties; this should be done in collaboration with CLSCs, once a consensus has been reached on the priorities for services to be established.

### 3.4.4 Characteristics of the program

To ensure the attainment of the objectives of this program, the services should be:

- chosen on the basis of students' characteristics and needs
- part of the school's plan of action
- planned with parents and then with other partners, in particular, those in health and social services
- designed to ensure continuity in the actions taken
- designed to mobilize all students
- conducive to the development of the competencies in the QEP

### 3.4.5 Connections with cross-curricular competencies and broad areas of learning

The cross-curricular competencies that have the closest connections with this program are the following: to use information, to exercise critical judgment, to use creativity, to construct his/her identity and to communicate appropriately. In addition, this program can draw on the following broad areas of learning: health and well-being, personal and career planning, and environmental awareness and consumer rights and responsibilities.<sup>15</sup>

15. See Table III below.

**TABLE III**

CONNECTIONS BETWEEN COMPLEMENTARY SERVICES  
PROGRAMS AND CROSS-CURRICULAR COMPETENCIES  
AND BROAD AREAS OF LEARNING

|                                                                       | <i>Program</i>      |                 |            |                             |
|-----------------------------------------------------------------------|---------------------|-----------------|------------|-----------------------------|
|                                                                       | LEARNING<br>SUPPORT | STUDENT<br>LIFE | ASSISTANCE | PROMOTION AND<br>PREVENTION |
| <b><i>Cross-Curricular Competency</i></b>                             |                     |                 |            |                             |
| • to use information                                                  | ✓                   |                 | ✓          | ✓                           |
| • to solve problems                                                   | ✓                   |                 | ✓          |                             |
| • to exercise critical judgment                                       |                     | ✓               | ✓          | ✓                           |
| • to use creativity                                                   |                     | ✓               |            | ✓                           |
| • to adopt effective work methods                                     | ✓                   |                 |            |                             |
| • to use information and<br>communications technologies               | ✓                   |                 |            |                             |
| • to construct his/her identity                                       |                     | ✓               | ✓          | ✓                           |
| • to cooperate with others                                            | ✓                   | ✓               |            |                             |
| • to communicate appropriately                                        | ✓                   |                 | ✓          | ✓                           |
| <b><i>Broad Area of Learning</i></b>                                  |                     |                 |            |                             |
| • health and well-being                                               |                     | ✓               | ✓          | ✓                           |
| • personal and career planning                                        |                     | ✓               | ✓          | ✓                           |
| • environmental awareness and consumer rights<br>and responsibilities | ✓                   |                 |            | ✓                           |
| • media literacy                                                      | ✓                   |                 | ✓          |                             |
| • citizenship and community life                                      | ✓                   | ✓               | ✓          |                             |

## **3.5** *The services and their contributions to the programs*

The 12 services that are to contribute to the attainment of the objectives of the four programs as stated in the basic school regulation (s. 5) are the following:

- Services designed to promote student participation in school life
- Services designed to educate students about their rights and responsibilities
- Sports, cultural and social activities services
- Support services for the use of the documentary resources of the school library
- Academic and career counselling and information
- Psychological services
- Psychoeducational services
- Special education services
- Remedial education services
- Speech therapy services
- Health and social services
- Services in spiritual care and guidance and community involvement

These services are the means for attaining the objectives of the four programs of complementary services. They draw on various groups, including teachers, support staff and professionals. All the services contribute to the implementation of the four programs. However, the share of each one may vary from program to program, depending on the specific needs of the students and the level of instruction. It will also be affected by the choices the school makes in compliance with its obligation to make the services available (*Education Act*, ss. 1 and 6). It should be noted that the services are closely connected in school life and that there are no firm boundaries between the four programs.

### **3.5.1** *Integrated services*

The organization of complementary educational services should now support the attainment of the objectives of the four programs, should take an educational approach and should favour continual progress. This gives rise to a new way of looking at the role of the different services and in many cases leads to changes in practices. More than ever, resource persons in these services have to work together, in collaboration with teachers, parents and other personnel, to develop competencies the students need to take part in society. Their actions should reflect the cultural characteristics of the community and the diversity of the students, including those with special needs.

The fact that the services must support the aims of the four programs does not in any way mean they do not require the expertise to meet specific needs. The specific nature of certain actions is still necessary in order to meet the wide-ranging and complex needs of the students. For example, evaluation of students with handicaps or intervention with students who have specific problems often requires specialized training, and school personnel must act in accordance with their competencies, respect their limits and use scientifically recognized approaches. Those who guide students in their progress through school need to draw on expertise. Working in teams makes it possible to share knowledge and skills and increases effectiveness, and thus promotes success for the greatest possible number of students.

The services to promote student participation in school life; services to educate students about their rights and responsibilities; sports, cultural and social activities services; and support services for the use of the documentary resources of the school library are for all the students; most of their activities are collective and of broad interest, and their aim is to support students' motivation and get them involved. Their priority is to make school stimulating and attractive, and to give students a desire to find a place in it. Their contributions to the *Program of support services* and the *Program of student life services* are undeniable. By informing students, encouraging their participation in school life and in decisions that concern them, developing their sense of responsibility and fostering citizenship, and providing opportunities for new learnings or the application of learnings acquired in the classroom, these services increase students' sense of belonging to the school and the community and thus contribute to their success. For example, the support services for the use of the documentary resources of the school library are increasingly seen as a key way to encourage learning in a context in which students are asked to create projects on various topics and to research information in the resource centre, using information and communications technologies.

These services are also called on to contribute to the *Program of assistance services* and the *Program of promotion and prevention services*. These services can give students opportunities to meet challenges, to find satisfaction in activities different from those they do in class, to overcome difficulties, to develop self-esteem and, sometimes, to make career choices. For example, the sports, cultural and social activities service can help students to develop a healthy lifestyle, and the services to educate students about their rights and responsibilities can help students with difficulties to develop self-esteem.

The services in spiritual care and guidance and community involvement, special education services, academic and career counselling and information services, remedial education services, speech therapy services, psychoeducational services, psychological services and health and social services have traditionally been associated with the Program of assistance services. The professionals and technicians working in these services help students throughout their studies and with any difficulties they encounter. They help students to develop their personal identities, assist them in finding academic and career information, develop their competencies in problem solving, facilitate the integration of students with special needs, help students to resolve psychosocial problems, work with at-risk students, etc.

The resource persons in these services are also called on to play a major role in the development of conditions conducive to learning (*Program of support services*) by providing information, training or tools to students, parents, teachers and other school personnel. The sharing of knowledge on learning, health, spiritual life, etc. is one way of using expertise to help students. Being present as an educator at key moments in school life or periods when students may be experiencing disruptions is another way of attaining the goals of this program.

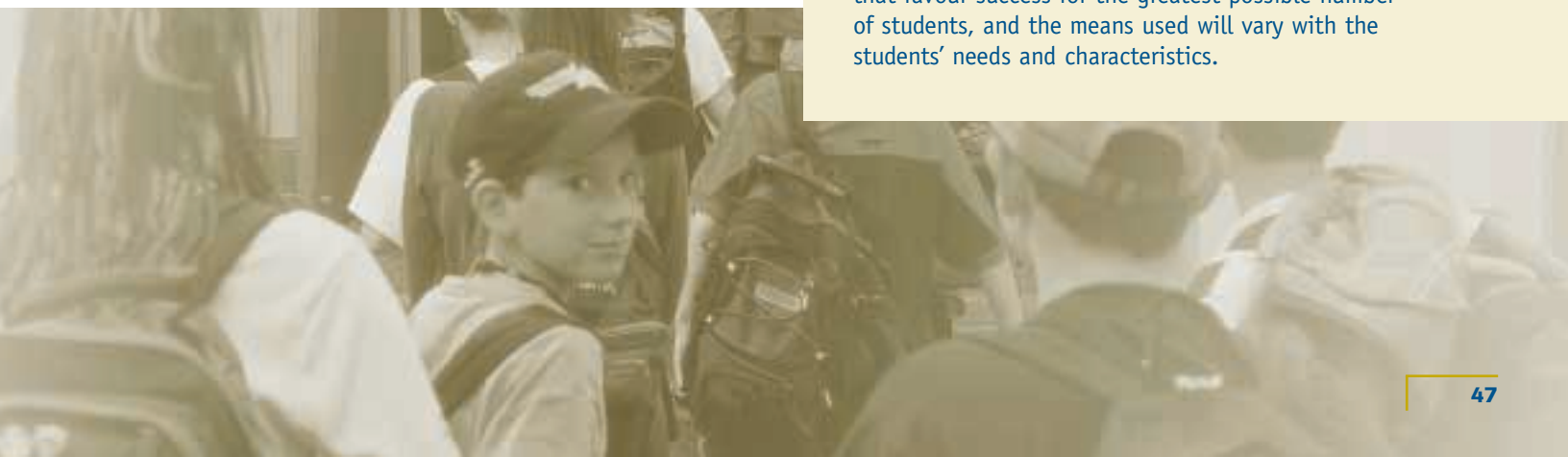
The contribution of these services to the *Program of student life services* is invaluable, because they foster social development and a feeling of belonging to the school and the community by helping all students, whatever their abilities, to develop harmonious interpersonal relationships, show respect for the rights of others and behave responsibly. Personnel in these services will collaborate in implementing measures to stimulate student participation in the school's decision-making processes, develop the students' spiritual dimension, encourage their involvement in the community and create a living environment.

With teachers, parents and, often, community resources, these services too will participate in the implementation of the *Program of promotion and prevention services*. By organizing prevention activities using a comprehensive, educational approach, the personnel associated with these services gives students opportunities to make choices concerning their health and well-being. These services participate in attaining the objective of this program by acting on the environment, informing students and their parents of ways to promote physical and mental health and facilitating access to resources available in the community. They also help in developing social skills needed to take part in the community, building self-esteem and developing protection factors against abuse.

**The following examples illustrate how resource persons in different complementary educational services can work together, take part in the implementation of more than one program and develop an interdisciplinary approach in their actions.**

- A staff member in spiritual care and guidance and community involvement services works with teachers in the context of a science project to encourage students to think about the meaning of life.
- A special education technician, a psychologist and a teacher carry out a buddy project to allow students with intellectual impairments to take part in lunch hour activities.
- A speech therapist advises teachers on the choice of approaches to use to facilitate the transfer of learning by students who have received services.
- A remedial education teacher and a social worker work together with parents of students from disadvantaged areas to help them with the task of supporting their children in their learnings.
- A psychoeducator and a guidance counsellor collaborate in creating learning activities or team projects for students with behavioural difficulties to exercise different roles and responsibilities in the school.
- A school nurse collaborates with teachers to encourage greater participation by students in recreational activities at lunch hour in order to improve the concentration of some students in the afternoon.

These examples should not be seen as in any way limiting the nature of the programs or the tasks of the personnel involved. It is everyone's responsibility to work collaboratively to provide integrated services that favour success for the greatest possible number of students, and the means used will vary with the students' needs and characteristics.







# **Educational Services**

This chapter provides no recipes or models for organizing complementary educational services. Its purpose, rather, is to offer some useful indications or guidelines related to the changes resulting from the education reform.

## **4.1 Shared responsibilities**

It is important first of all to recall the responsibilities of the Ministère de l'Éducation, the school boards and the schools, which are set out in the *Education Act* and the basic school regulation. It should be noted, however, that not all the laws and regulations that affect complementary services are discussed.

### **4.1.1 Responsibilities of the Ministère de l'Éducation**

The Ministère establishes the legislative and regulatory framework, in the *Education Act* and the basic school regulation.

#### **Under the Act, the Ministère:**

- affirms the right of students to complementary services (s. 1)
- defines the schools' mission (s. 36)
- mandates school boards (s. 224 and s. 247)
- establishes the nature and objectives of complementary services, in the basic school regulation (s. 447)
- ensures quality in the educational services provided by school boards (s. 459)
- asks school boards to take part in evaluation of the basic school regulation (s. 243)
- asks school boards to prepare and transmit to the Minister the documents and information he requests for the exercise of his functions and powers at such time and in such form as he prescribes (s. 219)

#### **Under the basic school regulation, the Ministère:**

- defines educational services, which, in addition to instructional services, must include complementary services (Student services) and specific services (special services) (s. 1)
- defines the purpose of complementary services as helping students to progress in their various types of learning (s. 3)
- names the four complementary services for which programs are to be established (s. 4)
- defines the 12 services that make up complementary services (s. 5)

### **4.1.2 Responsibilities of school boards**

#### **The school board:**

- consults the parents' committee on the distribution of educational services among the schools (*Education Act*, s. 192)

It should be noted that the parents' committee:

- gives its advice on any matter conducive to the most efficient operation possible of the school board (s. 192)
- must be consulted on the distribution of educational services among the schools, the objectives and principles governing the allocation of subsidies, school tax proceeds and other revenues among educational institutions as well as the criteria pertaining thereto, and the objectives, principles and criteria used to determine the amount to be withheld by the school board for its needs and those of its committees (s. 193)

- ensures that the persons who come under its jurisdiction are provided with the educational services to which they are entitled under the Education Act (s. 208)
- may enter into an agreement with another school board, a body or a person for the provision of complementary services (Student services) or specific services (special educational services) (s. 213)
- prepares an annual report containing a statement of its activities during the school year and a report on the educational and cultural activities of its schools and centres; transmits a copy of those reports to the Minister; informs the population in its territory of the educational and cultural services it provides and gives it an account of the quality of such services, of the administration of its schools and centres and of the use of its resources (s. 220)
- ensures that the basic school regulation is implemented (s. 222)
- establishes a program for each complementary service<sup>1</sup> and specific services (special educational service) contemplated in the basic school regulation; it may enter into an agreement with any person or body with regard to the contents of the programs in those matters which do not come under the jurisdiction of the Ministère de l'Éducation; the programs must be in conformity with the basic school regulation (s. 224)
- in assigning personnel to its schools and adult education centres, takes into account the staffing requirements submitted to it by the school principals and the principals of the centres, and the applicable collective agreements (s. 261)
- allocates among its schools, vocational training centres and adult education centres, in an equitable manner and in consideration of social and economic disparities and of the needs expressed by the institutions, the operating subsidies granted by the Minister, including equalization grants, if any, school tax proceeds and income derived from the investment of all or part of those proceeds, reserving the amount determined by the school board to be necessary for its own needs and the needs of its committees; the allocation shall include resources for the operation of governing boards; the school board makes public the objectives and principles governing the allocation of subsidies, school tax proceeds and other revenues among its educational institutions as well as the criteria pertaining thereto, and the

objectives, principles and criteria used to determine the amount reserved for its own needs and the needs of its committees (s. 275)

### 4.1.3 Responsibilities of schools

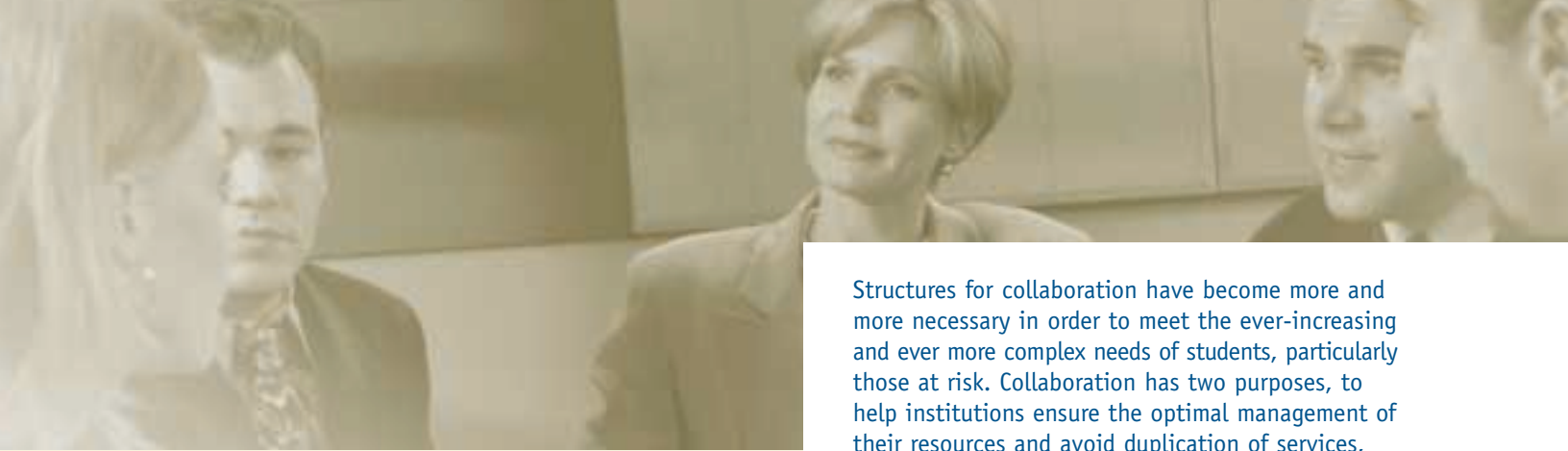
#### The principal:

- under the authority of the director general of the school board, ensures that educational services provided at the school meet the proper standards of quality (s. 96.12)
- after consulting with the school staff, informs the school board, on the date and in the form determined by the school board, of the needs of the school in respect of each staff category and of the professional development needs of the staff (s. 96.20)
- manages the staff of the school and determines the duties and responsibilities of each staff member and sees to the organization of such professional development activities for the school staff as agreed with the staff, in accordance with the provisions of the applicable collective agreements (s. 96.21)

#### The governing board approves:

- the student supervision policy (s. 75)
- the rules of conduct and the safety measures (s. 76)
- the approach for the implementation of the basic school regulation (s. 84)
- the time allocation for each compulsory or elective subject (s. 86)
- the programming of educational activities which entail changes in the students' regular time of arrival and departure or which require the students to leave school premises (s. 87)
- the approach proposed by the principal for the implementation of the complementary services (Student services) and specific services (special educational services) programs prescribed by the basic school regulation and determined by the school board, or provided for in an agreement entered into by the school board (s. 88)

1. These are the four programs listed in section 4 of the basic school regulation.



## 4.2 The need for genuine collaboration

Partnership demands more than that each individual know and fulfill his or her specific responsibilities. New ways of working are needed, with a real desire for collaboration among the partners within and outside the school.

The concept of collaboration comprises communication, coordination and collaboration. According to Bruner, communication means the sharing of information; coordination, the involvement of various people in an activity in which each person pursues his or her own objectives; collaboration goes further and entails the setting of common goals that will guide everyone's activities.<sup>2</sup> **Building collaboration is a process that takes time. Collaboration cannot be imposed.** It will bring results only if it is practised within the school first, and if it leads to changes in the relationships among the partners, starting with the parents. The sole objective must be to meet the students' most important needs.

Laying the groundwork for collaboration involves:

- defining areas of complementarity between individuals' missions and determining shared orientations and goals
- distributing responsibilities with respect to the attainment of the goals set
- working together to attain these goals, drawing on each person's expertise

Structures for collaboration have become more and more necessary in order to meet the ever-increasing and ever more complex needs of students, particularly those at risk. Collaboration has two purposes, to help institutions ensure the optimal management of their resources and avoid duplication of services, and to meet a broader range of needs other than instructional needs, such as emotional, social and health needs.

Locally, collaboration demands teamwork, first among school personnel and then by personnel with students' families. This collaboration may also extend to networks of services beyond the schools, in the spirit of a real educational community centred around the students. Such an educational community cannot be established without concerted action by everyone concerned, in health and social services institutions, community groups, municipal services, etc.

Sharing responsibilities means making time for concerted action on the local, regional and even provincial level. The Ministère de la Santé et des Services sociaux has already taken a position in favour of this, in a document entitled *Agissons en complices*. This document speaks of the need to withdraw from structures and mandates specific to particular networks of services and to come together around what is essential, the needs of young people and their parents.<sup>3</sup>

2. For further discussion of these concepts, see C. Bruner, *Thinking Collaboratively: Ten Questions and Answers to Help Policy Makers Improve Children's Services* (Washington, D.C.: Educational and Human Services Consortium, 1991).

3. Québec, Ministère de la Santé et des Services sociaux, *Agissons en complices, pour une stratégie de soutien et de développement des enfants et des jeunes* (Québec: Gouvernement du Québec, 1998), 29.

A young girl with freckles and dark hair is looking down at an open book. She is wearing a white collared shirt under a dark sweater. The background is a soft, out-of-focus light brown.

A similar view has been put forward by the Conseil supérieur de l'éducation in its brief on complementary services, which calls for a review of the organization of complementary services and the establishment of integrated services.<sup>4</sup> The brief recommends that schools themselves should build partnerships and coordinate their action with that of child and family services organizations or networks. It also recommends that school boards and schools work in collaboration with partners in the networks of health and social services, cultural organizations, municipalities, community groups, etc.

In conclusion, the main element in creating or consolidating this indispensable collaboration is the commitment of the people working in the various networks of services. This is the cornerstone of the organizational structures that are needed to ensure collaboration.

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4. Québec, CONSEIL SUPÉRIEUR DE L'ÉDUCATION, *Les services complémentaires à l'enseignement : des responsabilités à consolider* (Sainte-Foy: Gouvernement du Québec, May 1998), 53.



### 4.3 A proposed process for organizing the services

The organization of complementary educational services in the context of the reform can be facilitated by a renewed approach to the implementation of these programs in school boards and schools. Such an approach should allow for the gradual introduction of innovative practices or the development of such practices when they are already in use.

Some elements of this approach to organization are particularly useful for introducing the changes desired. Most important, the content of complementary educational services programs established by school boards must be substantial enough that the schools are able to make choices according to their needs and their educational projects.

The school boards can begin by forming joint action committees with the schools in order to develop a shared vision, a common will and a master plan. Then they should analyze their students' characteristics and needs in terms of the socioeconomic or geographic situation, the size of the schools, the local culture, family structures, the number of students with handicaps, social maladjustments or learning disabilities, etc., in order to gain an overall knowledge of the environment in which they plan to organize the services.

Concerted action starts at this stage, and the partners within and outside the school system should pool their knowledge of the community. It is to the advantage of both schools and school boards to collaborate with the educational community as a whole from the start of the organizational process. Close communication between the school board and the schools will help ensure that the programs contain a variety of the services available, related to the needs expressed during the analysis phase of organization; a three-year plan, rather than an annual plan, will often be sufficient for this purpose. When the four programs of services have been established, the school board should make them known to the schools. It should also make known the resources available for the network as a whole, including those made available as a result of agreements with its outside partners.

Each school begins, within the framework of its educational project, by analyzing the characteristics of its students and of the priorities determined through concerted action by the school team, parents and, ideally, outside partners. Then, the school takes stock of the available resources. The results of this process are given to the governing board by the school administration; the governing board is responsible for approving the implementation of the complementary services programs. Finally, the school asks the school board for the resources needed to set up its complementary services.

In a process of organization of integrated services, the school should take the time, when analyzing the resources, to determine the potential contributions of its partners. The sharing of certain types of personnel in a concrete partnership may lead to different choices and can increase the efficiency of the services.

Similarly, it would be advantageous for the school board to establish model agreements with its principal partners and provide them to schools as tools to facilitate partnership. The integrated services model has been tested in many states in the U.S. for several years already.<sup>5</sup> These experiences confirm the importance of signing agreements that clearly define the roles, mandates, information-sharing mechanisms, terms and conditions of collaboration, levels of responsibility, resources and funding methods, conflict-resolution mechanisms and joint evaluation methods. This way of working arises from a broader vision of the services and from a genuine desire to carry out joint projects.

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5. See J. G. Dryfoos, *Full-Service Schools: A Revolution in Health and Social Services for Children, Youth, and Families* (San Francisco: Jossey-Bass, 1994).  
Martha R. Burt, Gary Resnick and Emily R. Novick, *Building Supportive Communities for At-Risk Adolescents: It Takes More Than Services*, 1st ed. (Washington, D.C.: American Psychological Services Association, 1998).

The school board has to distribute its resources among the schools in its territory in accordance with the results of the analysis of needs and resources. Establishing the criteria for the distribution provides an opportunity for the introduction of renewed practices. These criteria are defined in most boards through consensus with the school principals. Certain criteria are particularly consistent with the orientations of the Ministère:

- accessibility of the services (in conformity with the Education Act, ss. 1 and 6)
- continuity of the services and monitoring of students over time, e.g. during the transition from elementary to secondary school
- the assurance that students will not at any time in their schooling lack the services they need for success
- equality of opportunity, and equity
- significant presence of professional and support personnel
- stability of personnel and teams
- versatility of the personnel, to ensure the provision of both general and specialized services
- designated times and places for concerted action
- allocation mechanisms that ensure access to specialized services when required
- availability of resources (financial and human)
- conformity to rules and arrangements related to collective agreements

These criteria should be seen as guidelines or suggestions. Each school board may draw on them to establish its own criteria for allocating professional and support personnel.

Efforts are being made in the schools and school boards to take some of these criteria into consideration. Some school boards have set up mechanisms for allocating professional personnel so as to ensure their significant presence and provide students with access to specialized services. Some of these allocation models group professionals in network teams by school sector.

There is no model for the organization of complementary educational services. Out of respect for the autonomy of the schools and school boards, each one is called on to find effective ways to provide its students with quality services. There is room for innovation and experimentation, especially in a context of integration of services.

The importance of including methods for evaluating results in the organization of complementary services has been stressed in this document. However, it is worth mentioning the value of having everyone involved help in defining the methods of evaluation: teachers, support personnel and professional personnel.



#### 4.4 Principles for action

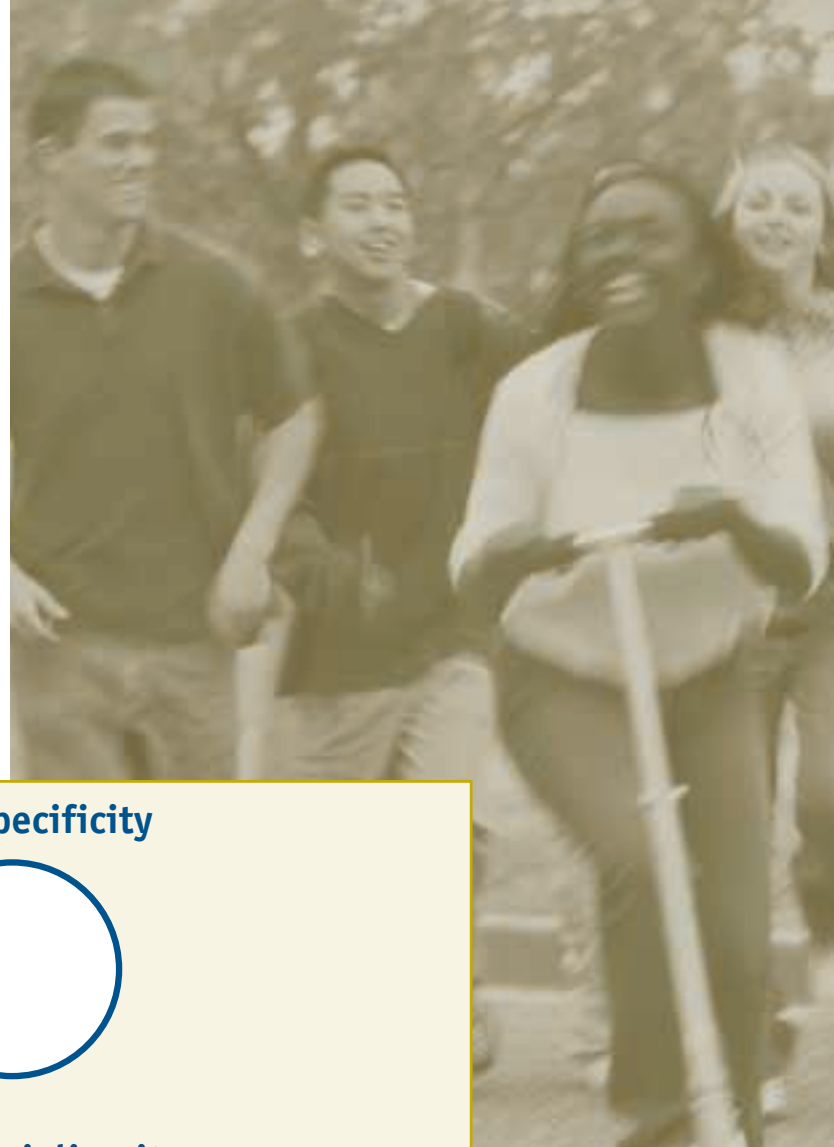
In addition to sharing responsibilities, working in genuine collaboration and implementing a renewed process of organization of the services, the school system has to adopt certain principles that will guide its actions:

- services adapted to students' characteristics and needs
- organization based on needs (new programs) rather than services (old programs)
- the concept of education through the development of subject-specific and cross-curricular competencies
- closer links between instructional activities and activities in complementary educational services, through the shared use of the broad areas of learning
- approaches that respect the autonomy and choices of the students, who have the primary responsibility for their success: complementary educational services personnel should see that students play an active role in activities offered as part of promotion and prevention services and student life services as well as support or assistance services provided to them—this is management of diversity and adaptation of approaches *a priori*
- a preventive approach
- early intervention at the first sign of needs, and special attention at times when students are most vulnerable
- planned educational paths toward successful integration into society and the job market; hence a guidance-oriented approach
- a larger role for parents, which requires that personnel adopt an open, supportive attitude toward them, show a desire to share their expertise, and consider them true partners

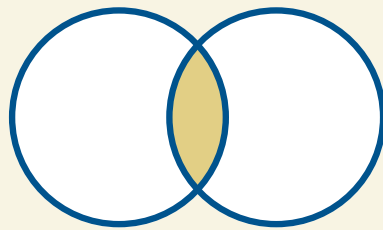
- openness to the community, which entails that schools establish approaches favouring partnership and mechanisms for collaboration with outside partners
- more latitude for the school, which can thus take its particular situation into consideration

The assimilation of these new principles will require a review of the roles of all personnel. Greater participation in decisions by the school team and more sharing of expertise with parents and other members of the educational community can lead to changes in habits, greater openness and a certain versatility.

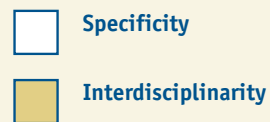
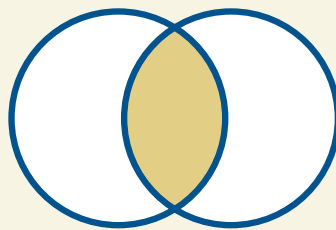
The contribution of specialized personnel in complementary educational services, far from being reduced, is needed all the more in this sharing of expertise. Teamwork demands significant presence and better coordination of services. Each person's expertise is always necessary in order to meet needs requiring specific technical or professional competencies. However, complementary educational services personnel are encouraged to reduce the proportion of time spent on their specific tasks in favour of increased participation in the school team or the networks set up with outside services.



**From greater specificity**



**To greater interdisciplinarity**



The challenge is to understand each person's strengths and competencies, so that only qualified personnel are called on when specific expertise is required.

Each person has to respect his or her area of competency and at the same time develop the ability to work in collaboration with others, in keeping with his or her strengths and limitations.

## 4.5 Conditions facilitating change

To conclude this chapter on the organization of complementary educational services, it is interesting to look at some of the conditions that facilitate change. The literature describes four elements that are essential for change to occur.

At the outset, it is crucial that the organization of the services be part of an **evolutionary process** that enables people to adapt and to develop ways of working based on a renewed conception of their roles. It takes time to change practices. It is therefore wise to foster discussion among the partners and to gradually implement those actions that are the most demanding in this regard. All personnel should be called on to take part in the change.

**Professional development** to enable personnel to acquire competencies associated with collaboration is an asset to any plan for partnership. Professional development concerning the mechanisms leading to the decompartmentalization of tasks, the sharing of powers without fear of the loss of these powers, and the development of a common language will be an advantage in this context.

In the research, professional confidentiality is often invoked as an obstacle to cooperation. The **concept of confidentiality** that binds all school personnel needs to be better understood in order to enable professionals to work in partnership while respecting their professional obligations. The rules for the management of personal information in school boards and schools bring out both the limits and the possibilities of collaboration while leaving room for professional obligations.<sup>6</sup>

Finally, the **quality of coordination** of teams is the cornerstone of success in this process. Leadership in the school is the responsibility, first, of the administration, which must develop effective mechanisms for communication among the personnel and set up structures for collaboration. By virtue of its close ties with the governing board, the administration is able to define objectives for the coherence of the school's services and means to attain these objectives. The school administration should be supported in its role, which is very demanding. The role of the school board is then to help all its schools to meet this challenge. The school board can thus be a dynamic force for mobilizing everyone involved in the school system.

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6. Québec, Ministère de l'Éducation, *Protecting Personal Information in the School*, (Québec: Gouvernement du Québec, 1994)



## Conclusion



This document explains the scope of the changes in complementary educational services that arise out of the reform and the QEP and defines the orientations of the Ministère de l'Éducation with regard to these services. The four programs the school boards must establish are described, as are their connections to the services, which, as defined in the basic school regulation, must contribute to the attainment of the objectives of the programs. Guidelines are provided for renewing complementary educational services, and in particular for their organization.

In the past several years, the same observations have repeatedly been made by personnel, especially those members involved in complementary services. The vulnerability of certain of these services in periods of cutbacks, their fragmentation, the lack of monitoring, and the isolation and burnout of professional as well as support personnel are always cited as irritants. These situations can be greatly improved by several of the measures proposed in this document, which include:

- planning of services based on an analysis of the needs of the students in each school, within the framework of programs established by the school board in collaboration with the educational community as a whole
- integrated services that are well coordinated and supported by the significant presence of complementary services personnel
- employees that work in teams and in partnership, which alleviates their isolation and ensures the continuity and coherence of their actions

As a result of the measures accompanying the policy on special education and the commitments made at the Québec youth summit, funding has been allocated to school boards to substantially increase the number of professionals in schools. School boards have the autonomy they need to make the adjustments required to meet their students' needs.

In a process calling for a renewal of practices to provide greater openness to the community, schools need support in ways other than the mere addition of resources. In order to guide their students toward success, personnel need professional development. Complementary educational services are well rooted in the schools and school boards. Their efficiency and stability now need to be ensured, while maintaining the dynamism they are already known for. To dare to change means being able to take a critical look at what needs to be renewed while at the same time recognizing what has been achieved. It also means relying on people who, through their leadership, have an impact on the educational community as a whole.

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Success

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