Australia’s Professional Excellence Policy: Empowering School Libraries

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All sectors of Australian education are currently seeking to define and promote quality teaching and are developing policies on teacher quality and educational leadership. The national Framework for Professional Standards for Teaching sets out agreed foundational elements and dimensions of effective teaching and provides an architecture in which generic, specialist, and subject-area-specific professional standards can be developed. In 2005, the Australian School Library Association (ASLA) and the Australian Library and Information Association (ALIA) released the joint publication Standards of Professional Excellence for Teacher Librarians, a document that helps teacher librarians find their place in the professional teaching standards agenda. This article outlines the policy framework underpinning the ALIA-ASLA document and shows how the project seeks to empower school libraries by helping teacher librarians evaluate their professional practice.

I open this article with an abbreviated “voyage of discovery” through education in Australia, highlighting policy and programs in the area of quality education. I then show how school libraries have built themselves into this scenario and what effect we hope will be seen in future Australian visits as a result of this policy agenda of quality teaching and professional standards.

According to the Australian Bureau of Statistics (2004), 3.3 million full-time students are being educated in 9,615 schools by 233,065 full-time-equivalent teachers. These schools vary considerably in structure, curriculum, assessment, and teaching thanks to the decision of those drafting the Constitution of Australia (1901) to allocate responsibility for school education to the eight state and territory governments. Teachers and students moving across Australian state borders have a taste of how it would be to move to another country in terms of curriculum, levels of schooling, funding, and portability of qualifications and experience. The complexity of this scenario grows when the Catholic and Independent sectors of schooling (catering to just over 30% of students) are overlaid on the state and territory government school systems. Each of these 24-plus administrative units sets its own qualification, employment, and professional development requirements for teachers. Although teacher registration boards have been established in some states for many years, other systems have not required registration at all, and for the past 30 years, minimal, if any, inspection has been in place for classroom teachers (Kleinhenz & Ingvarson, 2004). Despite this often-decried fragmentation, diversity, and lack of teacher accountability, when measured as products of an Australian
education system in international studies such as PISA (OECD, 2003, reported in Thomson, Cresswell, & de Bortoli, 2004). Australian students consistently rate well. They rate fifth in mathematics after Hong Kong, China, Finland, Korea, and the Netherlands; fourth in science behind Finland, Japan, and Korea; and second only to Finland in reading. Australian students also reported more favorable student-teacher relationships than the OECD average. Results such as this seem to support the premise that quality education can be achieved without a coherent national system of curriculum, national teacher registration, or common ages of schooling across states.

In fact, it is no longer the case that states and territories single-handedly control education in Australia. In 1974, the Australian national government took over the funding of universities, and with financial control came the opportunity to influence policy direction. The current quality education agenda in Australia is generally considered to have started in the higher education sector with the document *Higher Education: Quality and Diversity in the 1990s* (Baldwin, 1991). This included the establishment by 2001 of an Australian Universities Quality Agency as “an independent national agency charged with promoting, auditing, and reporting on quality assurance in Australian higher education” (Australian Universities Quality Agency [AUQA], 2004). Although theoretically schools remain the responsibility of state and territory governments, the Australian national government has policies and programs for schools and provides significant funding to government and non-government school authorities to support “agreed priorities and strategies.” Through a council made up of all state, territory, Australian government, and New Zealand ministers of education, strategic policy at the national level is coordinated, and national agreements on shared objectives and interests are negotiated (MCEETYA, 2003a).

Along with a determined agenda of national benchmarking and reporting, quality teaching has become a strong priority for the Australian government’s involvement in schooling. However, some disquiet and debate has arisen in the school sector about exactly what is meant by quality. Many teachers share Vidovich and Porter’s (2004) observation that “quality has become a global policy discourse across private and public sectors, including education, and that many policies of quality in education amount to mechanisms of accountability” (p. 110). Searches of major Australian education thesauri reveal a conflicting range of terms in this area, including *teacher effectiveness, educational accountability, quality control, best practice, benchmarking, and Total Quality Management*. Sachs (1994) separates the range of quality terms into two major categories: *quality assurance* (external, quantitative accountability) and *quality improvement*, which has an internal, employee-driven locus of control, devolved and facilitative administrative structures, and uses peer review and more qualitative indicators of success. Sachs sums up quality assurance as being about control, whereas quality improvement is about empowering participants. The sus-
picion is that whereas the Australian teaching profession is looking to standards to address quality improvement and to empower the participants, government policy and initiatives are inclining toward quality assurance and measuring quantitative indicators of success.

The most tangible indicator of government ideology and intention is where policy effort and financial aid are being directed. The first step in the quality agenda for schools came in 1996 with the National Competency Framework for Beginning Teachers, an attempt to establish a national basic teacher qualification and to improve portability across states and territories. The profession and teachers’ unions raised concerns, particularly about this terminology and the danger of attempting to reduce the complex work of teaching to competences that cannot accommodate the inherent teaching system of thinking, creative, and intuitive elements. In 2000, the Australian Government Quality Teacher Project was launched to fund research and teacher professional development projects in national priority areas of literacy, numeracy, mathematics, science, information and communications technology, vocational education in schools, a national safe schools framework, and professional standards.

In July 2001, the Ministerial Council established a Teacher Quality and Educational Leadership Taskforce to “foster national collaboration to enhance the status and quality of the teaching profession.” In November 2003, this task force produced the National Framework for Professional Standards for Teaching (MCEETYA, 2003b). The discussion and rationale surrounding this framework makes many impressive claims about the benefits of professional standards. Lane (2001) believes that professional teaching standards for teachers will mean “greater recognition, improved understanding, quality entrants to the profession, greater emphasis on quality, greater emphasis on reflection and evaluation, and an integrated approach to professional development.” The framework document itself acknowledges that the quality of teaching and the knowledge, skills, values, and practices of Australia’s teachers are factors central to improving student outcomes. However, there is no doubt that the framework seeks to address the quality assurance perspective, given statements like “increasing public confidence in school education through explicit and defensible standards that guide improvement in students’ levels of educational achievement and through which the effectiveness, efficiency and equity of schooling can be measured and evaluated” (MCEETYA, p. 1).

Then in 2004, an Australian government-funded National Institute of Quality Teaching and School Leadership was established to act “by and for the teaching profession” and to raise the status, quality, and professionalism of teachers and school leaders throughout Australia. The difficulty of truly acting for the profession, given its mandated functions and dependence on government funding, was a challenge acknowledged by those involved in the Institute. Two of its four core functions of “professional standards and accreditation, professional learning and course accredita-
tion, research and communication and promotion of the profession” seemed to rest clearly in the quality assurance sphere. In April 2005, the then Minister for Education promised continued funding for quality teaching programs and a further four years of funding for the National Institute of Quality Teaching and School Leadership (renamed Teaching Australia in December 2005). In celebrating the almost $300 million committed to quality teaching by his government since 2000, Nelson (2005) stated, “raising the quality, professionalism and status of teachers is the Government’s top priority in schooling. Quality teaching is the most important factor that influences the educational outcomes of our children, accounting for up to 60% of the variation in learning outcomes.”

Running parallel to government action has been activity by teachers’ professional associations, beginning with the Australian College of Educators (2002), who organized national meetings to raise awareness of professional standards and to document the priorities of the teaching profession. Sponsored by the Australian Government Quality Teacher Project, several professional education associations were already researching and developing discipline-specific teaching standards. The Australian Association of Mathematics Teachers (2002) documented 10 standards describing “excellent teachers of mathematics” in the three domains of professional knowledge, professional attributes, and professional practice. The Australian Science Teachers Association’s (2002) Professional Standards for Highly Accomplished Teachers of Science were being tested. The Australian Association for the Teaching of English (2001) produced an in-depth document and Web site known as STELLA: Standards for Teachers of English and Literacy in Australia, which attempts to describe “what good English/Literacy teachers believe, know and are able to do.” It is worth noting that each of these projects was clearly intended as quality improvement activities inspiring teachers who wished to become highly accomplished or excellent.

A Standards for Teacher Librarians project was first proposed by the ALIA-ASLA joint task force in April 2002 following attendance by a task force representative at the Australian College of Educators’ 2002 National Meeting of Professional Educators. This joint task force, with a policy advisory group, was formed as part of a 2001 partnership agreement between the Australian Library and Information Association (ALIA) and the Australian School Library Association (ASLA and ALIA, 2001b, Sharing the Future). It was to address common priorities including “articulating and promoting the role of library and information services and staff within the school community; investigating employment and career path opportunities for qualified teacher librarians; reviewing publishing programs within the two organisations and opportunities for further collaboration; and identifying professional development priorities for currency of knowledge and implementing best practice.” The professional teaching standards movement represented an ideal avenue to pursue all these priorities.
The original aim of the standards project was to “develop, disseminate and promote a statement of standards for teacher librarians in Australia which describes the knowledge, skills and abilities of professional practising teacher librarians in Australia. This statement should represent the goals to which Australian teacher librarians aspire, should inform ongoing professional practice, and provide a basis for pre-service and continuing education of teacher librarians” (Mitchell, 2003). The challenge of the project was to achieve national consensus on standards of excellence for teacher librarians in Australian schools in order to improve professional practice and enhance student learning outcomes. The project team recognized that teacher librarians would also be party to generic teaching standards produced at the state, sector, or national level. However, like the science, mathematics, and English professional associations, the team sought to define the knowledge, skills, and engagement that teacher librarians require in addition to generic teaching knowledge and skills.

This period when professional associations were interested in developing standards coincided with debates in the literature about the extent to which teacher librarianship is a profession (Bundy, 2001; Harvey 2001; Mitchell, 2002a; Morizio & Henri, 2003; Shannon, 2002). As a profession, teacher librarianship is young. In her excellent historical perspective on Australian school librarianship in the Australian Library Journal Maureen Nimon (2004) dates the profession from 1966 with the publication of the Library Association of Australia Children’s Libraries Section Committee on School Libraries document Standards and Objectives for School Libraries: A Guide to Minimum Standards and Suitable Objectives. Considering the Professions Australia (1997) definition of a profession, “a disciplined group of individuals who adhere to ethical standards and uphold themselves to, and are accepted by the public as possessing special knowledge and skills in a widely recognized body of learning derived from research, education and training at a high level, and who are prepared to exercise this knowledge and these skills in the interest of others,” members of the task force worked from the premise that teacher librarians were something more than simply teacher plus librarian. A definite distinctive set of skills and knowledge derived from research and represented teacher librarianship, and it was this project’s task to define it.

The ALIA/ASLA standards project began with a literature review: a review of teaching and librarianship standards initiatives internationally and of existing standards documents, with particular reference to the work of other education-related professional associations. In addition to the frameworks appearing in the teaching profession, ALIA and ASLA had a number of existing documents that supported the concept of teacher librarianship as a profession. The key policy publication Learning for the Future: Developing Information Services in Schools (2001a) includes a teacher librarian role statement and significant indicators of providing effective library and information services in schools. The ALIA (2003) Library and Information
Sector: Core Knowledge, Skills and Attributes sets out core knowledge, skills, and attributes for those who work in the library and information sector. ALIA also provides a core-values statement (2002) and a statement on professional conduct (2001).

The benefits of employing an external consultant was a key question in the early stages of the project as there was some concern about whether ALIA and ASLA publishing their own standards document raised issues of credibility and lessened the effect of this document. It was pointed out that the existing Australian teacher standards documents had all been published by the relevant professional associations, even if the process had involved funding through the Quality Teacher Project and the research undertaken by the Australian Council for Education Research or a university. Without access to this funding, and following discussion with a consultant used by other associations, it was decided to continue managing the project in the task force. In considering the extent and format of the standards, the task force agreed that although structural consistency with other professional standards documents was a priority, a succinct statement format of the standards document was preferred over a more narrative document, especially as Learning for the Future (2001a) provided this form of exposition. Thus the document was designed to be readily published in four pages.

The task force members worked through the initial material via teleconference and e-mail discussions, gradually refining the structure, content, and wording by consensus. Following the third draft, a consultation phase began in July 2003, with ALIA Schools Section Committee, ASLA Council, and an expert panel of educators reviewing the draft. These groups provided a generally positive response, as well as suggestions for improvement. State- and territory-based consultations took the form of workshops with key stakeholders including principals; academics from faculties of education and library schools, unions, other professional associations; and system and sector policymakers. Face-to-face workshops were feasible and proved significantly more effective than simply sending out copies of the draft for consultation and comment. Following final workshop sessions at the 2003 ASLA national conference, a final version was forwarded to ASLA Council and the ALIA Board for endorsement. Design and publication of the standards document was completed late in 2004, and it was launched nationally at the 2005 ASLA Conference in Canberra on April 13, 2005 by the Chief Executive Officer of the National Institute of Quality Teaching and School Leadership.

External support throughout the project was strongly in favor of adopting a quality improvement philosophy, and thus no attempt was made to define entry-level standards (despite the original project description) or to produce a tool for performance appraisal or external review. These standards describe experienced practitioners who already hold the dual qualifications that define a teacher librarian in Australia and are intended
to be aspirational statements that refer unashamedly to excellent or highly accomplished teacher librarians. The standards were developed by the profession for the profession to guide professional learning and thus improve student learning. In the broad framework of professional knowledge (what teacher librarians know), professional practice (what they do), and professional commitment (their attitudes, commitment to service, and engagement with the profession) are 12 standards that attempt to encapsulate the complex work of the teacher librarian. No hierarchical arrangement of statements is intended: rather, it is recognized that experienced practitioners draw from a professional palette that combines knowledge, skills, and attributes appropriate to their context. Each of the 12 standards provides three or four pointers that elucidate that standard.

**Professional Knowledge**
Excellent teacher-librarians
1.1 understand the principles of lifelong learning
1.2 know about learning and teaching across curriculum areas and developmental levels
1.3 have a rich understanding of the school community and curriculum
1.4 have a specialist knowledge of information, resources, technology and library management

**Professional Practice**
Excellent teacher-librarians
2.1 engage and challenge learners within a supportive, information-rich learning environment
2.2 collaboratively plan and resource curriculum programs which incorporate transferable information literacy and literature outcomes
2.3 provide exemplary library and information services consistent with national standards
2.4 evaluate student learning and library programs and services to inform professional practice

**Professional Commitment**
Excellent teacher-librarians
3.1 model and promote lifelong learning
3.2 commit to the principles of education and librarianship
3.3 demonstrate leadership within school and professional communities
3.4 actively participate in education and library professional networks

**Standards of Professional Excellence for Teacher Librarians (2005)**
Despite the broad range of groups represented in the consultation process, surprisingly few challenges arose in negotiating a national set of priorities and the subsequent standards. This may be due to the lack of employer-
based advisory services for school libraries, which means that Australian
teacher librarians are used to looking to their professional associations
for leadership. It is interesting to note that the single issue to cause signifi-
cant debate was the inclusion in statement 2.4 of the phrase ‘evaluate
student learning.’ A number of teacher librarians, particularly in secondary
schools (students aged 11-17) did not see this as part of their role, whereas
the prevailing opinion was that evaluation of student learning was
such an essential function of being a teacher that to omit it from a descrip-
tion of excellence would seriously compromise the professional credibility
of the teacher librarian.

Throughout 2006, both associations will continue to promote under-
standing and use of the standards by teacher librarians, employers, tertiary
institutions, and member associations through articles, conference papers,
and workshops. Ongoing professional development for practitioners is an
acknowledged component of a profession. Just as we hope that our physi-
cian, dentist, and accountant have continued their professional education
since they graduated, the community should be able to assume that its
teacher librarians have undertaken ongoing professional learning, keeping
up with the latest knowledge and practice. If teacher librarianship is a spe-
cific discipline with unique skills, knowledge, and attitudes, then as a
profession, we are responsible for ensuring that our practitioners maintain
their knowledge. ALIA has in place a professional development scheme
through which professionals register their professional development plan
and the activities undertaken to maintain their knowledge and skills. This
provides not only a framework, but also recognition of the practitioner.

It is hoped that teacher librarians will use the standards to guide collec-
tion of evidence of professional excellence. We look forward to teacher
librarians telling their stories, contributing to the ASLA best-practice pro-
ject or the teacher librarian’s community hosted by EdNA (2006) groups,
and writing for journals and conferences. Work is also planned on the use
of professional portfolios, e-portfolios, or personal learning journals where-
by teacher librarians record samples of student work, teaching related
documentation, videotapes, and personal reflection and commentary to
support professional growth. Although nothing like the United States
National Board for Professional Teaching Standards currently exists in
Australia, it is possible that Teaching Australia, the National Institute for
Teaching and School Leadership, may pursue a similar program of recogni-
tion for highly accomplished practitioners. Ingvarson, Meiers, and Beavis
(2005) have initiated research into the challenging area of the links between
teachers’ professional development and students’ learning outcomes,
highlighting factors such as relevance, active learning, and the importance
of belonging to a professional community. Professional associations will
benefit from ongoing research in this area and should encourage evidence-
based practice as part of their expectations for advanced practitioner status.
Alongside this attention to quality and professional standards has arisen a new enthusiasm for awards and recognition schemes for Australian teachers and teacher librarians. For several years, the Australian government has funded quality teacher awards and science week awards, and commercial scholarship funds sponsor general teacher awards nominated by parents. In 2003, ASLA was pleased to accept the suggestion and sponsorship of Pledger Consulting to institute a Teacher Librarian of the Year Award. This award recognizes and honors an exceptional Australian teacher librarian in a school setting whose professional practice has a positive effect on student achievement and information literacy. ASLA regards such awards as a means of celebrating excellence and as an effective advocacy strategy. However, the philosophical foundation and intent of the Standards of Professional Excellence for Teacher Librarians is for each teacher librarian to develop a personal professional learning plan. This would address the fundamental question of whether the individual is learning and growing as a professional and whether he or she is closer to excellence today than last week or last year, rather than how he or she compares with others.

The joint ALIA/ASLA Standards for Teacher Librarians project has been responsible for developing national professional standards in conjunction with teacher librarians, administrators, policymakers, and academics from both the education and librarianship sectors. Having developed these standards and had them accepted as policy by ASLA and ALIA, the success of the project will now be measured by the extent to which teacher librarians, tertiary education providers, education sector, unions, employers of teacher librarians, and the community share and recognize this definition of quality. Future action by the two professional associations will include monitoring the progress of the standards; evaluating the standards and their use over the medium term; and in the light of the current Australian funding of quality teacher projects, applying for funds to implement research issues and the difference made by quality teacher librarians to student learning as they continue as key contributors to quality education in Australia.

References
http://www.aamt.edu.au/standards/


Author Note

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