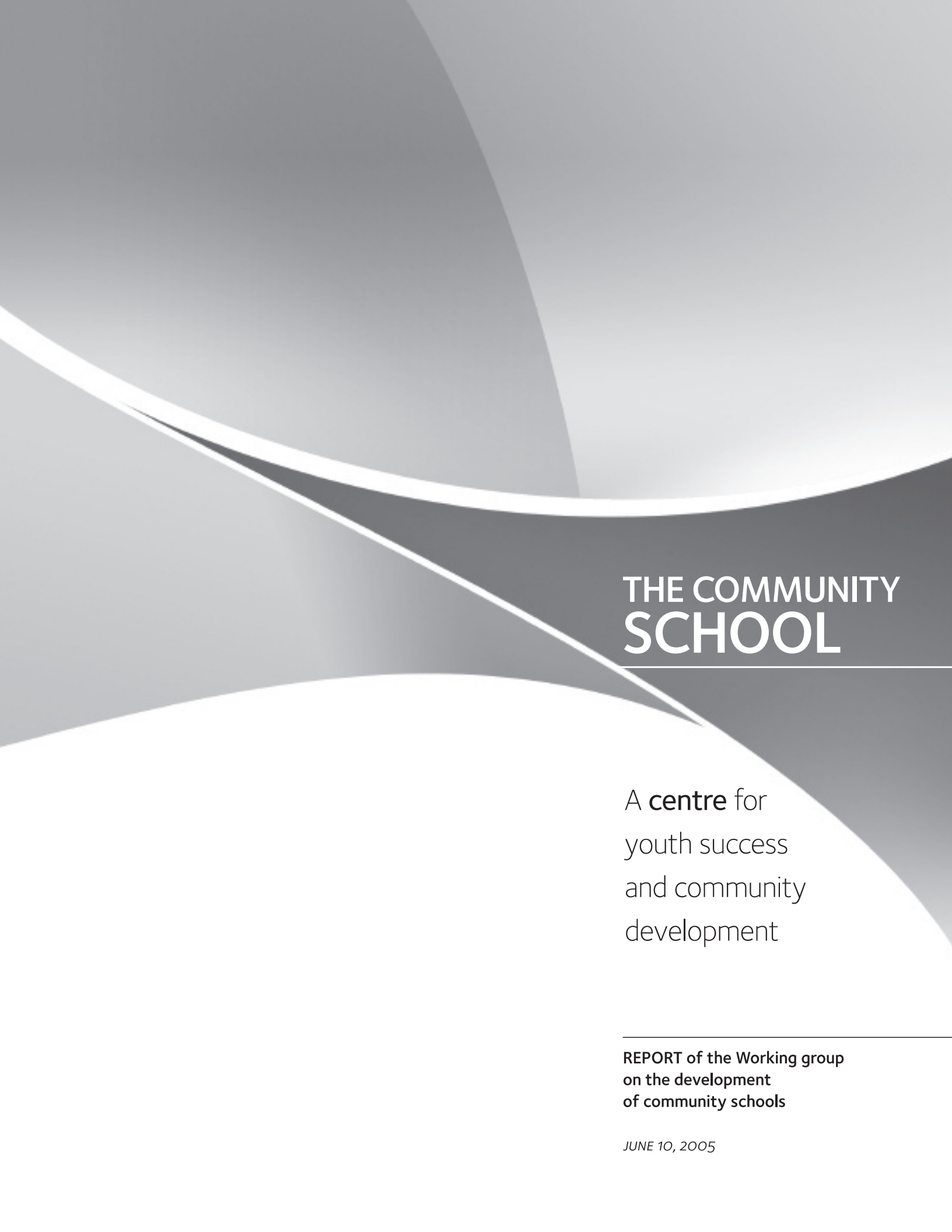




THE COMMUNITY SCHOOL

A **centre** for
youth success
and community
development

REPORT of the Working group
on the development
of community schools



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of community schools**

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June 20, 2005

Mr. Jean-Marc Fournier
Minister of Education, Recreation and Sports
Government of Québec

Dear Minister Fournier:

The Working group on the development of community schools has carried out the mandate given to it by the Conseil des ministres on December 21, 2004. We are pleased to submit the results of our analyses and reflection.

We are especially honoured to inform you that our report has received the support from all of the members of our team as a result of stimulating, fruitful debate. We believe that there is a bright future for community schools in Québec. Community schools already exist in various regions and milieu that differ greatly from each other. In each case, the community school has shown itself to be a source of mutual aid, enthusiasm and commitment, both for the administrators as well as for those in the community who benefit from its existence.

Our discussion and tasks were guided by a concern for best practices in Québec and a recognition that community schools must be first and foremost rooted in the community from which it obtains its support. However, we believe that the Minister of Education, Recreation and Sports can play a role in the building of schools that invite the entire community to take charge of its students and their future. In turn, young people will contribute to the development and building of their community. In this regard, the Minister can take confidence-building measures and provide the necessary support for the great initiatives and the learning communities of Québec.

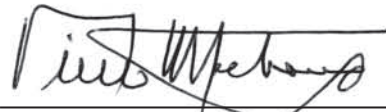
The members of the Working group on the development of community schools wish to express their gratitude for the confidence you have placed in them by entrusting the Working group with this mandate. Our greatest wish is that our work and recommendations will provide a useful basis for your reflection in the weeks and months to come.

Sincerely,



Janyne Marie Hodder, Vice-Principal
Inter-Institutional Affairs
McGill University

Working Group Chair



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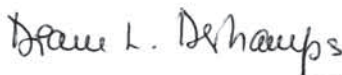
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INTRODUCTION

The population decline reported in most regions of Québec and the precarious state of public finances, as mentioned repeatedly in the Public Talks Regional Town Hall Meetings, have been a concern of the government for several years now. What is at stake is access to quality public services throughout the province. School boards have been the first to experience, to varying degrees, a decline in student population, first in elementary schools and, now, in secondary schools.

A vast majority of the participants in the "Forum des générations" regional consultations supported the government in its proposal to develop community schools. The school is often the focal point of a community, as is abundantly clear from public reaction to school closures.

The proposal retained at the "Forum des générations" was to "set up a task force under the responsibility of the Minister of Education, to develop community schools." More specifically, the team's mandate was to identify conditions for ensuring the successful development of community schools throughout the province. In order to carry out its mandate, the team had to:

- define the concept of "community school"
- clarify the implications of integrating public services into schools
- determine conditions and contexts favourable to the development of community schools
- make recommendations to facilitate the development of community schools

Schools are among the best places to work with young people, since attendance is compulsory for 10 months of the year up to the age of 16. The mission of every school is to offer services adapted to the needs of young people. Because of the complex problems faced by today's young people and their families, services have become more diversified and, as a result, their organization has become more complex.

Several government, municipal and community agencies have begun offering services for young people and their families based on the specialization of missions and institutions. In addition to the fact that these institutions are scattered across the province, those organizing youth services have to contend with the decline in population. Integrating certain public and community services into schools may be a solution to the problems raised in the town hall meetings, particularly that of access to quality services in the context of a declining population.

The schools is first and foremost a place where young people acquire knowledge and qualifications and develop socially, and community-based schools would be more likely to meet young people's needs and foster their success. So why not use them to provide services to young people and their families? Although schools are a fixture in the community, they are often underused. Why not let community members benefit from the school's facilities and equipment when the students have gone home?

Setting up a community school is not the only way to keep the last village school open, although it can certainly help. The school is no ordinary institution: it is where we impart knowledge to our children, foster their social development and give them qualifications. A community school must be first and foremost a "good school," regardless of the demographic context in which it develops.

*Our duty is to produce
citizens who will build the
communities of tomorrow.*

We wanted to define a community school that would meet the needs of its clientele, while participating in community development. Our definition is explained in Section 1 of the report.

The concept of "community school" covers a range of realities, in Québec and elsewhere. There are several types of community schools, and research has demonstrated how they are beneficial to young people. Section 2 of the report addresses the results of such research and looks at observations made in the field with respect to the benefits of community schools and the conditions required for them to succeed.

Does Québec have the infrastructure for the development of community schools? Section 3 of the report presents foundations upon which, in our opinion, we can build, while Section 4 contains our proposed development strategy and recommendations. Appendix A provides examples of community schools in Québec.

1. Community schools foster youth success and community development

1.1 The concept of "community school"

Young people's success is the main goal of the community school.

The community school, as a social project, is not an end in itself, but a means of fostering young people's success. A review of the literature indicates that schools that have succeeded in developing close ties

with families, the community and their institutional partners are more likely to foster young people's development and success. This has been noted especially in certain disadvantaged communities (Nicolet, 2001), which have created the synergy needed to intervene quickly before a situation reaches a critical point. In addition, such close cooperation ensures that the services provided are complementary.

In other communities, such as French-speaking communities outside Québec, community schools have helped strengthen the social fabric and even ensured the survival of the French language (Ronald Bisson and Associates, Inc., 2003). So it is clear that they can contribute to the prosperity and health of our communities.

Most types of community schools provide the services that are most vital to their young clientele and their families, such as health and social services, homework assistance programs and cultural services. The school thus becomes a major, if not the main, service delivery point. The services in question are managed by the school in conjunction with its partners, with funding coming from a variety of sources.

Community schools provide a better organization of services for young people and their families.

We believe that an approach that aims to link services with young people's natural environment has a better chance of fostering success for all. A community school should favour the proximity and continuity of services, in conjunction with the family. It should be the place where services are integrated and help ensure that they are of the highest quality and accessible on an ongoing basis.

1.2 The definition of "community school"

To give meaning to the concept of "community school" and to place it in perspective, we focused on the contribution made by this type of school to young people's success and community development. The development of community schools, as we see it, is based on the following values and principles:

- Young people's development must be a central concern in Québec.
- Investment in education must be of vital importance.
- Public schools should provide quality education and promote the democratic values of equal opportunity and social justice.
- A solid reliance on democratic practices in schools and the community should result in the accountability of all parties involved, based on collaboration, cooperation and partnership.
- Schools must be open to the world and the challenges of the knowledge-based society; they must also contribute to the social and cultural development of their communities and even help to create a better society.

We believe that community schools should not be considered a means of preventing schools from closing, although they may very well help in this endeavour. Community schools will not prevent population decline, and the provision of quality educational services should take priority over the decision to close or keep open a particular school. Community schools, however, make it possible to mobilize the community around a major resource: young people and their families. They constitute an investment in a better future for the entire community.

Our vision of the community school is based on the primary role and mission of schools as defined in ss. 36, 36.1, 37 and 37.1 of the Education Act:

Section 36

A school is an educational institution whose object is to provide to the persons entitled thereto under section 1 the educational services provided for by this Act and prescribed by the basic school regulation established by the Government under section 447 and to contribute to the social and cultural development of the community. A school shall, in particular, facilitate the spiritual development of students so as to promote self-fulfillment.

In keeping with the principle of equality of opportunity, the mission of a school is to impart knowledge to students, foster their social development and give them qualifications, while enabling them to undertake and achieve success in a course of study.

A school shall pursue its mission within the framework of an educational project implemented by means of a success plan.

Section 36.1

The educational project shall be defined, implemented and periodically evaluated with the participation of the students, the parents, the principal, the teachers and other school staff members, representatives of the community and the school board.

Section 37

A school's educational project shall set out the specific aims and objectives of the school, and objectives for improving student success. It may include actions to promote those aims and objectives and integrate them into the life of the school.

The aims and objectives of the project objectives shall be designed to ensure that the provincial educational policy defined by law, the basic school regulation and the programs of studies established by the Minister are implemented, adapted and enriched.

The educational project of the school must respect the freedom of conscience and of religion of the students, the parents and the school staff.

Section 37.1

The success plan of a school shall comprise:

1) the measures to be taken based on the aims and objectives of the educational project, in particular, those relating to the supervision of students;

2) methods for evaluating the implementation of the success plan.

The success plan shall be reviewed each year and updated, if necessary.

The community school is based on the school's mission, which is to impart knowledge, to socialize and to provide qualifications. This mission is based in turn on the right of young people and adults to a comprehensive quality basic education; the right of citizens to become responsible people capable of exercising critical judgment and of integrating into society both socially and vocationally; the right to equal opportunity and social justice. On the basis of these premises, we have reached a consensus on our own definition of a community school:

A community school mobilizes the school staff, the members of the governing board, the parents and partners (community, social, cultural, municipal, government and economic) to place their respective resources at the service of young people, their families and the community.

A community school considers fostering young people's success a social commitment.

This mobilization takes into account the role, responsibilities and duties of everyone, in order to apply the respective resources of each party to the achievement of youth success and the support of school staff, families and the community. The role of the community school is connected to its commitment to community development. It cannot be forced on a community: it is implemented while respecting local dynamics and qualities.

A definition encompassing both orientations of the community school:

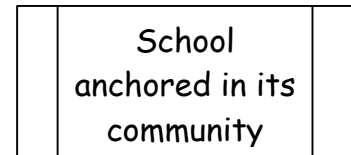
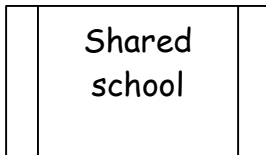
- *Community partners support the school in its mission.*
- *The community school must contribute more significantly to community development.*

We want a definition that inspires action, that is based on what a school *does* rather than on what it *is*. We also want this definition to be part of a shared mission for the future.

In short, a community school is one that collaborates with community members on behalf of both of them. A community school should be a **centre** for various partners (a network of partners) whose goal is to offer young people, their families and the community a wide range of support and other services.

Young people and their families are a single entity and have needs that must be considered in their entirety throughout the year. Such services could be offered in or in conjunction with the school. Community schools would favour the integration of services, i.e. the coordination or integrated management of services promoting the smooth operation needed to meet the needs of young people and their families. This approach would favour the more efficient use of existing resources: shared resources for the benefit of young people, their families and the community, in line with the mission of each organization.

Community schools can offer few or many services, but the common denominator is that the school is a **centre**. Let's look at three models:



A shared school physically houses partners or services that are not necessarily linked to the school's mission. It rents out space or exchanges services to meet community needs. It remains open longer than a regular school. The main result is that the school remains open, which is considerable in itself.

A school that is open to the community has adopted an approach that could be called educational. It offers services associated with its mission and works with partners, whether or not they are physically present in the school, whose activities are also linked to its mission. Its goal is to better meet the needs of young people in particular, but also those of their families. Its hours may be the same as those of a regular school, or slightly more extensive. This type of school can also help keep the village or neighbourhood school open.

A school that is anchored in its community also offers services and works with partners, whether or not they are physically present in the school. Some of these services and partners are involved in carrying out the school's mission, while others are committed to community development. This type of school is open during the day, in the evening, on weekends and in the summer. It not only helps better meet the needs of young people, but contributes to community development. This type of school can also help a community keep its school open.

These are only three types from an almost endless variety of schools. We would like to see community schools, big or small, in every type of community: urban, rural, disadvantaged,

What's good for the goose . . .

francophone, anglophone, multiethnic, alternative schools, etc. However, we believe that a community school should

not simply be a building that rents out space, where schedules are managed and services are sold to people or organizations in the community. Schools are designed first and foremost to meet the intellectual, social, psychological, physical, spiritual and community involvement needs of young people. They are meant for all young people (girls, boys, newly arrived immigrants, members of cultural communities, native people, young people with handicaps or difficulties) and to meet all of their needs. The school has been entrusted with its mission by all members of society. Although we do not recommend one model over another, we believe that schools that are open to the community and those that are anchored within it are the ones most likely to succeed.

A community school with the support of its community would:

- offer a structured and coherent educational program and superior-quality teaching
- offer the support and services needed to eliminate obstacles to learning
- offer young people and their families services that contribute to the accomplishment of the school's mission (complementary services including pastoral animation and community involvement services, health and social services, and recreational and sports services)
- coordinate the services offered in or in conjunction with the school, in collaboration with its partners
- offer services during and outside of regular school hours
- offer services throughout the school year or the calendar year

A school is a fixture in its community: it relies on its social role as well as on that of the other players to ensure community development. Without stepping outside the bounds of its role, it can embark upon a gradual process of cooperation and partnership with a view to supporting common interests in line with its mission. A school that contributes to community development would:

- collaborate in the mobilization and involvement of people and organizations
- collaborate in community decision-making processes
- take part in local initiatives that target both young people and other members of the community, based on needs that have been identified by its partners and are in line with its primary mission

- favour access to its facilities and equipment outside of regular school hours for recreational, sports or cultural activities for both young people and other members of the community, thereby helping develop a sense of belonging
- help improve access to continuing education and training for adults
- offer services throughout the school year or the calendar year

Generally speaking, the activities of community schools pertain to:

- *quality education*
- *youth development*
- *family support*
- *family and community involvement*
- *social development*

We recommend that community schools be developed and promoted as an integral part of the education system's strategy to improve learning and foster success, and that the part of the school's mission related to community development be emphasized.

A community school whose goal is to better meet the needs of young people, their families and the community would favour integrated services. Today's young people live in a society and world undergoing constant change. There is a definite need for us to join forces and pool our resources in order to meet the considerable challenges represented by:

- the expanding scope and complexity of learning
- the increasing number and variety of places of learning
- young people's connectedness to the world
- the ongoing problems of social inequality and school dropout rates
- the considerable evolution in family contexts and lifestyles
- the plethora of services required to meet a variety of needs

To meet these challenges, we must form solid partnerships in which all members are concerned about the success and self-fulfillment of young people and have a shared understanding of their needs and those of their families and the community, in order to be able to establish orientations and a meaningful plan of action. The latter must provide for a range of integrated services that are offered *in or in conjunction with* the school, and based on a needs analysis. The aim is to favour a better management of resources through

cooperation, and in line with the mission of each organization. In short, this is a project in which all partners participate in accordance with their situation.

For example, the school could offer the following services:

- childcare centres for children up to the age of 4
- school daycare services for children aged 5 to 12
- emergent literacy programs
- parenting skills courses
- paracurricular and extracurricular activities (recreational, sports and cultural)
- health promotion and illness prevention activities (e.g. physical activity, healthy eating habits)
- community involvement programs for young people
- rehabilitation services
- liaison officers to work with parents (phone calls, visits to the home)
- access to computer labs and the Internet, gyms and libraries for young people and other members of the community outside regular school hours
- summer camps
- tutoring services
- guidance services (career exploration practicums)
- apprenticeship and vocational integration programs for young people
- continuing education and training for parents who want to improve their employability
- training for volunteers
- etc.

Several Québec schools already have community school experience and offer many of these services. We have heard of these schools but we are unaware of the scope and types of agreements they have, the benefits they offer and the difficulties they have encountered. A survey would help determine the incidence of integrated services in schools. We would then be able to quantify and qualify agreements and better understand practices and needs. **We recommend that a survey be done and that the results be made public.**

There has been a trend in recent years to strengthen collaboration and cooperation among players in different sectors in order to improve service delivery and better meet young people's needs.¹ Numerous initiatives are currently producing results throughout Québec and pilot projects involving integrated services are under analysis. However, ties between the school system and its partners vary considerably from one region to another. Needs, the socioeconomic situation, the social fabric and resources are different in each of these regions and are determining factors in their development.

One of the first steps is to orchestrate public and community services so that they are focused on young people's needs rather than on the prerogatives of organizational structures. Young people's success and personal development must constitute the basis of inalienable principles. Moreover, the integrated management of services and the delivery of a certain number of them from or at the same location represents a considerable challenge on the financial and structural levels, as well as in terms of leadership and work organization. Lastly, it is not of matter of espousing a single model for every school. One must accept that community schools be set up according to the specific needs and situations of their communities.

Therefore, we would like to see an effort to favour the integration of services as part of the development of community schools. **We recommend that the integration of services offered to young people be continued and that other likeminded initiatives currently under way in or in conjunction with the school be supported through the implementation of pilot projects.**

¹ Association des centres jeunesse du Québec, *Une vision de services intégrés aux enfants, aux jeunes et aux familles du Québec, Document d'orientation* (1998).

Québec, Ministère de l'Éducation, *Families, Schools and Communities Succeeding Together: Family, School and Community Intervention Program for Parents of Children Aged 2 to 12 - Promoting School Success in Disadvantaged Areas, Reference Framework* (Québec: Gouvernement du Québec, 2004).

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

SUMMARY

Our definition of a community school is as follows:

A community school mobilizes the school staff, the members of the governing board, the parents and partners (community, social, cultural, municipal, government and economic) to place their respective resources at the service of young people, their families and the community.

A community school considers fostering young people's success a social commitment.

This definition goes beyond the concept of "building" and focuses on the concept of "services." A school is a community school when it favours the creation of partnerships for the benefit of young people, their families and the community. Ours is a broad definition, allowing for different applications depending on the characteristics and dynamic of each community.

A community school:

- fosters the success of young people
- collaborates in community development
- offers integrated services in or in conjunction with the school

To favour the development of community schools, we recommend:

- that community schools be developed and promoted as an integral part of the education system's strategy to improve learning and foster student success and that the part of the school's mission relating to community development be emphasized
- that a survey be conducted in order to determine the incidence of integrated services in schools. We would then be able to quantify and qualify agreements and better understand practices and needs. The results of this survey should be made public.
- that the integration of services offered to young people be continued and that other likeminded initiatives currently under way in or in conjunction with the school be supported through the implementation of pilot projects

2. Observations and results

Community schools have existed in the United States for more than a decade now and, more recently, they have begun appearing in Canada. For example, Centres scolaires et communautaires (CSCs) in francophone minority communities in Canada each house a French-language school as well as community services and facilities. CSCs are a means of protecting and transmitting linguistic and cultural heritage in minority situations. In Saskatchewan, *School^{PLUS}* is a new concept and is considered the focal point of the community and a place where services are dispensed to children and their families.

In the United States and England, community schools are more popular in disadvantaged communities. The idea is that, in order to foster the academic success and personal development of young people, it is necessary to encourage partnerships between the school, families and the community in order to ensure consistency in interventions aimed at young people and their families.

In England and Scotland, as well as in certain Canadian provinces including British Columbia and Saskatchewan, governments support the development of community schools throughout the education system. Initial results were sufficient to encourage the governments to continue in this vein.

2.1 Benefits for young people, their families and the community

There is a general consensus on the need to take action to foster the development of young people. Young people's development and, ultimately, their academic, social and vocational success, are based on a number of factors that require the participation of partners other than the school and that cannot be addressed in isolation.

The past 35 years of education research on factors that contribute to academic success have shown that some factors are under the control of the school or the school system, including quality programming, qualified teachers, the optimal use of the time devoted to teaching/learning, the leadership provided by the school principal, a shared mission and vision, objectives, high expectations, a rich and motivating student life, and a safe and disciplined school environment (Marzano, 2003).

The involvement of the family and the community is an important factor in enhancing the school's performance. A number of research studies have assessed different modes of cooperation between the school, families and the community and identified positive results (Deslandes and Bertrand, 2001; Janosz and Deniger, 2001; Marzano, 2003; Henchey, 2001; Moore, 2001). The benefits of such cooperation include:

- fewer behavioural problems and less violence in the school
- fewer suspensions
- lower dropout rates
- higher graduation rates
- high satisfaction rates among students, parents and staff with the quality and availability of services and, consequently, more positive attitudes toward the school
- a better interface between social services and the school
- greater use of services
- better results with at-risk students
- lower absence rates for minor health problems
- enhanced preventive behaviour among young people with respect to sex and drugs
- improved mental health, fewer depressions, less suicide ideation
- increased parental involvement in school activities
- greater consideration of community needs and resources

Certain conditions are necessary to obtain such benefits.

2.2 Conditions for success

Research and experiments with community schools are sufficiently consistent to yield a certain number of observations about the conditions for their successful development. Although we have not done an exhaustive study of the Canadian, American and European literature, we believe that we have gleaned clear indications of the conditions facilitating the development of community schools and the integration of services. We can also learn from the practical experience of certain schools in Québec and elsewhere.

The conditions for success listed below are a summary of the information we gathered in our literature review and are divided into two categories: basic attitudes and management techniques.

Basic attitudes²:

- Focus on the importance of education: the primary goal of a community school must be to educate young people.
- A community school is based on political will at the provincial, regional and local levels to foster its emergence and development.
- It is necessary to adopt a shared vision of the community school based on the needs of young people, their families and the community.
- It is not absolutely necessary to adopt the community school model and its implementation depends on local dynamics and qualities.
- Community school partners focus on the personal involvement of young people, adults, families and citizens who identify with the project; emphasis is placed on community involvement.
- A community school recognizes that there are a number of ways of involving parents and the community in the school.
- A community school is based on cooperation and power sharing for the benefit of young people, their families and the community.

Management techniques³:

- Managing a community school requires knowledge of the respective missions and mandates of the different partners.
- Programs or projects should be structured in order to help school staff rather than add to their workload. Involving them in the analysis and identification of students' needs, as well as in the planning of services and projects, is essential from the outset. In particular, it makes it possible to clarify how space and equipment can be shared.
- The partners in a community school project should focus on the impact of this type of school on young people. Measuring success is important, particularly with respect to young people's motivation, behaviour and discipline, and parents' involvement. A variety of information can be gathered by school staff, the principal and the partners.

² Rolande Deslandes and Richard Bertrand, *La création d'une véritable communauté éducative autour de l'élève : une intervention plus cohérente et des services mieux harmonisés* (CQRS, 2001).

J.L. Epstein et al., *School, Family and Community Partnerships: Your Handbook for Action* (Thousand Oaks, CA: Corwin Press, 1997). <http://www.csos.jhu.edu/p2000/center.htm>

Children's Aid Society, *Building a Community School*, 3rd ed. (New York: Children's Aid Society, 2001).

³ Children's Aid Society, *Building A Community School*, 3rd ed. (New York: Children's Aid Society, 2001).

Harvard University Graduate School of Education, *Building Strong Full Service and Community Schools, A Report on the Conference* (Cambridge, MA: Collaborative for Integrated School Services, 2000).

Ronald Bisson and Associates Inc., *Study on the Conditions for Success of the Centres scolaires et communautaires, Final report* (Ottawa: Department of Canadian Heritage, 2003).

- Simple and functional communications mechanisms should be implemented between the school, parents and the community.
- A community school aims at bringing services closer to those for whom they are intended. This implies adapting organizational models. The partners should have enough leeway to reach partnership agreements with organizations offering the services they need for their clientele. For example, it must be possible to make the necessary arrangements to ensure the maintenance and security services needed to operate outside regular school hours; if the activities and services rely on the services of volunteers, the schools must be assured that the unions will not file a grievance.
- Shared leadership is necessary. This role is often played by the school principal, although sometimes it is assumed by a project coordinator or a community school committee. Such leadership requires vision and permanency, a sense of entrepreneurship and the ability to coordinate various groups and resources, as well as to convey a sense of the shared objective.
- Stable financial support from a variety of sources is essential.
- Space and time should be made available to partners so that they can develop comfortably in the community school.
- The different players require the same training and ongoing professional development.
- The school board must spend time with its staff and allow them the time to reformulate their objectives and tasks, as well as to review their points of reference in terms of the shared vision.
- The school board must be organizationally and politically stable; there should be stable relationships among the different players.
- There must be an appropriate governance structure. A school in which services are integrated is a complex organization, requiring shared plans of action and the coordination and monitoring of a number of components of individual projects.

Experiments outside Québec⁴ have made it possible to identify barriers to the successful integration of services and openness towards the community.

- Despite agreements, government policies, standards and budgetary rules intended to make services more durable and complementary, collaborative opportunities are lost and, as a result, young people still fall through the cracks.
- Few professionals have been trained to offer integrated services. For example, universities do not train professionals in multidisciplinary approaches, especially as regards at-risk young people and their families.

⁴ Ronald Bisson and Associates Inc., *Study on the Conditions for Success of the Centres scolaires et communautaires, Final report* (Ottawa: Department of Canadian Heritage, 2003).

- Many schools do not have the latitude or authority to manage a substantial integration of services intended to meet the needs of young people and their families.

The issue of teachers' initial training and professional development is of particular concern. Teachers should be able to rely on solid training in order to be able to work in community schools. The interdisciplinary approach, teamwork, resource sharing, joint planning and decision sharing are all different ways of working. In addition, the community in which the school is located affects the teaching approach (e.g. multiethnic community, preponderance of single-parent families). **We recommend that the Ministère de l'Éducation, du Loisir et du Sport (MELS) encourage the universities to include content related to community schools in their training programs for teachers and school administrators. It also recommends that school boards offer a solid professional development program for teachers working in community schools.**

2.3 The approaches of some public administrations

An analysis of the approaches adopted by certain public administrations⁵ has made it possible to identify certain constants in their implementation of community schools:

- political will
- designation of the Ministry of Education (or its equivalent) as prime architect
- a bottom-up approach, i.e. one that supports community initiatives
- the implementation of structures for coordination and cooperation at different levels
- financial support
- a legislative framework, where necessary
- pilot projects followed by an extension of the approach to all schools

This review of the literature, as well as the people we talked with, inspired a number of the recommendations formulated in this report. Promoters of community school projects and integrated services should learn from these experiences. We also discovered practical management guides describing procedures for implementing and evaluating community schools. They could be provided as a basic tool kit.

⁵ Observatoire de l'administration publique, *Développement de l'école communautaire dans quelques administrations publiques : Alberta, Colombie-Britannique, Écosse, Ontario, Royaume-Uni, Saskatchewan* (Québec: Université du Québec, École nationale d'administration publique, 2005).

Task Force and Public Dialogue on the Role of the School, *School^{plus} A Vision for Children and Youth, Toward a New School, Community and Human Service Partnership in Saskatchewan, Final Report to the Minister of Education* (Government of Saskatchewan, 2001).

Although it was impossible to conduct a thorough review literature in the time available, **we recommend that a monitoring agency be given the mandate to document best practices, positive experiences and ideas for programs and activities, and to keep a strategic watch.**

SUMMARY

The different visions of community schools and the experiences documented by our research have resulted in a number of observations:

- In communities in which these experiences were positive, the benefits have extended from young people to their families and the community.
- The conditions for success include basic attitudes and management techniques.
- The approaches of certain public administrations have made it possible to identify potentially interesting approaches.

To favour the development of community schools, we recommend:

- that the universities be encouraged to include content related to community schools in their training programs for teachers and school administrators
- that school boards offer support for teachers working in community schools
- that a monitoring agency be given the mandate to document best practices, positive experiences and ideas for programs and activities, and to keep a strategic watch

3. Bases for the development of community schools

Some of the groundwork has already been done for the development of community schools. However, we believe that improvements could be made to certain frameworks in order to facilitate their development in accordance with our definition of the community school.

3.1 Favourable legislative framework

All of the changes made to the education system as a result of the Estates General on Education resulted in major changes to the *Education Act*.

The Québec government adopted an approach favouring decentralization and regionalization, which resulted in a new distribution of powers among the Ministère, school boards and schools, giving school boards and schools more autonomy.

School boards

It is important to remember that the primary mission of a school board is to ensure that the people in its jurisdiction receive the educational services to which they are entitled under the *Education Act*. School boards are bound to provide services for all young people in their territory between the ages of 5 and 18 (or 21 for young people with handicaps) in conformity with the Act and the *Basic school regulation* in effect.

The functions and duties of the school board have changed significantly. In 2002, school boards were encouraged to adopt a results-based management approach. Since they are accountable, they must produce a strategic plan and give an account of its implementation to the population they serve.

School boards must also distribute resources fairly among institutions, taking into account their characteristics and needs.

In terms of services to the community,⁶ school boards organize and offer cultural, social, sports, scientific and community services, including:

- childcare services
- workforce training activities
- services to businesses
- joint activities with outside partners

⁶ Fédération des commissions scolaires du Québec, *Le goût du public* (Québec, 2003).

School boards also contribute to local and regional development by participating in interministerial and community activities (e.g. strategic plans, government plans of action, tables on specific issues) and by setting up a variety of infrastructures (e.g. libraries, gymnasiums, fibre optics networks). School boards can reach agreements with organizations in their territory and implement local and regional development projects. There are already a number of school-municipality agreements in effect, involving the sharing of buildings and equipment.

Lastly, it is important to remember that school boards are partners in the local democratic structure, as well as major regional players.

School boards are fully committed to cooperating with the different regional players in order to meet the needs of the population in a more effectively and cost-efficient manner. Also, the alarming decline in population in several regions of Québec is encouraging school boards to innovate in order to ensure access to quality educational services.

We recommend that school boards intensify their support for cooperation at the regional and local levels. They could adopt mechanisms favouring cooperation and supporting the development of community schools. For example, they could set up a local steering committee, appoint a coordinator or add an orientation and an objective to the strategic plan.

Schools

In terms of educational services, a school's powers and responsibilities allow it to ask for the cooperation of the community in defining orientations and organizing student life. So current legislation is favourable to the development of community schools.

The *Education Act* recognizes the professional autonomy of teachers, non-teaching professionals and school administrators. It establishes a decision-making body that results in a new management dynamic between the school and the school board: *the governing board*.

The governing board is made up of 10 to 20 members, depending on the size of the school, and must comprise the same number of staff members as parents. Participation of the principal is required, but he or she is not entitled to vote. If so authorized by the governing board, a commissioner may take part in meetings, but is not entitled to vote. Lastly, two community representatives sit on the governing board, but are not entitled to vote. The term of office is two years for parents, one year for the chair (selected from among the parents) and one year for other members. If the school offers Secondary Cycle Two education, two students may sit on the board and are entitled to vote.

The composition of the governing board is intended to foster cooperative decision-making based on the competencies and rights of all the players involved, in the interests of the school, students, parents, staff and community. The government board is informed or consulted about the subjects addressed; it may also make decisions or give approval where applicable.

The following are some of the subjects addressed by the governing board:

- analysis of the school's situation and educational project
- the school's success plan
- information and accountability with respect to the services offered by the school
- rules of conduct and safety measures
- services offered by the school
- different aspects of the basic school regulation
- complementary and special educational services
- the use of facilities
- donations and contributions
- extracurricular services

The school principal assists the governing board in the exercise of its functions and powers. He or she acts as instructional leader, manager, coordinator, consultant and planner, and collaborates not only with the governing board, but also with partners, community organizations and school board bodies. His or her duties also include the management of crises and exceptional circumstances and the occasional ad hoc mandate. In addition, the school's geographic setting (urban, rural, remote) and demographic characteristics (number of students and prospects) also have an effect on the work context.

In the context of the development of community schools, certain aspects could be improved in order to support school principals and enhance the role of the governing boards so as to ensure optimal partnerships between the school and the community.

While we recognize that special attention must be paid to the proportion of parents and school staff on the governing board, **we recommend that community representatives on the governing board be given the right to vote.** This is a gesture of openness and respect towards members of the community.

The term of office of governing board members, as provided for by law, is not conducive to continuity. Also, school principals already have considerable responsibility. One condition for the successful management of integrated services is coordination, in order to ensure

follow-up, mediation among the players, the material organization of the project, and so on. We believe that a school that wants to develop a community school project should be given the necessary support, for example, a local coordination committee for all of the schools of a particular school board or a professional resource person. **We recommend that school boards support their schools by providing them with the resources their situation requires.**

Budgetary rules and the maintenance of village schools

According to s. 472 of the *Education Act*, the Minister of Education, Recreation and Sports shall, after consulting with the school boards, "establish annually and submit to the Conseil du trésor for approval, budgetary rules for the determination of the amount of operating expenses, capital expenditures and debt service expenses allowable for the purpose of subsidies to be allocated to school boards." According to s. 475, the Minister shall, in the budgetary rules, "provide for the payment of an equalization grant to every school board whose fiscal resources are insufficient for a particular school year."

The Minister of Education, Recreation and Sports shall has been aware for a number of years of the problem of declining enrollments and of the survival of village schools. In response to the report issued by the *Groupe de travail sur le maintien de l'école de village*, the Ministère has continued its efforts to adapt the budgetary rules. Its new financial efforts to assist village schools come at a difficult time for the government.

Other measures help keep village schools open:

- School boards offer professional development for teachers, in particular for those who teach multigrade and multicycle classes.
- Projects involving the use of new information and communications technologies receive support in small schools and successful initiatives have been taken (remote schools network projects).⁷
- Legislative amendments have been made in order to make it mandatory to hold consultations with municipalities and school boards before deciding to close a village school.
- Many school boards' strategic plans include orientations regarding this problem.

Although not a miracle cure, these measures are both essential and promising for the future of small schools; as such, they should be supported and intensified. **We recommend that the MELS and the school boards provide more professional development for**

⁷ http://www.cefrio.qc.ca/projets/proj_34.cfm

teachers who teach multigrade and multicycle classes and more support for the use of technologies in remote schools.

The Québec Education Program

As a result of the Estates General on Education, the Québec Education Program was adapted to the needs of 21st-century youth in order to enhance their learning by providing them with everything they need to live in a knowledge-based society. The quality of this program will enable young people to meet increasingly difficult challenges.

The features and components of the preschool, elementary and secondary education programs rely not only on teachers' expertise, but also on a variety of sources and places of learning. Community schools promote the use of community resources in a variety of ways. These are opportunities for young people to:

- acquire knowledge from a variety of sources inside and outside the school (e.g. the municipal library, cultural outings)
- develop their competencies in increasingly complex situations and in a variety of contexts (e.g. extracurricular activities, student life activities, community involvement)
- address problems that concern them (e.g. the environment, health, the media, guidance, consumerism, citizenship education, entrepreneurship), in places other than the classroom or the school (e.g. career exploration practicums, mini-businesses)

To carry out their mission, schools must not only offer young people the opportunity to learn, but also to apply their learning. One of the roles of the school and its governing board is to adapt and enrich the provincial framework defined in the *Education Act*, the basic school regulations and the programs of study established by the Minister. A number of Québec schools have formed partnerships in order to assume this role. It is a way of linking community work to the school's primary mission.

Complementary educational services

The MELS places complementary educational services at the centre of the school's mission. They are even more essential in the context of the new Québec Education Program. Complementary educational services 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."⁸

⁸ Ministère de l'Éducation, Direction de l'adaptation scolaire et des services complémentaires, *Complementary Educational Services: Essential to Success* (Québec: Gouvernement du Québec, 2002), p. 21.

Complementary educational services are divided into four programs:

- *Support services* designed to provide students with conditions conducive to learning
- *Assistance services* designed to help students throughout their studies, with their academic and career choices and with any difficulties they encounter
- *Student life services* designed to foster students' autonomy and sense of responsibility, their moral and spiritual dimensions and their interpersonal relationships, as well as their feeling of belonging to the school and the community
- *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 *Education Act* clearly defines the responsibilities of school boards, schools and governing boards in terms of complementary educational services. However, in its orientations, the Ministère is relying on cooperation with its main partners in education: the family and the community.

Such an educational community cannot be established without concerted action by everyone concerned, in health and social services institutions, community groups, municipal services, etc.⁹

In addition, the Ministère encourages the school system to design and organize these services in an integrated fashion. Given the multiplicity of complementary services and partners, the Ministère favours a global vision of needs and integrated services in order to avoid fragmentation, and promote coherence and effectiveness in the program of services.¹⁰

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.¹¹

It is essential that health and social services centres, carrefours jeunesse-emploi, community organizations and municipalities contribute to the school's mission. School principals, with the assistance of their teams and governing boards, must see to the integration and coordination of these services with a view to maintaining a global and systemic view of young people's needs. This must be done in cooperation with the school

9. *Complementary Educational Services*, p. 51.

10. *Ibid.*, p. 22-23.

11. *Ibid.*, p. 23.

board, which is responsible for ensuring that services are provided throughout its territory.

3.2 Initiatives calling for the participation of the school, families and the community

3.2.1 Education sector initiatives

Our education system has done well so far. Most of our young people succeed, since 83% of them in a given generation obtain at least a secondary school diploma, whether it be in general education or vocational training. In addition, our young people are among the top performers on international reading, mathematical literacy and scientific literacy tests.

The graduation rate of students under the age of 20, however, has fluctuated between 66% and 72% since 1998-1999. And, in recent years, we have made little progress in the fight to increase retention rates and in our services for children with difficulties. Since 1994, the dropout rate among 17-year-olds has hovered around 10.5%; among 18-year-olds, it is around 17%.¹²

The complexity of today's world and the major social changes that have occurred in recent years have put pressure on schools, which can no longer single-handedly ensure that young people are successful in their studies. Well aware of this problem, many schools began establishing partnerships several years ago. Specific programs and measures implemented by or in conjunction with the Ministère de l'Éducation in recent years have been designed to support schools in their mission by calling upon the community for help.

Homework Assistance Program

Although school boards already provide homework assistance, the government has implemented a new homework assistance program for elementary school students throughout Québec. This program is also designed to mobilize the community and stimulate local initiatives to find the right formula for every community, mainly by fostering the participation of recognized community organizations, retirees and secondary school, college and university students.

The Wellness-Oriented School Program

This MELS program is meant to support schools in the implementation of projects designed to help young people develop healthy lifestyles, including regular physical activity and

¹² Ministère de l'Éducation, *Education Indicators, 2004 Edition* (Québec: Gouvernement du Québec, 2004), p. 60.

healthy eating habits. Like the Homework Assistance Program, this program calls for the participation of the community, in particular of sports and recreational organizations. It is specifically designed for Elementary Cycle Three and Secondary Cycle One students throughout Québec.

The Supporting Montréal Schools Program

Set up in 1997, the Supporting Montréal Schools Program is designed to meet the specific needs of the school population on the island of Montréal, mainly in elementary schools in disadvantaged communities. The program comprises seven measures that schools must implement if they are to receive funding, including favouring the establishment of cooperative links with students' families and community organizations.

The New Approaches, New Solutions Intervention Strategy

The general objective of this strategy is to foster the implementation of specific measures in order to improve youth success in secondary schools in disadvantaged communities. This five-year strategy (2002-2007) affects more than 200 schools across Québec. Schools are called upon to mobilize their partners with a view to planning a variety of simultaneous measures to be implemented by several different players in different places, in conjunction with families and the community.

Assistance Program for Emergent Literacy in Disadvantaged Communities

This prevention program is aimed at parents of children up to the age of 5. It is designed to favour emergent literacy in children in disadvantaged communities. The four-year program implemented in 2003-2004 focuses on the mobilization and partnership of elementary schools in disadvantaged communities, community players and families. By 2007, more than 60 projects will have been set up in every one of the 17 administrative regions.

Program to Promote the Return to School of People Between the Ages of 16 and 24

This program is designed to help young people between the ages of 16 and 24 who do not attend school to obtain a first secondary school diploma and to enter the work force. It is based on an approach requiring the participation of families, the student's social group and the community. Twenty school boards have received funding through this pilot project.

The Family, School and Community: Succeeding Together Program

This specific intervention program focuses on the family, the school and the community. Its aim is to develop an education community in order to foster the success of elementary

school students in disadvantaged communities. It is intended for the parents of children aged 2 to 12. Twenty-four schools in disadvantaged communities have received funding through this four-year (2003-2007) pilot project.

3.2.2 Examples of interministerial initiatives

The health and social services sector, a close partner of the education system, has made an effort to improve the accessibility, consistency, complementarity and continuity of services intended for young people, families and the community. In 1998, the Association des centres jeunesse du Québec produced an orientation document,¹³ and since then has been working to develop a variety of approaches in local communities. Also in 1998, the Ministère de la Santé et des Services sociaux (MSSS) published a document entitled *Pour une stratégie de soutien du développement des enfants et des jeunes. Agissons en complices*; based on the situation of young people and the services offered to them, this proposes measures to improve the situation by implementing a full range of services at the local, regional and provincial levels. The strategy involves quality integrated services and mechanisms for their implementation.

The MSSS has also included health promotion and prevention orientations in its Programme national de santé publique 2003-2012, in particular for young people. This program requires intersectoral action in order to foster health and well-being.

Lastly, the Agreement for the Complementarity of Services Between the Health and Social Services Network and the Education Network,¹⁴ supported by a provincial committee steered by the MSSS and the MELS, is intended to overcome obstacles to the collaboration and cooperation of the two networks.

The objectives of the agreement involve:

- the organization of the full range of services aimed at young people and their parents (joint planning at the local, regional and provincial levels)
- conditions of access to services, including clear and simple processes aimed at avoiding fragmentation and lack of continuity

¹³ Association des centres jeunesse du Québec, *Une vision de services intégrés aux enfants, aux jeunes et aux familles du Québec, Document d'orientation* (1998).

¹⁴ Québec, Ministère de la Santé et des Services sociaux and Ministère de l'Éducation, *Two Networks, One Objective: The Development of Youth, Agreement for the Complementarity of Services Between the Health and Social Services Network and the Education Network* (Québec: Gouvernement du Québec, 2003).

- intervention plans and individualized, intersectoral service plans based on a systemic view of the situation of young people and developed in cooperation with the parties concerned in both networks in conjunction with the young people and their parents.

The local and regional levels play a major role in the implementation of the agreement. School boards, schools, CSSSs and other MSSS institutions that serve the same clientele will develop a plan of action based on priority needs. In this way, local and regional needs will be taken into account. In addition, representatives at each level are mandated to provide joint training with a view to favouring a shared vision and the application of adapted measures. The new agreement is based on complementarity.

In the orientations of the MSSS, this agreement is also intended for particular groups, such as young people in difficulty and those with pervasive developmental disorders, intellectual or physical deficiencies, mental health problems or drug abuse problems—problems that also require cooperation with the education system.

Healthy Schools Program

One of the main focuses of this agreement is health promotion and prevention. Both ministries are committed to developing and proposing a global, cooperative promotion and prevention program for schools. This measure is also one of the aims of the Québec Public Health Program 2003-2012. The Healthy Schools Program¹⁵ is a global and cooperative approach aimed at fostering academic success and the development of the health and well-being of young people. It involves the participation of young people, families, the school and the community.

This preventive approach is intended for all students in elementary and secondary schools. It is being implemented in every region of Québec, and it requires close collaboration between the education and health and social services networks. It was designed to contribute to the renewal of practices and facilitate them on the basis of current knowledge and best practices, while ensuring the consistency, complementarity and continuity of services.

The development of community schools could be an opportunity to facilitate the implementation of the Healthy Schools Program. It fosters the school's educational mission by providing guidance for updating orientations and implementing appropriate health promotion and prevention measures that must be included in its educational project and success plan.

¹⁵ Gouvernement du Québec, *École en santé : pour la réussite éducative, la santé et le bien-être des jeunes - Guide à l'intention du milieu scolaire et de ses partenaires*, Working document (Québec: Gouvernement du Québec, 2005).

3.2.3 Examples of public-private initiatives

Québec en forme

Québec en forme, a non-profit organization, was created in 2002 through a partnership between the Fondation Lucie et André Chagnon and the Québec government. Its mission is to help improve the health and overall autonomy of four- to twelve-year-olds in disadvantaged communities. Québec en forme carries out its mission by supporting the implementation of permanent community sports and physical activity programs. Local partners are encouraged to work with the school.

Québec en forme relies on development officers to mobilize communities and support them in the implementation of sports and physical activity programs. These people solicit the involvement of school boards, school administrators, community centres, municipalities, health and social services centres (CSSSS), unités régionales de loisirs et de sports (URLS), Kino-Québec consultants, departments of community health, and so on, in local action committees, and help them plan and organize programs of activities. Québec en forme favours a global, integrated and adapted approach. Although its goal is certainly not to supplant the state or existing services, it works with key people and organizations in the community, to whom it turns over control of its projects. Seven development officers have been hired since November 2002. Local organizations have hired around 30 coordinators for their local action committees and rely on approximately 330 professionals. More than 500 local partners are involved in the project.

The ultimate goal of every one of these initiatives is to help young people succeed. Each one encourages community involvement. Many of them work specifically in disadvantaged communities, but several are open to all young people. Some require the formation of a committee made up of school, family and community representatives, while others develop community profiles to help in clearly identifying and recognizing needs, to ensure that energy and resources are invested where they are most needed. Lastly, almost all of them involve a support structure at the provincial, regional and local levels. Effective cooperation and partnership require solid coordination at both the regional and local levels.

These initiatives vary in effectiveness and efficiency with respect to youth success. Those based on a systemic approach generally obtain more structuring and long-term results. The government funds these initiatives in whole or in part. At a time of budgetary constraints, **we recommend that the MELS consolidate some of these initiatives and their budgets as part of a more structuring approach, such as the development of community schools.**

The Healthy Schools Program is a structuring approach that should be encouraged. **We recommend that the Healthy Schools Program be maintained, notably through the implementation of service integration pilot projects in conjunction with the Ministère de la Santé et des Services sociaux.**

3.3 Government departments' (MSSS, MAMR, MESS, MCC, MICC) willingness to develop an integrated approach

Government departments want to adopt a more systemic and holistic approach that is closer to the people, so it makes sense to integrate the services offered. Such an approach would be more effective and of a higher quality. Attempts have been made to define an "integrated territorial approach" to offer services that better meet the needs of communities. Government actions in this vein include:

- the Government Action Plan to Combat Poverty and Social Exclusion¹⁶ (10 ministries and agencies)
- the organizational and clinical project of the Ministère de la Santé et des Services sociaux involving the accountability of CSSSs for all the people in their respective territories¹⁷
- the Kino-Québec program, designed to promote a physically active lifestyle (MELS, MSSS and the 18 local health and social services development agencies)
- the Culture in the Schools Program (MELS and MCCC) and, in general, *Québec's Cultural Policy: Our Culture, Our Future*
- the Youth Action Strategy (in the consultation phase)
- the Québec Sustainable Development Plan (in the consultation phase)
- the Plan d'action pour la pleine participation des aînés (in the preparation phase)

In increasingly decentralized public systems, a significant number of players at every level are involved in the development and implementation of government policies and plans of action, and even more so when more than one sector is involved (e.g. education and health and social services; education and culture; education and employment). Interest groups also have a role to play in the development and implementation of various policies. This context brings significant pressure to bear on schools, notably with respect to youth services.

¹⁶ Québec, Ministère de l'Emploi, de la Solidarité sociale et de la Famille, *Concilier liberté et justice sociale : un défi pour l'avenir*. Government action plan to combat poverty and social exclusion (Québec: Gouvernement du Québec, 2004).

¹⁷ Québec, Ministère de la Santé et des Services sociaux, *L'intégration de services de santé et des services sociaux, Le projet organisationnel et clinique et les balises associées à la mise en œuvre des réseaux locaux de services de santé et de services sociaux* (Québec: Gouvernement du Québec, 2004).

In this respect, there needs to be a solid structure for interministerial coordination at the provincial, regional and local levels. Without the coordination of educational, social and community missions, schools are left with a stockpile of programs and policies with no common thread.

Despite considerable efforts at cooperation, there is still a certain unfamiliarity with missions, mandates and organizational cultures. This is an obstacle to the achievement of a common vision of needs and ways of harmonizing services for young people and their families. In this context, the development of community schools requires better regional and local coordination.

Most regions have a number of mechanisms in place for cooperation. For example, the "education tables" in several regions comprise a variety of partners and contribute to regional cooperation. Several regions also have intersectoral youth tables involving a variety of partners who work with young people (e.g. school boards, community organizations, CSSSs, youth centres, the police, drug abuse rehabilitation centres, municipalities, local employment centres). Local and regional cooperation mechanisms have been set up in conjunction with the Ministère de la Santé et des Services sociaux to ensure the implementation and follow-up of the Agreement for the Complementarity of Services. We question the need for such a high number of tables, since the same people often are involved in each group. In this regard, it is necessary to review the effectiveness and efficiency of an integrated territorial approach to the delivery of youth services.

We believe that every region should set up a mechanism that meets its specific needs, the objective being to ensure close functional ties in order to promote the harmonization and integration of services for young people, their families and the community. **We therefore recommend that regional and local cooperation be based on *one* of the mechanisms in place, taking into account the specific characteristics of each community and the roles and responsibilities of the various partners.**

3.4 Extensive school-municipality cooperation

Municipalities are important partners whose mission complements that of the school in terms of young people and their families. There are currently more than a thousand memorandums of understanding between schools and municipalities in Québec. In addition, there seems to be a sense of urgency to consolidate partnerships between schools and municipalities.

The changes resulting from the decline in population and the complexity of new realities are an opportunity for innovation in terms of the delivery of services to young people and their families. For example, a committee made up of representatives of the Commission

scolaire de Laval, the Ville de Laval and the Laval MNA's office was set up to study the situation and identify the best solutions.

In Montréal, the Partnership Table for School Retention in Montréal (a partnership made of the MELS, five school boards, the Conférence régionale des élus de Montréal, the Ville de Montréal and other partners) has created a drop out prevention centre called "Montréal Hooked on School." The Ville de Montréal has been operating the centre since September 2004. Some 42 innovative models of the Supporting Montréal Schools Program have already been implemented with the direct involvement of the Ville de Montréal and its boroughs, with a view to achieving its policy objectives on the Island of Montréal. In addition, on its territory, urban renewal projects are under way to address problems in severely disadvantaged and disorganized communities. Since 2001, the entire local community has been involved, including the school, which benefits considerably from the joint effort. As a result, the community has given priority to several local projects that combat the school dropout problem. The MELS, schoolboards and schools are strongly encouraged to collaborate fully in neighbourhood renewal efforts, since the schools in their territory can only benefit from the project.

In November 2004, a number of representatives of education (21) and municipalities (86) participated in a day-long workshop organized by the Association québécoise du loisir municipal.¹⁸ The aim was to study new aspects surrounding school-municipal cooperation, namely:

- new challenges extending far beyond the exchange of facilities and equipment and which deal with the dropout rate, the continuity of services, work-family balance, sedentary lifestyles, narcotics and violence, declining school enrollments, multiculturalism, different needs in rural and urban schools, as well as the break-up of the family;
- new players and structures, such as boroughs and governing boards which have resulted in changes to ways of doing things and making decisions;
- the number of local players offering services in the community;
- changes in the relationships between players in the education community and in the municipality, resulting in a relationship between a client and a server rather than a partnership of public institutions. *Cooperation* is confused with *service contract*.

At the end of the day, the Association québécoise du loisir municipal agreed to facilitate the setup of a permanent issue table that would comprise school and municipality representatives, as well as representatives of other associations and community organizations. Clearly there is widespread interest on both sides in increasing and

¹⁸ Association québécoise du loisir municipal, *La concertation scolaire-municipale, Actes de la Journée de réflexion 2004* (Québec: 2005).

improving school-municipality cooperation. Now it is a question of overcoming the obstacles to improved cooperation and effective partnership.

In order to support better school-municipality cooperation, it is necessary to find ways to facilitate the delivery of services for young people and their families. **We recommend that the government abolish taxes on the exchange of services between school boards and municipalities. We also recommend that school boards and municipalities maximize the use of their respective resources by favouring exchanges at marginal cost.**

We believe that there is still work to be done to remove the irritants involved in school-municipality cooperation on the community use of school activities and equipment and the extension of school opening hours, among other things. Aspects concerning safety, responsibility, work organization and funding need to be looked at. Given the time available, we were unable to study these aspects in detail. **We recommend that the ministries, schools and municipalities concerned continue to make an effort to remove the irritants involved in school-municipality cooperation.**

3.5 The political will to make communities accountable

As we have seen, and in line with trends throughout the western world, the Québec government is heading toward decentralization and regionalization. The recent creation of the Regional Conferences of Elected Representatives is a case in point. The government is also working toward the liberalization and adaptation of program standards in order to better meet the needs of communities and the regions.

The decentralization process has already had a direct effect on the school system. In recent decades, the laws governing education systems in Québec have evolved, giving them the leeway they need to organize educational services to meet the needs of students and the public's expectations.

In an effort to forge closer ties, certain municipalities are hoping to take charge of elementary and secondary schools in terms of infrastructure, while leaving instructional matters to the school boards. According to the literature, this issue does not appear central to the development of community schools and is not a condition for success.

In conclusion, we believe that schools should contribute to the *social and cultural development of the community*. To this end, **we recommend that the government emphasize the importance of this part of the school's mission** and implement measures to remove obstacles to the development of community schools, particularly those associated with the use of schools for community purposes. **We recommend that the government support pilot projects aimed at helping schools contribute to the development of their community.**

SUMMARY

The current legislative framework is conducive to the development of community schools. In our opinion, improvements could be made in order to provide even more support for community schools.

There are a number of initiatives aimed at young people that involve the school, families and the community. A number of public, community and private partners in different sectors (education, health and social services, family, justice, public security, recreation) are involved. All of them are aimed at meeting the needs of young people and their families. Although they should be, these initiatives are not always coordinated with schools, which serve almost all young people between the ages of 5 and 16. It would therefore be a good idea to consolidate these initiatives.

Every report in favour of better cooperation and harmonization of services, notably youth services, states that measures for integrating services need improvement. Cooperation is necessary at every level: provincial, regional and local.

Lastly, in order to contribute to the development of their community, schools need to share their equipment and facilities. However, several irritants remain with regard to school-municipality cooperation.

To foster the development of community schools, we recommend:

- that school boards continue supporting cooperation at the regional and local levels, and on a larger scale. They could adopt mechanisms favouring cooperation and supporting the development of community schools. For example, they could set up a local steering committee, appoint a coordinator or add an orientation and an objective to the strategic plan
- that community representatives on the governing board be given the right to vote, paying special attention to the proportion of parents and school staff on the board

- that school boards support their schools by providing them with the necessary resources
- that the Ministère de l'Éducation, du Loisir et du Sport and the school boards provide more professional development for teachers who teach multigrade and multicycle classes and more support for the use of technologies in remote schools
- that the Ministère de l'Éducation, du Loisir et du Sport consolidate certain initiatives and their budgets in a more structuring approach, such as the development of community schools
- that the Healthy Schools Program be maintained, notably through the implementation of service integration pilot projects in collaboration with the Ministère de la Santé et des Services sociaux
- that regional and local cooperation be based on *one* of the mechanisms in place, taking into account the specific characteristics of each community and respecting the roles and responsibilities of the various partners in order to implement an integrated territorial approach to the delivery of youth services
- that the government abolish taxes on the exchange of services between school boards and municipalities
- that school boards and municipalities maximize the use of their respective resources by favouring exchanges at marginal cost
- that the ministries, schools and municipalities concerned continue to make an effort to remove the irritants involved in school-municipality cooperation
- that the government emphasize the importance of the part of the school's mission related to community development and that it support pilot projects aimed at helping schools contribute to the development of their community

4. Strategy for developing community schools

Many schools in Québec are cooperating with the community. Indeed, we would be hard pressed to confirm that there is a single elementary or secondary school that has not established a partnership with anyone. Like in many other provinces and countries,¹⁹ school-community partnerships in Québec have been established to help address problems associated with the social exclusion of certain students, problems that schools are ill-equipped to deal with alone. Lastly, faced with a declining population and the importance of keeping schools open, communities have not waited to act and to request assistance from the community. There are a number of successful experiences out there, but there need to be more.

As we saw in the previous section, the current education context is undergoing significant changes: the reform is well under way, school boards underwent mergers relatively recently, partners are undergoing organizational changes that affect their services (e.g. MSSS), new local players (Regional Conferences of Elected Representatives) are defining their fields of responsibility and intervention. In this context, we would recommend a consolidation of existing achievements and strengths rather than a restructuring.

4.1 Guidelines

If schools are to be a more integral part of the community, certain guidelines need to be put in place. These guidelines should be rooted in the values set out in the educational project of each school, its analysis of the situation and the objectives it wishes to attain.

4.1.1 Focus on the needs of young people and their families in order to foster the success of as many young people as possible, **as well as** on the school's contribution to community development

In order to work together to ensure effective services and efficient resources, we need to share a common vision of human development and be aware that all communities contribute to human development according to their particularities.

The community school must be the result of a shared vision of the development of young people and the factors that contribute to it. It must also be a place where members of the community feel that they belong.

¹⁹ See Bibliography.

4.1.2 Build on a solid foundation

The current legal and administrative frameworks are a good basis for the development of community schools.

Many elementary and secondary schools in Québec have established a variety of partnerships in order to carry out their mission. Not only must these partnerships be strengthened, they must contribute to youth success and community development.

The political will behind the various government actions in favour of integrated services should be conducive to the development of community schools. In this perspective, public health promotion and prevention activities such as the Healthy Schools Program represent an interesting potential for community schools.

The government should also increase the amount of resources made available to the players in schools, municipalities, public services and community organizations.

4.1.3 Rely on local and territorial initiatives

A community school should emerge from the needs analysis and strengths of the community. It will be supported by mobilization and the partnerships formed for a variety of reasons and initiated by the school, the community or both. A community school is a place where everyone contributes in some way and has some sort of expertise. It must be based on a true partnership and not only on the delivery of services to clients. The government must support local initiatives.

Consequently, it must favour recognized and shared leadership in line with the local dynamic. The leadership must be *recognized* because it will be exercised by one of the organizations in question: school, municipality or other public organization. It must be *shared* because there needs to be a consensus on needs, a shared vision, a sharing of resources among the partners, mobilization and joint accountability.

4.1.4 Promote new local, regional and provincial cooperative initiatives aimed at young people, their families and the future of their community

Cooperation and partnerships are difficult to implement in our organizations—witness the number of committees and issue tables at the national, regional and local levels. There have been positive results, but they are insufficient in the current context. The government must continue to encourage the other ministries to adapt their policies, programs, measures and standards in order to better meet the needs of communities. To do so, it must oblige players at all three levels to develop an integrated approach.

The forging of closer ties is dependent on the availability of information about the missions, mandates and organizational cultures of each partner and network. This is too often overlooked in the changes made to structures and personnel, although its absence is likely to reduce the impact of interventions, however well defined they may be at the outset.

4.2 Lines of action

4.2.1 A Policy on community schools accompanied by a plan of action and an information campaign

The Québec government must provide a framework for the development of community schools in a *policy to foster the development of community schools*. The policy should define government orientations and establishing means of supporting the development of community schools, including ways of managing shared resources. The policy should also include a solid structure for interministerial coordination.

This structure is essential because of the difficulties involved in intersectoral cooperation. However, this idea came after first discussing the idea of proposing the creation of a ministry responsible for all programs for children and families. This would ensure the consistency of government and ministry policies on young people and families, and would facilitate the integration and complementarity of the related services. The impact of the creation of such a ministry would be felt at the regional and local levels in terms of the management and organization of services. The ministry would be responsible, among other things, for:

- the elementary and secondary school systems
- school daycare services
- childcare centres
- family policy
- family-youth community organizations
- government recreation and sports policies
- social and rehabilitation programs for young people
- youth protection and young offenders services

Although we have chosen to be practical by recommending the creation of a coordination structure rather than a ministry, decision-makers should not hesitate to consider the latter solution in the event that the former is insufficient.

Finally, this policy should be based on the above-mentioned values and guidelines and make the community accountable for the development of young people and their families. It should be recognized and promoted among Québec ministries and government agencies, as well as the public.

We therefore ask the government ensure participation of the various ministries and agencies involved and make sure that they adopt a solid provincial, regional and local structure for coordination. It should specify its expectations of the various ministries, as well as of their regional offices and networks (with annual follow-ups and reports).

The accompanying *plan of action* should contain elements associated with each of the ministries and agencies involved. It should provide for the support of functional links between ministries and agencies offering youth services.

An information and awareness campaign, promoting the principles of community schools and providing information about successful or promising experiences, should accompany the policy and plan of action. Promotional, information and training tools should be designed for the different communities.

Because we are talking about community *schools*, the (MELS) is the obvious choice for policy architect. However, it should conduct consultations with its partners and the agencies involved.

4.2.2 Specific actions

In the course of our mandate, we identified certain problems that require more specific actions, since they involve either small schools or irritants or concerns with respect to the development of community schools. We have identified the following actions:

- Offer more professional development for teachers of multigrade and multicycle classes.
- Encourage the universities to add content related to community schools to their programs for training teachers and principals.
- Intensify research and support with respect to the use of technologies in teaching and the network of remote schools.
- Abolish taxes on the exchange of services, particularly between school boards and municipalities.
- Make sure school boards and municipalities maximize the use of their resources by favouring exchanges at marginal cost.

- Study the legal right to be informed of the judicial record of anyone with access to the school and the impact on students' safety.
- Study the impact on school boards' insurance policies.

4.2.3 A support program for the development of community schools

Part I - Support for pilot projects integrating public services

Objective: To integrate public services aimed at young people and their families.

Considering that the Healthy Schools Program is based on the integrated management of health promotion and prevention activities at the school and on a partnership between the school, families and the community, we suggest that it be used as a model for integrated service pilot projects. Other public services related to the school's mission (e.g. services for youth in difficulty or other special clientele, childcare services for children aged 0 to 5, carrefours jeunesse emploi, municipal recreational services, municipal libraries) could also participate in pilot projects. We suggest:

- that pilot projects in a variety of contexts (e.g. different sizes of schools, different geographic locations) be promoted
- that the focus be on either the integrated management of services or the physical integration of health and social services, in line with the role, responsibilities and duties of the institutions and organizations involved

It is therefore necessary that each community analyze the conditions for the successful integration of public services. Guidelines should be defined during a planning process in which the school board, the school and the community partners, following analysis and a feasibility study, agree on the type of pilot projects to be implemented, their objectives and the related terms and conditions. Schools and partners that present projects should be prepared to make a commitment. The projects should demonstrate a shared desire to work together for the development of young people, their families and the community.

The communities will receive the support of their respective authorities in meeting the challenges they will inevitably come across in managing the organization, relationships, the organization of work and so on. In addition, training, workshops and funding should be planned to support the implementation and evaluation of pilot projects. Lastly, a coordination resource person should be made available to act as liaison between the school or schools and their partners.

Part II - Support for the schools' contribution to the development of their community

Objective: To strengthen the role of schools in the community as a place where people feel they belong.

The aim is to pursue efforts by school boards, schools and the community to collaborate in offering services and to foster the continuity of services, notably for parents with young children (childcare centres, school daycare centres, day camps and summer camps). To this end, school-community partners are encouraged to develop a shared project aimed at improving the services offered at the lowest cost by favouring the use of existing resources.

Consequently, this part of the support program would help school boards, schools, municipalities and community organizations in their efforts to maintain and revitalize schools by promoting them as "public equipment" in the village or neighbourhood. This support should favour the optimal use of school and municipal facilities and equipment in the implementation and development of activities related to education, community assistance, and recreational activities for the entire population.

The support program could maximize the use of infrastructures and reduce certain irritants or problems encountered in forming partnerships (e.g. setup of facilities, hiring of community agents, hiring of supervisors, additional maintenance fees, higher insurance premiums due to the increased use of equipment, lower rates or free access for users or community groups).

Our suggestions for Part II of the program are the same as those we made for Part I:

- that pilot projects in a variety of contexts (e.g. different sizes of schools, different geographic locations) be promoted
- that the focus be on either the integrated management of services or the physical integration of health and social services

The school boards and schools and their partners should be prepared to make a commitment. The projects should demonstrate a shared desire to work together for the development of young people, their families and the community. Also, a coordination resource person should be made available to act as liaison between the school or schools and their partners.

4.2.4 A community school monitoring agency

Devoted to the development of community schools, this agency could be a close partner in their development. It could be an existing research centre or monitoring agency mandated for this purpose. One of its first mandates would be to inventory the existing integrated services in schools.

The agency could offer the following services:

- Documentation on good practices, positive experiences and ideas for programs and activities
- Strategic watch

SUMMARY

Strategy for developing community schools:

Guidelines

1. Focus on the needs of young people and their families in order to foster the success of as many young people as possible, **as well as** on the school's contribution to community development.
2. Build on a solid foundation.
3. Rely on local and territorial initiatives.
4. Promote new local, regional and provincial cooperative initiatives aimed at young people, their families and the future of their community.

Lines of action

1. A policy on community schools accompanied by a plan of action and an information campaign
2. Specific actions:
 - Offer more professional development for teachers of multigrade and multicycle classes.
 - Encourage the universities to add content related to community schools to their programs for training teachers and principals.
 - Intensify research and support with respect to the use of technologies in teaching and the network of remote schools.
 - Abolish taxes on the exchange of services, particularly between school boards and municipalities.
 - Make sure school boards and municipalities maximize the use of their resources by favouring exchanges at marginal cost.
 - Study the legal right to be informed of the judicial record of anyone with access to the school and the impact on students' safety.
 - Study the impact on school boards' insurance policies.
3. A support program for the development of community schools
 - Part I - Support for pilot projects integrating public services
 - Part II - Support for the schools' contribution to the development of their community
4. A community school monitoring agency

5. List of recommendations

We request that the government follow up on the recommendations contained in this report, namely to:

Section 1

- Develop and promote community schools as an integral part of the education system's strategy to improve learning and foster success and to reaffirm the part of the school's mission related to community development.
- Conduct a survey in order to determine the incidence of integrated services in schools. We would then be able to quantify and qualify agreements and better understand practices and needs. The results of this survey should be made public.
- Maintain the initiatives currently under way and support other initiatives aimed at the integration of youth services in or in conjunction with the school through the implementation of pilot projects.

Section 2

- Request that the MELS encourage universities to add content related to community schools to their training programs for teachers and principals.
- Request that school boards provide support to staff working in a community school
- Give a monitoring agency the mandate to document good practices, positive experiences and ideas for programs and activities, and to keep a strategic watch.

Section 3

- Request that school boards continue supporting cooperation at the regional and local levels, and on a larger scale. They could adopt mechanisms favouring cooperation and supporting the development of community schools. For example, they could set up a local steering committee, appoint a coordinator or add an orientation and an objective to the strategic plan, among others.
- Give community representatives on the governing board the right to vote, paying special attention to the issue of maintaining an equal proportion of parents and school staff on the board.

- Request that school boards support the schools by allocating resources to meet the needs of their situation.
- Request that the MELS and the school boards provide more professional development for teachers who teach multigrade and multicycle classes and more support for the use of technologies in remote schools.
- Request that the MELS consolidate certain initiatives and their budgets in a more structuring approach, such as the development of community schools.
- Maintain the Healthy Schools Program, notably through the implementation of service integration pilot projects in collaboration with the Ministère de la Santé et des Services sociaux.
- Strengthen regional and local cooperation by basing it on one of the mechanisms in place, taking into account the specific characteristics of each community and respecting the roles and responsibilities of the various partners, in order to implement "an integrated territorial approach" to the delivery of youth services.
- Abolish taxes on the exchange of services between school boards and municipalities.
- Request that school boards and municipalities maximize the use of their respective resources to foster exchanges at marginal cost.
- Request that the various ministries and school and municipal partners concerned continue to work to remove the irritants involved in school-municipality cooperation.
- Reaffirm the importance of the part of the school's mission related to community development and implement measures aimed at removing obstacles to the development of community schools, in particular those that are aimed at helping schools contribute to development of their community.

Section 4

To this end, we recommend that the government:

- adopt a policy and plan of action to support the development of community schools, which must be subject to a consultation process and under the responsibility of the (MELS), which will need to:
 - offer support and guidance services
 - offer technical and professional assistance

- provide information on a regular basis
 - offer training
 - favour networking among community schools
 - monitor and evaluate the policy and its plan of action
-
- ensure participation of the various ministries and agencies involved to make sure they adopt a solid provincial, regional and local structure for coordination. It should specify its expectations of the various ministries, as well as of their regional offices and networks (with annual follow-ups and reports).
 - implement a financial support program for community school pilot projects

CONCLUSION

As we see it, the development of community schools is an ambitious project because it involves partnership and cooperation, which require openness. Moreover, changes in the usual ways of doing things that the integration of services aimed at young people, families and the community will require may appear discouraging. We are, however, convinced that community schools must be part of the overall strategy to foster the success of the young people who will build tomorrow's communities in Québec.

Community schools, by integrating services aimed at young people and their families, can help maintain access to quality services. It should be noted that community schools are not a miracle solution for keeping the village or neighbourhood school open. A school is no ordinary institution: it is where we impart knowledge to our children, foster their social development and give them qualifications. A community school must be first and foremost a "good school," regardless of the demographic context in which it develops.

The proposed lines of action involve the participation of the government, school boards and schools, as well as all partners in the education community. Only a cooperative effort can allow us to attain the objective of developing community schools. Of all of the recommendations and lines of action proposed, we encourage the government to give **priority** to the development of a policy and plan of action for the development of community schools. The policy and plan of action should undergo a consultation process. The creation of solid and structuring partnerships must be based on clearly established guidelines determined in collaboration with all the players involved.

The Ministère de l'Éducation, du Loisir et du Sport must be the first to implement the means necessary to achieve the mobilization of all players.

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Web sites

Children's Aid Society (CAS)

http://www.childrengroups.org/locations_services/communityschools/in_action

CAS began this work more than a decade ago and today operates thirteen such schools in three low-income areas of New York City. Through a technical assistance centre operated by CAS, hundreds of other schools across the country and the world are adopting this model.

Coalition for Community Schools

<http://www.communityschools.org/>

The Coalition for Community Schools is an alliance of national, state and local organizations in education K-16, youth development, community planning and development, family support, health and human services, government and philanthropy, as well as national, state and local community school networks. The Coalition advocates for community schools as the vehicle for strengthening schools, families and communities so that together they can improve student learning.

National Center for Family and Community Connections With Schools, Southwest Educational Development Laboratory

<http://www.sedl.org/connections/welcome.html>

Soutien régional aux plans de réussite et à la stratégie Agir autrement

<http://www.soutienregional0312.ca/index.html>

Section of the site presenting research summaries related to success in elementary and secondary school

School^{PLUS}

http://www.sasked.gov.sk.ca/branches/cap_building_acct/school_plus/unit/index.shtml

School^{PLUS} is about giving Saskatchewan's children and youth what they need to be successful in school and in life. School^{PLUS} focuses on schools as centres of learning, support and community for all children, youth and their families.

APPENDIXES

APPENDIX A

EXAMPLES OF COMMUNITY SCHOOLS

ÉCOLE SAINT-FIRMIN

General information	
École Saint-Firmin 309, rue Leclerc Baie-Sainte-Catherine (Québec) G0T 1A0 (418) 237-4205 This school is part of a group of three elementary schools in Baie-Ste-Catherine, St-Fidèle and St-Siméon	Commission scolaire de Charlevoix
School enrollments	St-Firmin (Baie Sainte-Catherine): 15 Marie-Victorin (St-Siméon): 100 Notre-Dame-du-Bon-Conseil (St-Fidèle): 60
Type of clientele	Regular
Type of programs	Regular elementary
Rural or urban	Rural
Information about integrated services: school-community partnership	
Types of services	Municipality office, municipal library, Caisse populaire, CLSC, community Internet access centre, school
Purpose for joining forces	A decrease in the number of students made it necessary to share the building with several partners, who share equipment and maintenance costs.
Space and shared resources	The partners all occupy the same building in Baie-Sainte-Catherine. 1st floor: public services 2nd floor: school
Partners involved	Municipality (city hall, library and community Internet access centre) CLSC Caisse populaire School board (school)

Agreement among the partners	The organizations pay rent to the school board, which owns the building. Some costs and services are assumed by the municipality, such as snow removal.
Type of leadership	The principal and the school board are leaders in the project: they approached the Caisse populaire because the school was going to be closed.
Length of partnership	Caisse populaire: about 15 years CLSC: about 5 years Municipality: about 5 years
Educational advantages	For elementary school students, the presence and proximity of public and private organizations make for mutually beneficial partnerships, given the school's precarious status. For example, the students are invited to breakfasts organized by the Knights of Columbus, every year Compagnie AML offers the students a free whale-watching cruise, the Caisse populaire contributes to the cost of outings. In the adult sector, the school board wants to develop computer-assisted distance education, since the community Internet access centre is in the building. This is an advantage for literacy training, secondary-level general education and more specific training (tourism, computer science, entrepreneurship). Fibre optics have made it possible to set up a network with La Malbaie.
Advantages for the community	For the community, the survival of the school is closely linked to the survival of the village. Integrated services mean savings and diversification. The school is a clearing house for all community services.
Advantages for partners	Sharing, collaboration
Prospects	The school board is considering developing distance education.
School administration	A partnership has also been established among three schools (in Baie Ste-Catherine, St-Siméon and St-Fidèle), as well as with other schools in the school board. This partnership involves exchanges, outings,

School board

collaborative projects, and so on. We have developed values of solidarity and openness. The school board has requested financial assistance from the Secrétariat aux affaires intergouvernementales canadiennes (SAIC) to set up a community of practice for community schools. This Canada-wide community would be associated with university researchers (Université Laval, HEC-Université de Montréal) and with CEFRIO, and would involve forty or so directors-general of school boards and education councils. A conference has been held this fall on the topic.

Community

Parents participate actively in school activities and provide volunteer services such as transportation for outings, or the preparation of food or other contributions for special events. Comments on how the project started.

At its height, the school in Baie-Sainte-Catherine served 150 students.

The former director-general of the Commission scolaire de Charlevoix, Gilles Bouchard, has prepared a presentation entitled “Le maintien de l’école dans la communauté,” which can be consulted at the following address:

http://www.fcsq.qc.ca/Dossiers/Ecole-Communautaire/_pdf/Charlevoix.pdf.

ÉCOLE SAINT-PAUL

General information

École St-Paul 946, rue St-Paul Trois-Rivières (Québec) G9A 1J3	Commission scolaire Du Chemin-du-Roy
Type of clientele	Regular
Type of programs	Regular
Rural or urban	Urban
Level of education	Preschool (4- and 5-year olds) and elementary school

Information about integrated services: school-community partnership

Types of services	Municipal library
Purpose for joining forces	Better educational environment, lower book costs
Space and shared resources	n/a
Partners involved	Municipal library 1. Agreement with a community organization (COMSEP). COMSEP guarantees annual funding for the school board. Representatives have formed a non-profit organization responsible for renting out unused space in the school to organizations whose mission is related to that of the school. 2-.The school is part of the MELS Family, School and Community program. 3. A Centre de la petite enfance (CPE) also occupies space. It was obliged to make arrangements to become a non-profit organization.

ÉCOLE SACRÉ-CŒUR

General information	
École Sacré-Cœur 240, rue de Jumonville Québec (Québec) G1K 1G4 Tel.: (418) 525-8657	Commission scolaire de la Capitale
School enrollments	192 students
Type of clientele	- o Regular: 8 classes - o Special education (serious behavioural difficulties): 6 classes
Type of programs	▪ Regular ▪ Le Tremplin (special education) ▪ CIMEE (Concertation des intervenants pour le maintien des élèves à l'école) Among other things, the school caters to students with serious behavioural difficulties throughout the territory of the Commission scolaire de la Capitale.
Rural or urban	Urban
Level of education	Preschool (4- and 5-year-olds) and elementary school

Information about integrated services: school-community partnership

Types of services	The students at École Sacré-Cœur benefit from the following services: - o community organizations occupy space in the school (Joujouthèque, Entraide troubles affectifs, Collectif québécois sans pauvreté) - o public services (CLSC and youth centre) - o school board pastoral animation and community involvement services also occupy space in the building
Purpose for joining forces	About ten years ago, the school was facing closure due to declining enrollments. The residents of St-Sauveur mobilized and agreed to make major renovations to the school in collaboration with the school board and the Ville de Québec, and to welcome community organizations within its walls.

Space and shared resources	1st floor: school 2nd floor: school 3rd floor: community organizations
Partners involved	- o CLSC - o Youth centre - o Jujouthèque - o Entraide troubles affectifs - o Collectif québécois sans pauvreté - o School board pastoral animation and community involvement services - o Association québécoise des droits des retraités
Agreement among the partners	There is a formal agreement between the school, the CLSC and the youth centre. The CLSC and the youth centre rent space for students with behavioural difficulties and maintain a physical presence at the school. There is also an agreement with the Jujouthèque, a community organization that offers services at the school, including after-school activities and activities with teachers.
Type of leadership	The school assumes leadership for the project.
Length of partnership	About 10 years
Educational advantages	The educational project of the school, which participates in the Family, School and Community program, takes the community dimension into account.
Advantages for the community	Partnership with the organizations benefits students, parents and teachers. It is to everyone's advantage.
Advantages for partners	Rental costs are advantageous for organizations renting space in the school. The school board reaps financial benefits. The clientele of some of the organizations is on site.
Prospects	Continuity of partnership

School administration	Everyone benefits from sharing space and resources. According to the principal, the school benefits in terms of: - o respect for rules and improved quality of life - o daycare after school and science and thematic activities with the Joujouthèque
School board	The Commission scolaire de la Capitale favours openness towards the community and both the schools in Limoilou and in St-Sauveur have developed close ties with community organizations.
Community	There is a long tradition of dynamic community organizations in St-Sauveur. St-Sauveur has a socioeconomic status index of 10 and is therefore one of the most disadvantaged communities in the region. There is a high percentage of immigrants in the school. École Sacré-Cœur is part of the Family, School and Community program.
Comments on how the project started	“Over the years, École Sacré-Cœur—which was once a girls’ convent—has of course become mixed and has seen many children pass through its doors. It has undergone many changes and has had to fight to remain open in the face of declining enrollments. In 1998, it forged even closer ties with the community, and the top floor is now rented out to community organizations. Its small size allows for extraordinary enthusiasm and collaboration with the social environment. An integral part of the parish, the school benefits from the resources in its community: church, Caisse populaire, Patro Laval, Centre Durocher, Wilfrid-Hamel pool, Victoria park, CLSC Basse-Ville and Le Pignon Bleu.” [free translation] (This comment was taken from the school’s Web site.)

ÉCOLE SECONDAIRE L'HORIZON

General information

École secondaire l'Horizon
239, boul. J.-A. Paré
Repentigny (Québec) J5Z 4M6

Commission scolaire des Affluents

School enrollments

1 300 students

Type of clientele

1 100 regular students
200 students with learning difficulties

Type of programs

Regular
Special education
Specialized education :
 Hockey
 Languages
 Sciences

Rural or urban

Urban

Level of education

Secondary 1 - 5

Information about integrated services: school-community partnership

Types of services

School and municipal library
Recreational activities and sports for youth, including use of an arena
Gymnasiums and outdoor recreational areas shared with the municipality
Day camps and summer festival
Prevention services by youth police (on request)
Board of directors and financial services counter run by students under the supervision of the Caisse populaire. In addition, the Caisse offers training to young people on an annual basis
Nurse (1 day a week) and social worker (2 days a week)

Purpose for joining forces	This school is particularly dynamic in terms of openness towards the community and the integration of services in its institution. The various rooms in the school's large, multi-purpose building are available to the community when not being used for educational purposes. As a result, a variety of services are offered and excellent cooperation exists in the sharing of costs, in particular between the municipality and the school.
Space and shared resources	The school library is located in a separate building. In addition to sharing library services, the school can also use a number of the rooms. As well, the rooms in the school are also used by the Maison des jeunes, the golden-age club, summer festival and summer day camp.
Partners	- Maison des jeunes - Municipalité de Repentigny (Le Gardeur), including the police department and the library - Caisse populaire Saint-Paul-l'Hermite - Golden-age club - Health and social services
Agreement among the partners	There are formal agreements for the sharing of library services, for the use of rooms, for an office for a drug counsellor from the hôpital de Joliette , for the use of the privately-owned arena and the summer festival. The partnership agreements generally specify the sharing of responsibilities and costs. There is an informal agreement with the municipality for the youth police services, as well as with the Caisse populaire Saint-Paul-l'Hermite for the supervision of the financial services counter.
Type of leadership	Given the past results of several agreements, the introduction and coordination of new projects are based on a mutual agreement among the various partners.
Length of partnership	The agreement with the summer festival dates back 15 years; 12 years for the youth police services; six years for the Caisse populaire; and three years with the municipality for the library.

Educational advantages	There are several advantages in that with regard to the use of the arena the agreement allows for hockey to be offered as a specialized area. With regard to the financial services counter of the Caisse populaire, the young people develop their knowledge about the financial system. In addition, young people go to the library more often because of its larger size, a greater variety of books, and its close proximity to the school.
Advantages for the community	Several groups benefit from the rooms and services available from the school; as a result, the school is better integrated into the community.
Advantages for partners	Partners can offer better services to the population while staying within their budgets.
Prospects	The entire service offering of the partnership is expected to continue. In addition, one of the development projects will be to build a community centre in the school's neighbourhood. As a result, an exchange of services will take place, as is currently being done with the library.
School administration	The various partnerships have proven to be effective, with both the school administration and the governing board singing the praises of the advantages for the school, in particular since there is goodwill on the part of all parties concerned.
School board	The Commission scolaire des Affluents supports the school in its partnership projects. In addition, it developed the basic protocol for the sharing of premises.
Community	The various partners were very satisfied with the agreements, which are in line with community vision promoted by the city council.
Comments on how the project started	The various partners have a common history, which makes it quite natural to form partnerships as and when opportunities arise.

SUNNYSIDE ELEMENTARY SCHOOL

General Information

Sunnyside Elementary School 441, rue Dufferin Stanstead, (Québec) J0B 3E2	Eastern Townships School Board
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▪ School enrollments	125 students
▪ Type of clientele	Regular
▪ Type of programs	Multi-age classes
▪ Rural or urban	Rural
▪ Level of education	Preschool to Elementary Cycle 3

Information about integrated services: school-community partnership

▪ Types of services	Point of service for a Centre de santé et de services sociaux (CSSS) located in the school
▪ Purpose for joining forces	Reduction of costs for the school and the CSSS. Forging of ties with the community. Provides this largely anglophone community, which feels isolated (rural), with access to services in their living environment.
▪ Space and shared resources	The CSSS occupies several rooms and shares the maintenance costs.
▪ Partners involved	The health and social services network.
▪ Agreement among the partners	Signing of a lease between the CSSS, the school and the school board.
▪ Educational Advantages	Services are in close proximity and accessible to students and their parents. Close ties are forged between the health and social services network and the education network, thereby solidifying the spirit of the Agreement for the Complementarity of Services Between the Health and Social Services Network and the Education Network (MSSS-MELS).
▪ Advantages for the community	Close proximity of services and closer ties forged between the community and the school.
▪ Advantages for partners	Reduction of costs, sufficient space and possibility of rapid intervention among young clientele.
▪ Prospects	Continuation of the partnership and services.
▪ School administration	The school administration is very satisfied with this partnership and the added value for the school.
▪ School board	The school board has always favoured the establishing of permanent links between schools and the community, in particular given that the schools

- Community

are mostly scattered in rural areas.

Stanstead is part of the MRC Memphrémagog and is located on the border with the United States. This disadvantaged community is in great need. The fact that there is a CSSS in the community is extremely beneficial, since there is little movement among the clientele and it is difficult to reach them.

APPENDIX B

RESOURCE PEOPLE

Association des centres jeunesse du Québec

Jean Boislard

Michèle Tourigny

Commission scolaire de Montréal

Micheline Pothier, Director-General

Guillaume Vaillancourt, Commissioner and Vice-President of the Executive Committee

Commission scolaire des Affluents

École secondaire l'Horizon

Alain Vézina, Principal

Commission scolaire de Charlevoix

Marie-Victorin, Notre-Dame-du-Bon-Conseil and St-Firmin schools

Martine Dufour, Principal

Commission scolaire du Fleuve-et-des-Lacs

Serge Pelletier, Director-General

Université de Sherbrooke

People in charge of pilot project research

Paul Prévost, Professor, Department of Management

Danielle L'Heureux, Professor and Scientific Research Coordinator

School principals

Fédération québécoise des directeurs et directrices d'établissement d'enseignement (FQDE)

Serge Morin, President

Raymond Fréchette, Vice-President

Association québécoise du personnel de direction des écoles (AQPDE)

Serge Rodrigue, President

Josée Lamontagne, Assistant

Michel Bergeron

Association des administrateurs des écoles anglaises du Québec (AAEAQ/AAESQ)
Doug Stafford

Ville de Sherbrooke, Direction des loisirs, des sports, de la culture et de la vie communautaire
Marc Latendresse, Director

Ville de Laval, Service de la vie communautaire, de la culture et des communications
Jean-Pierre Tessier, Assistant Director, Planning and Expertise

