

Complementary educational services in adult general education



Secteur de la formation professionnelle et technique et de la formation continue

DEAAC

Direction de l'éducation
des adultes et de l'action
communautaire

Frame of reference

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INTRODUCTION

This document concerns the organization of complementary educational services provided in adult education centres. Intended to be used as a frame of reference, it was developed following studies carried out on how best to adapt services to the many needs of adults. These studies were done in the context of the Government Policy on Adult Education and Continuing Education and Training and the related action plan.

This frame of reference appears at a very opportune time, following the announcement, in 2008, of significant funds allocated¹ by the Ministère de l'Éducation, du Loisir et du Sport for its action plan *Éducation, emploi et productivité* to improve the support services for adults. The importance of supporting adults in their learning path has been clearly demonstrated and everyone recognizes the need to enhance and improve the services already in place in adult education centres. This support can make a difference in the personal success of adult training, training that is recognized not only as a factor in economic development, but as the key to improving the population's cultural, social, educational and scientific standards.

This frame of reference proposes an integrated vision of the organization and funding of complementary educational services. Its objective is to provide a set of references that will be useful for the planning and implementation of enhanced complementary educational services in adult education centres. The aim, among other things, is to inform all staff working with adult students of the guiding principles governing the implementation of services adapted to the needs of these students in order to promote organizational approaches that will ensure the quality of the services offered. This document is intended for the managers and staff of school boards and adult education centres, for members of the governing boards and for key players from other partner organizations working with adults.

Chapter one explains the essential components of complementary educational services by redefining these services, specifying the aims and objectives, identifying the staff concerned and calling for collaboration in their respective actions.

Chapter two begins with a historical overview situating complementary educational services within a broader context. This is followed by a summary of the situation in the adult education centres, an evaluation of the demand for complementary educational services and a review of the links established with other services provided in the centres. The chapter ends with a presentation of the regulatory frameworks that govern these services.

Chapter three outlines the guiding principles that govern the organization of complementary educational services. It begins by focusing on the adult as a whole person, and refers to all students. It discusses the conditions to be observed, reviews the concerns that need to be taken into account and ends by discussing the imperative for all stakeholders who work with adult students to work together.

Chapter four describes the recommended approach. This approach is flexible, progressive and partnership-based.

Chapter five, entitled *Providing quality complementary educational services*, offers suggestions on ways to examine the services offered, addresses financial management and the sharing of responsibilities, reviews the means for monitoring services and recommends conditions that favour the organization of such services.

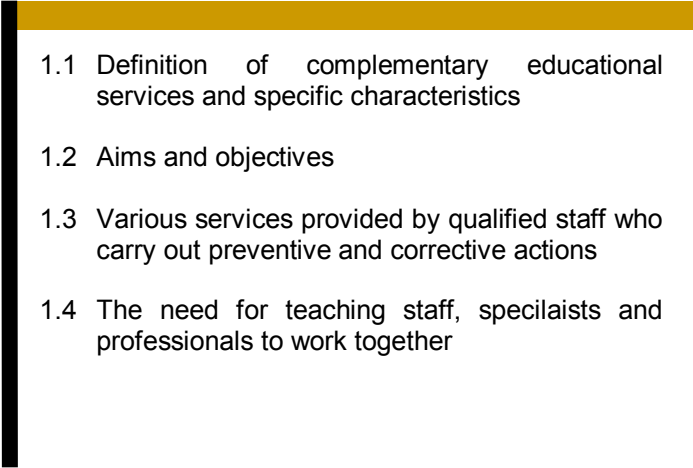
In conclusion, adult education centres are currently facing significant challenges. They will meet these challenges by making the necessary changes in their practices and by adapting to new realities, through teamwork and collaboration with their partners in the community.

¹ These funds total 45 million dollars over a period of five years, i.e. 9 million dollars a year.



CHAPTER ONE

1. ESSENTIAL ASPECTS OF COMPLEMENTARY EDUCATIONAL SERVICES

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- 1.1 Definition of complementary educational services and specific characteristics
 - 1.2 Aims and objectives
 - 1.3 Various services provided by qualified staff who carry out preventive and corrective actions
 - 1.4 The need for teaching staff, specialists and professionals to work together

1. ESSENTIAL ASPECTS OF COMPLEMENTARY EDUCATIONAL SERVICES

1.1 Definition of complementary educational services² and specific characteristics

Broad definition

Complementary educational services for adult learners include support, counselling and prevention services for all adult students enrolled in the adult education centres. These varied services are designed to meet the needs of adults with difficulties, including those with handicaps, social maladjustments or learning difficulties, and those from disadvantaged areas. Staff members who provide these services work together with the teaching staff in dealing with the specific nature of the problems of adult students.

More specific definition

The purpose of complementary educational services is to foster the success of the adult learner's personal training plan.

These services include:

- support for adult learners that provides learning conditions promoting student retention and academic success
- support for adult learners that promotes a stimulating environment fostering a commitment to their training plan, their training environment and their community
- counselling and prevention aimed at fostering the adult learners' interpersonal relationships, attitudes, health and well-being

Complementary educational services may include the following:

- remedial education services
- special education services
- psychoeducational services
- psychological services
- health and social services
- speech therapy services
- student life services

1.2 Aims and objectives

Complementary educational services designed for adults enrolled in adult education aim to contribute to the overall development of these individuals by providing support to encourage them to persevere in school and achieve academic success in their personal training plan in order to promote their socio-vocational integration.

The objectives are as follows:

- To ensure the development of adult learners in accordance with the mission of the adult education centres
- To promote partnership through collaboration between adult education centres and community organizations in order to support student retention and academic success
- To facilitate the socio-vocational integration of adult learners

² The definition of complementary educational services will be finalized at the next update of the Basic Adult General Education Regulation.

1.3 Various services provided by qualified staff who carry out preventive and corrective actions

There are two aspects to complementary educational services: preventive and corrective.

Preventive actions are carried out by professionals and specialists following consultation with the teaching staff. This involves addressing meaningful topics in workshops, lectures and discussion groups, based on observations of adult learners and discussions with the teachers and students. It can also include the organization of sporting and cultural activities.

Corrective actions also require working with teachers, who will direct students manifesting difficulties to the specialist or professional, who must in turn provide individualized interventions and information activities on specific issues.

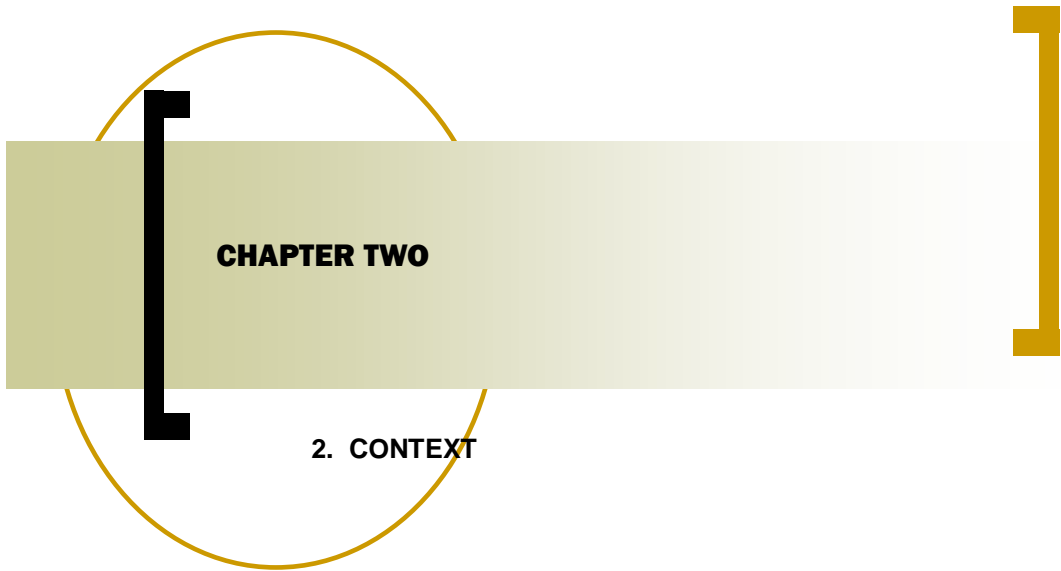
The specialist and professionals (members of orders) include the following:

- special education teachers and resource teachers
- special education technicians
- psychoeducators
- psychologists
- social workers, social intervention specialists, social work technicians and nurses
- speech therapists
- school life facilitators

1.4 The need for teaching staff, experts and professionals to work together

In order to ensure consistent interventions, the staff working with adult learners must work together. Since the teachers are the ones who usually identify any difficulties, most often when these are first manifested, they refer students to a specialist or professional, depending on the type of difficulty observed. Teachers are also the ones who are most often in contact with the adult students, who can best understand their concerns and intentions, and who can refer them to SARCA should they decide to change their training plan midstream. These adult students may receive support and guidance throughout their school careers or only at a few targeted times by the SARCA team, in conjunction with the interventions provided at the training centre. In this way, adult students can benefit from complementary educational services and support services provided by a specialist or a professional. Such services can also be provided on an alternating basis. Adult learners who benefit from these services have a greater chance of completing their training plan.

Obviously, teachers must be supported by the specialists and professionals to whom they refer their students. They have to be kept up to date about the interventions so that they can provide appropriate follow-up. In this way, they can work together effectively for the benefit of the adult learner and for all the stakeholders involved.



CHAPTER TWO

2. CONTEXT

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- 2.1 Background
 - 2.2 Summary of the situation in the adult education centres
 - 2.3 Complementary educational services provided in conjunction with other services in adult education centres
 - 2.4 Regulatory framework

2. CONTEXT

2.1 Background

—Too often, we're not concerned about knowing our past, although it's the basis, whether we know it or not, of our actions and our reflections now and in the future. By knowing history, we can use the best from it and avoid the worst; we can use the past, not in a static way, but as a beacon to light the present and the future.”

Michèle Jean, in a speech given in Montréal, on May 21, 2002

To better appreciate complementary educational services for adult learners, we have to situate these services historically and retrace the key events. We can go back in time to the nineteenth century, when the first organizations were founded and when the first courses were taught to meet the needs of adults in the job market. It is during this period that people really began to talk about adult education.

19th century

In 1828 the Mechanics' Institute of Montreal,³ was created to serve a client base composed of adult workers, and in 1851, came the Young Men's Christian Association (YMCA), an organization entirely devoted to adult education, in particular to meeting the needs of young workers. In 1829, McGill University was founded in Montréal and began teaching evening classes to businessmen, while the first French-language university in Québec City, Université Laval, opened its doors in 1852.

In 1844 and in 1848, the Canadian Institute was established in Montréal and in Québec City, respectively. The organization was open to all adults without distinction of language or religion. It was a place for discussion where people could attend lectures and use the services of a library.

In 1887, the premier, Honoré Mercier, convinced of the urgent need for workers to become literate, established free evening schools for them. There workers could learn to read, write and do arithmetic, and acquire work-related skills. At the same time, agricultural organizations were also becoming places of learning.

The Société canadienne d'enseignement postsecondaire (the French-language section of the Canadian Association for Adult Education, created in 1935) was founded in 1946 and in 1952 it became the Société canadienne d'éducation des adultes. This association, whose popular education mission was to promote adult education in the French-Canadian population, emphasized a global approach to adults. In 1956, its name was changed to the Institut canadien d'éducation des adultes, and in 2004 it became l'Institut de coopération pour l'éducation des adultes.

20th century

When it was first introduced, continuing education was controlled by the Church, which emphasized industrial and rural development, and would continue to be until the middle of the century. In the early 1960s, the government took charge of the education system.

On March 19, 1964, following the publication of the Report of the Royal Commission of Inquiry on Education in the Province of Quebec (Parent Commission), Québec established a huge public education system by passing a law that created the Ministère de l'Éducation and the Conseil supérieur de l'éducation. This law was enacted on May 13, 1964. Fifty-five regional Catholic school boards and nine

³ Québec, Ministère de l'Éducation, du Loisir et du Sport (MELS), *Une histoire de l'éducation des adultes* (Québec: Gouvernement du Québec, 2007), 11. [<http://www.mels.gouv.qc.ca/DFGA/liste/pdf/41-7018.pdf>]

regional Protestant school boards were established. In addition to integrating art and trades schools, the new school boards had adult education services to respond to training needs. Access to education for all adults was becoming a reality, but legal recognition for adult educational services was granted only in 1988 in school boards throughout Québec.

The 60s and 70s saw a remarkable surge in adult education, then in the second half of the 80s, a period of budget cuts, progress was slower and more intermittent.⁴

In fact, ...with a wide range of services, the [adult education centres] welcomed adults who wanted to complete their literacy education, their presecondary or secondary level education, etc. Adult education centres also opened their doors to the unemployed, who received government grants to study, and to people interested in popular education. The centres met the demand for training as needed. The places available filled up quickly, and the work of the centres essentially consisted in providing services. There was not much need to stimulate demand for training.”⁵ The 1960s also saw the dawning of a new pedagogy in adult general education, namely individualized instruction. This approach emphasizes living conditions and social roles in popular education.

In 1980, the Québec cabinet created the Commission d'étude sur la formation des adultes, chaired by Michèle Jean. In 1984, a report led to the publication of the *Projet d'éducation permanente, Énoncé d'orientation et plan d'action en éducation des adultes*, under the auspices of the ministers responsible for education, the status of women, labour and income security. The Jean Commission noted, among other things, that there was not very much real participation by adults in their educational process and the determination of their needs.

In 1988, the Education Act (Bill 107) was a major step forward for adult education. The school boards were given legal responsibility for the adult education sector, in addition to the youth sector. Every adult now had the right to education and free training services as provided for in the basic school regulation as it applied to educational services for adults. —Among the new provisions, the age for compulsory school attendance was changed to the end of the school year during which the child reaches the age of 16, and the status of the adult student was created, with a certain number of rights distinct from those of students in the youth sector. The adult student is defined as any person who is past the age of compulsory attendance and enrolled in adult educational services. [...] A basic school regulation will be specifically formulated for adult students in general education and in vocational training.”⁶

Complementary educational services

It was also in 1988 that the Education Act mentioned complementary educational services for the first time. Every school board now had to establish a program for each complementary educational service and each popular education service. In May 1994, a specific basic adult general education regulation distinctive from the one for vocational training was ratified by the Members of the Cabinet and was enacted on July 1 of the same year.

A change then occurred in the adult education centres. —The most obvious sign of this change was the decrease in the proportion of adults among users of adult education services. The clientele was getting younger. For us, this seemed like a odd phenomenon, since, in contemporary society, educational needs are constantly increasing.”⁷

⁴ Québec, Ministère de l'Emploi, de la Solidarité sociale et de la Famille and Université du Québec à Montréal, *La participation à la formation des adultes : contextes québécois et international*, Note 1 (Québec: Gouvernement du Québec, 2004), p. 8.

⁵ Centre interdisciplinaire de recherche et de développement sur l'éducation permanente – UQAM, Serge Wagner, Paul Bélanger and Brigitte Voyer, *L'aide à l'expression de la demande éducative en formation générale et l'accueil de cette demande dans les commissions scolaires du Québec*, May 2004, 7. [translation]

⁶ André Beaudet, *La réforme de l'enseignement professionnel, Bilan et perspectives*, Association des cadres scolaires du Québec, February 2003, 13. [translation]

⁷ Ibid, 7. [translation]

The Estates General on Education held in 1995 led to curriculum reform. In 1997, the Education Act granted greater latitude to the adult education centres and provided for the creation of governing boards to better take into account the local and social communities of the centres.

Outside Québec, in 1997, the Hamburg Declaration on Adult Learning, which followed up on the conclusions of the Delors Report, entitled *Learning: the Treasure Within*, proposed reflecting on the role of government in a knowledge-based society and painted a portrait of a learning society.

21st century

In 2002, Québec adopted the Government Policy on Adult Education and Continuing Education and Training, as well as a national plan—the 2002-2007 action plan—extended until 2009.

—The proliferation of public discussion and positions in favour of lifelong learning clearly shows the strategic nature of education and the training of adults with respect to economic development and the knowledge-based society in general.”⁸

Work has continued on complementary educational services at the Ministère de l'Éducation, du Loisir et du Sport (MELS) since 2006-2007; the objective is to improve the supply of complementary educational services in order to better adapt them to the current needs of the adult population enrolled in the adult education centres. The following section of this chapter addresses the situation in the adult education centres and defines the new needs of their students.

2.2 Summary of the situation in the adult education centres

2.2.1 Problems observed and needs defined

A growing population of young adults

In a 2005 newsletter published by the Association des cadres scolaires du Québec (ACSQ), it was noted that the average age of attendance has substantially decreased in the ten last years. In several institutions, the average age of the students is less than twenty.”⁸

According to the ACSQ, the adult education sector will be unable to significantly improve educational success without the support of complementary educational services. Complementary educational services are the cornerstone of success for students with difficulties.”⁹

Adult education centres accept individuals of all ages with very varied training plans. —The adult sector does not limit its services to providing students leaving the youth sector with the opportunity to earn their diploma through an alternative system. Adult education is also open to those who already have a secondary school diploma but wish to add to their education. And even among students without a diploma who enroll in the adult sector, some simply wish to meet a short-term need, such as acquiring the knowledge or skills taught in a specific course.”¹⁰

These days, the life course of young adults is often more complex than it once was. Sometimes, they come from the youth sector

Varied and more complex problems

⁸ Québec, Ministère de l'Emploi, de la Solidarité sociale et de la Famille and Université du Québec à Montréal, *La participation à la formation des adultes: contextes québécois et international* (Montréal: CIRDEP, 2004), 11. [translation]

⁹ Association des cadres scolaires du Québec, —Réussir, orientations stratégiques pour le développement de l'éducation des adultes et de la formation professionnelle,” *Bulletin*, volume 11, n° 1, 2005, 10. [translation]

¹⁰ Québec, Ministère de l'Éducation, du Loisir et du Sport, *Education Indicators* (Québec: Gouvernement du Québec, 2008), 60.

after dropping out. They may also have specific needs if they come from a specialized centre (with a diagnostic file) or individualized paths. Some young people arrive from secondary school with their individualized education plans for various difficulties.¹¹

According to a study conducted by Julie Marcotte, psychoeducation professor at Université du Québec à Rimouski, as quoted by Marie Allard in *La Presse*, more than 16 percent of young people 16 to 24 years old enrolled in adult education have serious behaviour problems. These problems are externalized (aggressiveness, delinquency) or internalized (anxiety, depression, somatisation [the process by which psychological distress is expressed as physical symptoms]), and need to be better recognized and treated if we want to ensure these youth's academic success.¹²

Moreover, among certain young adults, psychological problems have increased in recent years, and require the intervention of social services. Problems related to substance abuse and dependency and the phenomenon of street gangs are also very present in many training centres; they require the presence of staff specializing in social intervention. Some young people have even spent time in detention centres.

Many of these young adults are also returning drop-outs who want to obtain specific prerequisites to enroll in vocational training or other courses. In fact, since delays in the completion of studies can cause tensions, because young people who often live for the short term and have difficulties with long-term projects will tend to give up, especially if they have the impression they are not making the progress they hoped to and they do not see the light at the end of the tunnel. Constant support is required to motivate them and keep them in school to ensure their success. They often have to balance work and studies, and sometimes work with family and studies. The financial situation can also be a source of major problems, as is the rising number of single-parent families.

Many young adults have no specific goals. These young people need meaningful plans for their future, and the guidance and support to help them reach their educational objectives. Section 2.3 deals with services that are offered in conjunction with complementary educational services to help them achieve this. Supervision measures may be required for these young adults because they often lack discipline, reject authority, do not conform to institutional rules and have poor study skills. In addition, for many of them, the individualized learning approach which characterizes adult education presents difficulties.

The 2005-2008 Youth Action Strategy consultation document¹³ paints a portrait of youth and describes the following facts regarding young people who are having difficulties integrating into society:

Young people aged 15 to 24 present the greatest risk for alcohol dependency; at 3.9%, it is twice as high as the risk for those aged 25 to 44.

Each year, about 20 000 young people receive services within the framework of the Youth Criminal Justice Act.

Québec has about 30 notorious street gangs. [...] In 2003, 20% [of gang members] were between the ages of 11 and 16, 60% were between 17 and 28, and 20% were between 29 and 35.

¹¹ Information collected in Spring 2007 by the regional offices from adult education centres during meetings of the regional tables for adult education, and data provided by the task force on complementary educational services, which met on March 12, 2008. These data updated those from previous research.

¹² Marie Allard, "Éducation des adultes. Un jeune sur six a de graves problèmes," *La Presse*, January 12, 2009. In her article, Marie Allard refers to research by Julie Marcotte (Université du Québec à Trois-Rivières), Richard Cloutier (Université Laval) and Laurier Fortin (Université de Sherbrooke) entitled *Les difficultés des jeunes 16-24 ans à l'éducation des adultes*.

¹³ Québec, Secrétariat à la jeunesse, *Youth Action Strategy 2005-2008: consultation document* (Québec: Secrétariat à la communication gouvernementale, April 2005), 38.

According to a 2004 study by Natalie Lavoie et al.,¹⁴ for many adults, the obstacles are directly related to their life situations. Because of their low income levels, it seems impossible for them to meet the costs incurred by training. Working while studying can create very difficult conditions for these people, which may lead to them drop out. All the factors related to family, in particular child-care, the monitoring of children's schoolwork and household chores, are all additional obstacles to be overcome. The lack of, and sometimes the absence of organizational resources in training centres, such as transportation and daycare, or sometimes outdated learning materials require resourcefulness from people and add to the everyday problems that must be overcome.

For older adults, i.e. 25 and older, it is often a catalyst in their professional or personal lives that leads them to training: job loss, access to a better job, or social and family pressure. Becoming a better citizen who is more autonomous and more responsible, or realizing that they have the power to take control of their lives are major factors that motivate them to undertake a training process. Their desire to escape poverty, to improve themselves in the long term and improve their employment opportunities enable them to set objectives for success and staying in school. Some have faced many failures in their school life. They become discouraged more easily, have lower levels of schooling, and are less autonomous. Often a large proportion of the clientele have low self-esteem. In addition, some adults have unresolved attitude issues.

Because the number of young adults in the adult education centres has increased, some older adults feel less at home there. Fear of failure, fear of being humiliated, fear of being compared to their peers, as well as a very limited perception of their abilities are difficult obstacles to overcome without assistance. Learning in adulthood is more difficult than during childhood and staying in school requires great efforts from people who have low self-confidence because of past failures, a feeling of low self-worth or learning difficulties.



For all age groups, the priority needs for support must be defined to counteract the most significant and urgent problems. Support and counselling are required to remedy and prevent learning and behaviour difficulties and psychosocial problems. In addition, low student retention rates and absenteeism are also areas of concern for the staff of adult education centres.

First, it should be noted that learning difficulties are related, among other things, to academic delays, language problems and dyslexia. There are various levels of behavioural difficulties, including, among other things, attention deficit disorder (with or without hyperactivity), anxiety, aggressiveness, maladjustments, lack of social skills, apathy and magical thinking.

Secondly, it should be mentioned that psychosocial problems are related, on the one hand, to real-life situations, including balancing work with family and studies, taking responsibility for their actions (sexually transmitted diseases, pregnancy, abortion), autonomy and adaptability. On the other hand, they include factors related to mental health, including psychological distress and lack of self-esteem. These include, among other things, drug addiction, substance abuse and dependency, problems with violence and deviant behaviours.

¹⁴ Natalie Lavoie et al., *Obstacles à la participation des adultes peu scolarisés à des activités de formation dans un cadre d'éducation formel et non formel* (Rimouski: Université du Québec à Rimouski, les éditions Appropriation, 2004), 53.

2.2.2 Complementary educational services in response to these needs

In order to provide the support required to counteract all the problems and learning difficulties, the administrators at adult education centres need remedial education services. Other formulas can also be developed by teachers, such as tutoring, so-called make-up periods, and so forth. And for people who have behavioural difficulties, the services of psychoeducators, psychologists and special education specialist are required.

In response to various psychosocial needs and depending on the problems in a given adult education centre, the provision of health and social services is essential. Moreover, to energize the school environment and stimulate the interest of adult students, there have been requests for group facilitators for student life services.

In this context, it is important to emphasize the substantial support that needs to be provided to teachers in carrying out their tasks and in collaborating with specialists and professionals by promoting their professional development and by providing opportunities for them to meet and discuss common concerns among themselves.

2.3 Complementary educational services provided in collaboration with other services in a adult education centres

Complementary educational services are intended for enrolled adults who can benefit from these services throughout their schooling. Although the services are distinct, they overlap with other services offered in adult education centres, as well as with those provided by partners through formal agreements. The theme of partnership will be dealt with in section 3.3.

- Complementary educational services can be offered in collaboration with reception, referral, counselling and support services (SARCA). Briefly, the intervention of SARCA services revolves around the adult's learning plan. The learning plan that adults define for themselves enables them to take stock of their situation and situate themselves in their immediate future with respect to who they are and their own aspirations, while receiving appropriate counselling and advice.



–The aim of reception, referral, counselling and support services is to enable an adult ... to acquire:

- more in-depth knowledge of himself or herself, and his or her resources and limitations
- the appropriate information about his or her surroundings
- the ability to identify his or her expectations and set objectives”

SARCA services also enable the adult to –determine his or her goals and the actions needed to achieve them; have access to the help he or she needs to achieve success.”¹⁵

Through their role in reception, information, career counselling, and support, as well as in proactivity and partnership, SARCA are likely to carry out interventions that are related to complementary educational services. For example, this could involve detecting particular problems during reception that are noted at the time of registration, verifying the match between a person's occupational choice and their psychosocial problems, or information on the community organizations offering relevant specialized resources. Support for the learning plan by SARCA deserves a special mention because of the ongoing link it can provide for adults, especially when they are questioning their plan or when they want quit. In such a case, working with complementary educational services is strongly advised.

¹⁵ Québec, Ministère de l'Éducation, du Loisir et du Sport, *Reception, Referral, Counselling and Support Services in the School Boards, General Framework* (Québec: Gouvernement du Québec, January 2006), 16.

It is from a perspective of mutual aid, in alternation or simultaneously, that complementary educational services can collaborate with SARCA in implementing the adult's learning plan.

Complementary educational services can also be provided jointly with all the teaching services.

The following point outlines the foundations of complementary educational services and the legislative and regulatory frameworks that govern them.

2.4 Main principles

2.4.1 The Education Act

The following texts summarize the essential articles dealing with complementary educational services and their context in adult education.

The Education Act (section 2) stipulates that every person no longer subject to compulsory school attendance is entitled to the educational services prescribed by the basic regulations... within the scope of the programs offered by the school board...

Compulsory school attendance thus stipulates that: "every child resident in Québec shall attend school from the first day of the school calendar in the school year following that in which he attains 6 years of age until the last day of the school calendar in the school year in which he attains 16 years of age or at the end of which he obtains a diploma awarded by the Minister, whichever occurs first" (Education Act, s. 14).

The Education Act, in section 97, entrusts the responsibility to provide educational services for people who are not subject to compulsory school attendance to institutions called adult education centres, which are established by the school board. This section also prescribes that they shall pursue their mission within the framework of the policies and the objectives determined pursuant to section 109 and implemented by means of a success plan. It is added that the centres are also expected to contribute to the social and cultural development of the community.

Section 109 concerns the governing board established in each centre.

The governing board shall analyze the situation prevailing at the centre, particularly the challenges tied to student success and the characteristics and expectations of the community served by the centre. Based on the analysis and the strategic plan of the school board, the governing board shall determine, oversee the implementation of and periodically evaluate the centre's specific policies and objectives for improving student success. The governing board may also determine actions to promote those policies and integrate them into the life of the centre. In exercising those functions, the governing board shall seek the collaboration of persons having an interest in the centre. To that end, the governing board shall encourage the communication of information, dialogue and concerted action between students, parents, the principal, teachers and other staff members and community representatives.¹⁶

Under section 247 of the Education Act, every school board shall establish a program for each student service and popular education service provided for in the basic regulation.

Under section 448 of the Education Act, the Government shall, by regulation, establish a basic vocational training regulation and a basic adult education regulation. The basic regulations shall relate to the nature and objectives of instructional, training and student services and, in the case of adult education, literacy

¹⁶ Québec, *Education Act*, R.S.Q., c. I-13.3.

and popular education services, as well as to the general organization framework for those services. The basic regulations shall prescribe, subject to the third paragraph of section 3, the conditions governing free access to those services. Section 3 prescribes that every resident of Québec who is no longer subject to compulsory school attendance is entitled to free literacy services and the other learning services prescribed by the basic school regulation for adult education ..., subject to the conditions prescribed by the said regulation.”

2.4.2 The Basic Adult General Education Regulation

The Basic Adult General Education Regulation stipulates that the educational services offered to adults in general education include training services, popular education services and student services (complementary educational services).

It specifies, in section 17, that student services are designed to provide adults in training programs with support regarding their personal and social conditions. Section 33 of the basic school regulation stipulates the conditions for free educational services: “Adults who are resident in Québec, within the meaning of the Education Act (R.S.Q., c. I-13.3), and are enrolled in training services are entitled to free access to all services, with the exception of, if they have already been awarded a Secondary School Diploma, preparatory services for secondary education, Secondary Cycle One education services and Secondary Cycle Two education services.”

Consequently, complementary services in adult general education are not free, since they are not part of educational services, but rather training services, which include instructional services and orientation services, as specified in section 2 of the basic school regulation and in section 3 of the Education Act. It should be noted that this situation does not apply to vocational training. Other provisions mentioned in the Education Act and the Basic Vocational Training Regulation determine the conditions for free services; for example, must be enrolled, ..., in courses for a minimum of 15 hours a week, unless the courses remaining to complete the studies require fewer hours (section 26 of the Basic Vocational Training Regulation).

2.4.3 The Government Policy on Adult Education and Continuing Education and Training

The Government Policy on Adult Education and Continuing Education and Training¹⁷ centres on four main orientations that are closely related and that define priorities for action: They are:

- to provide basic education for adults
- to maintain and continually upgrade adults’ competencies
- to acknowledge prior learning and competencies through official recognition
- to remove obstacles to access and retention

The fourth orientation is the foundation for the improvement of complementary educational services to adapt them to the new needs that appear in the adult education centres among the adults who register for training. The policy specifies, on page 27, that “[t]he common denominator of the actions to be taken to stimulate a demand for education and training is that the supply must be adapted to the needs, and not the opposite.” The organization of complementary educational services must maintain and reflect this perspective. The policy mentions that certain groups in the population experience problems and require more support and responses that are better suited to their needs. The action plan pays special attention to this aspect and provides more details.

¹⁷ Québec, Ministère de l’Éducation, , Government Policy on Adult Education and Continuing Education and Training (Québec: Gouvernement du Québec, 2002), 6.

2.4.4 The Action Plan for Adult Education and Continuing Education and Training

Published in 2002, the Action Plan for Adult Education and Continuing Education and Training prescribes a series of measures of which the general aims are student retention and success. It mentions that the instructional services should include access to activities designed to develop a sense of belonging to the place where training is provided and conditions favouring the participation of young adults, in particular financial support for transportation, day care services and learning materials. These services will be implemented gradually, with priority given to underprivileged communities.¹⁸

Other measures will also be aimed at adapting adult education services to the needs of certain segments of the population: young mothers, people with disabilities, people in training in penal institutions under Québec jurisdiction, Native adults and immigrants.

Consequently, although the organization of complementary educational services has to be concerned with all adult students, several aspects of these services have more impact on the segment of the population that has specific difficulties and certain disabilities.

2.4.5 Other references that should be considered

Québec-wide collective agreements for teachers

First, we will look at certain conditions mentioned in Québec-wide collective agreements that govern teachers' tasks. It should be noted from the outset that, unlike the youth sector or vocational training, the collective agreements currently in effect do not prescribe any specific rules regarding student groups for the school organization of adult education centres. These negotiated rules should not be confused with the funding rules prescribed by the annual budget regulations, which include a number of full-time equivalent students per group. However, these rules can influence the make-up of groups. When we examine teachers' tasks with respect to complementary educational services, the provisions of the collective agreements prescribe, among other things, the following points:

- monitor adults throughout their training and ensure the validity of their learning process
- provide the supervision required for learning activities while collaborating in tasks involving diagnosis of problems, which must be referred to personal assistance professionals, and the organization and supervision of sociocultural activities¹⁹

Legislation governing the sharing of information and the protection of personal information

In a report published in 2006 entitled *Reconciling Respect for Confidentiality With Information Sharing*,²⁰ and submitted to the Comité national de concertation sur l'Entente de complémentarité des services entre le réseau de la santé et des services sociaux et le réseau de l'éducation, the main legislative provisions in Québec were examined in order to recommend modifications that would allow the exchange of information between organizations in the networks concerned, as required for the purpose of exercising their respective responsibilities.

Section 5 of the Charter of human rights and freedoms recognizes that every person has a right to respect for his private life.²¹ The corollary of this basic right is the right to non-disclosure of confidential

¹⁸ Québec, Ministère de l'Éducation, *Action Plan for Adult Education and Continuing Education and Training* (Québec: Gouvernement du Québec, 2002), 12.

¹⁹ Comité patronal de négociation pour les commissions scolaires francophones, *Dispositions liant le CPNCF et la centrale des syndicats du Québec (CSQ) pour les enseignantes et enseignants* (2007), 130.

²⁰ Québec, Ministère de l'Éducation, du Loisir et du Sport, *Reconciling Respect for Confidentiality With Information Sharing*, Report submitted to the Comité national de concertation de l'Entente de complémentarité des services entre le réseau de la santé et des services sociaux (Québec, Gouvernement du Québec, 2006).

²¹ Québec, *Charter of human rights and freedoms*, Québec, R.S.Q. c. C-12, 1985.

information, as set forth in section 9 of the same document. This right to non-disclosure of confidential information (i.e. professional secrecy) is also recognized as an obligation in section 60.4 of the Professional Code.²² The right to respect for private life is also recognized in section 3 of the Civil Code of Québec,²³ which also includes certain rules on establishing a file on a person and the confidentiality of information it contains. This information cannot be released to a third party, except if the person concerned consents to it or the law explicitly authorizes it.²⁴

Obtaining the required consent is therefore necessary. The authors of the report mention, however, that –it should be noted that specific rules must be followed when obtaining consent, i.e. that consent must be informed, given freely, in written form and given for specific purposes.”²⁵

In addition, the Act respecting access to documents held by public bodies and the protection of personal information gives every citizen the right to the confidentiality of personal information concerning him or her. This law, which establishes the confidentiality of personal information held by public bodies, including school boards and educational institutions, contains rules that govern the collection, keeping and release of this information. It is important to specify that personal information in the meaning of this law is information that concerns a physical person and which makes it possible to identify that person.

School staff must therefore ensure that the actions they take in collecting, keeping and releasing personal information conform to this law. In the spirit of cooperation, which is desired to maintain continuity in the actions to support and guide adult learners, which requires increasingly greater collaboration among stakeholders, procedures should be planned that, while maintaining confidentiality of this information, will enable the stakeholders to consult and use the confidential data in their work supporting adult students.

A document produced by the Ministère de l'Éducation for the youth sector can serve as a springboard for reflecting on this issue.²⁶ In its conclusion, the document invites school boards to establish policies that detail how they will manage personal student information. This would allow the efficient circulation of information while ensuring confidentiality and also guaranteeing students their basic rights, without limiting the necessary collaboration among school staff. The document mentions that several school boards have already established such policies.

Given the number of young adults enrolled in adult education centres, this is an opportune time to examine the possibility of reviewing existing policies or to draft some if none exist, and also integrate the rules that govern the exchange of student information between training sectors, at least starting within the same school board. To do this, adult education centres can obtain useful information on certain students through their specialized or other staff, as the case may be, and using the legal means prescribed by the school board policy.

While the administrators of adult education centres do not wish to have access to the complete secondary school and personal files of all young adults enrolled in adult education, but only in certain cases, the rules prescribed in a school board policy determining the protocol to be followed are an effective means to ensure the proper management of personal information. Discussions on this issue between the school board staff responsible for laws applicable to students and the adult education centre administrators in the school board's territory may therefore begin or continue.

²² Québec, *Professional Code*, Québec, R.S.Q. c. C-26.

²³ Gouvernement du Québec, *Civil Code of Québec*, S.Q. 1991, chapter 64.

²⁴ Québec, Ministère de la Santé et des Services sociaux, Direction générale des services à la population, *La protection des enfants au Québec : une responsabilité à mieux protéger*, Rapport du comité d'experts sur la révision de la Loi sur la protection de la jeunesse (Québec: Gouvernement du Québec, 2004), p. 132.

²⁵ Québec, Ministère de l'Éducation, du Loisir et du Sport, *Reconciling Respect for Confidentiality With Information Sharing* (Québec: Gouvernement du Québec, 2006), 11.

²⁶ Québec, Ministère de l'Éducation, Direction de l'adaptation scolaire et des services complémentaires, *La protection des renseignements personnels à l'école*, information document (Québec: Gouvernement du Québec, 1994).

The special education policy and complementary educational services programs for the young people

One of the concerns of the organization of complementary educational services in adult education centres is the adaptation of services offered to adult learners, not only according to their problems, but also according to their abilities.

This is in keeping with one of the lines of action in the Policy on special education, specifically the second measure, which makes the adaptation of educational services a priority for all those working with students with special needs.²⁷

The organization expected in adult education centres provides for collaboration between the adult students, their families (for some these may be parents if they are minors and if this works in their favour), the staff at the centre and the community partners in order to favour reconciling work and studies, or family and studies, for those adults who have parental responsibilities, or even studies-work-family. This expectation is in keeping with a line of action in the special education policy, which calls for the creation of an educational community with the students, their parents and the community organizations. Finally, the quality of services is an overriding principle in the organization of services in adult education centres and also corresponds to the last line of action in this policy, of which one aspect is related to assessing the quality of services.

In this sense, there is a perceived willingness to maintain the measures already in place in secondary schools.

The Agreement for the complementarity of services between the health and social services network and the education network: two networks, one objective

This Agreement, concluded in 2003, applies to all youth from 15 to 18 years of age, or 5 to 21 years of age in the case of persons with disabilities. It covers all aspects of intervention affecting the development of youth, namely, the promotion of health and well-being, education, prevention, special education and rehabilitation services. Young people are central to the values and actions proposed herein. [...] The partners of both networks must therefore deploy together the resources needed to ensure that all young people have timely access to the services they require, and thereby prevent some from failing to receive an adequate response to their needs.²⁸

One of the principles is as follows: provide an adapted response to youths with special needs. This commitment is manifested, among other things, by ensuring the continuity of interventions and services. Although this principle is present in the efforts already being made with young people, this does not mean that this continuity of services in adult education centres must take place with identical support and in the same way for adults. In fact, we need to take into account the adults and their real-life situations and their social roles by including complementary educational services in the adults training centres' mission, that of collaborating in the social and cultural development of the community. Moreover, for adult education centre administrators, this aspect of continuity can refer to the follow-up expected in the service agreements concluded for an adult student.

Another principle of this agreement is fully in keeping with the kind of organization of complementary educational services to be promoted in adult education centres. This is the principle of the implementation of a continuum of integrated services to avoid piecemeal services or lack of continuity or the duplication of services offered to adult students. This concerns an aspect of the essential components of services related to staff members working together for a common goal.

²⁷ Québec, Ministère de l'Éducation, *Adapting Our Schools to the Needs of All Students*, (Québec: Gouvernement du Québec, 1999), 18.

²⁸ Québec, 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), p. 2.

As for the organization of complementary educational services in the youth sector, which is related to four programs—support services, counselling services, student life services and promotion and prevention services—it provides a reference point to ensure not a similarity in the organization of services in adult education centres, but rather a distinctiveness by offering support services in the context of the training centres' mission. There appears to be a willingness to ensure the continuity of these services.

The 2009-2014 Youth Action Strategy

The government is committed to providing improved support for the occupational integration of young people experiencing specific difficulties entering the labour market. The 2009-2014 Youth Action Strategy calls for support for young people to enhance the factors that ensure their success. The actions targeted by this measure are, for instance, the continuation of support to schools serving students from the most disadvantaged communities, the continuation of the IDEO 16-17 measure by providing individualized coaching to young drop-outs or potential drop-outs, and the implementation of the action plan to support the success of students with disabilities or learning difficulties.²⁹

Learning's great when I can relate!; Program for Emergent Literacy in Disadvantaged Communities, Families, Schools and Communities—Succeeding Together, the New Approaches, New Solutions intervention strategy

Certain aspects of these programs and this strategy have served to inspire this frame of reference, especially the means of ensuring the quality of services and making collaboration workable. In the last chapter of this document, the examination of services, the analysis of the results obtained, the means to ensure follow-up and conditions favourable to organization are based largely on the results of the program to help young people 16 to 24 years of age to return to school entitled *Learning's great: when I can relate!* This program is intended for drop-outs 16 to 24 years of age who have not obtained a secondary school diploma and have not been reached by the school boards. It offers young people training and support services adapted to their personal, family, social and occupational situations, and ensures continuity of the services provided.

It is also based on the emergent literacy program in disadvantaged communities. This program, was implemented in collaboration with the Ministère de la Culture, des Communications et de la Condition féminine, the Ministère de l'Emploi et de la Solidarité sociale, the Ministère de la Famille et des Aînés, the Ministère de la Santé et des Services sociaux and the Ministère de l'Immigration et des Communautés culturelles. Its objective is to ensure that public and community organizations incorporate various emergent literacy activities in a coherent, complementary and sustainable way into their mandates, strategic plans, orientations, action plans and programming..

The frame of reference is also based on the Families, Schools and Communities, Succeeding Together program and the *New Approaches, New Solutions* intervention strategy for students in disadvantaged areas, which focus on a systematic partnership approach and on recognized protection factors to promote students' academic success. The mobilization of all stakeholders and partners in the Ministère, the schools and the communities concerned, across Québec, in the regions and locally, is at the heart of the approach.

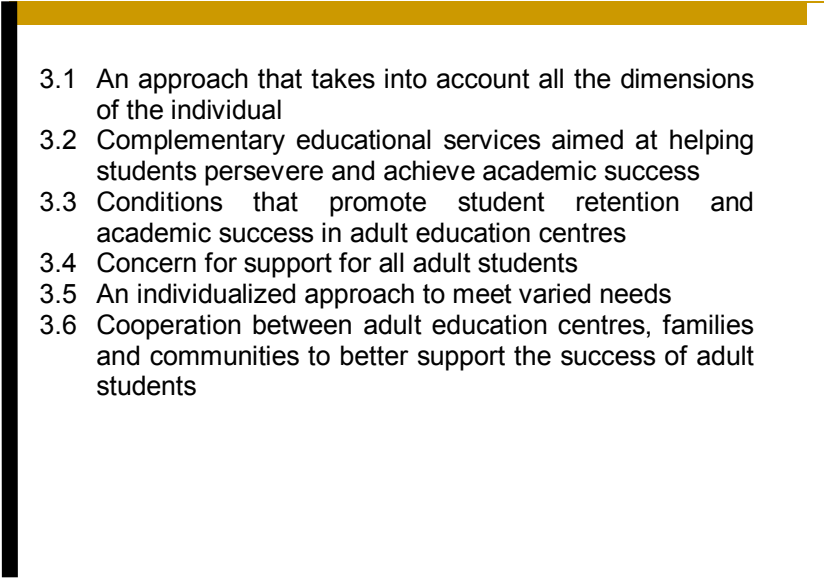
The following chapter will outline the underlying guiding principles of the organization of complementary educational services, taking into account principles of adult education.

²⁹ Québec, Secrétariat à la jeunesse, *Investing in Youth, Empowering Québec's Future. The 2009-2014 Youth Action Strategy* (Québec: Gouvernement du Québec, 2009).



CHAPTER THREE

3. GUIDING PRINCIPLES

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- 3.1 An approach that takes into account all the dimensions of the individual
 - 3.2 Complementary educational services aimed at helping students persevere and achieve academic success
 - 3.3 Conditions that promote student retention and academic success in adult education centres
 - 3.4 Concern for support for all adult students
 - 3.5 An individualized approach to meet varied needs
 - 3.6 Cooperation between adult education centres, families and communities to better support the success of adult students

3 GUIDING PRINCIPLES

3.1 An approach that takes into account all the dimensions of the individual

Every adult person finds himself in specific situations with respect to his work, his recreation, his family-life, his community-life et cetera - situations which call for adjustments. Adult education begins at this point. Subject matter is brought into the situation, is put to work, when needed. [...] [...] the resource of highest value in adult education is the *learner's experience*. If education is life, then life is also education.

Eduard Lindeman, *The Meaning of Adult Education*, p. 8

Complementary educational services are provided to adults who are not only individuals, but also members of society. Consequently, the organization of such services must be based on a combination of two concepts. First of all, need. Needs vary between individuals, so in order to offer them services, one must into account their personal histories, problems, interests and expectations. Second, it is essential to consider the students' life situations, and to take into account their roles in society and their responsibilities.³⁰ In addition, adult learners face many problems in their real-life situations.



The concept of life situation

Let us recall Toupin's definition of life situation, as used in general core education in adult education. Toupin defines a life situation as a temporal and geographical unit of world experience, structured around areas of life experience (health, consumption, work, etc.) which mobilize the abilities (cognitive, perceptive, emotional) of a person to act with a view to transforming it into an action. A life situation refers to a person's problems and successes.³¹

The needs and expectations of adults differ from those of young people, particularly due to their social roles, increased responsibilities, greater achievements through more extensive life experience and interests. Complementary educational services are provided to adults throughout their training. Since the training programs place the adult learner at the centre of the learning process and since adults are recognized as being at the centre of real-life situations, complementary educational services work together with training services and can provide support by taking into account all the dimensions of the individual as an adult learner and as an adult with social roles.

³⁰ Social roles are varied: parent, head or member of a family, consumer of goods and services, producer of goods and services, citizen of a community or of the world, occupational, student, job seeker (from Carine Villemagne, "Regard sur l'éducation relative à l'environnement des adultes," in *Vertigo*, la revue des sciences de l'environnement, vol. 8, no. 1, April 2008, [<http://vertigo.revues.org/index1915.html>]). [translation].

³¹ Ministère de l'Éducation, *The Life Situations of Adults Targeted by General Core Education* (2003), p. 8.

3.2 Complementary educational services to help adult students persevere and achieve academic success

3.2.1 What perseverance and success mean for adult students

The adult student is defined legally by taking into account the provisions of the Education Act in section 2 (see section 2.4.1 above), which stipulates the rights of students who are not subject to compulsory school attendance, and the rules set by the Basic Adult General Education Regulation with regard to admission and registration:

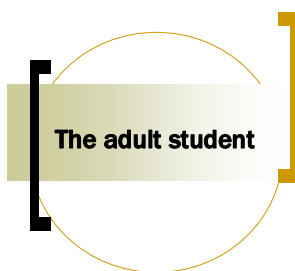
The adult student is a person who is past the age of compulsory attendance and who is enrolled in educational services provided for adults.

In andragogical terms, the adult student is defined as a whole person and a person living in a situation. As a provisional definition:

The adult student is a person who is past the age of compulsory school attendance and who is enrolled in educational services provided for adults, in order to carry out a personal educational project. They can benefit from complementary educational services throughout their training to support their perseverance and their academic success.³²

As stated above, the role of complementary educational services in providing support to adult learners takes into account the adult learners and their real-life situations. It is said that the concept of adult learner was defined more specifically at the end of the 1960s and that it was on the basis of this concept that the andragogical movement took form. Andragogy is presented as a teaching approach that takes into account the specific characteristics of the adult learner. In contrast, pedagogy can be defined as the set of principles and methods applied to the goal of teaching, and which is based on a reflection on educational action that includes variables affecting the teaching-learning process.

Many authors have written about the characteristics of the adult learner. A few relevant texts on this topic are presented here. Eduard Lindeman's theory from 1926 has been built on by subsequent research. Malcom Knowles has also written on the subject, discussing themes similar to those dealt with by Lindeman in his book entitled *The Adult Learner*,³³ published in 1973. Here is a summary of their reflections, which are food for thought on how to organize complementary educational services.



The adult student

Adults need to know why they should learn. They are motivated when they discover needs and interests that they will be able to satisfy through training.

They want to make their own choices and are aware of being responsible for their own decisions and their own lives. They need to be seen as individuals capable of managing their own lives and they have difficulty accepting situations in which they feel that others are imposing their will on them. In a school environment, however, they often find themselves in situations of dependency and tend to react once again as youngsters.

However, it would be a mistake to treat them like children. Their psychological need to manage their own lives is always present, and this would result in a kind of inner conflict that could cause loss of motivation and prompt adults to drop out of school.

³² Ministère de l'Éducation, du Loisir et du Sport, *Theoretical Framework, Basic General Education Curriculum* (2005), 6.

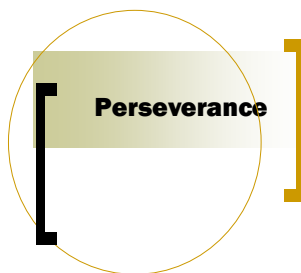
³³ Malcolm Knowles, *The Adult Learner: a Neglected Species* (Houston: Gulf Publishing Company, 1973).

Experience is the most important factor in adult learning. The variety of their life experiences and the range of their individual differences are greater than those of young people. Groups of adults are more heterogeneous, in terms of culture, learning styles, motivation, needs and interests and objectives. Since adults are defined by their experiences, ignoring them or underestimating their importance can seem like a rejection of their entire person.

The desire to learn is also a characteristic of adult learners. The learning process focuses on reality. They are motivated to learn if the knowledge and competencies enable them to deal with real situations, involving real-life situations, tasks and problems.

Internal pressure is the greatest motivational factor—the desire to increase their personal satisfaction, self-esteem, quality of life—even if they are also motivated by external influences.

We will now look at the concepts of perseverance and success among adult students.



Perseverance requires tenacity, courage, desire, motivation and commitment.

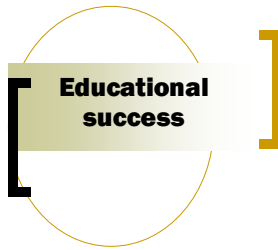
Perseverance is the foundation of academic success. Among adult students, perseverance means pursuing their personal learning plan, which requires personal investment, commitment, courage, persistence, and constant motivation, testimony to their interest and even passion for the chosen project. Despite obstacles and failures, perseverance leads to personal development.

We will now take a look at the broad topic of success.

The first publications of action plans on educational success, the precursors of the success plans of schools today and the strategic plans of school boards, go back to 1992. The Minister of Education at the time, Michel Pagé, published a document entitled *Joining Forces: Plan of Action on Educational Success*. Each school was asked to develop a local action plan on **educational success** and each school board was asked to establish a three-year action plan that includes the projects of their schools. For students with diminished capacity, real success was to be considered their full intellectual, emotional and social development. Then, in 1993, the objective of success for the greatest possible number of young people followed. At the in 1995-1996 Estates General on Education, certain people proposed the idea of educational success rather than just academic success. It was agreed that it was necessary to support all students to help them succeed. This opened the way, among other things, to complementary educational services.

In 1997, the ministerial plan of action for educational reform, *A New Direction for Success*, noted in its introduction that, in order for everyone to have an equal chance at success, more resources needed to be allocated to certain categories of students and their parents. In 1999, the Sommet du Québec et de la jeunesse (Québec Youth Summit) recommended in its report entitled *Parfaire le savoir et la formation* (perfect knowledge and training) that each school at every level of education develop a success plan in collaboration with community partners and young people, that the success plan be made public and that the outcomes be evaluated. That same year, the Ministère de l'Éducation published the special education policy, *Adapting Our Schools to the Needs of All Students*, whose basic orientation was —et help students with handicaps or social maladjustments or learning disabilities to succeed in terms of knowledge, social development and qualifications, by accepting that educational success has different meanings depending on the abilities and needs of different students, and by adopting methods that favour their success and provide recognition for it.”³⁴

³⁴ Ministère de l'Éducation, *Adapting Our Schools to the Needs of All Students*, 15.



In 2002, the Conseil supérieur de l'éducation made the distinction between educational success and academic success, whereby the former is given a broader meaning than the latter. In its brief to the Minister of Education entitled *L'orientation au cœur de la réussite* (guidance, the key to success), it said that young people's idea of success includes essential references to the concept of personal project, personal achievement, and personal and occupational development.

The same year, in another brief to the Minister of Education, on Bill 124, the Conseil supérieur promoted a broad view of success, making a distinction between educational success, which encompasses the school's three missions—to impart knowledge to students, foster their social development and give them qualifications—and academic success, which applies to only one of these missions, that of imparting knowledge. This broad vision of success gained preference because it was consistent with the two overall aims of education, one being more individual: overall personal development, and the other more social: respect for human rights as the foundation of democracy.

Also in 2002, Bernard Rivière, a researcher from Université du Québec à Montréal, published *Les jeunes et les représentations sociales de la réussite*. In it, he described various facets of success.

Academic success corresponds to the traditional concept of performance expressed by marks and grade promotion. **Occupational success** designates harmony between academic education and one's position in the labour market. **Personal success** is the sense of self-fulfillment that the student achieves, regardless of the desire for academic and social success. **Educational success** is manifested when students apply their values, knowledge, abilities and experiences in a way that enables them to participate in society, both personally and professionally, according to their abilities and their objectives. It implies the maturation of occupational choices and encompasses the concept of personal fulfillment.³⁵

More recently, in 2007, a study by Paul Bélanger, Pauline Carignan and Roxana Staiculescu of Université du Québec à Montréal, entitled *La diversité des trajectoires et la réussite éducative des adultes en formation de base* (The diversity of paths and educational success among adults in basic education), provided definitions of educational success that included important elements to determine what is meant by success for adult students.

Educational success is complex and multidimensional, and various factors come into play: previous education, family environments, the basic school regulation, the educational environment and its support services, the limited mechanisms and measures for the expression of demand, the balance of power in the negotiation of conditions, the financial resources of individuals and institutions, the individual project and the contexts that influence its achievement. Educational success is also complex because of the interests and non-academic objectives the adult is pursuing, whether or not these are achieved.³⁶

In the view of those who took part in this study, i.e. the adult education centre administrators, training consultants and teachers, **success** must come through instilling self-confidence, and affirming one's autonomy and capacity to make a substantial commitment. One can speak of success when students have gained self-confidence, increased their ability to concentrate, have matured and taken charge of their lives. Success is therefore not necessarily based on completing a level of education or passing a course. The study notes, however, that learners who have made progress without obtaining an official diploma should not be regarded as having failed. Withdrawing from courses and dropping out has to be

³⁵ Bernard Rivière, *Les jeunes et les représentations sociales de la réussite*, (Montréal: Université du Québec à Montréal, 2002), p. 18-19. [translation]

³⁶ Paul Bélanger et al., *La diversité des trajectoires et la réussite éducative des adultes en formation de base*, Université du Québec à Montréal, 2007, p. 102. [translation]

seen from the perspective of lifelong learning. Withdrawal is, in fact, most often a temporary interruption of studies.

Finally, **educational success** is part of a dynamic process that takes into account the multiplicity of the educational histories of adults, the place of success and perseverance in their lives, and how they come to terms with the objectives for success in the official programs.

Perseverance and success therefore cannot be defined solely in terms of academic success or even educational success, which encompasses academic success. For adult learners, success refers to their personal plan. **For these students, perseverance and success are defined instead as the pursuit of the objectives defined in their personal learning plan and the attainment of these objectives.** For some adults, success may be associated with obtaining a diploma or official recognition of having passed a course. It may also refer to educational success, which, in addition to academic success may suggest personal success: self-confidence, self-esteem, the satisfaction of completing a project. It may also take the form of a very personal achievement in terms of a specific short-term project, such as taking a parenting class. Or it may also simply translate into having the will to go back to school and persevere to the end of a course or even a full term, thereby proving their ability to pursue goals.

3.2.2 Adults are the principal agents of their own success

—As with cognitive resources, the subject mobilizes conative resources, i.e. a desire to learn, the discovery of a passion for a subject and the awakening of curiosity. The development and mobilization of these resources awaken and reinforce the will to continue and create an endogenous movement.”

Paul Bélanger et al., *La diversité des trajectoires et la réussite éducative en formation de base*, p. 96 [translation]

A subject's experience of the pleasure of learning leads to greater internal motivation; learners motivate themselves to become involved in their educational projects. It is therefore up to adult learner to develop this taste for learning, to look for what fascinates them, to be curious, to dare to take the first courageous step that will lead to further learning. In this sense, adults are the principal agents of their own success. Many factors come into play in this motivation. It is the responsibility of the adult education centres to stimulate the demand for training, to receive the adults, to advise and guide them and to support them in the definition of their personal learning plan, that they engage in training in a way that makes it possible to move forward with their plan and to bring it to fruition. This is the role of SARCA. By cooperating with SARCA, complementary educational services can play an important role in supporting adults throughout their educational careers. All the conditions favourable to success can be brought together for adult learners, but in the end it is the learners who are the principal agents of their own success, depending on how they accept this support, their courage, their will, their determination, the passion that moves them and the efforts they make.

Raymond J. Wlodkowski sees motivation as dynamic and changeable in the course of a given experience. It is a state that is being constantly renegotiated, depending a lot on context and experiences. The first crucial moment for a person's motivation is at the beginning of training. The person acquires certain attitudes with regard to the learning environment, the teacher and the content to be learned, and forms a personal vision as a learner in this context. Then, in the course of the training, this motivation can change, according to the level of stimulation felt during this learning experience. This stimulation will result in a series of positive and negative emotions. Finally, at the end of the training, a feeling of competency is a key element that will affect the person's motivation when faced with a new project, whether this is finding a job, continuing with studies or starting a new career.³⁷

³⁷ Raymond J. Wlodkowski, *Enhancing Adult Motivation to Learn* (San Francisco: Jossey-Bass Pub., 1985); quoted in Lorraine Savoie-Zajc and André Dolbec, *La réussite scolaire d'étudiants adultes inscrits dans des programmes de formation : enjeux, défis* (Gatineau: Université du Québec en Outaouais, 2007), p. 7.

Moreover, the competency-based approach is based on constructivism and social constructivism, placing adult students at the centre of their learning. According to the constructivist view, the relationship between the teacher and the learner is analogous to that between a stage director and the actors. The director directs, but it is the actors who play the scene. Thus, in the course of their training, adult learners gradually take charge of their learning and the development of their competencies, their attitudes and their autonomy. Adult learners go through a gradual process of personal development. For its part, social constructivism refers to a person's construction of knowledge in a given social context. Thus, learning in situations and contexts enables learner to be active and reflective.

These connections between the training programs and complementary educational services with respect to the goal of placing adults at the centre of their learning and their determined efforts imply that the staff provides all the support necessary to sustain their efforts to succeed.

3.3 Conditions that support student retention and success in adult education centres

3.3.1 A sense of belonging at the adult education centre

The fact that the student population in adult education centres is getting younger has resulted in certain changes in school life and requires new ways of doing things. A sense of belonging is recognized as a very important factor in promoting student retention and success. In fact, young people who abandon their studies do not feel that they are a part of their school and are not very motivated to attend. It is therefore useful to take measures to encourage such a sense of belonging, especially among adults attending adult education centres. Organizing activities related to the interests of adult students provide opportunities for exchanges among them and creates possibilities for mutual aid when they have problems.

To encourage this sense of belonging, complementary educational services should include the organization of sporting and cultural activities as well as information activities related to the various issues and themes that concern adult students. These activities can take various forms: lectures, workshops and discussion groups. These services and activities should be provided by qualified staff working in collaboration with the teaching staff at the adult education centres.

3.3.2 Encouraging adult students' ongoing commitment to their learning plan and to their participation in the life of the centre and their community

Research has shown that there are several types of support that are appreciated by adult students. In Lorraine Savoie-Zajc's research,³⁸ adult students mentioned that the availability of services, such as consultations with a social worker, is a helpful aspect. In addition, they said that the encouragement of teachers, their competencies, the follow-up they provide, the good relationships they have with students and the sense of being respected by them were significant factors in encouraging them in their learning plan. Mutual aid among colleagues is also an important element of support.

The support of their families—spouse, parents, children, colleagues and friends is a highly appreciated support for their commitment to their learning plan. Encouragement from families can cover several aspects, including academic, emotional and financial support. Financial support can also come from organizations, such as Emploi-Québec, and contribute to the success of the learning plan, since lack of financial resources is one of the main reasons for student drop outs. Ensuring availability and accessibility of materials is also a way for adult education centres to encourage commitment to a plan.

³⁸ Lorraine Savoie-Zajc and André Dolbec, *La réussite scolaire d'étudiants adultes inscrits dans des programmes de formation : enjeux, défis* (Gatineau: Université du Québec en Outaouais, 2007), 41.

It should be noted, however, that the Ministère de l'Éducation's March 2003 statistics bulletin mentions additional success indicators to consider. —The school population map and the poverty indices have become, in recent years, strategic working tools. Indeed, both poverty indices—the one based on LICOs and the one based on maternal undereducation and parental economic inactivity—are used in the development of numerous MEQ funding programs. Within the framework of activities associated with the success plans for elementary and secondary schools, the new poverty index, calculated by school, has helped established indices for comparable socioeconomic environments. It is these comparative indices that serve as reference points for the MEQ and its partners in the network, who draw on them with a view to setting targets to be met in the coming years.”³⁹

According to Natalie Lavoie and her colleagues, —the examples or the accounts of the lives of fellow students who have experienced training and who can talk about the whole process of training activities is an effective means [to convince adults to continue their studies].”⁴⁰

And according to Paul Bélanger et al., —the presence of support networks in the family environment and among fellow students is an important lever for obtaining certain information, and psychological and sometimes financial resources, as also shown by Gallagher et al. (2002).”⁴¹

After school group activities, the atmosphere in the adult education centre and harmonious student relations all help to encourage students' participation in the life of the centre and can lead to greater participation in their community. In addition, the motivational programs in the adult education centre (for example, award nights) encourage participation in the life of the centre. The fact that adult students invest themselves in the activities, during planning or by taking part, has repercussions on their motivation for the continuation and success of their plan. Participation in the governing board as the representative of the adult students in the adult education centre should be encouraged and supported by the staff of the centre (Education Act, s. 102, para. 1). For more information on ways to encourage adult students to get involved, it is useful to consult the document *Learning's great when I can relate*, which suggests innovative educational environments.⁴²

The staff at adult education centres can examine the means cited above for ideas on actions to encourage adults to get involved in their learning plan and to participate in the life of the centre and in their community.

3.3.3 The positive influence of the training environment on the health and well-being of the adult student

Harmonious relations among the group of adult students and between the teacher and the students contribute to student motivation and to creating a climate favourable to their health and well-being.

Similarly, a dynamic, stimulating learning environment and competent teaching staff who communicate to students the desire to see them succeed contribute positively to the students' well-being and perseverance, and hence to their success.

Athletic activities and health information help promote healthy life habits and make students more aware of the importance of maintaining a good balance between the various aspects of their lives and taking care of their health. Cultural activities, lectures and workshops led by specialized staff (social workers,

³⁹ Ministère de l'Éducation, Education Statistics Bulletin, *The School Population Map and Poverty Indices*, No. 26, March 2003, p. 5.

⁴⁰ Natalie Lavoie et al., *Obstacles à la participation des adultes peu scolarisés à des activités de formation dans un cadre d'éducation formel et non formel* (Rimouski: Université du Québec à Rimouski, les éditions Appropriation, 2004) 121. [translation]

⁴¹ Paul Bélanger, Pauline Carignan and Roxana Staiculescu, *La diversité des trajectoires et la réussite éducative des adultes en formation de base* (Montréal: Université du Québec à Montréal, 2007), 77. [translation]

⁴² Ministère de l'Éducation, *Learning's Great When I Can Relate. (Implementation Guide)* (Québec: Gouvernement du Québec, 2004).

psychologist, nurse) on various topics chosen by the students or proposed by staff help prevent physical and mental health problems.

3.4 A concern for supporting all adult students

It is important to note that, given their dual supporting role of both preventing and correcting problems, complementary educational services are intended **for all adult students enrolled in training**. Furthermore, the aim of these services is the success of all students and not just the greatest possible number. All adult learners can succeed with their plan, and complementary educational services will support them in pursuing their goal and in maintaining their motivation.

3.4.1 Support throughout the adult students' progress

The main challenge faced by adult students is maintaining their motivation. Lorraine Savoie-Zajc notes that motivation is not static, that various factors and situations can serve to lower motivation.⁴³ In this regard, SARCA and complementary educational services must join forces to ensure that adult learners have constant support.

During their training, many students encounter obstacles: lack of money, balancing family-work-studies, learning difficulties, hesitation about redefining overly-ambitious training goals.⁴⁴ The support of the adult education centre staff, especially that of teachers, is essential to overcoming these obstacles. Support is clearly associated with success, since in Paul Bélanger's study, adults who came closest to achieving their goals said they received support, while those who did not reach their goals said they received very little.⁴⁵

Complementary educational services play a decisive role in the lives of adult learners until they complete their learning plan, ensuring that their interest, a component in motivation, is maintained until they achieve success. The service providers sometimes have to step in at the first sign of loss of motivation to prevent drop outs. This is why complementary education services are said to play both a preventive and a corrective role.

3.4.2 The important role of teachers

Lorraine Savoie-Zajc and André Dolbec mention in their study that the support of teachers is considered essential to success, whether this is manifested in the form of encouragement, supervision, academic guidance, interpersonal relations or understanding. The availability of teachers and the trust relationship established with the adult student are two important elements that make a difference when it comes to adults pursuing their learning plan.

Teachers who have made an impression on us in our lives are distinguished by qualities that we generally like. These qualities are good starting points for reflection. They can include attentive listening, understanding and empathy, respect for others, a sense of equity and justice, motivation that shows a passion for teaching, competency in the teaching profession, curiosity to learn new things through lifelong learning and a desire to see students succeed, which is demonstrating by sharing their sense of accomplishment. Maslow's famous theory of the hierarchy of human needs lists them in the following order: physiological needs, safety needs, love and belongingness needs, esteem needs and the need for

⁴³ Lorraine Savoie-Zajc et André Dolbec, *La réussite scolaire d'étudiants adultes inscrits dans des programmes de formation : enjeux, défis*, 53.

⁴⁴ Paul Bélanger, Pauline Carignan and Roxana Staiculescu, *La diversité des trajectoires et la réussite éducative des adultes en formation de base* (Montréal: Université du Québec à Montréal, 2007), 100.

⁴⁵ *Ibid.*, p. 58.

self-actualization. These are factors that teachers can take into account when supporting students throughout their progress.

According to Malcolm Knowles, —Adults have a self-concept of being responsible for their own decisions, for their own lives.” They have a profound desire to decide things for themselves. The role of the teacher is to initiate this process of investigation, which is a relationship of exchange rather than one of transmission of knowledge.⁴⁶ The quality of the exchange between the adult student and the teacher is of key importance.

Currently, the teachers are the ones who diagnose the difficulties faced by adult students and who direct them, if need be, to the appropriate specialists. In doing this, they have to take into account the adult students’ experiences, knowing that failing to do so will be seen as a rejection of them as persons.

Teachers also need to assume the role assigned to them by the Education Act, and with the task stipulated in the Québec-wide agreements that govern it (see section 1.4 above), by giving priority to the quality of the relationship with the adult student, a relationship that must be based on respect.

Excerpt from section 22 of the Education Act

A teacher shall:

1. contribute to the intellectual and overall personal development of each student entrusted to his care
2. take part in instilling into each student entrusted to his care a desire to learn
3. take the appropriate means to foster respect for human rights in his students
4. act in a just and impartial manner in his dealings with his students
5. take the necessary measures to promote the quality of written and spoken language
6. take the appropriate measures to attain and maintain a high level of professionalism
 - 6.1 collaborate in the training of future teachers and in the mentoring of newly qualified teachers

Teachers who manage to give adult students an experience that enables them to go beyond fear to develop a desire to learn, or who can refer them to a specialist who will help them in their training paths, contribute to providing adult students with more assurance, more autonomy and, therefore, have a direct impact on the success of their learning plan.

⁴⁶ Knowles, M. S., Holton, E. F. III, & Swanson, R. A. (1998). *The Adult Learner: The definitive classic in adult education and human resource development*. (5th ed.) (Houston, TX: Gulf Publishing Company, 1998.), 65.

3.5 An individualized approach to meet varied needs

Given that each individual is unique and that complementary educational services must meet the needs and adapt to the abilities of the student, an individualized approach is recommended.

This approach must take into account each adult student's strengths, personal experiences, problems and living environment. Those qualified to provide assistance—teachers, specialists and professionals—will offer adult learners support measures adapted to their needs, ensuring that these measures are the most relevant and the most effective possible to help them succeed.

This does not exclude, however, preventive or corrective actions that target several adults simultaneously, depending on the problem. These include, for example, lectures or discussions led by special education teachers on dyslexia or on the problems caused by attention deficit disorder, and lectures by psychologists or nursing staff on ways to maintain physical and mental health.

3.6 Adult education centres, families and communities working together to better support the success of adult students

Not all adult education centres see their missions in the same way, and therefore they do not all play the same role in their communities. This observation was made in a study by Wagner,⁴⁷ which also noted that centre administrators try to get involved in their communities in order to reach more people who could benefit from their services. Activities are organized to achieve this. Popular activities consist in calling attention to the successes of adult students, fostering the pride of learning and promoting education.

The adult education centres are thus actively seeking collaboration in their communities. In this way, they can interact with the members of the community in order to better understand their needs. They act as citizens of the community by participating in social networks.⁴⁸

Establishing links with the community seems to stimulate adult education centre staff by permitting them to demonstrate their desire for creativity, initiative and innovation.⁴⁹

The family situations of many adult students are a source of concern. The greatest obstacle to pursuing studies is lack of child-care. Staying in school is more difficult for parents of young children. Adult education centres have a role to play in dealing with these obstacles. One example of such an action is a child-care project organized in collaboration with an outside socioeconomic development organization.⁵⁰

It is therefore possible for adult education centres, families and communities to work together to implement measures to support the success of adult students.

⁴⁷ Serge Wagner et al., *L'aide à l'expression de la demande éducative en formation générale et l'accueil de cette demande dans les commissions scolaires du Québec* (Université du Québec à Montréal, 2004),. [translation].

⁴⁸ Ibid., p. 47.

⁴⁹ Ibid., p. 75-76.

⁵⁰ Ibid., p. 63.

3.6.1 Assistance contributed by certain organizations

The data collected from adult education centres by MELS regional representatives of adult education have shown that, through local employment centres (CLEs), Emploi-Québec has been supporting their clientele through certain measures (funding of students' transportation costs and funding pedagogical support services).

Community organizations also offer support services through agreements concluded with adult education centres, for which the latter assume the costs according to the agreements. Local community service centres (CLSCs) provide health and social services under conditions prescribed in the agreements concluded with adult education centres.

Adult education centres must provide complementary educational services in cooperation with community organizations, benefiting from their expertise and their support and avoiding duplication of specialized services, particularly for specific cases of adult students who require regular follow-up and specialized services.

3.6.2 Support favouring balancing family-work-studies

Natalie Lavoie found a number of obstacles to the participation of adults with little schooling in training activities: they must deal with several situational problems at the same time. They have to make financial sacrifices if they wish to study full time instead of working, balance work and studies if they work part-time, solve the transportation problem when they live at a distance from the centre, deal with the child-care situation if they are parents, and reorganize their schedules and living conditions.⁵¹

To provide real support to adult students who need to balance studies and work, consultation between the work place and the adult education centre is desirable. Flexibility in class schedules to accommodate working adults can be granted as much as possible; employers can also encourage training by modifying employee work schedules. Participation from organizations such as Emploi-Québec through the CLEs and Carrefours Jeunesse-Emploi can also help adult student pursue their studies.

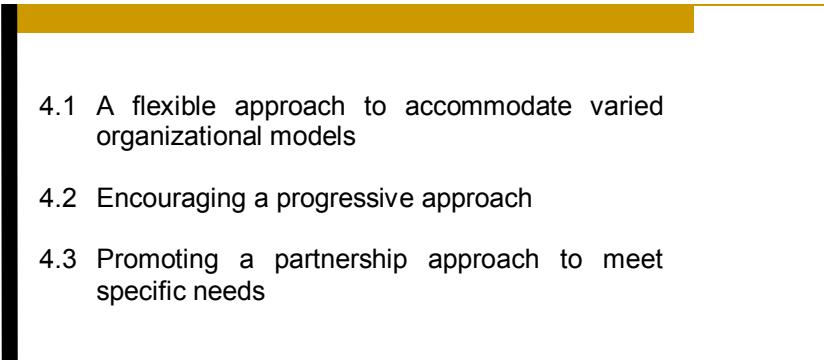
For adult students who are also parents, balancing studies and family requires support from the adult education centres. It should be noted that some centres have decentralized their services in order to be closer to the living environments of adult students, particularly in the regions. Child-care services are available in certain centres or are accessible nearby. In this regard, collaboration with the socioeconomic community and with community organizations is a valuable connection that can help find solutions to assist families. Such projects could be analyzed in order to find better ways to support adult students who have to balance studies and family and, in certain cases, studies, work and family. Therefore adult education centres need to take into account the adult's life situation.

⁵¹ Natalie Lavoie et al., *Obstacles à la participation des adults peu scolarisés à des activités de formation dans un cadre d'éducation formel et non formel* (abridged version), 12.



CHAPTER FOUR

4. THE RECOMMENDED APPROACH

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- 4.1 A flexible approach to accommodate varied organizational models
 - 4.2 Encouraging a progressive approach
 - 4.3 Promoting a partnership approach to meet specific needs

4. THE RECOMMENDED APPROACH

4.1 A flexible approach to accommodate varied organizational models

The organization of complementary educational services must be flexible to be able to adapt support measures for perseverance and success to the needs of all students in adult education centres throughout their training process.

This flexibility is essential not only to respond appropriately to the different needs of the various populations enrolled in adult education centres, but also to ensure quick interventions and adjustments to the types of students who enroll in training programs, which varies from one term to another.

4.1.1 Taking into account the diversity of realities observed in adult education centres

Each individual is unique, with a personal life story, even if certain problems are similar to those experienced by others. We can help people only if we take into account the unique individual.

A flexible approach makes it possible to adapt services by offering interventions that vary from centre to centre, according to the characteristics of the adult population. Certain centres that have a higher proportion of young people will be able to offer additional services in order to better meet student needs and strengthen their sense of belonging to the centre, particularly by adding student life services. Other centres, where the age of the student population varies widely, may choose instead to add special education, psychoeducational or social services.

4.1.2 Adapting services to the needs of adult students according to their abilities

Although flexibility makes it possible to make adjustments according to the needs of adult students, ability should also be considered.

Renald Legendre defines an ability as an aptitude, acquired or developed, that allows a person to succeed in the exercise of a physical, intellectual or professional activity.⁵² In pedagogy, abilities are usually considered to be components of competencies.

Ability and disability

He continues by defining disability as a decrease, limitation or disturbance in the ability to function normally intellectually, socially or physically as the result of an impairment. According to him, a disability can be temporary or permanent, partial or total.

And for Philippe Meirieu, an ability is a stable, reproducible intellectual activity in various fields of knowledge.⁵³

Ability does not, however, mean setting standards or limits, because school staff should use every possibility offered to them by the available resources. Since these resources vary from year to year, flexibility becomes all the more important and the limitations are never the same. The desire is to provide the most relevant service possible to the adult students, according to their abilities, which will vary as the training progresses, in order to support the development of their full potential.

⁵² Renald Legendre, *Dictionnaire actuel de l'éducation* (Montréal and Paris: Guérin et Eska ltée, 2nd ed, 1993), p. 159. [translation]

⁵³ Philippe Meirieu, *Apprendre ... Oui, mais comment ?* (Paris: ESF, 1987). [translation]

4.2 Encouraging a progressive approach

Since there are numerous needs and the services provided have to be adjusted to them, significant additions need to be made to complementary educational services. A progressive approach is realistic, for it takes into account the resources available. In this regard, it should be noted that significant funds have been specifically allocated to facilitate access to support services and for students with specific needs, mainly in the two last years. These funds are included in the school boards' annual budgetary rules.

4.2.1 The consolidation and improvement of existing practices

The data collected by the task force on the complementary educational services in March 2008 show that many services are available in the adult education centres, including those that are most urgent. Many of these are provided through partnership agreements negotiated each year with community and public organizations.

The funds included in the budgetary rules should ensure access to complementary educational services so that a basic level of services is provided in the adult education centres, and that they are consolidated and improved. This means recognizing the relevance of the services offered in the adult education centres, continuing the efforts made by the centres and encouraging their creativity in finding formulas that enable them to provide the best services possible. This is also an excellent way to ensure continuity with past practices.

4.2.2 Continuity of services provide through adaptation to the adult student

Given that the adult population enrolled in adult education centres is getting younger, the question of the continuity of services offered in the youth sector arises for students entering the adult sector.

Although everyone recognizes that the problems experienced by young people do not simply disappear when they enroll in an adult education centre, everyone also acknowledges that young people are not looking for the same kind of solutions to their problems as older students. It is also widely understood that interventions must take into account students' needs, which change from day to day, and adapt approaches to the life experience of the students and their current level of social integration.

Continuity does not mean offering exactly the same services and interventions, but rather providing services adapted to young adults who now have a new social role.

4.3 Promoting a partnership approach to meet specific needs

Partnership agreements have made it possible for most adult education centres to meet the most urgent needs of some of their clientele. The parties to these agreements included the health and social services network, community organizations, the Carrefours Jeunesse-Emploi centres, Emploi-Québec, the Ministère de l'Immigration and vocational training centres (in cases where general education and vocational training were given concurrently).

To avoid duplication of specialized services already available to the adult population in a given territory, partnership agreements are desirable for specific cases requiring expertise and follow-up that often involve the family. The agreements should take into account complementary educational services, which form the basis for the services that support student retention and the success of all students, including students with disabilities, students who are experiencing difficulties and students from disadvantaged areas.

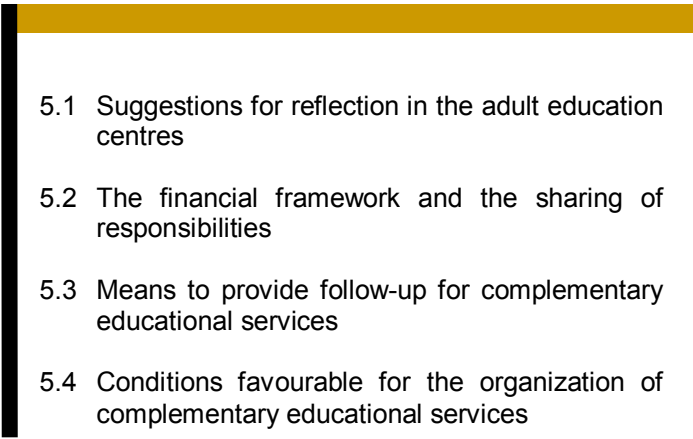
Adult education centres should make complementary educational services accessible in order to respond to the needs of adult students, and this implies providing these services through various venues. It should be noted that the most urgent needs are special education support services for learning difficulties or disabilities, health and social services for psychosocial needs (drug addiction, substance abuse and dependency, mental health) and student life services to motivate adult students by strengthening their sense of belonging to the adult education centres.

Flexible organization gives in adult education centre staff the leeway necessary to determine which needs can be met by the centre and which ones require agreements with community partners. It demonstrates a spirit of cooperation to bring together all the partners that share the goals of student success.



CHAPTER FIVE

5. ENSURING QUALITY OF COMPLEMENTARY EDUCATIONAL SERVICES

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- 5.1 Suggestions for reflection in the adult education centres
 - 5.2 The financial framework and the sharing of responsibilities
 - 5.3 Means to provide follow-up for complementary educational services
 - 5.4 Conditions favourable for the organization of complementary educational services

5 ENSURING QUALITY OF COMPLEMENTARY EDUCATIONAL SERVICES

5.1 Suggestions for reflection for adult education centres

5.1.1 Determining the actions of the centre team for better consistency

To ensure the quality of complementary educational services, the following actions are proposed for the centre team⁵⁴ in order to guarantee the consistency of their interventions.

- *Collaborative and cooperative action*

The entire staff of the adult education centre is asked to work together in the interventions carried out both internally and externally with partners. Adult learners should feel that staff members are working together to take relevant, coherent action that will support them in their training process. Adults will then see that they are all working towards the same goal, i.e. helping them continue towards the successful completion of their training.

- *A multi-faceted approach to problem solving*

This assumes the simultaneous involvement of teachers and resource persons working together for the student. For example, helping an adult student persevere in school when the student has behaviour disorders and is grappling with financial problems first requires the intervention of the teacher. In adapting his/her classroom management, the teacher can then direct the adult student to the right person who can provide social, psychoeducational or special education services, depending on the diagnosis made. Appropriate supervision is thus provided and specialists work directly with the student. In this way, the underlying causes of their behaviour difficulties and disorders can be determined, leading solutions, while also involving the student in the search for solutions with the collaborative assistance of centre staff. A list of protection factors and actions to improve student retention and academic success among young people aged 16 to 24 can be found on the MELS Web site at the following address: http://www.mels.gouv.qc.ca/DFGA/politique/16-24/pdf/fact_sheets.pdf.⁵⁵ These interventions involve the various resources that can come into play to foster the success of adults, including the adults themselves, their families, the adult education centre, the class and the community.

- *Establishing action priorities according to the personal situations and problems of the adult students in the adult education centre*

On the basis of its knowledge of the community and its student population, the centre team plans actions, in accordance with its success plan and consultation with its partners, both in the areas of prevention and correction, to support adults in their learning plan. Given the situations of adult students and the resources available, the centre team can establish priorities for their actions, depending on the level of urgency of student needs, in order to ensure the effectiveness of complementary educational services.

- *Promoting a positive atmosphere in the adult education centre and in the classroom*

Adult education centres foster a *relational climate* by ensuring good interpersonal relations among its staff members, between staff and administrators, between students and teachers, and among the students themselves. For this reason, teaching staff need to be committed to creating relationships of trust with adult students and transmitting the values promoted by the centre team (justice, equity, openness, etc.).

⁵⁴ The centre team is made up of the centre administrators, teachers, specialists and professionals and other members of the school staff.

⁵⁵ Ministère de l'Éducation, *Learning's great: when I can relate!* (Québec: Gouvernement du Québec, 2004).

An *educational climate* is conducive to learning. The staff promotes sustained efforts towards learning, regular class attendance, and the adult students' commitment and dynamic participation in their studies, in classroom life and in the establishment of harmonious interpersonal relations with their fellow students.

Finally, a *sense of belonging* in adult education centres is created by having students plan, organize, and participate in the centre's sporting and cultural activities.

- *Ensuring the centre staff's development of knowledge and expertise in the area of complementary educational services*

The centre team develops expertise by constantly adapting to the situation at the centre. Given that the many characteristics of the centre's student population can vary, the centre team members ensure that they constantly upgrade their own knowledge in the area of complementary educational services. For this purpose, the school board provides support to adult education centre administrators for their professional development. In a similar vein, the adult education centre administrators plan professional development for the teachers, specialists and professionals as part of their plan for the staff's continuing education and training. This enables staff members to constantly improve their knowledge of the different problems faced by adult students and to implement effective support strategies and processes that help initiate change. The goal is to quickly adapt support measures to the needs of adult students.

- *Promoting staff communication in adult education centres*

Adult education centre administrators set aside time for exchanges among staff members so that they can collaborate on the interventions and provide follow-up. In adult education centres that receive a lot of 16-to-24 year olds, meetings with specialists and professionals working in the youth sector can provide opportunities for exchanges on how to quickly diagnose certain problems (for example, dyslexia). This can lead to fruitful discussions on the type of interventions used with young people in order to better understand some of their behaviour. The staff is then better equipped to intervene by adapting support measures that take into account that these young people have become adults and want interventions that recognize this fact.

These themes, which dealt with previously, help define the desired situation.

5.1.2 Assessing the complementary educational services offered in relation to the needs of the students in order to better adapt them

Using simple procedures, the centre team reviews at scheduled times past interventions, consultations by specialists and professionals and their follow-up. They note, on the one hand, which needs were met by the actions taken and which were not, and, on the other hand, they assess the overall situation following the responses provided according to the type of complementary educational services that were recommended.

5.1.3 Analyzing the results obtained to improve services

The purpose of this stage is to analyze the results obtained in light of the observations made during the assessment. In this way, the desired situation can be compared to the situation observed and the differences measured. This will then enable staff members to review complementary educational services and make improvements where significant differences are found. Records are kept of the situation at various moments, thus providing valuable information when the time comes to making critical decisions.

5.2 The financial framework and the sharing of responsibilities

This section reviews the legal provisions governing the funding and the responsibilities shared among MELs, the school boards and the adult education centres.

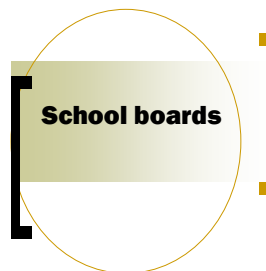


First we look at the responsibilities accorded to the Minister, as stipulated in the Act respecting the Ministère de l'Éducation, du Loisir et du Sport and by the Education Act.

Among the functions and powers of the Minister that are specified in the Act respecting MELs the Minister shall devise policies relating to the fields within his competence and propose them to the Government, with a view to, in particular... furthering access to the higher forms of learning and culture for any person who wishes to have access thereto and has the necessary ability... and provide the services he considers necessary to any person, group or body." More specifically, the Minister's duties include ensuring the development of educational institutions and overseeing the quality of the educational services provided by those institutions..." and adopting measures designed to contribute to the training and development of individuals.

In terms of funding, according to the Education Act, the Minister shall 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 and the Comité de gestion de la taxe scolaire de l'île de Montréal. The budgetary rules shall be drafted in such a way as to provide an equitable apportionment with regard to the allocation of subsidies applicable to the operating expenses of school boards. The budgetary rules shall also provide for the allocation of subsidies, to a school board authorized, for the purpose of subsidies to organize vocational training programs or adult education services..." (Education Act, s. 472.)

Now for the responsibilities of school boards.



First, in terms of funding, every school board shall allocate among its schools, vocational training centres and adult education centres, in an equitable manner and in consideration of social and economic disparities and of the needs expressed by the institutions, the operating subsidies granted by the Minister, including equalization grants, if any, school tax proceeds and income derived from the investment of all or part of those proceeds, reserving the amount determined by the school board to be necessary for its own needs and the needs of its committees." (Education Act, s. 275, para. 1).

Every school board is responsible for approving the budget of its schools, vocational training centres and adult education centres." (Education Act, s. 276, para. 1)

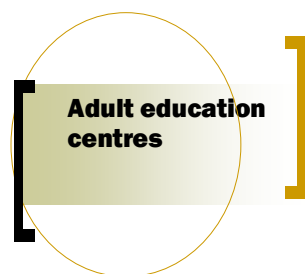
Second, we should review some of the responsibilities accorded to school boards by the Education Act. Every school board shall ensure that the persons who come under its jurisdiction are provided the educational services to which they are entitled under this Act." (Education Act, s. 208.)

For the exercise of its functions and powers, every school board shall adopt a strategic plan covering a period of several years stating

- 1) the context in which it acts, particularly the needs of its schools and centres, and the characteristics and expectations of the community it serves;
- 2) the main challenges it faces, including success issues, in line with the national indicators established by the Minister pursuant to section 459.1;

- 3) strategic directions and objectives in line with the directions and objectives of the strategic plan established by the Ministère de l'Éducation, du Loisir et du Sport;
- 4) the lines of intervention selected for the achievement of the objectives;
- 5) the results targeted over the period covered by the plan; and
- 6) methods for assessing the achievement of objectives. Review and update.

The school board's strategic plan shall be reviewed at intervals determined by the school board and updated, if necessary. Every school board shall send a copy of its strategic plan and, where applicable, its updated plan to the Minister and shall make them public." (Education Act, s. 209.1.)



Finally, we will look at the responsibilities accorded the administrators of adult education centres.

—The principal shall prepare the annual budget of the school, submit it to the governing board for adoption, administer the budget and render an account thereof to the governing board." (Education Act, s. 96.24, para. 1)

—The principal, under the authority of the director general of the school board, shall ensure that educational services provided at the centre meet the proper standards of quality." (Education Act, s. 110.9.)

—The governing board shall analyze the situation prevailing at the centre, particularly the challenges tied to student success and the characteristics and expectations of the community served by the centre. Based on the analysis and the strategic plan of the school board, the governing board shall determine, oversee the implementation of and periodically evaluate the centre's specific policies and objectives for improving student success. The governing board may also determine actions to promote those policies and integrate them into the life of the centre." (Education Act, s. 109, para. 1)

—That end, the governing board shall encourage the communication of information, dialogue and concerted action between students, parents, the principal, teachers and other staff members and community representatives." (Education Act, s. 109, para. 3)

—Centres shall pursue their mission within the framework of the policies and the objectives determined pursuant to section 109 and implemented by means of a success plan." (Education Act, s. 97, para. 3)

—The principal shall assist the governing board in the exercise of its functions and powers and, for that purpose, the principal shall

- 1) coordinate the analysis of the situation prevailing at the centre and the development, implementation and periodical evaluation of the objectives of the centre;
 - 1.1) coordinate the development, the review and any updating of the centre's success plan;
- 2) ensure that the proposals required under this chapter are prepared and submitted to the governing board for approval;
 - 2.1) ensure that the governing board is provided all necessary information before approving the proposals made under this chapter." (Education Act, s. 110.10.)

5.3 Means of providing follow-up for complementary educational services

5.3.1 The success plan of the adult education centre in relation to the strategic plan of the school board

The success plan is an excellent tool for outlining the means for providing the follow-up of complementary educational services. In fact, in order to develop its success plan in consultation with the governing board, the adult education centre does an analysis of the situation. The elements noted in the documentation accessible on the MELS Web site⁵⁶ include the means put in place with respect to success, supervision and monitoring of learning, socioeconomic characteristics of the community and opportunities adults have to participate in the social life of the centre. To these could be added measures to support and assist learning plans, and means related to student retention and success.

The content of the success plan includes, among other things, measurable objectives for the improvement of the progression of learning, as well as means related to the supervision and monitoring of adults, the establishment of partnerships between the adult education centre and the community, and ways to make adults more responsible for their own learning plan. To these could be added means to support adult learners with respect to their learning plan.

We could also include a section in the success plan specifically related to complementary educational services as such, specifying the obstacles to success, the problems faced by adult students, the objectives, the services provided by the centre staff, and the measures taken to evaluate them.

5.3.2 Communications with the community served by the adult education centre

The governing board ensures the dissemination of information to the community served by the adult education centre by making the centre's success plan public. This is one means of ensuring the monitoring of complementary educational services.

In fact, the Education Act stipulates that —~~The~~ governing board is responsible for approving the centre's success plan, and any updated version of the plan, proposed by the principal. The proposals shall be developed in collaboration with the staff of the centre. The collaboration procedure shall be established by the persons concerned at general meetings called for that purpose by the principal or, failing that, shall be determined by the principal.” (Education Act, s. 109.1).

In addition, the Education Act specifies that —~~Each~~ year, the governing board shall inform the community served by the centre of the services provided by the centre and report on the level of quality of such services. The governing board shall make public the policies, objectives and success plan of the centre. Each year, the governing board shall report on the evaluation of the implementation of the success plan” (Education Act, s. 110.3.1, para. 1 to 3).

⁵⁶ Ministère de l'Éducation, *Le plan de réussite* (2001).
[<http://www.mels.gouv.qc.ca/DFGA/liste/default.html>].

5.4 Conditions favourable for the organization of complementary educational services

5.4.1 The quality of the coordination of the centre team

Adult education centre administrators are encouraged to have a vision of the development of the complementary educational services. They should consolidate and improve these services by adjusting them to the needs of the adult students at the centres. Administrators facilitate communications among the various stakeholders working with the adult students. They promote adherence to certain measures for the support and mobilization of adult education centre staff in order to ensure coordinated interventions to better support the perseverance and success of adult students. Administrators can implement support measures through strengthened partnerships with local public and community organizations to meet specific needs.

5.4.2 Continuing education and training of staff

Centre administrators and teachers can include in the continuing education and training plan some professional development activities related to interventions with adult students, according to the needs and problems encountered (students who are experiencing difficulties, immigrants, young mothers, adults in reorientation after a job loss, etc.). In addition, staff is invited to use the results of the research that has been carried out in the field of student success. For this purpose, meetings and discussions around themes from the more recent research are facilitated. In this way, staff can ensure that they are taking appropriate measures to attain and maintain a high level of professional competency.

5.4.3 Managing personal information

With reference to the first chapter, in section 1.4, on legislative provisions related to personal information and confidentiality, we can see that the rules for the management of personal information in the school boards and adult education centres include limitations, but also possibilities for collaboration with respect to professional obligations.

Given that currently adults have to give their consent for their personal information to be made available to the centre staff of an adult education centre and that professionals can have access to personal information while respecting confidentiality, these provisions guide the procedures established for the management of personal information. Consequently, it is in the interest of school boards to establish their own procedures or at the very least a policy that standardizes practices in the schools and the centres in this regard, and to respect the legislative provisions related to the protection of personal information.

CONCLUSION

This document highlights certain aspects to be considered in the organization of complementary educational services in adult education centres, while ensuring the quality of the services provided to adult students. It is hoped that they will help adult education centre staff to consolidate and strengthen complementary educational services to benefit all adult students.

Adult learners are at the heart of this organization, the aim of which is to support their perseverance and success. We all hope that these services can convince them to engage passionately in a learning plan that leads to success.

We also hope that staff can serve as role models for students, who will discover that they can succeed, that they are capable of carrying a project to fruition. If they have difficulties, they will not feel they are alone with their problems. They will be surrounded by well intentioned people all working together and taking pleasure in seeing them succeed. A flexible approach is desirable in an organization offering services that call for quick adjustments, according to the needs as they arise.

The important role of teachers is emphasized and the point is made that specialists and professionals are needed to provide adequate complementary educational services. Collaboration among the staff members is, however, indispensable to the effectiveness of the services offered.

Administrators play a key role in the area of communication, by facilitating exchanges between the people working with adult students, as well as in the area of ensuring mobilization and dynamism of the staff to support the perseverance and success of the adult students. Evaluation and follow-up of the results obtained guarantee the quality of complementary educational services.

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