

**CONSIDERING SCHOOL-LEVEL POLICY DECISIONS: A STUDY OF THE
VALUES UNDERPINNING THE PURSUIT OF THE INTERNATIONAL
BACCALAUREATE PROGRAMS**

A DISSERTATION PRESENTED TO THE GRADUATE DIVISION OF THE
UNIVERSITY OF HAWAII AT MĀNOA IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF

DOCTOR OF PHILOSOPHY

IN

EDUCATION

DECEMBER 2012

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Keywords: International Baccalaureate, values, quality, efficiency, choice, policy

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ACKNOWLEDGMENTS

This dissertation is an individual work, but I could never have reached the heights or explored the depths of this process without the help, support, and guidance of many people. First, I convey my appreciation to my advisor and dissertation chair, Dr. David Ericson, who instilled in me the qualities of a good researcher in the educational policy. His enthusiasm and zeal for policy analysis and discourse in education have been driving forces through my graduate career.

I thank committee members Dr. Anne Freese, Dr. Stacey Roberts, Dr. Clifton Tanabe, and Dr. Meda Chesney-Lind for their guidance and support in this endeavor. Many thanks are extended to the Hawai'i Department of Education and participant schools for allowing me to conduct the research. Their openness and willingness to support the study allowed me to collect helpful data.

I thank my dear friends for the caring and support that helped me along the way. At different moments in time, each touched my heart and mind, challenging me to consider things inside and around me just a little differently than before. They opened me to greater possibilities and learning than I could have hoped to achieve on my own.

Very special thanks go to the late Pastor Doug Olson, whose passion as a scholar and theologian inspired me as a youth, not only to endeavor to answer questions but to have faith to create and seek answers to my own questions. My undying gratitude goes to my late great aunt Mary DeMello and my great aunt Alice DeMello for investing in my educational future. Thanks go also to Stephanie Darrow, my 10th-grade English teacher at Saint Francis High School in Honolulu, who took extra time with me and helped me to believe that I could overcome dyslexia and go as far as I wanted to in school. Her efforts made the difference. It is my hope to influence others similarly in their life-long learning.

Special thanks go to two people to whom I owe everything I am today: my parents, Craig and Adriane Clissold. Their unwavering faith and confidence in my abilities and in me shaped me.

Finally, extra special thanks to my afflatus, Tracy Cable, who supported me through so much of the work in writing this dissertation, I could not have done it without her.

ABSTRACT

This study examined the underresearched topic of school-level policymaking by identifying the values underpinning the decision to pursue implementation of the International Baccalaureate (IB) programs. To ascertain the values underpinning this policy decision at the school level, the IB Interested Phases at five schools in Hawai‘i were isolated and studied using a qualitative case study methodology. Theory for identifying values in educational policy making at the state level, developed by Marshall, Mitchell, and Wirt, were applied in a school-level context to ascertain which values underpinned each school’s decision to pursue the IB programs. Data from interviews with school-level personnel and two independent document sources were triangulated. Interpretive analysis of data using the Marshall and colleagues definitions of the four policy values of *quality*, *efficiency*, *equity*, and *choice* were used to identify and analyze the values underpinning the decision to pursue the IB programs. Findings identified two values as underpinning the decision-making at the school level to pursue the IB programs: quality and efficiency. The value of quality was anticipated, given the type of programs that the IB markets and the current educational policy climate pushing schools toward reforms related to standards and accountability. Unanticipated findings included (a) identification of multiple layers of internal and external policies at the school level, or *policy layering*; (b) identification of the value of efficiency, in its accountability form at the school level; and (c) identification of the value of efficiency in its economic form emanating from Hawai‘i’s state political system and from the state’s unitary system of public education. These thought-provoking findings discerned both internal school-level and external policy factors influencing and interplaying with decision making by school principals to pursue the IB programs, not only to improve the overall quality of the school but to potentially reduce school level *policy layering* and promote greater school-level

autonomy in myriad current and upcoming policy reforms emanating from both state/
district and national policies in U.S. public education.

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CHAPTER 1

INTRODUCTION

This chapter presents a discussion of the purpose and background for the development and foundation of this study's topics: the International Baccalaureate (IB) organization, the three IB programs, the IB Authorization Process, IB's continuum of international education, the growing trend of the IB Program in the United States, and the isolation of school-level policymaking to study the values underpinning the decision to pursue IB programs. The chapter ends with the central research question and subsidiary questions addressed in the study.

Throughout this paper references are made to each of the three IB programs and to the IB as an organization. To distinguish those references, the following terminology is applied. In referring singly to one IB program, jointly to two IB programs, or to all three programs, the term *the IB programs* is used. The three specific IB programs are referred to as *the Primary Years Program (PYP)*, *the Middle Years Program (MYP)*, and the *Diploma Program (DP)*. The term *International Baccalaureate (IB)* refers to the organizational entity. Terms are defined in the Glossary.

Research Focused on Values in Policymaking in a School-Level Context

There is a need to focus research on educational policy and its dynamics in a school-level context. Research studies that have focused on the school level have offered only negligible glimpses into the selection process and reasons a school pursues a particular policy; research at the school level typically focuses on considering the cost/benefit or success/failure of a particular policy. The question of *why* a particular policy was undertaken by a school has not been adequately addressed, perhaps because the reasons have been perceived to be self-evident. Schools typically pursue policies and reforms to improve. This is an assumption that necessitates exploration in educational

policy because current research educational policy tells so little about policy decision making at the school level. This study isolated the same policy decision made by five public schools in Hawai'i's unitary public school system to consider implementing the IB programs. The exploration of the values underpinning the same school-level policy consideration presents a unique opportunity to study educational policy in a setting not hitherto addressed specifically in educational policy research.

Policy researchers to date have largely ignored studying the policy behaviors of individual schools. Studying the policy behaviors of individual schools has been largely ignored for several reasons, not the least of which is that the source of and communication of educational policy traditionally flows to and influences individual schools in an almost exclusively top-down fashion. For this reason, a lack of attention and focus on the policymaking behavior of individual schools is understandable, as it is not the most appropriate area of policy study for forming theory regarding educational policymaking values. However, since studies of policy making at the national and state/district levels in education have yielded rich theory, the next logical step is to apply such theory to considering school-level policy.

Background of the IB and IB Programs

Since this paper focuses on school-level decisions to pursue implementation of the IB programs, a consideration of IB's development and general framework of all three IB programs introduces and contextualizes this study. The early development of the IB as an organization has distinctly political undertones to its development as an international educational organization.

The seeds of the IB programs reach back almost six decades to the global politics of the last half of the 20th century. In 1948, the General Assembly of the United Nations recognized the Universal Declaration of Human Rights, which stated that every person

has a right to free and compulsory elementary education. A little over a decade later, in 1960, the General Conference of United Nations Educational, Scientific and Cultural Organization (UNESCO) passed the Convention Against Discrimination of Education. UNESCO funded the IB until 1976, when the IB became self-supporting from member school applications and registration fees, and government subsidies (IBO, 2009d).

The turn of the 21st century saw a large increase in the number of IB World Schools (Bunnell, 2008; Cech, 2007). In 2003 the IB established the IB Fund, separate from the IB's operational funds, and incorporated in the United States for enhancing and sustaining funding for the IB. In 2004 the IB approved a strategic plan to expedite funds for the purpose of ensuring "programs and services are of the highest quality" and "providing access to people who are socio-economically disadvantaged" (IBO, 2004, p. 2). Much of the contemporary criticism regarding the globalizing of education (Paris, 2003; "Fairfax 'Backlash' Ousted IB Program, 2004), rather than advocacy of international education by the IB, can be linked to the seeds and early roots in global politics of the IB with UNESCO.

The IB programs are, in theory and practice, developed through the IB by sharing of ideas among the IB World Schools worldwide, practicing teachers, various curriculum writers from around the world, and program committees that meet regularly to review and develop the IB's curriculum and assessments (IBO, 2002). Each group representing a diversity of cultures worldwide is asked to make contributions and participate in collective decisions about curriculum, assessment, and pedagogical approaches adopted by the IB. To observe and consider the IB programs necessitates acknowledgement that the IB does not currently seek to replace or override national systems for education and works directly with individual schools, private and public, who choose to pursue and

implement one or more of the IB's programs. The role of the IB has become to foster a quality option for consideration not by nations but by individual schools.

The paradigm of education globally has been and will remain a national priority worldwide. Contemporary politics dictate and national sovereignty prevails on the priority, focus, and veritable control that nations place on education. It is likely that this was the reason the IB was not taken under the wing of UNESCO in the mid-1970s. Had UNESCO underwritten any one educational system—even one that purports to be an international one, such as the IB—such a step would have proven politically unfeasible, then and even now. Discrepancies in resources between developed and underdeveloped nations, coupled with nationalism and cultural differences, would have doomed such an endeavor. The “definition” of education that UNESCO developed and currently advocates leaves room for national curriculum and pedagogy and is presented as an encouragement of what education ought to be in balancing quality and equity. The IB acts similarly, imposing only requirements of international, not globalized, education on schools that have willingly sought to utilize the IB curriculum and pedagogy as an IB Authorized World School.

While UNESCO does not drive and underwrite the IB, a closer look at UNESCO's view of education shows clear links to the IB's current philosophy. The report by UNESCO to the International Commission of Education for the Twenty-First Century (Delors, 1998) identified four pillars of education: learning to know, learning to do, learning to live together, and learning to be. The pillar that reinforces development of international education in the context of the IB programs more than any of the other pillars is learning to live together (Delors, 1998). This particular pillar of learning, which requires fostering a high degree of intercultural understanding and empathy, transfuses all aspects of the IB programs and can be seen in the documents that communicate the

curriculum and pedagogy of all three IB Programs. The statement in the IB mission that refers to knowledge, skills, and attitudes (“caring,” “compassionate,” “respect”) that undergird a holistic education are in line with UNESCO’s discussions and views of education. “Intercultural understanding” (IBO, 2009c, p. 6), according to the ,IB requires students to analyze their knowledge about cultural identities to arrive at respect for, but not necessarily agreement with, others. The IB’s mission statement is as follows.

The International Baccalaureate Organization aims to develop inquiring, knowledgeable and caring young people who help to create a better and more peaceful world through intercultural understanding and respect. To this end the IBO works with schools, governments and international organizations to develop challenging programs of international education and rigorous assessment. These programs encourage students across the world to become active, compassionate and lifelong learners who understand that other people, with their differences, can also be right. (IBO, 2009c, p. 3)

The IB as an organization has grown steadily from its more political roots to firmly establish roots in a niche that is unique to the IB as an organization for international education. The IB maintains headquarters in Geneva, Switzerland; the Curriculum and Assessment Center is currently located in Cardiff, Wales, although there are plans to add regional centers in Maryland (United States) and Singapore by 2020 (IB, 2004). Due to its growth worldwide, the IB now has three regional centers: IB Africa, Europe and Middle East (IBAEM), administered from Geneva, Switzerland; IB Americas (IBA), administered from New York City and Buenos Aires, Argentina; and IB Asia-Pacific (IBAP), administered from Singapore. Beyond the IB itself, subsections made up of IB World Schools worldwide belong to subregional associations formed by and for IB school practitioners of their own accord to assist IB schools, teachers, and students in their communities to implement IB programs and to provide a forum for dialogue (IBO, 2010b). An example of one of these subregional groups is the California Association of IB World Schools (CAWS), consisting of schools in California and Nevada, and the newly formed Hawai‘i Association of IB World Schools (HAIWS). The HAIWS began

forming the governing structure among the current IB schools in Hawai‘i and was granted IB recognition as a subregional group after the data collection performed for this study.

The development of the IB’s three programs began with the IB’s flagship program, the DP. The origins of the DP during the 1960s can be linked to reactions against traditional rote learning and didactic teaching that was dominant in education (Fox, 1998). The first official IB diplomas were awarded in 1970 (Bunnell, 2008). The DP, as well as the MYP (first offered in 1994) and the PYP (first offered in 1997), were intended to promote a pedagogy of interactive class participation and critical thinking on the part of students that would recognize a range of perspectives on any issue, particularly global issues (IBO, 2010b). In 2006 there were 1,765 IB world schools in 121 countries, of which 1,373 were DP schools (Bunnell, 2008). In the same year there were 491 MYP schools in 64 countries and 259 PYP schools in 61 countries (IBO, 2009c).

The DP, the IB’s first program, was designed to thread intercultural understanding and respect for human dignity through subject content. This aim is more clearly met in some subjects than in others in the DP. The preparation of students for life-long learning was also a key focus, and at the same time, the DP was challenged to satisfy traditional and stringent university entry requirements worldwide so that it would become a “passport” to higher education for students and facilitate their international mobility. For this reason, the DP’s requirements often exceed minimum standards and requirements of most public secondary schools in the United States.

All students who enter the full diploma program must choose a subject from each of six major discipline areas: a first language, a second language, mathematics (including information sciences), experimental sciences, individuals and societies/humanities, and

the arts (or another choice from one of the other groups). Three subjects must be taken at the higher level and three at the standard level. All students must complete an extended essay (4,000 words) and courses on the theory of knowledge (TOK) and creativity, action, service (CAS). These components emphasize a development and actualization of research skills, critical thinking skills, and development of the whole student. The text of the IB program curriculum guides discusses the aims, objectives, content, and teaching approaches that develop critical thinking skills, an understanding of cultural identities, an appreciation of the interdependence of global issues, and an awareness of the human condition. For example, in studying experimental sciences, students study the moral and ethical implications of scientific advances and are provided “opportunities for scientific study and creativity within global contexts “ (IBO, 2009a, p. 9). Subject guides in the other five subject areas and in the TOK and CAS requirements follow a similar pattern of extending learning into areas that include a global context.

The MYP, for students in Grades 6 to 10, covers the 5 years of secondary education prior to the DP. The MYP contains eight major subject groups to be studied in the 5 years: a first language, a second language, humanities, technology, mathematics, sciences, the arts, and physical education. Five transdisciplinary themes, or “areas of interaction,” are at the central core of the MYP and embedded into the traditional subject areas: approaches to learning, community and service, health and social education, environment, and *homo faber* (human ingenuity). The MYP is designed to be holistic and to develop the whole student cognitively and affectively.

The PYP, for students in Grades K through 5, is designed around six themes: who we are, where we are in time and place, how we express ourselves, how the world works, how we organize ourselves, and sharing the planet. These six themes provide the framework for teaching traditional subject areas through transdisciplinary units of study.

The emphasis is on inquiry and the approach is holistic. Identified concepts, skills, action, attitudes, and knowledge provide the structure for purposeful exploration of subject material.

The IB Continuum of International Education

Research studies on the IB Programs have failed to discuss all three IB Programs simultaneously. Since this study addresses all three programs across what the IB refers to as the IB continuum of international education, it includes discussion of the continuum and clarification of the relationships that are fostered among the three IB programs. The continuum of international education created by the IB and currently still developing includes three programs: the PYP (for students Grades K–5), the MYP (for Grades 6–10), and the DP (for Grades 11 and 12). These three programs, while separate and independent, share systemic, curricular, and pedagogical features that adjoin each to the IB’s conceptualization for a continuum of international education. The individual frameworks of the IB Programs are identified below in a discussion of the continuum of international education and expand on the previous section’s consideration of the individual IB Programs, discussing where the three programs interchange and diverge.

The IB defines a globally minded philosophy of education and the IB program’s requirements that all IB World Schools must follow. However, during and following the authorization process, individual IB World Schools are free to determine how to implement the IB’s standards and requirements tailored to their school and to the needs of their students. The IB programs can operate concurrently with the requirements mandated by local, national, and state curricula (IBO, 2002). This degree of flexibility afforded to schools in implementation of the IB programs has allowed IB World Schools to increase in number in North America, utilizing one of three broad formats of implementation at

the school level: schoolwide, a school-within-a-school, or progression from partial program to a schoolwide program (Bunnell, 2008).

The philosophical underpinning of the IB programs is found in the IB Mission Statement and permeates the systemic and curricular guides generated by the IB. The IB mandates that, to gain authorization, an IB World School must align the school's philosophy with that of IB's Mission Statement. The central focus of all of the IB programs is to foster international mindedness¹ through a continuum of international education (IBO, 2002). To assist educational institutions in this task, the IB has developed the IB Learner Profile (Appendix C), which details 10 characteristics of internationally minded people (IBO, 2006). The IB Learner Profile provides a foundational basis and guidance by which schools, during their IB Interested Phases and feasibility studies, make some of their earliest decisions and adjustments for considering the IB programs.

The criteria of the IB's continuum of education are not concrete and are still being developed. Given that the PYP and MYP are relatively new programs, the IB presents the continuum to the IB World Schools as a work in progress in many ways. The continuum of international education is presented to offer insight into the nature of international education as the IB defines it and to hasten the development of a working model for a continuum of international education for children ages 3 to 18 (IBO, 2002). The current provisional criterion for developing a continuum for international education presented by the IB encourages schools to work toward the following guidelines.

Developing citizens of the world; building and reinforcing students' sense of identity and cultural awareness; fostering students' recognition and development of universal human values; stimulating curiosity and inquiry in order to foster a

¹The IBO describes international mindedness in its literature to schools considering and currently acting as IB World Schools as an attitude of openness to, and curiosity about, the world and different cultures (IBO, 2005a).

spirit of discovery and enjoyment of learning; equipping students with the skills to learn and to acquire knowledge, individually or collaboratively, and to apply these skills and knowledge accordingly across a broad range of areas; providing international content while responding to local requirements and interests; encouraging diversity and flexibility in pedagogical approaches; and providing appropriate forms of assessment and international benchmarking. (IBO, 2002, p. 7)

In its development of a continuum for international education, the IB states that it “is unapologetically idealistic in believing that education can foster an understanding among young people around the world, enabling future generations to live more peacefully and productively than before” (IBO, 2002, p. 7). This provisional criterion for a continuum of international education is meant to be flexible in responding to local requirements and interests, and the IB does not advocate a single approach to pedagogy. The strength and weakness of the continuum thus far is in its idealism and flexibility; however, not explicitly detailing how the continuum is “supposed” to operate allows schools to look at the provisional criteria and work in their own ways to emphasize the dynamic combination of critical thinking, skills, knowledge, and international awareness that the IB espouses in its principles of holistic and international education. The four systemic components linking the three programs are ongoing school evaluation, professional development of teachers and staff, internationally developed and reviewed curriculum, and student assessment (IBO, 2005b, 2009d). The consideration of these features plays a prominent role in the IB Interested and IB Authorization Phases, as well as in the ongoing delivery and development of each of the IB Programs.

The curricular and pedagogical features shared by the three IB Programs are as follows.

- Requires study across a broad and balanced range of knowledge domains including languages, humanities, science and technology, mathematics and the arts, drawing on content from educational cultures across the world
- Gives special emphasis to language acquisition and development
- Provides opportunities for engaging in trans-disciplinary learning

- Focuses on developing the skills of learning, culminating in a study of the Theory of Knowledge in the Diploma Program
- Includes, to a varying extent, the study of individual subjects and of trans-disciplinary areas
- Provides students with opportunities for individual and collaborative planning, and research
- Includes a community service component requiring action and reflection. (IBO, 2002, p. 6)

All three IB programs aim to develop inquiring, knowledgeable, and caring young people who will help to create a better and more peaceful world through intercultural understanding and respect that they develop as part of their K-12 schooling, all features designed to create an environment of “quality” education. The IB purports to work with schools, governments, and international organizations to develop challenging programs of international education, as well as rigorous and consistently reviewed internal and external methods of assessment of students (IBO, 2002). The IB claims to work with IB schools and to encourage students around the world to become active, compassionate, and lifelong learners who understand that other people, with their differences, can also be right. At the same time, the IB programs endeavor through rigor and relevance to make students college/university ready before exiting secondary school (IBO, 2002).

The divergence in the IB’s curriculum and requirements for each of the three IB programs can be observed in each program’s distinct frameworks. The framework for each of the three programs is comprehensive in scope and detailed in multiple documents generated and frequently updated by the IB for understanding and implementing the programs (IBO, 2002, 2005b, 2006). For this reason, the general IB frameworks are most easily overviewed by using three diagrams developed by the IB. These diagrams communicate visually the requirements and organization of each of the three IB programs. A hexagon represents the PYP and DP and an octagon represents the MYP (Appendix A). At the core of all IB programs are additional features and requirements

that define and differentiate the programs beyond the core academic subjects² and requirements that are prevalent in most North American public schools. Corresponding to each area of the three IB programs are multiple and extensive guides for each component of the individual IB frameworks, as well as guides that discuss the IB's development of a continuum of international education, that are provided on the IB's Online Curriculum Centre (OCC). The individual IB frameworks not only convey information about the additional requirements germane to each program; they also communicate the IB's philosophy and rigor regarding what a balanced and holistic program of international education includes (IBO, 2002).

The IB Authorization Process

IB authorization is a four-step process that diverges only slightly among the three IB programs. In this study the IB Interested Phase, also referred to as the Consideration Phase, was isolated in a school-level context to identify the values underpinning the decision at five schools to pursue and implement the IB programs. To isolate the IB Interested Phase, the four-step IB authorization process is discussed in this section.

The experience of pursuing IB authorization and becoming an IB World School differs from school to school. These differences are evident in the open-endedness that the IB communicates to schools in guiding them in the application and implementation of the programs and can be observed in the data in studies on IB program implementations (Berkey, 1994; Culross & Tarver, 2007; McGhee, 2003). Multiple factors contribute to these differences, such as the school's size and composition; its traditions; the backgrounds, training, and experience of faculty and staff; the school's budget, its location; the precepts that guide the school; and even the presence of mandated or

²Group 1 Language A1 (typically English), Group 2 Second Language, Group 3 Individuals and Societies (social studies), Group 4 Experimental Sciences, Group 5 Mathematics and Computer Science, Group 6 The Arts (Drama, Music, Visual Arts).

induced curriculum that must be reconciled with the IB's requirements or omitted. These are just a few of the factors that potentially result in differing experiences for schools in undergoing the same process of being authorized by the IB.

The first step in becoming an IB World School, and the focus of this study, is the Interested Phase (Appendix D) of the IB Authorization Process. The Interested Phase serves the purpose of gathering specific information for the IB about the school's ability to offer and sustain an IB program or programs. It is a "getting to know you" period between the interested school and the IB, as well as other IB World Schools. To become an IB World School, a school need only implement and offer one of the three IB programs to a portion of its students. IB programs need not be offered schoolwide to gain IB authorization; however, an application and separate candidacy must be completed for each of the IB programs (IBO, 2005b). There are five stages in the intensive and expensive IB Authorization Process:

1. Interested phase (or consideration phase): School investigates the program, the feasibility of implementation and applies to be a "candidate school" by submitting the Part A. application. (Duration: At least 6 months)
2. Candidate phase: School implements the program (PYP and MYP only) guided by IB North American Regional Office. IB Diploma Candidate Schools cannot offer IB courses until the school has been authorized. (Duration: At least one academic year)
3. Application phase: School continues to implement and submits a formal application. Site visit takes place. (Duration: Six to eighteen months)
4. Authorization: If the school is authorized then program delivery continues (Primary Years Program and Middle Years Program) or begins (Diploma Program).
5. Review: After three to four years the school does self-study and is visited, every five years thereafter. (IBO, 2009d, p. 18)

In gathering information during the Interested Phase, the school investigates the specific IB program that it is planning to implement and reviews its ability to meet the criteria set forth by IB. In this phase, personnel from the school typically attend Level 1

IB training, focusing on the particular IB program in which the school is interested.

While there are four distinct stages in the IB Authorization Process, these stages are not static, and Steps 1 to 4 can overlap, depending on multiple variables such as the characteristics and needs of the school. While temporally the amount of time a school may spend in one stage or another varies, IB recommends that schools in the IB Interested Phase perform a feasibility or self-study to measure the school's ability to implement the IB pedagogy and economically commit to sustaining an IB program.

The IB Interested Phase begins by the school completing an IB Interested Schools form. The form requires descriptive information about the school, the IB program that the school intends to pursue, and the percentage of students whom the program is intended to serve. The head of the school or a designee completes this form. After submission and acceptance of the IB Interested School form, the school begins the IB Interested Phase and feasibility study. This stage can be as short as 6 months or as long as a year or more. The IB does not prescribe a formal method for the school to follow in conducting its feasibility study (IBO, 2009d), and schools can reap economic benefit from delaying their official application and paying IB fees as a Candidate School until they are ready for their IB visit. While there is no formal prescribed method for the Interested Phase, schools often utilize an IB consultant to aid in preparation of the IB application, or in other instances, if available, the assistance of other IB schools that have gone through the authorization process.

In the IB Interested Phase and early application process, specific school data are considered and IB training of faculty and staff continues as the school completes its Application Parts A and B. The application process is extensive and requires schools to specify in detail the sustained method and means by which the IB Program will be delivered at the school. Upon completing the entire application process, the school moves

on to become an IB Candidate School. The process for an IB Candidate School differs according to the program (PYP, MYP, or DP). Once a school becomes a Candidate School, the next step requires a visit from an IB team to review the validity of the school's application and to ascertain first hand the school's ability to implement and sustain an IB program or programs. Schools seeking authorization for PYP and MYP can implement the IB program before being visited but the DP cannot be implemented until the school has been visited and authorized by the IB as an IB World School.

Once an Applicant School becomes a Candidate School and begins the authorization process, that school is granted access to numerous support services provided by the IB that provide an important link to the IB and other IB World schools. These resources and services include regularly reviewed curriculum, teacher and staff access to the IB's OCC, access to an intranet system for administrators and the program coordinator to aid in program implementation, IB program evaluation within IB schools, marketing and communication assistance, networking and representation, assistance with university and government recognition, and support and advice from IB regional offices and headquarters (IBO, 2005b, 2010a). In addition, each of the three IB programs has assessment services, as well as services performed by request, such as monitoring of assessment and legalization services in those countries where the program must be "legalized" by the government (IBO, 2007). In addition to the systemic rigor and yearly fees (Appendix D) associated with authorization and implementation of IB, each IB World School must undergo a program evaluation, paid for by the school, every 5 years.³

³The yearly fee for the DP in 2009/2010 academic years was \$9,600 (US), plus fees for candidate examinations that are dependent on enrollment and the number of exams written (IBO, 2010a). Appendix D contains a full scale of fees.

The IB Program in the United States

As a world-recognized program, the IB has unique regional developments worldwide. The focus of this study is consideration of the IB programs in a school-level context in the public school system in the United States. This section presents a brief discussion of the development of IB programs focusing on its development in the United States.

The philosophy of the IB programs seems to have struck a strong chord in many schools in North America and worldwide by using the idea of a “world-class” education, based on international and globally recognized curricular standards and expectations for rigorous instruction and assessment. According to the IB and IB World Schools worldwide, the curriculum that students learn at IB World Schools carries the same expectations across the globe, even as specific content may vary from school to school (IBO, 2005a). This perception appeals to the meritocratic desires of many stakeholders in education who focus on school quality as measured by student attainment on standardized assessments and access to tertiary education (Bunnell, 2009; Burris, Welner, Wiley, & Murphy, 2007). The IB programs have been touted to help students compete and contribute in a global world by offering curriculum designed to help them to understand, navigate, and appreciate diverse cultures and differing opinions. Within the IB framework of instruction, students are encouraged to become “transdisciplinary” through exposure to rigorous and balanced coursework in mathematics, experimental sciences, humanities, the arts, foreign language, and literature, all tied together with an emphasis on internationalism and an international perspective in learning.

The role of state and national policy agendas varies in emphasis among politicians and their constituencies; however, education is commonly discussed in a manner that emphasizes academic standards and accountability for schools and educators. The standard for Adequately Yearly Progress (AYP), stemming from No Child Left Behind

(NCLB), continues to influence educational policies in all tiers of education. Schools, especially public schools, can be significantly influenced externally at the school level through mandates, inducements, and pressures from stakeholders to seek curricular and program offerings with the meritocratic goal of promoting and documenting measurable student achievement (Carter & Cunningham, 1997; Heck, 2004). Policy influences at the national and state levels currently focus on actions at the school level, embedded in a mixed bag of values of Quality, Efficiency, Equality, and Choice.

In the past decade as part of the larger economic downturn in the United States, funds have not only shifted in the educational system but have left the system entirely, lowering the budgets of some public schools dramatically (Oliff & Leachman, 2011). In tandem with the dismal state of economic affairs affecting schools, educational policy at national and state levels continues to generate a murky and often contentiously debated educational agenda regarding how to improve schools and hold schools accountable for learning and assessment of students. These two policy issues are central factors in the formation of school-level policymaking in U.S. public schools.

Public and private schools worldwide have adopted the IB programs in the hope that the rigor of curriculum and extent of teacher training will reap benefits for their students, regardless of whether all students in the school participate directly in the IB programs (Burriss et al., 2007; Cech, 2007; Conner, 2008). While this view is largely rooted in anecdotal data provided by the IB and IB World Schools, the track record of many IB World Schools has served to attract and retain a large number of IB World Schools worldwide. While empirical research on the success of the IB programs is still in its infancy, the number and rate of schools in the United States adopting the IB programs are growing.

For a school looking to adopt the IB programs, one consistent challenge is the overall cost to introduce and maintain the programs. The IB programs cannot be implemented quickly or cheaply; it may require years to produce measurable results that would justify expenditures for the IB programs (Appendix D). The costs associated with the IB programs borne by the school for teacher training, curriculum, and supplies go beyond membership fees.

The IB requires schools to commit to a rigorous authorization process, which can require 3 to 4 years with ongoing training thereafter, yearly fees, and evolving expectations for the program based on IB's review of its own organizational policies and procedures. The IB's stance is that, to maintain the rigor of IB courses and assessments, continual curricular and subject review must take place for each course in 5-year cycles. This ongoing review process provides assurance of program rigor and quality worldwide, yet it also increases the cost of the program at the school level.

One of the elements to which proponents of the IB programs point is professional development requirements for teachers to participate in multi-level training programs⁴ sanctioned or provided by the IB. Teachers are expected to remain abreast with changes in subject guides and assessment for their courses. While it is expensive for the school to implement and maintain these professional development activities, the benefits are touted to be well worth the cost for developing teachers who can set high expectations for learning and raise student achievement. The belief is that IB-trained teachers will use the skills learned in that training and will assist other teachers to raise the bar in their

⁴All four IB regional offices conduct comprehensive annual programs of workshops and conferences designed to help teachers and schools to understand and deliver the IB programs. Professional development is offered at progressive levels through a wide variety of resources and development opportunities to help IB educators to reflect on and improve their practices. The IB has established the Professional Development Division (PDD) to formulate and coordinate an organization-wide professional development strategy focused on and aligned with the overall mission and strategic goals of the IB.

classrooms as well. However, this ripple effect approach is no guarantee of success, and some IB schools have abandoned the IB programs when the costs were perceived to outweigh the benefits or when parent and student support for the value of the programs waned (Bunnell, 2009).

The Consideration of a School-Level Policy Decision

A great deal of the research on the IB programs has focused on the IB curriculum and how that curriculum, once implemented, affected the school, teacher instruction, and student learning and achievement (e.g., Doll, 2001; Jackson, 2006; Mayer, 2006; Walters, 2007). These foci have often overlooked the initial policy adoption process and impetus of schoolwide change involved with curricular programs such as the IB programs. Also, a great deal of the research in educational policy has focused on district or state policy initiatives rather than policies at individual schools. This lack of focus on policy at the school level fails to account for policy choices that schools make in response to persuasion, mandates, or inducements from within the spheres of influence in education and politics. The theory applied in this study—theory that is usually reserved for larger educational arenas—contributes an additional perspective to the examination of the purpose of policy across the educational system.

Most of the current IB programs literature in the United States focuses on growth of IB programs, the effects of the IB implementation, and the effects of the IB programs on student performance (e.g., Bunnell, 2008; Conner, 2008; Gilliam, 1997; Walters, 2007). Research has yet to focus on analysis of school-level policy and what occurs when a school decides to pursue IB programs. Some researchers (e.g., Hayden, Rancic, & Thompson, 2000; Sills, 1996) have attempted to move from a program evaluation model of IB programs to investigate other aspects, such as the IB program philosophy and a

measurement of a school's "success" in implementation of IB programs. An attention to the policy selection process is lacking in educational research.

Education is an ever-changing arena for competing agendas, not only in the pursuit of educational goals but also in methods for pursuing those goals. Policies in education on the national and local levels currently focus on pursuit of reforms and implementation of programs that are viewed as "proven" to result in increasing rigor, relevance, and student achievement, even as debate continues on what methods are used or will be used to measure that achievement. Repeatedly, public dissatisfaction with perceptions about the level of student achievement has influenced educational policymakers at all tiers of education, from individual schools to the White House. This has influenced educators to pursue myriad reforms directed at raising educational standards, expectations for student achievement, curriculum and instruction, and fiscal controls (Ball, 1998; Darling-Hammond, Berry, & Rand Corporation, 1988; Fullan, 1993; McGuinn, 2006). The push for improving academic rigor, relevance, and student performance is paramount in the policy agenda for K–12 educational professionals in the United States and has resulted in a series of *policy layering* that comes to rest at individual schools (Fullan, 1993). School leaders are continually singled out to effect resolution to these ends and are thus in a continual process of identifying, implementing, and retooling policies and programs in schools (Hallinger, 2003; Ready & Lee, 2008).

The criterion used to establish whether a program is "proven" remains the focus of a great deal of debate and conjecture in education. The educational system continues to fall victim to waves of trends and latest great ideas that lead only to expensive, half-measured implementation (Fullan, 1993). New ideas or newly remade ideas, resurrected via research, have the common problem that given research results could be invalidated in another study or could be shown not to be reproducible. In the end, educational

stakeholders in the public arena want high-quality, affordable and effective educational programs in publicly funded schools.

Educational programs that claim to raise educational standards and increase student learning in Grades K–12 for advancement to tertiary education are numerous. The leaders of public schools in the United States are challenged to sift through numerous offerings and select programs that are both affordable and viable according to the needs and abilities of the school. Schools that elect to pursue the IB programs face issues such as these. One of the recent helpful factors in improving schools has been an attempt in states such as Hawai‘i to shift a greater control of public schools to their grassroots level (HIDOE, 2004, 2007). However, even with increased grass-roots control for decision making by principals and school stakeholders, issues regarding fiscal control and educational underfunding continue to make effective and sustainable changes a challenge.

This study identifies and discusses the extent to which each of the four values identified by Marshall, Mitchell, and Wirt (1986) underpin the decision to pursue authorization as an IB World School. With so many curricular options, many with similar aims, such as innovative learning programs in elementary and junior high schools, Running Start programs in partnership with colleges and universities, Advancement Via Individual Determination (AVID), and Advanced Placement (AP) courses, what values were influential in the decision of each of the participating schools to pursue becoming an IB World School? An examination of the values that influenced the decision to pursue IB authorization may shed much-needed light on the dynamics of school-level policy choices. These findings can be used to study school policy in general, as well as values that underpin adoption of IB programs in other schools.

Research Question

Using theory developed by Marshall and colleagues on values in state-level policymaking in education (Marshall et al., 1986), this study identifies the values underpinning the decision by five schools to undertake becoming IB World Schools. This case study was a process- rather than product-orientated study, and data gathered focused on the reflections by school-level personnel and documents from each school's IB Interested Phase to identify the values underpinning the school's IB Interested Phase. This study addressed the following central research question: *Which values underpinned the pursuit by these five schools to become IB World Schools?* In addition, this study addressed two subsidiary questions.

1. In what ways did the values regarding the pursuit to implement the IB programs differ among participants in this study?
2. Which values in the larger educational policy arena were followed in the selection to pursue implementing the IB programs?

CHAPTER 2

LITERATURE REVIEW

Chapter 2 is divided into five sections to review pertinent literature. The research base for this qualitative case study included five public schools in the state of Hawai'i that pursued IB programs between 2005 and 2010, in order to identify which values at each school underpinned the decision to consider and to pursue the IB programs.

There is a need to expand the study of educational policy to include a specific focus on the influences and manifestations that educational policy takes in a school-level context in the policy actions of individual schools. Only in indirect ways, through studies about the larger policy arenas at the state or district levels, have values been specifically addressed. This could be the result of assuming that the dominant values in policymaking at the uppermost levels in education dominate and permeate the chain of hierarchy in education, leading to matching values at the district and school levels. In this study, the overarching values at the state and federal levels of education affecting individual schools were considered in ascertaining whether the values underpinning the pursuit of the IB programs at these individual schools matched the dominant values reflected in policies at the state and federal levels.

When schools have been the focus of policy-related studies, specific information or focus regarding formation or pursuit of a particular policy is rarely addressed; rather, school-level policies tend to be examined only with regard to implementation, with the aim of performing a success/failure analysis of school-level policy actions. The results of these studies, while necessary to the development of educational research, have focused only minimal attention on decision making, policy inception, and policy activity at the school level. Such a focus has resulted in a gap in educational policy studies by not fully addressing the dynamics of school-level policies in the educational system.

A Context for Studying Values of School-Level Policymaking

This section of the literature review examines scholarly research on values and policy in education, providing a context for the study of values in educational policy and linking it to the policy lens applied in this study. Marshall, Mitchell, and Wirt (1989) contended that educational policies do not form in isolation but are rather created from within a larger societal context. In this study the larger social context that Marshall and colleagues discussed at the state level was inverted to isolate the school level and to identify values underpinning the decision to pursue IB programs. In order to accomplish this, literature that discussed values and the theoretical policy lens applied in this study (Wirt et al., 1988) are discussed.

A cursory look at general value theory provides a broad starting point because value theory encompasses many approaches to understanding how, why, and to what degree people should or do value a person, idea, or an object. In the context of this study, forming the research questions to identify the values that participants placed on pursuing the IB programs began with a general theory and understanding of values. Investigation into values is not new; it began with ancient philosophy, having been referred to as *axiology* or *ethics* (Hughes, 1990; Weber, 1946). Early philosophical investigations sought to understand relationships between good and evil, identifying a concept of “the good.” At a basic level of both moral and natural goods, there are differences among perceptions of what is good, and therefore of what is good to do in a particular situation. Moral goods are considered to come from and are linked to the conduct of persons, usually leading to agreement, or blame, with regard to thought and action, while natural goods have to do with objects, not persons. For example, to comment that someone is a morally good person might involve a different sense of “good” than the one used to describe a good meal. However, moral and natural goods are equally relevant to conceptions of goodness and, in research in value theory (Brunn, 2007), must be taken

into account for the role that each plays in analysis of values. Today, much of the utilization and development of value theory, like the development and application of it by Marshall et al. (1989) and Wirt et al. (1988), are empirical, recording what people value in an attempt to understand why they value it in the context of the experiences that are being researched (Merriam, 1998; Yin, 1994). The study of the values that underpin or permeate decision making in policy opens an important avenue for continued development and fine tuning of theory that can bridge gaps between policymakers and educators.

The relationship between culture (and the creation or adoption of policies) and the values that underpin the decision to pursue one good over another have existed since the inception of the first stable human societies. Understanding the creation or adoption of policy in any era or particular context requires knowledge of the culture in which the policy is created or undertaken. Gathering information on and understanding the culture provides the necessary context to bring light to the value or values that drive or reinforce a policy decision, or perhaps even oppose it. For instance, Alexis de Tocqueville commented on the “curious contradictions” in American political life (as cited in Wirt & Kirst, 1989, p. 79). Tocqueville was hinting at the way in which policies can often be seemingly incongruent in nature; he supported his statement by pointing out the support for the idea of equal protection of rights, even while slavery was legal. This could be considered to be corollary to schools implementing an expensive new program, such as the IB programs, when school budgets are being slashed. What would persuade a school that was receiving less and less money to adopt such an expensive program?

In the past three decades political scientists have studied the interaction between values and policy. Elazar (1966), in *American Federalism: A View From the States*, identified the political substructures operating in the national culture: individualistic,

moralistic, and traditionalistic. Elazar posited that each subculture favors different value orientations, and he defined *political culture* as the “particular patterns of orientation to political actions in which political system is embedded” (p. 109). Another political scientist whose work benefited policy research was Dye (1972), who wrote that policy behavior stems from norms and values. Easton (1953), who influenced Marshall and colleagues, also looked at the intersection of public policy and values in his research. He defined *policy* as “a web of decisions and actions that allocate values” (p. 130); from this premise he developed the systems approach to analyze connections among persons, contexts, and political processes. Sergiovanni, Burlingame, Coombs, and Thurstan (1992) contributed to the study of values by identifying the root of policy conflict to be the result of value interactions. Research by Norton, Webb, Dlugosh, and Sybouts (1996) on the interaction of politics and values when creating social programs showed that policy initiators in a given political culture favor specific values over others. A focus on values in any given environment presents researchers the opportunity for observation and analysis, as society and institutions change, as needs alter for many reasons, and as the organic nature of policy presents itself for observation and discussion on one of the cores of public policy: its underlying values.

While research by political scientists in the area of public policy was a first step, the application of such work to all areas of public policy called for social science researchers to conduct research specifically in the field of education. In studying values and public policy in the early 1990s, Wirt (as cited in Benham & Heck, 1994) argued,

Attempts to understand the relationship between culture, politics, organizational structure, and the impacts of these on the types of value conflicts that affect state-level educational policy decisions are a relatively new areas of research with a small database of empirical studies. (p. 421)

It could be argued that this is especially true when considering specifically policy decisions made at the school level. Marshall et al. (1989), in *Culture and Education*

Policy in the American States, reported comparative case studies of six states to examine the interaction of policy and values. This highly influential study on values in education demonstrated that variations in policy making were correlated to discordant value orientations among policymakers. In an earlier study Marshall, Mitchell, and Wirt (1985) contended that “there are distinctive cultures in each state policy making setting and policy makers are socialized in these cultures and share understandings about what is right and proper” (p. 90). One of the best definitions of *policy* to apply to education at the district and state levels today is that policy is “a set of values expressed in words, issued with authority, and reinforced with power (often money or penalties) in order to induce a shift toward these values” (Marshall et al., 1989, p. 6). In the current climate of reform and accountability in education at the national and state levels, many schools have enacted policies that are heavily influenced by money and/or penalties.

In each policymaking setting, according to Marshall et al. (1985), there are distinctive cultures that set the predominant shared understandings about what policies should be, should do, and should achieve in application. The “perception screen” (Marshall et al., 1985) consists of “perceptions related to the expected behaviors, ritual, and judgments about feasible policy options” (p. 30). Young (as cited in Marshall et al., 1985) identified the “assumptive worlds of policymakers” as the “policymakers’ subjective understandings of the environment in which they operate” (p. 2). Researchers can analyze policies by describing assumptive worlds of policymakers’ values as translated through policymaking. According to Marshall et al. (1989), “Validating political culture is important for any . . . policy research because political culture provides a set of cognitive and affective screens that mediate between environmental and structural variables and . . . policy outputs”(pp. 129-130). Their study of the key values that are dominant in a particular policy decision at the state level examined the subculture of the

policy decision maker's domain (Marshall et al., 1986). In addition, their studies of educational policymaking at the state level identified and defined four specific values that underpin the educational policymaking process: Quality, Efficiency, Equality, and Choice. Marshall et al. (1989), Norton et al. (1996), and Sergiovanni et al. (1992) concurred in the identification of four fundamental values that interact in educational policymaking: Quality, Efficiency, Equality, and Choice. The four values in educational policymaking were further refined and defined by Marshall et al. (1989). *Quality* was defined as follows:

“the best,” and in this case public policy matches the public view. A two-stage behavior operates in the application of this value. First, the state will mandate the need for certain standards of “excellence,” “proficiency,” or “superior ability.” . . . A second state of Quality requires that, in order to achieve these standards, public resources are applied across districts, or within districts across schools. (p. 137)

Efficiency appears in two forms and was defined in two ways:

Efficiency has an economic form, as seen in the effort to minimize costs while maximizing gains in order to optimize program performance . . . Efficiency also has an accountability form. This is the mandating of those means by which superiors in an authority system can oversee and hence control their subordinates' exercise of power and responsibility. (p. 136)

Equity was defined as follows:

They argued that, in the policy world equality usually means the use of public resources to redistribute resources for the purposes of satisfying disparities in human needs . . . this value involves two stages. In the first, a disadvantage, deficiency, or other measure of the gap between the norms of social life and the needs of citizens is found to exist in some public services . . . In the second stage of equality policy making, public resources are applied through programs designed to close the gap between norm and need. (p. 136)

Choice was defined as follows:

the presence of a range of options for action, as well as the ability to select a preferred option, thus choice means a state mandate that offers a school clientele the opportunity to either make policy decisions or reject them. (p. 135)

It was posited by Wirt and Kirst (1997) that school principals, in their purview of decision making at the school level, operate similarly to pursue decisions along policy

lines “reasonably acceptable to” but not always in agreement with the majority of their constituency, referred to in this study as *school-level stakeholders* and including students, parents, teachers, and staff. Arguably, the domain of school-level leaders to form policies is heavily mitigated by larger policy arenas at the state and national levels and the stakeholders therein who can control a great deal of the policy undertaken at the school level. In the political arena, values in policy intersect and collide and, eventually, are typically resolved via some form of compromise. The policy studies conducted by Marshall et al. (1989, 1997) inquired into the distribution and priority of the four values—Quality, Efficiency, Equality, and Choice—in the various tiers of education. These findings have been applied by other researchers to inquire into the role of values in state educational policy (Benham, 1993; Heck, 2004).

Consistent and ongoing conflicts among the policy values of Quality, Efficiency, Equity, and Choice frame educational policymaking in the United States. Successful policy makers, presumably at any level, reflect on these values in legislation or decision making and gravitate to policies preferred by the majority of stakeholders. To assume that the policy behaviors of decision makers are similar to those seen at the most basic level of the educational system—the school level—is difficult, since little to no research has focused on the values in a school-level context. Whether the dominant values at the national or legislative levels of politics and education are in fact mirrored at the school level has not been determined in empirical study and provides a rich area for exploration.

The Context and Framework for Analyzing School-Level Values in Policymaking

In the previous section a context for studying policy values at the school level was introduced and operational definitions for Quality, Efficiency, Equity, and Choice were presented. This section expands on this context and the application of research by Marshall et al. (1986) for identifying values in policymaking that underpinned school-

level policymaking in this study. To elucidate the policy lens, the operational, instrumental, and value dimensions of the four policy values (Quality, Efficiency, Equity, and Choice) are discussed. The value of Quality is discussed in greater detail as an exemplar and as one of the central values underpinning the IB programs.

Understanding the differences among operational, instrumental, and value dimensions in considering cultural values in policymaking begins with an operational definition. Operationalization often means creating theoretical definitions for objects (Brunn, 2007; Denzin & Lincoln, 1994). Application of these theoretical definitions in studying specific objects allows theory to be generated, developed, and built on in research. In the framework for identifying values in policy applied in this study, the objects identified as Quality, Efficiency, Equality, and Choice possess theoretical definitions that are applied to the study of data pertaining to school-level policy formation regarding the IB programs. The operationalization of definitions and the instrumental values of Quality, Efficiency, Equality, and Choice in educational policy provide a context for clear theoretical terminology with which to conduct empirical observation and study values in decision making in education in a school-level context (Marshall et al., 1989; Merriam, 1998; Yin & Heald, 1975).

The application of these definitions formed a substantive portion of the policy lens applied to study the consideration of the IB programs as a school-wide policy reform. For example, the operational value of Quality in education is that it often drives policies that are focused on “the best or at least a substantial net improvement in the well-being of those affected by a program” (Marshall et al., 1989, p. 137). Thus, a “good” education or a “quality” education is the source of character and means to fulfillment of the ultimate human purpose in society (Wirt et al., 1988). The extension of the policy value of Quality in education to a larger political/public sphere, or its instrumental value

in society, is that Quality is important in supporting belief in the positive results of an education for the good of the individual and the good of society. Like Quality, the values of Efficiency, Equity, and Choice each has an operational definition specific to its presence in policy decisions in education, as well as a link to an instrumental value that is applicable in identifying and discussing values in the larger scheme of society's needs, values, and norms.

The instrumental values of Quality, Efficiency, Equality, or Choice differ from operational values and are abstract concepts that do not serve as ends-in-themselves but as a means of meeting a need for the individual and/or society (Sven, 2000). In this respect, it is important to view the instrumental value of a particular policy value as useful in elucidating what value a policy choice "will have" or "should have" in a larger political and cultural arena, although not necessarily what value it "does have." For example, the value of Quality fulfills an operational function in the educational system to provide "good education," but it also has an instrumental value or role in society: to produce "good citizens" as products of a "good" or "quality" educational system. In this way, Quality serves two purposes in a discussion of policy, values, and culture. The first purpose, the operational value, is critical to the second purpose, the instrumental value, and ultimately the overarching value supporting Quality in education because of what it is believed to do for society as a whole.

The dimension of value for each of the four values extends from the value's operationalized definition. Figure 1 shows the relationships of values within the dimension of values identified by Marshall et al. (1986, 1989) and Wirt et al. (1988). The dimension of values serves as a point of comparison for the interaction of the four values of Quality, Efficiency, Equity, and Choice. The links among the four values are illustrated in Figure 1 to indicate which values interlink and reinforce one another and which are

opposed. Quality and Equity can reinforce one another; Equity can reinforce efficiency, while Choice is opposed by the three other values. To draw comparisons among these four objects is to value each object extrinsically. The extrinsic dimensions of Quality, Efficiency, Equity, and Choice offer points of comparison that allow for the determination of how rich or poor in properties a particular variable is in relation to another variable (Weber, 1904/1949). Simply put, the application of a dimension of values is comparative and includes seeing each value as it may compare to the other three values utilized in this policy lens. The application of a dimension of values in analysis allows viewing the four values and their properties as each applies in a particular context. For instance, Quality opposes the values of Equality and Choice, places an extrinsically comparative but opposing value on Equality and Choice when considered in any instance in which Quality is identified as the prevalent value in a policy decision (Wirt et al., 1988). In instances in which Quality is the value driving a policy choice, the values of both Equality and Choice will be opposed in that instance within the hierarchy of that particular decision and policy action. In a policy decision aimed at increasing Quality, that increase in Quality will occur at the sacrifice of Equality; not everyone will be able to benefit. Similarly sacrificed will be Choice, in that not everyone will have the option to be included in the provision of a policy action rooted in the value of Quality. In this manner, Equality and Choice go hand in hand; however, not all of the values are

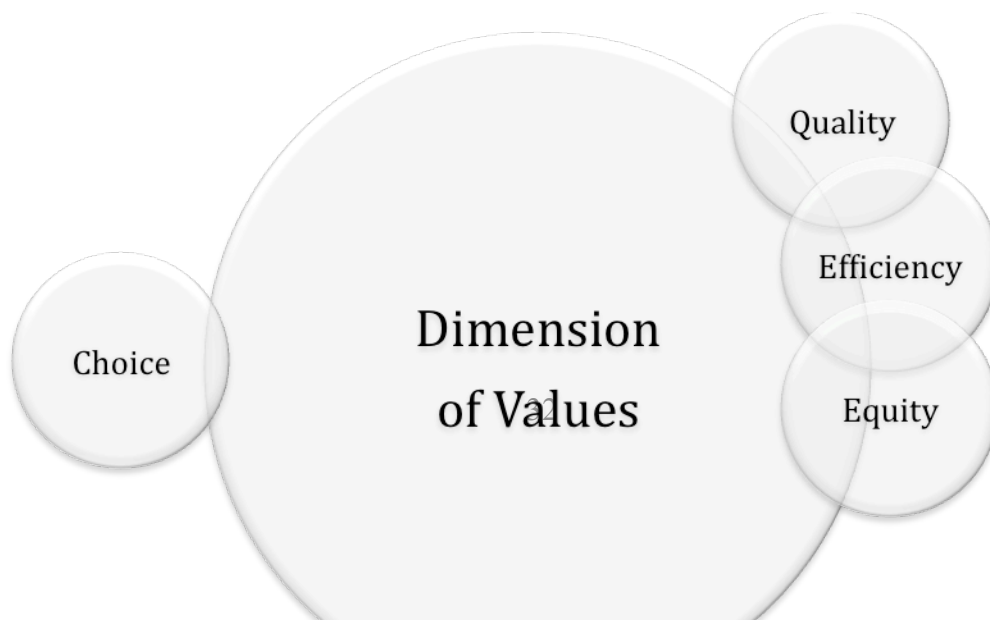


Figure 1. Dimension of values of quality, equity, efficiency, and choice. Adapted from (a) *Culture and Education Policy in the American States*, by C. Marshall, D. Mitchell, & F. Wirt, 1989, Bristol, PA: Falmer; and (b) “Culture and Education Policy: Analyzing Values in State Policy Systems,” by F. M. Wirt, D. Mitchell, & C. Marshall, 1988, *Educational Evaluation and Policy Analysis*, 10, 271-274.

comparatively in opposition when considering their dimensions. For instance, Quality reinforces Efficiency, which places an extrinsically comparative and supporting value with regard to the value of Efficiency, in instances in which Quality is, once again, the prevalent central value underpinning a particular policy choice. Likewise, the remaining three values interact in various ways within this dimension of values, as discussed below.

Figure 2 shows the operationalization of the values of Quality, Equality, Efficiency, and Choice, including vignettes of the operational definitions presented in the previous section, the dimensions of values as discussed, and the key words associated

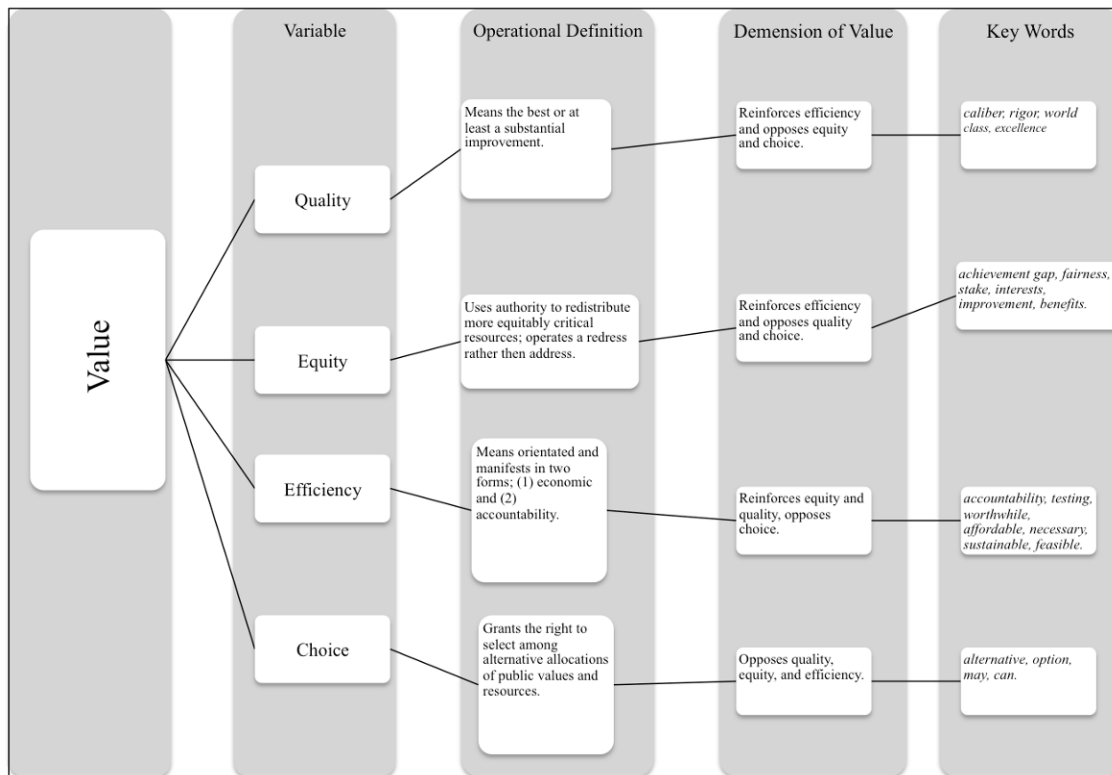


Figure 2. Operationalization of the values of Quality, Equality, Efficiency, and Choice. Adapted from (a) Culture and Education Policy in the American States, by C. Marshall, D. Mitchell, & F. Wirt, 1989, Bristol, PA: Falmer; and (b) "Culture and Education Policy: Analyzing Values in State Policy Systems," by F. M. Wirt, D. Mitchell, & C. Marshall, 1988, Educational Evaluation and Policy Analysis, 10, 271-274.

with each policy value (Marshall et al., 1989). Use of the key words is discussed in Chapter 3, and Appendix F presents a chart summarizing the framework applied in this study.

In Brief: Globalization and a Policy Agenda for International Education

This section of the literature review links this study's consideration of values in educational policymaking in a school-level context to a discussion of how current educational policies link to considerations and debates regarding international education and globalization beyond the school level. The role of schooling in educating the populace is an integral piece of both nationalism and now globalism. In the post-modern era this is challenged more and more by expectations for ongoing learning and skill acquisition continuing beyond the formal schooling age. This new demand is an ongoing challenge to the responsiveness of educational policy creation and actualization; it also poses a new challenge to the study of educational policy not only in the United States but worldwide. As modern industrial nation-states have become more populated, diversified, and interconnected, the intricacies of the policies necessary to govern this level of human interaction have expanded beyond those of any period in human history (Beltsos, 1988).

Students in the 21st century are not expected merely to graduate from school; they are expected to become lifelong learners who continually amass knowledge and adapt to new situations and information. One of the difficulties in forming educational policy to address the effects of globalization and internationalism on education is disagreement in

defining each term individually and in relation to related terms (Bales, 2005; Beltsos, 1988). This disagreement can lead to a murky debate by political and social scientists worldwide (Beltsos, 1988). *International education* has been defined in several ways. A simple definition is a comprehensive approach to education that prepares students to be active and engaged participants in a global and interconnected world (Bales, 2005). This study adopts the IB's definition that applies eight criteria:

1. Developing citizens of the world in relation to culture, language and learning to live together;
2. Building and reinforcing students' sense of identity and cultural awareness;
3. Fostering students' recognition and development of universal human values;
4. Stimulating curiosity and inquiry in order to foster a spirit of discovery and enjoyment of learning;
5. Equipping students with the skills to learn and acquire knowledge, individually or collaboratively, and to apply these skills and knowledge accordingly across a broad range of areas;
6. Providing international content while responding to local requirements and interests;
7. Encouraging diversity and flexibility in teaching methods;
8. Providing appropriate forms of assessment and international benchmarking. (IBO, 2005c, para. 2)

The definition of *globalization* is debated in many scholarly spheres and is most often referred to in terms of economics, pertaining to global distribution of the production of goods and services by reducing barriers in international trade such as tariffs, import quotas, and export fees (Rizvi, 2005). Giddens (1990) defined *globalization* as the "intensification of worldwide social relations which link distant localities in such a way that local happenings are shaped by events occurring many miles away and vice versa" (p. 64). When globalization is discussed in education, the economic undertones remain, and globalization refers to addressing the needs brought on by the increasing

global relationship of culture, people, and economic activity (Giddens, 1990). Rizvi (2005) expressed agreement regarding the far-reaching influence of globalization as a “way in which distant parts of the world have become connected in a historically unprecedented manner, such that events in one part of the world are now able to rapidly produce effects on distant localities” (p. 2). The complexities of what happens worldwide thus trickle down to what nation-states, school districts, and ultimately individual schools elect to pursue in the interest of addressing the perceived educational needs of their citizens.

The U.S. public system of education is predicated on a political system of vying influences that permeate all aspects of education, ranging from educational finance to instructional curriculum. The expectations and characteristics of the four value orientations vary within contemporary notions of democracy, egalitarianism, and meritocracy. In the last decade of the 20th century, the United States was also experiencing unprecedented global influences and concerns related to its politics and economics and to educational policy (National Association of Educators, 2011). These influences and concerns have resulted in rhetoric and policies that are responsive in some cases and insularly xenophobic in others to address globalization and attempts to design institutions of learning that encompass international education. This has led U.S. policymakers and educators to think more philosophically and pragmatically about the relationships between the desires to foster “traditional” education while addressing changes beyond the borders of the nation-state (Cech, 2007). The consideration of increased globalization and the utilization of international education as a response has shifted up and down several times in perceived importance in the educational policy agenda in the United States and nations worldwide (Bales, 2005; Crossley, 2002), focusing on the question, What constitutes appropriate consideration of other countries in

educating our citizens? The answer is necessarily evolving and continues to be a part of an ongoing debate within and among developed nations worldwide. The areas in education that are most notably placed near the bottom of the educational policy agenda are the study of foreign languages and studies related to contemporary world history and culture.

The philosophy of the IB contains many of the underpinnings identified by proponents of international education and globalization who hope to broaden the scope of what all students learn in schools worldwide (IBO, 2002). IB proponents of an international agenda in education see it as vital to incorporate an international curriculum and pedagogy while also meeting the needs of individual nation-states and their concerns for rigor and for matriculation of students into postsecondary pursuits and beyond—a goal that the IB purports to accomplish through its programs (IBO, 2002). However, this is only one side of the equation, and some in the United States consider giving in to the forces of globalization and focusing on international education and curriculum in U.S. public and private schools as dangerous, detrimental, and unpatriotic. Over the past decade this view has resulted in some measured and persistent backlash against U.S. schools that have adopted the IB programs (McLaghlin, 2011; “Fairfax ‘Backlash’ Ousted IB Program,” 2004).

A global agenda concerning education is not a recent development; it has and will continue to evolve much as global politics and economics continue to evolve worldwide. The fact that the world is not static means that evolution of the criteria for education compound the struggle of educational systems worldwide to respond with policies for educating upcoming generations to assume the reins of local, national, and now growing global responsibilities in the 21st century (National Association of Educators, 2011). This is a challenge for schools that are at the front lines of education.

According to research cited by Bales (2005), there is a strong suggestion that “global education should be about improving teaching quality; getting values of mutual understanding, respect, and cooperation across cultures into the curriculum; and inspiring students’ curiosity to explore beyond their borders and boundaries” (p. 47). Bales pointed out that, while “Americans demonstrate strong support for international education, including foreign language requirements, international education courses, study abroad, and international students on US campuses” (p. 5), these factors are not seen as essential and are often side-barred in favor of other educational priorities, such as improving standardized test scores and student achievement.

Perhaps it is enough to acknowledge that current trends create a need for national, state, and local educational institutions to include in their educational policy debates and considerations of globalization, even while the definition and application of international education remain foggy. Levine (2005) stated “Adding international content is an exciting new way to advance the rigor, breadth, relevance, and intellectual ambition of classroom instruction” (p. 3). This thinking defines international education through practice, thus pushing for developing meaningful functional methodologies in teaching practice and student learning. Levine (2005) noted that one of the traditional and widely cited needs for creating a new vision in education is rooted in economic necessity, stressing that a great deal of emphasis must be placed on the quality of teaching to prepare students. According to Levine, “Globalization is causing policy and business leaders to call for new competencies to advance US competitiveness, leadership in global markets, scientific innovation, security, and proactively improve international relations” (p. 2). This position has influenced education to behave similarly. This attitude is not only indicative of the United States; other countries worldwide also mirror it. As various nations recognize the need for international education, the values that are articulated in

educational policies may differ greatly and pose ongoing issues of incongruence between agreed recognition of the necessity for international education with diverging attitudes about the policies regarding how to achieve it. This condition undermines the likelihood of improved international relations through education.

In Brief: Research on IB Programs in the United States

This section of the literature review discusses scholarly research on the background and growth of the IB and its programs. The research discussed here links this study to previous research on the IB programs at the school level and highlights this study's departure from previous studies as it examines the decision-making process that a school undergoes in considering the IB programs as a school-wide policy reform.

Studies addressing the early stages of schools undertaking the IB authorization process were sought, but no studies were identified as specifically addressing the IB Interested Phase or feasibility studies that schools have undergone in considering the IB programs. Several studies on the IB programs that focused on schools that had implemented one of the IB programs for 3 or more years indicated the likelihood that the value of Quality, perhaps even providing greater parental and student choice, played a role in decisions by U.S. and other schools to an IB program (e.g., Berkey, 1994; Conner, 2008; Culross & Tarver, 2007).

The IB programs purport to be grounded in 21st-century skills and a global perspective aimed at providing schools worldwide with a challenging and rigorous curriculum (California IB Organization, 2008). The research studies on the IB programs at the school level have focused primarily on the rates at which IB World Schools have grown and the success or failure of a particular IB program with students and teachers over the past decade that all three IB programs have existed. According to Bunnell's (2008) overview of the global spread of the IB DP, "There is a surprising paucity of

literature” (p. 411) regarding the IB’s flagship program begun in the late 1960s. This holds true for the other two programs as well, begun in 1994 and 1997. IB’s online research database reports research related to implementation and facilitation of all three programs, but major works on the rationale and policy infrastructures underpinning the IB programs, individually or collectively, are lacking, as noted by Bunnell (2008).

The literature regarding the founding of the IB displays inconsistencies. Peterson (1972) and Fox (1998) reported slightly varying accounts of who was responsible and how the DP came to be. What stands out in looking at the differences in the recounting of the genesis of the IB with the DP in 1968 is how different the three IB programs are today, compared to the DP’s purpose at its inception.

Diversified forms of research on the growth of all three IB programs are needed. Early research addressing the IB tended to focus on its inception and history, primarily its flagship, the DP. Much of what is understood or believed about the IB in that broad sense comes from its start in the international schools in Europe in the late 1960s, where its reputation as a program for elite or gifted international students developed and persists among many even today (Bunnell, 2008).

Over the next three decades the IB experience worldwide began to increase steadily and become focused especially in the United States. By 2007, 35% of 1,779 IB World Schools in 128 countries were in the United States (Bunnell, 2008). By 2012, the IB was found in 3,341 schools in 141 countries, offering the three programs to approximately 999,000 students. Of those 3,341 schools, 1,314⁵ are in the United States (IBO, 2012). This growth of U.S. schools in pursuit of a worldwide credential of attainment continues in regard to the DP and is now showing growth for the other two programs.

⁵Of the 1,297 IB World Schools in the United States, 281 offer the PYP, 445 the MYP, and 751 the DP (IBO, 2011).

The MYP and PYP were introduced in the mid- and late 1990s. These two new IB programs were originally heralded, mistakenly so by many educators, as the new pre-IB that would pave the way to an IB diploma. From the start, IB actively countered this assumption by stressing that all three programs should be considered separate but related programs (IBO, 2002). There was also a reiteration to address the earlier perceptions and criticism that the DP was an elitist program reserved for or best suited to only the highest-achieving students in the world (UNESCO, 2005).

The IB programs are both touted for and criticized for being elite preparatory programs with an international focus to counter myopic nationalism. The DP, for students in Grades 11 and 12, has grown steadily in the United States because it offers the opportunity to accrue college or university credits. Not all colleges or universities grant credits for the DP courses, but those that do apply a formula similar to that used in granting credits for AP courses or have a dedicated policy to recognize IB course credits or the IB diploma (Hertberg-Davis, Callahan, & Kyburg, 2006). Since some colleges or universities do not recognize high school credits for either IB or AP, students are encouraged by the College Board and the IB to review relevant college and university policies. Despite failure of some postsecondary schools to grant credit, DP courses are often viewed as a positive factor in preparing students for an undergraduate degree (Cech, 2007; Schachter, 2008).

It should be recognized that the inception and early history of the IB catered to an elite group of students, mostly in Europe. However, the IB has for some time been much different from the original experiment in international education begun in the 1960s (Conner, 2008). The IB's earlier elitist legacy is easily challenged today in the most current research on the growth of IB programs worldwide. McGhee (2003) studied the rationales of four United Kingdom secondary schools in adopting the DP and found that

each of the schools in that study viewed the DP as providing benefits, through its concept of international mindedness, for the school at many levels. A survey of U.S. schools by Spahn (2001) showed that 70% of surveyed schools adopted DP to improve their academic standards, linking the pursuit of the IB to the value of Quality. This fits with the findings of a study performed on a public school in Colorado by Evans and Burson (2005), in which they reported that the small high school had adopted the DP due to parental pressure to provide higher standards and improve the school's quality. In all of these studies, the schools were not overly well funded or endowed, and the student populations were not dominated by high-performing or elite students.

Beyond these studies, much of the remaining research on the IB programs at the school level focuses on reflections and performance after a school has been an authorized IB World School for 3 or more years. One exception was a study by Culross and Tarver (2007) that addressed implementation of the DP in its first year at one school. That study examined the perceptions of teachers and students about their choice to participate in the DP. The findings from the interviews with students and teachers were subsequently used to make policy recommendations to schools utilizing the DP for the first time and to provide guidance to parents regarding the suitability of the DP for gifted students. Culross and Tarver found that the DP faculty and students perceived the DP positively in their first year, reporting that it challenged each to perform better in the classroom. The findings also noted a significant perception of increased workload for both teachers and students, with increased stress and potential burnout in managing the greater demands associated with the DP (Culross & Tarver, 2007).

Berkey (1994) studied the curriculum adaptability, resource adequacy, and broad support needed to sustain the IB programs and attributed the growth of the IB programs to the public's demand for quality education. The study identified several factors that

contributed to the success of the IB programs in North America, including a pre-IB curriculum, adjustments in articulation, release time for the IB coordinator, investing in staff development, and support from stakeholders (Berkey, 1994).

Walters's (2007) case study on implementing the MYP at one school in Colorado addressed teacher motivation and perceptions of change brought about by the MYP. This study matched earlier research on the DP (Culross & Tarver, 2007; Gilliam, 1997) regarding changes that a school undergoes in implementing an IB program and the likelihood of success.

Research on the postsecondary success of IB students is largely undertaken and recorded by schools that offer the programs (IBO, 2005c), and the collected data communicate positive results, largely attributed to the DP at those schools. Self-collected and self-reported data are limited for application in educational research; thus, there is limited understanding of front-loading and policy considerations of IB programs in a school-level context. Such understanding is necessary to establish a starting point for longitudinal study of the IB programs. The scope of this study does not include implementation of the IB programs but instead focuses on the policy formation and steps that schools took in considering adoption of IB programs.

Hawai'i's Single-District Educational System

This section of the literature review provides background on the unitary educational system in the State of Hawai'i, communicating the unique systemic factors that warranted consideration in this study. This is followed by a discussion of policies pertaining to this study.

Hawai'i has a unitary school system, extending statewide, designed to ensure equality in school funding and distribution of resources across all eight islands. The initial aim of this type of centralized structure was to correct geographic and economic

inequalities between highly populated Oahu and the rural Neighbor Islands, and between lower-income and more affluent areas of the state. The Hawai‘i Department of Education (HIDOE) served 180,196 students in 287 schools in 2010, the year of this study (HIDOE, 2011). The Hawai‘i State Legislature, the Governor, and the Hawai‘i State Board of Education (HIBOE) influence policy formation in education in Hawai‘i. As of 2010, the HIBOE had 13 appointed members (prior to 2010 the HIBOE was elected), including 10 from Oahu and three from the Neighbor Islands, with one nonvoting student member elected by students in Grades 7-12 statewide. The HIBOE hires the Superintendent of Education, who serves as the chief executive officer of the public school system. The Superintendent appoints four Assistant Superintendents to run state-level offices responsible for curriculum, instruction, and student support; human resources; business services; and information technology services. The Superintendent also appoints 15 Complex Area Superintendents, each responsible for two to four school complexes. Each complex consists of a high school and its feeder elementary and intermediate/middle schools. The complexes are carved out of seven geographical districts: Oahu, Honolulu, Central, Leeward, and Windward; and Hawai‘i, Maui (including Molokai and Lanai) and Kauai (including Niihau) on the Neighbor Islands. Four of the five schools in this study are from the same district.

The HIDOE is the only state-run, single-district education system in the United States, and it was the ninth-largest school district in size in 2009. The centralized structure of Hawai‘i’s education system makes the state uncharacteristic to the extent to which the state government controls public education, especially in the area of finance. Policy making efforts to restructure the education system have often conflicted over who should govern schools and ultimately which educational policies should be pursued (i.e., funded) to increase student achievement (Heck, 2004). A study of state domination in the

mid-1970s rated Hawai'i highest in government control over education (Mitchell, Wirt, & Marshall, 1986). In the three decades following that study, very little about the business of education in Hawai'i has changed systemically.

In 2003-2004 education was at the top of the Hawai'i state policy agenda, as then Governor Linda Lingle (Republican) attempted to deconstruct the statewide unitary system. Although the school system was not decentralized, the Democratic-controlled legislature moved to break up the statewide DOE in a less dramatic fashion by assigning the smaller complex areas used today in an effort to decentralize aspects of the HIDOE.

Also in 2004, the Reinventing Education Act, popularly referred to as Act 51, was passed over the veto of Governor Lingle. The intent of Act 51 was to foster reform of the education system without dismantling the unitary system entirely. Act 51 pulled together a comprehensive list of reform ideas intended, among other things, to eliminate persisting inequalities between rich and poor districts and give principals more control over their school-level budgets. While more school-level control was given to principals, a greater level of accountability was also required of them. Although Act 51 was, on paper, a comprehensive school reform measure, it was based on the premise that, if the state created overall standards for expectations for learning in Grades K-12 and public schools implemented practices to meet those expectations, student achievement would improve statewide. Overall, Act 51 has proved ambitious but too vague to alter the state's education system. The key problem is that decisions about how to establish expectations for student achievement have faltered at the state and district levels, as have developing standards with appropriate measures for student achievement. The limbo produced by either incoherent or constantly altered expectations makes measures for the accountability of schools in Hawai'i problematic for schools and for the HIDOE and HIBOE to

demonstrate to educational stakeholders effectiveness and competency in educating students.

Act 51 was the first major reform of the HIDOE in decades and resulted in some significant changes. Among the changes was a school funding formula weighted on the number and type of students attending the school. Act 51 decentralized the HIDOE by granting greater decision-making authority to individual principals. The new budgetary policy, giving control of more than 70% of the HIDOE's operating budget to the school principals (excluding debt servicing and capital improvement projects) and a lump sum to each school based on characteristics of students (Weighted Student Formula [WSF]; HIDOE, 2004), was intended to give school principals more freedom to create school-level reforms to improve student achievement. Under Act 51, school principals, with the input and support of the school's School Community Council (SCC; also created by Act 51), could make more decisions about staffing and programs than they could prior to Act 51. Thus, schools became freer to allocate resources differently, although all decisions are primarily measured against whether student achievement has improved assessment and thus fraught with issues of relevance and reliability.

Critics of Act 51 note that many of its original provisions have yet to be fully implemented. While the introduction of bottom-up decision making in the HIDOE is a partial reversal of the top-down ways of the past, Act 51 has still not been fully implemented in areas of budgetary control by school principals or the WSF after 7 years. Act 51's core concept—the WSF that determines a school's funding level based on individual student need rather than enrollment, has yet to be fully implemented. Since 2004, schools that faced the prospect of reduced funding and have requested additional funding from the HIDOE annually since then. To deal with this unintended policy consequence, the HIDOE created separate funds to subsidize schools that, early in

implementation of Act 51, faced drastically reduced budgets. The need to subsidize some schools in this way essentially canceled the intended impact of the WSF reforms to redistribute funds more evenly. Even with newfound budgetary control to make improvements, schools with fewer students with identified characteristics that impact learning and achievement still saw their overall budgets cut dramatically.

Beginning in 2007, Hawai‘i cut the budgets of all state entities, including education. The budget outlook for schools worsened, as the budget for education was not just shifting within the education system but was reduced overall. However, as greater budgetary control has shifted to the school level, it has allowed principals to be creative in shifting funds or even raising supplementary funds to address school needs and initiatives. In doing so, school principals are required to generate agreement among stakeholders to support the school’s yearly Academic and Financial (ACFIN) plan. The benefits and shortfalls of Act 51 and the shifts in school governance and leadership related to Act 51 are still evolving, providing a rich field for commentary in various policy arenas in the state and for evaluation in future policy studies.

Directed to utilize school data (student demographics, test scores, attendance, discipline history, etc.), principals had two key tasks per Act 51: (a) create an academic plan based on research-based strategies for student learning and achievement, and (b) create a financial plan (budget) based on the academic plan. With no new money, some schools received more funds under the WSF and others received less. Principals were required to present the ACFIN to their SCC for review before submitting it to the HIDOE for final approval.

The paradigm shift in Hawai‘i’s education system brought about by Act 51 turned a half century of educational tradition in the HIDOE on its ear by placing principals at the vortex for creating school change and improving student achievement. Schools were

challenged to reform with limited resources and fiscal support. Shifts in the WTF formula led to variations in school budgets, which made long-range fiscal planning challenging, if not impossible, for schools. Even though HIDOE could provide additional funds on request, such funds were never guaranteed.

Under Act 51 the state education office also underwent changes in organization and departmentalization. The HIDOE assumed responsibility from the Department of Human Resources Development for personnel management functions for 6,000 HIDOE civil service employees. Employees who were responsible for construction, repair, and maintenance of school facilities were transferred from the Department of Accounting and General Services to the HIDOE. Schools were allowed to purchase services from non-state vendors with greater ease; in many cases this option allowed schools to spend less on school maintenance and expansion and to funnel that money to other areas of the school. However, the process was still far from free of bureaucracy and continued to encumber schools procedurally in many ways. It also created an initial problem as the state office had not previously estimated what its individual services to a school cost. State office budget, accounting, personnel, and technology systems were revised during the next 6 years and continue to reflect the move to greater school-based decision making. Eight years after Act 51, a move is under way to shrink the state office of education and move personnel to district and school-level positions.

There is little to no mention of teachers or changes to the HIBOE in Act 51. The changes on those two fronts are certainly a large part of the policy dialogue. As roles and responsibilities were shifted from the HIDOE by Act 51, so too was some of the power and responsibility. ACT 51 shifted greater power to schools, specifically to school principals; however, this shift of power is still in the process and continues to fluctuate under the maxim that systemic power can shift more easily on paper than in practice.

In characterizing the performance of the HIDOE in the past decade (2000–2010), change in the educational system, even with Act 51, has been systemically incremental. Graduation rates in Hawai‘i have remained unchanged: 78.9% in 2001, 79.0% in 2010 (HIDOE, 2011). It should be noted that graduation rates vary nationally and are often subjective and conflicting in their calculations. *Education Week* and U.S. national statistics have disagreed with Hawai‘i’s self-reported statistics and have placed Hawai‘i’s public schools graduation rate at an average 15% lower than state statistics. Such a disparity can negatively influence public opinion, as well as political concerns and decisions about education. National measures of mathematics and reading ability based on the U.S. Department of Education (USDOE) National Assessment of Educational Progress (NAEP) ranked Hawai‘i’s students consistently among the worst in the nation in both mathematics and reading. In 2000, Hawai‘i’s eighth graders ranked 45th in the nation in mathematics; 9 years later, eighth graders ranked 44th. In reading, eighth-grade rank went from 50th to 44th. Statistics for the performance of Hawai‘i’s students at the tertiary level were low as well. In 2000, according to the National Center for Higher Education Management Systems, only 13 of every 100 Hawai‘i ninth graders were reported to graduate from high school on time, go directly to college, return for their second year, and graduate within 150% of program time. That equates to approximately 3 years for an Associate degree and 6 years for a bachelor’s degree. By 2008, that number had dropped to 12.5 ninth graders per 100. Statistics also shed light on the significant performance gap between students at schools with higher socioeconomic status (SES) and those at public schools with lower SES, as both Native Hawai‘ian students and disadvantaged students were 10% behind their peers on the 2009 Hawai‘i State Assessment (HSA) mathematics and reading scores, thus underscoring the relationship

between a school's geographic location in Hawai'i and the achievement levels of its students.

Another policy offshoot of note for the HIDOE preceding this study was a brief movement that encouraged schools to pursue a special schoolwide program or "signature." This move was an interesting anomaly in Hawai'i in 2008, and one that intersected briefly with the movement toward the IB programs in three of the schools in this study. The idea of signature schools was proposed by then Superintendent of Hawai'i Schools Patricia Hamamoto. While the Signature School Program was short lived, at one time it had an office in the Office of Curriculum and Instruction and School Services (OCISS). The idea of having schools assume a "signature" was aimed at addressing one very specific issue—school closures—and potentially addressing several issues facing K-12 schools in 2008, such as improving rigor and relevance, generating public awareness and a positive public perception, and addressing declining student enrollment, which affected WSF at the school level.

The last time a school had been closed and consolidated in Hawai'i was 1987. But in 2008, calls in the Hawai'i state legislature and HIBOE to consider closing or consolidating some small schools concerned the HIDOE and those schools that face possible closure. While a majority of the state legislature was in agreement to move forward with a bill to consolidate or close small schools with declining enrollment, Governor Lingle vetoed the bill. The issue at the state level was clearly one of Efficiency and economic consideration; smaller schools are often more expensive to operate, as the costs at a small school must be assigned to a smaller group of students and underutilized school facilities still must be maintained and repaired.

The HIDOE's reaction to the policy pressure from the state to consider closing schools was a quick measure that held marginal hopes for addressing declining

enrollment at small schools in the long run by offering an improved learning environment through the signature program. This countermove by the HIDOE to prevent possible closure or consolidation of small schools in 2008 was addressed by a policy aiming primarily to improve school Quality, not necessarily school Efficiency. It was also an option for all HIDOE schools, not just smaller schools or schools with issues of declining enrollment. The premise of the signature schools was that the schools would host special academic programs, such as ones focused on environmental science, art, Hawai‘ian language, or some other program of specialization. The program introduced the idea of broader enrollment choice, meaning that students could attend a signature school regardless of where they lived. The movement was designed to enhance a school’s Quality, in the hope that students would choose to remain at the school or move to the school, presumably to gain the benefits of the program—a concept similar to that of a magnet school.

The signature schools concept broadened the choice of stakeholders such as parents and students to include their potential academic interests. However, a grave downside of the signature schools idea was that it would displace students: If the plan worked as intended, students would shift from a school with presumably steady enrollment to a school with struggling enrollment, leading to decline and budget loss at one school to assist another school.

Eventually, the idea was adopted by a few schools rather quickly and supported at the district level, but it ended in less than 3 years. Clearly, the idea of Signature Schools encouraged some schools to seek to distinguish themselves from other schools and led some schools, like three of the schools in this study, to consider a specific program to pursue schoolwide changes. By 2010, the Signature Schools movement had disappeared

quietly at the district level, giving way to other plans, such as consolidation and closure of schools to address low enrollment and realize efficient use of school facilities.

In the past decade, educational stakeholders in Hawai‘i have voiced in the political arena a need not only for greater rigor in Hawai‘i’s schools but greater educational flexibility and a sense of personalization of the needs of its public schools students. Under the influence of mandates and inducements, K-12 schools in Hawai‘i began to explore and adopt external restructuring partnerships with America’s Choice, Edison Learning, and Educational Testing Service (ETS); small learning communities; increased offerings of AP courses and the IB programs; AVID; and, for a short time, school signatures, among others. Schools that offer these programs, even if under district mandate to do so, enjoyed renewed stature and prestige among their immediate stakeholders for undertaking school reform to improve the school.

The Rise of the IB Programs in Hawai‘i Public Schools

This section of the literature review discusses the history of the IB programs in Hawai‘i, providing a background for discussing the nexus of the IB programs in five Hawai‘i public schools and linking them to an analysis and discussion of values in policymaking.

The IB programs first came to Hawai‘i in 1986, when Mid-Pacific Institute, a private school for students in preschool to Grade 12, was authorized to offer the DP to students in Grades 11 and 12. Mid-Pacific Institute remained the only IB World School in Hawai‘i until 2007, when Hawai‘i’s first public school was authorized (see the discussion of DHS in Chapter 3).

At the time that data were gathered for this study, two private independent schools, Mid-Pacific Institute (DP) and Le Jardin Academy (PYP) were authorized to offer one of the IB programs, and four public schools were pending either candidacy or

authorization. In the public school sector, three public schools were authorized as IB World Schools, bringing the total to five. Four other public schools in Hawai‘i were in the process of applying to the IB for authorization and were pending either IB candidacy or authorization. Four of the public schools that were authorized or were applying to be authorized were located in the same geographic complex area⁶ region of the HIDOE.

Besides Act 51, other external policy pressures on the HIDOE and Hawai‘i schools influenced development of IB programs in Hawai‘i. In 2007, Governor Linda Lingle, in her State of the State address, gave high priority to enhancing science, technology, engineering and mathematics (STEM) skills in public schools. Shortly after that speech, several proposals were introduced in the state legislature to establish new high school programs that specifically support STEM subjects and are aligned with the UH curriculum in these subjects, as well as the Hawai‘i Excellence through Science and Technology Academy (HIEST).

A P-20 Council was created in 2007 and charged with ensuring that Hawai‘i has “an engaged, responsible, and productive citizenry” (UH Education Hawai‘i P-20 Initiative, 2007, pp. 1-2) as a result of a coordinated education system from preschool to workforce preparation. Although IB programs are not mentioned in the P-20 Strategic Plan, a series of goals related to dropout prevention and smoother articulation between high school and college may have opened the way for IB programs. In addition, two broad education reform policies endorsed the IB 21st Century Skills Councils and P20 Councils and the HIDOE 2008-2011 Strategic Plan, which envisioned that, by 2018, schools would be “flexible, customized, and inclusive learning environments” (HIDOE, 2007, p. 16). One of the ways in which schools could achieve this is that “all students

⁶The HIBOE approved the adoption on January 10, 2002, to replace the HIDOE’s previous district administrative units with 15 complex areas, which have smaller units of two or three school complexes. Each complex is led by a complex area superintendent.

have access to Advanced Placement courses, International Baccalaureate programs, and credit-by-Exams” (HIDOE, 2007, p. 16). Senate Resolution 45 (adopted in April 2007) asked the HIDOE to develop a plan to promote opportunities for high academic achievement. The goal of this plan is to have 20% of all public school students enrolled in programs that provide “rigorous and challenging curricula” (HIDOE, 2007, p. 16), including programs for gifted and talented and honors students, as well as AP and IB programs. The programs included under the umbrella of Gifted and Talented include honors, AP, or IB curriculum to be expanded in Hawai‘i schools. The HIDOE’s Strategic Plan 2008-2011 encouraged complexes and individual schools to consider policies that be pursued to improve student achievement—an area that has called for a deal of attention in Hawai‘i in the past decade.

Since 2009 an increasing number of public schools in Hawai‘i have considered and/or adopted IB programs, resulting in a current move to form an IB regional group in Hawai‘i: The Hawai‘i Association of IB World Schools (HAIBWS). The organization is patterned after similar IB regional groups, such as like he California Association of IB World Schools (CAWS). Prior to 2010, IB World Schools in Hawai‘i were loosely associated with CAWS because there were only two IB World Schools in Hawai‘i at the time. With the addition of four schools and a promise of more schools adopting the IB programs, the IB World Schools in Hawai‘i moved to form their own regional cohort of schools beginning in 2010. According to its unofficial regulations at the time of this study, only IB World Schools that had attained candidate status could be voting members of the association but all Hawai‘i schools, private or public, that were considering the IB programs for their school were invited to attend events and meetings. At the time of this study, HAIBWS was in the process of solidifying its organization among IB World Schools in Hawai‘i, formalizing bylaws, and finalizing recognition by the IB as a

regional group. HAIBWS's formation would certainly have to be considered in future studies about the IB programs in Hawai'i.

CHAPTER 3

METHODOLOGY

This chapter describes the methodology for this study. The chapter begins by addressing the use of a qualitative case study methodology in policy research and links the theoretical framework for identifying and analyzing values in educational policymaking to the literature discussed in the previous chapter and its application in this study. The chapter then presents the research design, sample selection, and the data collection and analysis procedures. The chapter ends with a reiteration of the central and subsidiary research questions.

Linking Policy Research and Policy Formation in Education

This section links the literature in Chapter 2 to research on policy formation in education by addressing use of a qualitative case study methodology in policy research. Such research serves not only as a complement to statistical analysis but is focal in looking at the unanticipated consequences of policy (Heck, 2004). By examining prior policy activities at the school level, qualitative research, which generates narratives, can inform on existing conditions and can provide data to be analyzed to enlighten later policy formation and implementation.

This study utilizes the cultural values theory developed by Marshall et al. (1989) for describing, organizing, analyzing, and predicting state education policy activity. This theory posits that policy in education is the result of many conflicting forces among varying tiers in the arenas of politics and education and that any decision can be linked to one of four values: Quality, Equality, Efficiency, or Choice. (For further discussion of values in educational policymaking, see Benham & Heck, 1994; Heck, 2004; Marshall et al., 1989; Wirt et al., 1988). The theory developed by Marshall et al. (1989) provided the framework for the identifying values that underpinned the decision by five schools to

pursue IB programs. Marshall et al. quoted Easton's statement that "a web of decisions and actions allocates values" (Easton, 1953, p. 130). In this study, the use of a qualitative case study methodology applies the theory on value in educational policy developed by Marshall et al. to identify values that underpinned a particular policy decision within a school. The view of political culture in this manner is important as the context through which the understanding of a policy choice can be identified and evaluated.

Marshall et al. (1989) stressed the importance of understanding the values and beliefs held by those who either define or inhabit the hierarchical arena of policymaking. In this study, the decision to inquire about this particular policy choice at these five schools was hinged on the favorable opportunities presented to the researcher to explore how values are allocated in policies at the school level. In the context of the research conducted here, those who inhabit the policy arena that is the focus of this study included the administrators and teachers at the school level, since it was their web of decisions and actions that allocated the values that drove pursuit of IB programs in these five cases.

Research Design

The link between policy research and policy formation can be strengthened through use of qualitative methods such as case studies for analysis of the educational system (Rist, 1981). Such research serves not only as a complement to statistical analysis, as Heck (2004) suggested, but it is a necessity in looking at unanticipated consequences, or perhaps even undocumented successes, of a policy decision. Marshall (1990) argued that qualitative research, as a self-empowering problem-solving strategy, could enable educators and researchers to explore beyond the limits of current theory and practice and make meaning of observed patterns of behavior in educational policy and management. By examining the setting and organization at the school level, policy research utilizing a

qualitative research methodology can inform on existing conditions and thus can enlighten policy formation.

Using three qualitative research techniques—pre-interview questionnaires, semistructured interviews, and document analysis—this study identified which values—Quality, Efficiency, Equity, or Choice—underpinned the decisions of five schools to pursue authorization to offer one or more IB programs. The study considered both administrators and teachers at the school level who were involved in their school’s IB Program Interested Phase and feasibility study. The IB Program Interested Phase is the first step in a long authorization process that schools must complete to be authorized to offer an IB program. Documents analyzed for this study were placed in two general categories: internal documents and external documents. Internal documents were those documents that had been created and were provided directly from the schools; external documents were documents that were external to the school context and were provided by the IB or the HIDOE.

Sample Selection

Initial sample selection of schools for participation in this study was done by reviewing a list of authorized IB schools in Hawai‘i on the IB website and speaking with the principals of those schools. The initial criteria for a school was that it be a public elementary, middle, or secondary school in Hawai‘i that had gone through or was currently going through the process of completing the IB Interested Phase within the past 5 years. Three schools were initially identified for the study; then one of the principals contacted for possible participation mentioned that two elementary schools in the same school complex were in the process of considering the PYP, and those two schools were added to the sample. All five schools selected for participation represented individual cases of public schools in Hawai‘i undergoing or having completed an IB Interested

Phase within the past 5 years and proceeding to Candidate or Authorized phases. All five schools were within a single public school district in Hawai'i. Electing to study schools within the same district expedited the approval process at district and school levels.

One additional school was listed on the IB website but was not included in this study: an independent private school that had been authorized since 1986. Another school excluded from the study was a public elementary school that was considering PYP authorization. The school was not listed on the IB website and was not yet authorized. This school, which would have fit the general criteria of the study, was omitted because it was identified as a possible participant only after all data had been collected.

At each school site, at least two persons completed a pre-interview questionnaire and were interviewed. In three of the five schools, one administrator and one teacher were interviewed. In one of the schools (implementing both the MYP and DP programs), four participants (two administrators and two teachers) participated to represent the two programs. At the single middle school in the study, two administrators (the principal and a vice principal) were interviewed. This "administrator only" participation occurred because none of the teachers at the school could be identified as directly "hands-on" members in the consideration of the MYP. As noted in the findings, the pursuit of the MYP at this school was largely a top-down decision from the school principal. The faculty was included on a holistic level through two faculty surveys administered by the principal on the question of pursuing the IB. In this instance, the heavy administrators perspective was balanced by the MYP coordinator (a teacher at the high school in the same complex) who was interviewed for this study. She had worked on the joint MYP Application Part B that was submitted in concert by the middle school and high school to gain IB MYP authorization for both schools simultaneously. She was familiar with the

process that the middle school had followed in reviewing the MYP before proceeding to its application phase.

Individual participants were identified with assistance of school principals. Principals were asked to relay the names of the persons most directly responsible or involved in early consideration of the IB and in the IB Interested Phase. Twelve participants across five schools were identified, 11 of whom were currently full-time employees of the HIDOE. One, a former high school principal in the HIDOE, no longer worked in Hawai'i but was interviewed in place of the current principal who had granted permission for that high school to be included in the study and provided permission for the current IB Diploma Coordinator to be interviewed. Four of the interviewees classified as "teachers" in the HIDOE held different positions at the time of the interview than they had held during their school's IB Interested Phase and feasibility study.

Overall, 12 interviews representing five schools were conducted. These 12 were assigned to two case study narratives for the purpose of data analysis and reporting. These two groups corresponded to the geographic complex designations within the HIDOE and matched two separate and distinct chronological lines following the order in which each of the five schools had conducted its IB Interested Phases. The forming of two larger narratives was driven by analysis of the data from the pre-interview questionnaires, interviews, and internal and external documents. The two cases are described in detail in the next section.

Two Cases: The Dorian and Corinth Complexes

The sample descriptions in this section characterize the individual schools in both cases based on data gathered from the HIDOE, each school's Status and Improvement Report for the previous 5 school years (2005–2010) and the school-level IB documents (IB Interested Schools Form, PowerPoint® presentations, SCC meeting minutes, ACFIN

Plans, IB Application Part A). These documents were accessed from the HIDEOE and individual school websites. School Status and Improvement Reports contain data that are reported by schools to the district and state and published to the community via the World Wide Web.

Each factor—the school’s complex designation/geography and chronology in pursuing the IB programs—was identified as affecting the policy climate and agenda setting of each school with regard to considering the IB programs. The time and place in which each school considered pursuing the IB programs and conducted or began conducting its IB Interested Phase stemmed not only from the policy agenda in the school at the time but were also affected by the prevailing policy climate at the national and state/district levels.

Each of the five schools was given a pseudonym and corresponding acronym and assigned to one of two cases, using the school’s complex or geographic designation within the HIDEOE. Case 1 consisted of the Dorian Complex, including Dorian High School (DHS), which began its IB Interested Phase in 2005 and was authorized in 2007. Case 2 consisted of four schools in the Corinth Complex, subgrouped by the year in which the school began to conduct its IB Interested Phase: (a) Ionia Middle School (IMS)—IB Interested Phase 2007, MYP authorized 2010; (b) Corinth High School (CHS)—IB Interested Phase 2008, MYP and DP authorized 2010; (c) Arch Elementary School (AES)—IB Interested Phase 2010, PYP pending authorization; and (d) Column Elementary School (CES)—IB Interested Phase 2010, PYP pending authorization. Findings are presented in chronological order of their pursuit of IB programs, beginning in 2005 with DHS.

Case 1, the Dorian Complex, is represented by DHS. The decision to include only one school in one of the two cases was deemed appropriate (Merriam, 1988). DHS was

the first public school in Hawai‘i to become interested in and seek IB authorization. DHS is addressed as a separate and unique narrative. Case 2, the Corinth Complex, is represented by four schools: CHS, IMS, AES), CES. The findings, presented in Chapter 4 and discussed in Chapter 5, not only include an individual narrative of each school but also explore a continuing narrative on the expansion and pursuit of the IB programs in public schools in Hawai‘i.

Case 1: Dorian High School, Hawai‘i’s First IB Public School

The Dorian Complex consists of 10 schools, seven elementary schools, two middle/intermediate schools, and one high school: DHS. Prior to 2007, the Dorian Complex was adjoined with a neighboring complex, consisting of six schools (four elementary schools, one middle school, and one high school). The division of the complex into two separate complexes occurred in 2007, a product of the growth of downtown Honolulu creating expansion in areas to the west of Honolulu. The rapidly growing area has become a “second city” in terms of population and development, necessitating a complex separate from the Dorian Complex.

Changes in the make-up of the Dorian Complex and shifts in the complex area’s leadership over the past 4 years provided little continuity to foster articulation of a complex-wide vision. One of the elementary schools began to pursue a PYP program in late 2009 as a school-level reform initiative but that school was not included in this study. The vision and reform focus for all schools in Hawai‘i at the time DHS began its interest in IB included pursuing initiatives and programs that aligned with standards-based education, comprehensive student support, and continuous improvement (HIDOE, 2007). These expectations or goals, along with national NCLB mandates, were presented to schools in the form of various mandates and inducements from 2005 to 2010, with little to no planning for how to achieve them. This served to influence the policy agenda of

individual schools and did not lock them into how to go about meeting expectations and goals for student learning.

DHS has been an IB World School since 2007; it was the first public school in Hawai'i to pursue and offer an IB program. DHS is a state-funded school that serves a community that is largely lower- and middle-income students in the western portion of Honolulu on the island of Oahu. Less than 20% of the adult population in the community are college graduates; one of the largest concerns driving school policy and reforms is generating support for students to matriculate in colleges and universities. DHS offers the DP and IB courses to students in Grades 11 and 12. DHS's large student population and receipt of more WSF funds stemming from that population, along with the receipt of Title I funds and various grants resulted in a monetary base sufficient to pursue a program such as the DP without comprehensive district support.

At the time of this study DHS provided academic programs to approximately 2,600 students in the core subjects, vocational/technical education, and special education. The school is ethnically diverse, with Filipinos, Caucasians, part-Hawai'ians, Japanese, Hispanics, Indo-Chinese, Samoans, and African Americans. Students who qualify for free or reduced-price lunch constituted 41% of the student body at the time the DP was pursued. DHS has identified 10% of its students as Special Education (SPED) or Gifted and Talented (GATE) and provides appropriate services to those students. English as Second Language (ESL) learners comprise less than 10% of all students. Failure to meet AYP had DHS facing restructuring. In 2006-2007 NCLB benchmarks were not met by DHS on the HSA, although gains were noted over previous years in the school's Status and Improvement Report for 2006-2007. In the 2007-2008 and 2008-2009 school years, Grade 10 students at DHS met NCLB benchmarks on the HSA in mathematics and reading, except for the Special Education subgroup. In 2009-2010, Grade 10 students met

the NCLB benchmarks on the HSA in mathematics and reading. DHS was the only Title I school in Hawai'i to meet AYP that year.

DHS's campus is divided into four learning communities: Freshmen Academy, Sophomore Academy, House 1 (Arts and Communication; Industrial Engineering and Technology), and House 2 (Public and Human Services /Natural Resources; Health Services/Business). DHS has a Junior Reserve Officer Training Corps (JROTC) program that ranks in the top third nationwide. In 2005, the National Association of Secondary School Principals named the DHS principal the National Principal of the Year; it was under the leadership of this principal that DP was pursued. In 2006, DHS's AVID program was designated a National Demonstration School, a great honor for the school. The AVID program was essential in pursuing the school-level policy agenda as a system designed to prepare students of average academic ability for 4-year college eligibility and success. AVID purports to have a proven track record in closing the achievement gap by addressing specific needs of students who are not performing to their potential (AVID, n.d.). The implementation of AVID aligned with the school's consideration and pursuit of the DP. The target group of students for AVID are the academic middle, an often underserved and often overlooked group of B, C, and even D students who desire to go to college and have the willingness to improve but need additional support to succeed.

The AVID program begins at Grade 10. AVID students are required to enroll in at least one of the most challenging classes offered in the school, such as an IB or AP course, as well as the AVID course (AVID, n.d.). A class period is dedicated to students' work on thinking critically and asking probing questions to enhance critical thinking skills. AVID students receive academic support from peers and college tutors, participate in enrichment and motivational activities that make college seem attainable, and learn organizational and study skills. AVID requires that content area teachers, a coordinator,

and an administrator be trained to offer the program. The cost of the AVID program is far lower than the cost of DP: less than \$10,000 per year for a class of 30 students (AVID, n.d.).

Students in DP courses at DHS are considered to be part of The Academy of International Studies (AIS) and may enroll in the full DP course or take IB courses on a course-by-course basis. IB students at DHS take corresponding AP exams in equivalent IB subjects when possible, which allows DHS students the option to receive college credits via both IB and AP exam scores. DHS uses a modified four-by-four block bell schedule. In addition to IB and AP, DHS offers Running Start and Early Admission courses as college credit options. The optional Twilight School provides an early evening program of instruction for student who cannot attend classes on campus during the day.

Case 2: The Corinth Complex, Hawai'i's First IB Public School Complex

The Corinth Complex consists of six schools: four elementary schools, one middle school, and one high school. One Complex Area Superintendent leads the complex and two neighboring complexes; one complex consists of 12 schools (nine elementary schools, two middle schools, and one high school) and the other complex consists of eight schools (five elementary schools, one elementary charter school, one middle school, and one high school). All three complexes share the same superintendent, but the demographics of the complexes differ greatly. The Corinth Complex is the smallest of these three complexes. Of the six schools in the Corinth Complex at the time of this study, two had implemented and two were in the process of implementing an IB program. In the past 4 years the complex has developed a unified complex vision entitled World C.L.A.S.S. Education for All (C.L.A.S.S. is an acronym for commitment, leadership, achievement, stewardship, and service). This vision, which began to take shape in 2006, was an effort by individual schools, articulated by principals in the

Corinth Complex, to align with the HIDOE focus on student achievement through standards-based education, comprehensive student support, and continuous improvement.

In 2007, with the release of the HIDOE's Strategic Plan for 2008-2012 (HIDOE, 2007), the idea of a "world class vision" took a concrete hold on the complex. The four schools in this study from the Corinth Complex endured significant developments from 2006-2010 as a result of this nexus of goals for 21st-century learning and more rigorous learning expectations for students. As discussed in Chapter 1, concerns and debate about globalization and international education continued to move to focus on the policy agenda in education. While the general goals were explicit if not static, the expectations put forth arrived to schools without structured mandates or inducements from the state or district. The complex's vision was intended to serve as school-level guidance for improvement efforts in individual schools, aiding schools in the Corinth Complex to stay on course. One of the courses of action selected by these schools was to explore IB programs.

The overarching implicit intent of pursuing IB was that it was one way to reach the complex's interpretation of the HIDOE strategic plan for producing independent, globally aware, well-rounded, and ethical students, a vision that stemmed from and aligned with the HIDOE 2008-2010 Strategic Plan. In this way the vision of the complex met state and district expectations and was perceived to meet the needs of individual schools. In addition to the complex's vision, influences at district (Breaking Ranks, the superintendent's strategic plan and the challenges of the 21st century) and state levels, and even the national level, mitigated this process of meeting expectations for student learning at each school through implementation of IB.

Changes surrounding and brought on at the school level included shifts in teacher positions within grade-level and content area teams and changes to the bell schedule at

two of the schools. Alterations to school schedules at the middle school and high school occurred for many reasons not tied to but favorable for the pursuit of the IB programs. Reasons for changes to the bell schedules included expansion of or alterations to course offerings and increased opportunities for students to gain credits, as well as professional development time for teachers to understand implementation of programs such as IB programs.

All four Corinth Complex schools, discussed individually below, made AYP by meeting state benchmarks in mathematics and reading on the HSA. At the time of this study, PYP Interested Status had been achieved at CES and AES, with candidacy and authorization projected to occur in the next 1 to 3 years at both schools. MYP authorization at IMS and CHS and DP authorization at CHS had occurred prior to this study.

IMS, Hawai‘i’s first IB middle school. IMS has been an IB World School since 2010. The school is state funded and is located in the eastern portion of Honolulu, Oahu. It serves a community that is largely middle- and upper-middle-income. Nearly half of the adults in the community are college graduates. Because of the Geographic Exception (GE) process in the HIDOE, students at IMS come from all four administrative districts on the island of Oahu. In 2006-2007, all Grade 6 students from the Corinth Complex were moved to IMS, to its present Grades 6-8 configuration. In February 2010, IMS became Hawai‘i’s first public middle school authorized as an IB World School to deliver the MYP, becoming only the second public school authorized to offer an IB program. IMS’s curricula incorporate grade-level interdisciplinary teams and an advisory program, in line with the philosophy of the National Middle School Association. All students are programmatically placed into the IB MYP: Language A (English Language Arts),

Language B (Nihongo or Mandarin), Sciences/Technology, Humanities, Mathematics, Arts (Performance or Visual), and Physical Education.

The MYP's emphasis is on concurrent learning in eight subjects, specified areas of interaction, and the application of learning through a personal project and community service. The MYP develops rigor, relevance, and relationships and corresponds to expectations stated in the HIDOE Strategic Plan. Because the MYP begins at Grade 6 and ends at Grade 10, CHS MYP teachers and coordinators work closely with the middle school, IMS, to provide a seamless continuum of the MYP across schools.

CHS, Hawai'i's first public MYP and DP school. CHS, a state-funded school, has been an IB World School since February 2010. It offers the IB MYP and IB DP. CHS serves a community that is largely middle- and upper-middle-income level. Nearly half of the adults in the community are college graduates who work in managerial and professional occupations, which contributes to a per capita income and percentage of people who own their own homes that are the second highest in the state. Because of the GE process in HIDOE, students at CHS come from all four administrative districts on Oahu. With the addition of the DP and MYP, coupled with the outcomes of a poorer economy in recent years, CHS student enrollment has reversed a previously declining enrollment trend from below 1,000 in 2006-2009 to almost 1,100 and growing in 2010. In addition to MYP and DP, CHS has instituted its second year of the AVID program.

The DP, offered to Grade 11 and Grade 12 students, is an academically challenging program that purports to prepare students for success at the university level and beyond. Students who entered the DP at CHS at the time of this study were required to enroll in the full DP; they were not allowed take IB courses on a course-by-course basis as students do at DHS in the Dorian Complex. The full DP is a discipline -based course of study that requires students to pursue the same six subjects throughout their

11th- and 12th-grade years (IBO, 2009b). Students in the full DP (a) complete a Theory of Knowledge (TOK) course that explores the nature of knowledge across all scholastic disciplines, encouraging an appreciation of other cultural, international perspectives; (b) write an Extended Essay that involves independent, self-directed research; and (c) undertake Creativity, Action, Service (CAS) activities that encourage them to be involved in artistic pursuits, sports, and community service work, which is intended to foster awareness and appreciation of life outside the academic arena (IBO, 2005c).

AES and CES. At the time of this study AES was seeking to become an IB Candidate School. The school is state funded and located in an upper-middle-class neighborhood in a suburb east of Honolulu, serving children in Grades K–5. Nearly half of the adults in the community are college graduates. The student population of 471⁷ is ethnically diverse. Students who qualify for free and reduced lunch make up approximately 12% of the student body. AES has identified and provides services to both the Special Education (SPED) and Gifted and Talented (GT) students, which comprise approximately 7% of the school's student population. English as Second Language (ESL) Learners comprise less than 10% of all students at AES. As of 2010, AES was pending submission of its Application Parts A and B to gain PYP candidacy in an effort to more readily prepared with all the necessary unit plans for the authorization before paying the yearly IB school's fee of \$10,000.

CES. CES is state funded and was categorized as an IB Interested school at the time of this study. CES intends to offer the PYP and is located in an upper middle class neighborhood in East Honolulu. The student population of almost 650 (self-reported in 2010) is ethnically diverse. Sixteen percent of the students attend on GE, coming from all over the island of Oahu. Approximately 14% qualify for free or reduced-price lunches.

⁷Self-reported student enrollment for 2010.

CES has identified and provides services to both the SPED and Gifted and Talented Education (GATE) students. ESL learners constituted less than 10% of all students. Like AES, as of 2010, CES was pending submission of its Application Parts A and B to gain PYP candidacy, with all necessary unit plans for authorization, before paying the annual IB fee of \$10,000.

The HIDEOE's standards for Grades K–5 were intended to begin preparation of students for the 21st century workforce by being ready to progress to Grade 6 (HIDEOE, 2007). The PYP program encourages integration of subject areas along universal themes that stress international mindedness. Units of study are inquiry based, and students are challenged to ask higher-level questions that determine their course of study (IBO, 2005c). Students in Grades K–5 learn a second language, determined by the school. In both AES and CES, a second language requirement had not been in place previously.

Data Collection and Procedures

Ethical review procedures specified by the UHM Committee on Human Studies CHS were followed. Upon approval by UHM's CHS, a request to conduct human studies in five schools was submitted to the HIDEOE (Appendix G). The HIDEOE's ethical review process included providing evidence of approval from UHM and a detailed description of the purpose and methodology of the study. These materials indicated that participation in this low-risk study would be voluntary and that the identities of participants (both schools and individuals) would remain confidential throughout the process and would be shared only with the researcher's dissertation committee chair. The application specified that all data would be purged after 5 years. It specified that participants had the right to withdraw from the study at any time or request that responses be eliminated from interview transcripts.

When permission was granted by the school district (Appendix H), contact was made with the principals of each school via telephone and email. The principals were asked for permission and to provide assistance to recruit interview participants who had played a role in the IB Interested Phase and feasibility study. Included in this correspondence was the Administrative Letter of Consent (Appendix I), which outlined the goals of the study, how it would be conducted, the demands on participants, and what the school should expect to gain from the results of the study.

After the school principals had agreed to allow the researcher to recruit participants, they were requested to permit contact with suggested possible participants. As an HIDEOE employee and insider, the researcher could contact HIDEOE employees freely and disseminate the Faculty Invitations to Participate (Appendix J) to faculty members, following the guidelines for sample selection. Once individuals had agreed to participate, relevant background information was collected using an online, pre-interview questionnaire (Appendix K). The use of a questionnaire to collect this information allowed the full interview time to focus on collecting content data rather than biographical data. All participants were given a copy of their online questionnaire responses prior to their interview and invited to check their responses; none of the participants indicated any changes in responses.

The interview data were collected in person through semistructured, open-ended interviews (Fraenkel & Wallen, 2003; Gall, Gall, & Borg, 2005) with 11 of the 12 participants. One interview was conducted by telephone with a former HIDEOE employee who no longer resided in the United States. Semistructured interviewing was selected for its flexibility in comparison to the standardized methods for interviewing, such as the structured interview or survey (Merriam, 1998) and to allow for better application of a cultural framework for studying values in policymaking. A standardized interview

schedule with set questions was asked of all interviewees, and questions were asked in a similar order and format to make comparison between responses and narratives possible (Merriam, 1988). While some general topics and questions for investigation were established prior to the interviews, a semistructured method allowed for exploration of emergent insights and experiences through responses given by individual interviewees regarding what aspects of the IB Interested Phase and program feasibility study were salient to each participant. This approach was intended to garner understanding of the values that underpinned bringing the IB programs to the school. This method of data gathering was preferable to relying only on concepts and questions defined in advance of the interview. Impromptu follow-up questions were posed to gain greater insight and richer narratives for identifying the values that underpinned the school's decision to pursue the IB programs. Interviews were conducted with the interviewer taking an engaged and encouraging but not personally involved stance, with the aim to facilitate interviewees to discuss their views and experiences in depth but with limited reciprocal engagement or disclosure by the interviewer (Fraenkel & Wallen, 2003; Merriam, 1988). Interview notes were kept by the researcher during all interviews and used in the analysis of interview data.

The 12 participants were interviewed only once; each interview lasted an average of 65 minutes. After obtaining the consent of each participant (Appendix L), the interviews were digitally recorded and transcribed. Participants were not provided with the interview guide (Appendix M) before or during their interview and so could not prepare answers. The interview guide was developed based on the research and subsidiary research questions (which had been provided to participants) as a general overview and prompts from the IB Guide to IB Authorization and Application Part A for the PYP, MYP and DP. All questions were open ended and designed to elicit reflection

and responses by participants on the process that their school had undertaken as the IB programs were first entertained at the school. The questions in the interview aimed at generating a first-person narrative of each school's earliest experience and consideration of the IB programs, in order to explore which of the four values, in the experience of that interviewee, had underpinned the decision to pursue the IB programs.

The interviews began with general questions about the IB programs at the school, with twofold intent. The first aim was to gain a sense of how the participant came to be involved in the IB Program at his/her school and how he/she viewed the school's first consideration of and later pursuit of the IB programs. The second aim was to focus the individual interviewees on reflecting about the IB Interested Phase and the school's selection to implement IB, rather than on the school's current implementation of the program. The latter half of the interview utilized language that had emerged during the review of literature regarding the four values and the documents from IB that apply specifically to the Interested Phase and generally to the IB authorization process as a school decides whether the IB programs are feasible. Each interview was ended with two questions that provided a final opportunity for participants to add to their narrative thoughts that might have been missed or that the interviewee wished to reiterate.

Interviews were conducted at various locations, including on and off school campuses, at mutually convenient times for the interviewer and interviewee. While efforts were made in all interviews to ensure that no interruptions occurred, some interviews were suspended by brief interruptions. Interruptions were noted in transcripts and steps were taken in the interview to revisit the interrupted question or dialogue and allow participants to regain the train of thought. None of the interruptions resulted in a derailment significant enough to mar the communication of thoughts by the interviewer

or interviewee. Prior to data analysis of the interview transcripts all interviewees were invited to review and edit their individual transcripts.

Data Analysis

It is important to note that the approach to analysis used in this study was not designed as a case-by-case study of individual schools or of individual participants per se; however, the sampling process for schools and the documented variations in individual participant characteristics did allow for a consideration of the implications of contrasting responses for both individual and school differences through the narratives provided in the interviews and school-level documents reviewed (Gall et al., 2005; Merriam, 1998). These differences are noted in the report of findings (Chapter 4) and discussion of the study (Chapter 5).

Interview Data Analysis

All interviews were recorded and transcribed by a contracted transcription service. The agency provided a signed confidentiality agreement guaranteeing that the information would not be shared with any outside party. Following transcription and before data analysis began, transcripts were forwarded to the participants for member checking. Participants were told via email they would have 10 days from a second email to review their interview transcript and to notify the researcher via email of changes and or clarifications; 3 days later, the transcripts were sent via email. One interviewee from DHS responded with two points of clarification, one regarding DHS being on a modified block schedule rather than a traditional block schedule, and one with clarification on two misprinted acronyms. No responses were received from the other 11 interviewees.

Data analysis of the interviews was an interpretive process, beginning with a thorough reading of each transcript at which time notes were taken. The notes from the initial reading of the transcripts were compared to and combined with the researcher's

notes taken during the interviews (Merriam, 1988). Key word association was used to draw attention to the underpinning values present in responses as they corresponded to one of the four values: Quality, Efficiency, Equity, or Choice (Marshall et al., 1989).

For example, responses from interviewees that explicitly used words such as *accountability*, *worthwhile*, or *testing* were interpreted to be underpinning the value of Efficiency. Words or phrases that conveyed similar meaning, without using these specific words, were still noted as conveying a value. In those instances, direct quotes were noted and used to maintain the context of the interviewees' response. Next, the interview notes and transcript notes were compared and reduced. The reduced notes, along with biographical information and data on the interviewee were used to form vignettes, a combined narrative of each school's IB Interested Phase and feasibility study, and the specific commentary pertaining to the underpinning values communicated by the interviewees in discussing their school's consideration and pursuit of the IB programs.

The review of the reduced notes, representing the third iteration of analysis of the interviewee data, was performed for each of the 12 interviews. Interviews were then grouped into one of two cases and only information deemed to address the central and two subsidiary research questions were noted for inclusion in the findings and discussion. Considerations of the reduced notes for all interviews, and within both cases, were used to identify the underpinning values. Once the values were identified for each case, considerations of both the instrumental value and dimension of values for each case in selecting an IB Program were considered and are discussed in Chapter 5.

Pre-Interview Questionnaire Analysis

The responses to the pre-interview questionnaire are not considered findings on their own; they were used as additional data. These data may or may not help to explain variations in the underpinned values of the responses of participants regarding the IB

Interested Phase and the IB programs. The pre-interview questionnaire responses were placed in a table (Appendix N) and the participants' characteristics were used in two ways: (a) as a reference for interpreting variations in interview responses as appropriate, and (b) as an aid in forming narratives about the IB Interested Phase and feasibility studies that took place at each school.

Document Data Analysis

Documents generated at the school level, including the IB Letter of Interest Form, Application Part A, the School Status and Improvement Reports for each school for the previous 4 years, and documents shared by participants during interviews were reviewed. External documents published by the IB and HIDOE, including the IB Vision and Mission and Principle to Practice and the HIDOE Strategic Plans for 2004-2008 and 2008-2010 were reviewed both to form the structure of the study and in the analysis of the interviewee responses.

Reiteration of the Central and Subsidiary Research Questions

This case study focused on the close temporal position and geographic occurrence of the same event at five schools in the same district that pursued IB authorization within a 5-year period. This event presented a unique opportunity to conduct research on values in policymaking at the school level through the narratives of those privy to this event, in a setting not hitherto addressed thoroughly in educational policy research.

This study was process oriented rather than product orientated, focusing on the values underpinning a school's decision to consider the IB programs. The central research question was, *Which values underpinned the pursuit of these five schools to become IB World Schools?* The study also addressed two subsidiary questions.

1. In what ways did the values regarding the pursuit to implement the IB programs differ among participants in this study?

2. Which values in the larger educational policy arena were followed in the selection to pursue implementing the IB programs?

CHAPTER 4

FINDINGS

Chapter 4 reports the findings of this study. The findings are presented using the two broad cases delineated by the data and discussed in Chapter 3. The narratives reflecting on the IB Interested Phase were analyzed using a policy lens predicated on the cultural framework developed by Marshall et al. (1989) to identify values in educational policies. The guide used in the semistructured interviews contained questions designed to evoke individual reflection on the experiences of the interviewee prior to and during the IB Interested Phase and feasibility study at their school. In Case 2, Corinth Complex, interviewees relayed experiences not only concerning the IB Interested Phase at their school but also experiences regarding interactions with the other IB schools in Hawai'i. Those cross-school experiences are noted in the findings in this chapter.

In separating the data into two cases, the pre-interview questionnaires, individual interviews with school-level personnel, and internal and external documents were considered. The pre-interview questionnaires and documents were used to gain understanding of the narrative data provided in the interviews and aided in identification of the values underpinning each school's pursuit of the IB programs. The findings for each case are introduced with brief descriptions of the content, followed by the findings specific to the case. The chapter ends with a summary of the findings.

Case 1: Dorian High School in the Dorian Complex

This section presents the findings pertaining to DHS, beginning with a biographic introduction of the interviewees and a narrative summary of the IB Interested Phase and feasibility study undertaken by DHS. The section ends with identification of the values underpinning DHS's decision to pursue the DP. The responses from interviewees and analysis of school-level documents corresponded predominantly to the value of Quality.

The data regarding DHS also suggested that the value of Efficiency played a reinforcing role in the decision by the DHS's school principal to pursue the DP. While the findings are relayed using prose, each of the three sections concludes with a box of key quotations that represent the views expressed in the narratives during the interviews.

Jennifer, DHS Administrator

Jennifer has been in education in Hawai'i and at DHS specifically as principal for more than 11 years. She has experience in working at various levels of administration at the school level and has worked in developing new curriculum and several new programs at DHS. At the time of this study Jennifer had recently left the HIDOE and Hawai'i to become a Head of School in a Department of Defense (DOD) school in Japan. The DP, along with several other reforms at DHS, like AVID, and the creation of smaller learning communities within the school, had been initiated at DHS in the previous 6 years under her leadership as part of the school underwent mandated NCLB restructuring.

Jennifer had attended a single IB training session, and her philosophy regarding school-level goals and reforms was to establish school initiatives that stemmed from the highest Quality available and work backward from that ideal to improve the school. She described the schoolwide goal at DHS using the acronym U.S.A. (Up Student Achievement). Jennifer's view as the principal regarding schoolwide initiatives and reforms was that *backwards mapping* was the best method to improve the school and bring everyone (students and teachers) to the highest level achievable by them personally.

A preponderance of her responses to interview questions regarding the reasons, benefits, and experience in pursuing the DP and the value that it brought to DHS in her view contained key words exclusively referencing the value of Quality. The vision that she communicated to the school and community for the DP was to continue the pursuit of her vision of Quality for the school—a vision that she viewed as projecting to individuals

and the school as a whole. The value of Quality clearly underpinned a significant portion of the decision to pursue the DP at DHS but it was not the only value underpinning the decision. In responses about whether the DP was preferable or necessary, Jennifer's response was that it was both preferable and necessary but that, of the two options, it was more a necessity than a preference. Analysis of her responses relating to that question and discussion of district expectations and school-level reform suggested that implementation of the DP at DHS had provided not only benefits of a Quality program but an intended effect on the school's academic environment by improving instruction and assessment practices and the school's reputation. The DP was also viewed as providing a means for a more efficient and stable method to address school-level improvement in the area of instruction and assessment.

In discussing her ability as a school leader to bring the DP, unknown beyond one private school in Hawai'i at that time, to a public school such as DHS, Jennifer attributed her success as a school principal to bringing several previous reform initiatives to fruition. She shared that those prior successes were responsible for gaining trust and leeway from stakeholders to pursue the DP in spite of the state's and community's initial lack of awareness of the program and the early concerns about the cost and elite reputation synonymous with the IB programs.

Jennifer's initial perception of DP was that it was feasible at DHS, although she knew that it would not be implemented easily. She noted several challenges during the IB Interested Phase and feasibility consideration of the DP throughout the interview: district administrators, the Governor, members of the legislature, IB representatives, the school's existing facilities, lack of school-level resources for the DP, and teacher support and buy-in. Many of the cited challenges were largely resolved by the time DHS conducted its IB authorization visit in 2007, although issues with the district regarding the weighting of

DP courses in the HODOE grading system and increasing buy-in beyond pockets of the faculty persisted beyond the time and scope of this study.

The students have to be globally competitive in order to survive in the next century and this is not only economically but also spiritually and mentally, you know, that they need those skills as well as need to have those thinking qualities that are needed in order to be successful and a contributing member of the future.

Our motto was, U.S.A.: Up Student Achievement. So that would be the direction that we're moving toward, because as the teachers knew what these goals were, they could modify their lessons in the other classes and bring that to everybody, the whole general population. So the whole motive in adopting IB was to up student achievement schoolwide, which was our vision: U.S.A.

I'd say both, [the DP] was preferable, my preference, and I also felt necessary in order to up the student achievement, up marker for the teachers to see that these are that national or international standard and this is what they hope to reach with their students. You know, it's not just a state of Hawai'i's standards; it's a larger body, not even the national standards but the international standards, which our students need to compete within the world.

I think I had support in the community.

I've always believed that you have to start with what is the highest level of expectation and backward map for the whole school. This is why I wanted to pursue IB, for the high level of training of teachers and the high expectations for students.

This was with a high ratio of our first generation of outgoing culture and so that was also one of our goals that we're working on from 2000. So as we improved or saw improvement every year, the time was ready for us to take on IB. I'm really glad that we have done so for the students' sake, as well the teachers' growth. I think it's been a win-win on both sides.

The difficulty was with the state Department of Education . . . at the time where there were many budget cuts, the budgetary constraints as well as the personnel. . . we didn't have the personnel in the state anymore because [the GT Coordinator] retired . . . So the position was vacant, [and] we are pretty much left to do it on our own.

Karrie, DHS Teacher

Karrie has over 11 years of experience in education, over half as a faculty member at DHS. At the time of her interview, Karrie's position was IB diploma coordinator. Her duties, in addition to the DP coordinator role, included running the school's AP program and other programs geared toward student matriculation from DHS to college or

university. Prior to being asked to replace the initial IB diploma coordinator appointed the year before, Karrie was a classroom teacher. She taught in the English department and served as the English department chair, serving on various leadership committees. Jennifer credited Karrie with “turning the department around” and cited her work with the English department as her reason for selection to the current position. In the course of DHS becoming an IB World School, Karrie attended five IB training sessions, the most by all interviewees. Karrie’s first directive from Jennifer after taking the position of IB Coordinator was to ascertain whether the DP was feasible for DHS, as Jennifer believed it was. Upon returning from her first IB training session, Karrie’s perception was that DP would fit into DHS. Although she noted that some of the faculty members at DHS, both before and even after the school’s authorization, were opposed to the DP, she reported that others remained ambivalent. Karrie noted that, in a school as large as DHS initially, the DP did not directly affect all faculty and students, although the hope was that the benefits of the professional development for teachers and increased status as an IB World School would benefit the entire school.

Karrie’s responses to the interview questions regarding the reasons, benefits, and experience of DHS in pursuing the DP and the value that it brought to DHS contained key words exclusively referencing the value of Quality. Unlike Jennifer’s responses that referenced values of Quality and Efficiency, in Karrie’s narrative the value of Quality underpinned DHS’s decision and Karrie’s personal agreement that the Quality of the school and the reputation of the school would benefit from implementation of the DP. According to Karrie, the DP was a preferable option for DHS and students directly involved in the DP courses, while DHS students not in the DP could garner benefits of the program indirectly via the school’s improved reputation and the training and collaboration that teachers have received from the IB’s curriculum and philosophy

permeating instruction schoolwide. Karrie also noted distinctly that it was Jennifer's vision that drove the success for implementing the DP.

[Jennifer] asked me to take over . . . I guess for all intents and purposes a coordination of facilitating . . . bringing IB to our school because the prior person that she had picked was the world languages chair who, upon just surface review [of IB], determined that it was not possible at our school for us to be an IB school and dismissed it, so [she] asked me if I could look into it and see if it was really feasible.

Our school at that point, honoring [Jennifer's] leadership, was all about doing things that would really step it up for our school . . . and our kids, and to be truthful, I think a lot of it had to do with the relationship that I had with those teachers and [Jennifer] had with those teachers.

We really had a cohesive group of people that were really interested and willing, understanding that we were following a vision that [Jennifer] had for the school, a vision that was good for the school.

We are a very big school with a lot of divergent needs, programs, peoples, beliefs, so its kind of like we are a microcosm of the community, and so we have to have something that is going work for everybody.

Some of the auxiliary benefits were the reputation of the school, . . . elite status, I guess, so to speak, even though we really don't focus on IB being for the elite but just bringing up the rigor in our school across content, recharging our Arts and Foreign Language Department.

A Case Study of DHS Becoming Hawai'i's First Public IB World School

The story of IB programs in the public school system in Hawai'i and in this case study particularly begins with the question, Why not DHS? DHS's demographics and reputation in its community and in Hawai'i as an underperforming school placed it in the unlikely position to pursue a program noteworthy for bringing a rigorous and challenging, almost elite level of curriculum to students already struggling with Hawai'i's Content Performance Standards. The idea of pursuing the DP at DHS came to Jennifer through both personal and professional means.

Jennifer's interest and leadership as Principal drove the top-down school-level pursuit and implementation of the DP at DHS following introduction to the IB Program by the HODOE's GATE Coordinator at the OCISS during a series of presentations given

to school principals and curriculum coordinators in the early 2000s. While this presentation could have pigeonholed IB for many schools as only for “special” or “smart” students, it began a dialogue on the potential of the IB programs in Hawai‘i’s public schools. Jennifer recognized the potential that the DP might hold for DHS and looked to the district for almost 3 years for help to develop and introduce the DP at DHS. The high cost of IB and the subsequent failure to fill the GATE coordinator position after the previous coordinator retired created a void of support at the district level for further consideration of IB for implementation in public schools. This left consideration of the possible development and pursuit of the DP to individual high schools.

Jennifer relayed experiences that suggested that the influence of the value of Quality continued into the latter half of the decade in the HIDOE. Agreement for this can be seen in the 2008-2011 Strategic Plan (HIDOE, 2007), a plan that addressed elements of larger policy influences trickling down from the national and state levels. This suggests that larger political and educational policy arenas influenced the school district to encourage schools to seek out and pursue programs for increasing overall educational Quality at the school level. Often, such initiatives studied in isolation are pursued without the benefit of steady or stable inducement or support beyond the school, limiting the ability to make substantial changes in school-level Quality.

Jennifer’s other introduction to IB was a personal one, coming from her exposure to IB through her children’s school, which was authorized as an IB World School for the DP. Although her children were not in the IB Program, her experience as a parent at the school and the professional connection that she developed with the IB coordinator there provided a personal introduction and contact with whom she could develop her ideas about the IB program and weigh its benefits for DHS.

Jennifer's personal and professional experiences converged over time to lead to her decision to pursue her interest in the DP for DHS. After 2 years of viewing presentations about the IB Program, discussion about IB was dropped at the statewide district level in Hawaii when the district-level position for the GATE program at the Office of Curriculum and Instruction was eliminated. This was unfortunate and unexpected for Jennifer because she had expressed great interest each time the idea was brought up at the district level for schools to consider IB programs. Jennifer attributed the lack of follow-up and support to two possible reasons: (a) the high cost of instituting and maintaining an IB program, and (b) the retirement of the GATE Coordinator, who had originally presented the IB programs as a way to meet the needs of GATE students and raise student achievement.

The third influence on Jennifer came in the form of IB presentations at two national conferences that Jennifer attended. Given the influence of these three exposures to IB, Jennifer formed the opinion that it was feasible and beneficial to pursue IB for DHS, a vision that she shared and encouraged at DHS.

The IB Interested Phase and Feasibility Study at DHS

Once the decision had been made by Jennifer to pursue the DP at DHS as a school-wide reform initiative, the next question in her mind as principal was, "Who at the school level could coordinate the DP?" At this point the background for the story gives way to the story itself and the timeline for the IB Interested Phase began and DHS's feasibility study commenced.

The initial DP coordinator selected by Jennifer to consider bringing the DP to DHS was the foreign languages Department Chair. The foreign languages department at the time was dwindling in student interest and numbers in course registration. Jennifer saw the DP as a program that might reform, revamp, and revitalize the foreign languages

department at DHS, as well as other departments that were suffering from lack of student interest. Jennifer gave the first coordinator a year to assess the feasibility of the DP and to work toward getting the program started at DHS. According to Jennifer and Karrie, after a year of review of the DP, the initial coordinator, who never attended an IB training session, deemed the DP unfeasible for DHS and began to advocate to other faculty members that the DP not be pursued. Her most salient reason, according to Jennifer, for not supporting pursuit of the program was that the DP was incompatible with the school's existing bell schedule in that it did not afford enough class periods or instructional hours to meet the requirements set forth for the DP. Questions were also raised behind the scenes by the diploma coordinator about the expense of the program, the added and uncompensated work for teachers, and even the cognitive ability of students at DHS to meet the rigor and requirements of the DP.

After a year of entertaining the feasibility and fielding those initial concerns, Jennifer changed tactics. She disagreed that the issue of the bell schedule was a large enough roadblock to drop consideration of the DP. In addition, she began to counter other concerns raised behind the scenes. The traditional block bell schedule that the school was using at the time was already in the process of being reviewed and adjusted to address new district-level requirements associated with the Board of Recognition Diploma. Jennifer's next step was to appoint a new coordinator to complete the DP's feasibility study and to begin implementation. She asked Karrie to take the position for the following year. Karrie agreed and began to address the feasibility of the DP at DHS.

When Karrie assumed leadership of the review, the school had been looking at the feasibility of the DP for a little over a year, although it had yet to send any member of the faculty or staff for IB training or to submit a formal letter of interest to the IB. In late October 2006, DHS submitted its intent to apply, following Karrie's return from IB Head

of Schools training. Based on that training experience, Karrie was confident that the DP was feasible for DHS. Karrie noted that, when she became diploma coordinator, the two main tasks that fell to her related to generating interest and buy-in among faculty and students.

DHS began to work on its application for submission to the IB under the old IB application process, which required only a single application for candidacy. Beginning in 2007, the IB application was divided into two separate applications (Part A and Part B), applying to the other four schools included in this study. Next, Jennifer and Karrie put together what they described as a core team of teachers who they felt would likely be open to and involved in teaching the DP classes. Jennifer noted that key to the success of the DP initially was that the first core group of teachers included teachers from Teach For America (TFA; 2010)⁸, some of whom had experience as IB students themselves. Their experience and enthusiasm for the quality and effectiveness of the DP proved to be invaluable in launching the program at DHS. In an effort to start the program and to keep the initial costs to a minimum, the teachers in that core group prepared a self-study of one of the perspective courses using just access to the IB subject guide. To expedite this planning time, support from Karrie and some stipends were given to teachers to aid them in developing the individual DP course outlines required to be submitted as part of the school's application. In addition, both Jennifer and Karrie noted that many of the teachers, challenged and inspired by the quality of the curriculum in their course, used their own time and resources to develop their DP course outlines for the school's

⁸TFA recruits recent college graduates and professionals to teach for 2 years in urban and rural communities throughout the United States. The goal is for its corps members not only to make a short-term impact on their students but also to become lifelong leaders in pursuing educational equality. Corps members do not have to be certified teachers, although certified teachers may apply (Teach For America, 2010).

application. In contrast to other schools in this study, DHS pursued candidacy without the benefit of formal IB training for its teachers.

The decision not to send teachers for IB training in the early stages of the application/ authorization process was chiefly a cost-saving measure and one that challenged the school in submitting a successful application. In 2006, training DHS's small team of IB teachers would have required flying teachers to the continental United States for training. Attending training on that scale was expensive, averaging \$1,100-\$1,500 per teacher (travel, lodging, per diem, and training fees). Jennifer and Karrie agreed that off-island training was important but should take place only after the IB accepted the school's application. The decision to delay spending the money for training was ultimately successful.

The process that DHS followed during its IB Interest Phase and feasibility study blended some but not all of the attributes and processes suggested by IB in completing the DP application and preparing for review by an IB authorization team. DHS's approach was atypical in that staff and faculty members are usually sent to IB training prior to the school's preparation and submission of an application because the IB training is intended to aid in writing DP course outlines and completing the school's IB application.

As DHS prepared its application, the school worked closely with an IB consultant. The IB consultant brought in by Jennifer was the former IB diploma coordinator from Mid-Pacific Institute, an IB World School in Hawai'i and a former president of CAWS. Because of her knowledge, experience, and connections in the IB organization, both Jennifer and Karrie attributed much of the success of DHS's application not only to the hard work of the DHS teachers but to the advice and tutelage of their IB consultant. The IB consultant also went on to work with two schools in Case 2.

DHS submitted its application to the IB in June 2007, and the application was accepted that summer. With the application accepted, DHS sent their first team of teachers for IB training in California during the summer before DP courses were launched at DHS. In October 2007, DHS received their IB authorization visit. Throughout DHS's application process and preparation for the visit, the school received implicit support from the district and HIBOE. However, no funding or resources were specifically given to the school for the purpose of pursuing the DP; money came exclusively from school-level funds. After the IB accepted DHS's IB application, more explicit district support materialized, most notably in the form of public relations attention channeled to the school by the district. The influx of positive media attention to DHS for the unlikely pursuit of the rigorous IB programs, particularly by a school just inching out of restructuring and still working to meet AYP, stirred interest and support for the DP at the school and in the community. This interest and support in turn demonstrated that the DP would be well received by the community and supported by the district.

During DHS's IB authorization visit in October 2007, then-Superintendent of Hawai'i Public Schools Patricia Hamamoto met in person with the IB visiting team on behalf of DHS's DP application. When asked by the IB visiting team why DHS should become an IB World School, Hamamoto's responded, "Why not DHS?" Both Jennifer and Karrie cited this incident in their interviews and noted that this phrase expressed a pivotal perspective of DHS's unlikely pursuit of the DP. To Jennifer and Karrie, Hamamoto's response summed DHS's journey to implementing the DP. In December 2007, DHS became Hawai'i's first authorized public IB World School, settling the question, why not DHS, indeed? In the following school year, 2008-2009, DHS offered the DP to Grade 11 and Grade 12 students for the first time.

[The] Superintendent . . . at that time empowered me I think. . . . I was allowed to do what I needed to do to get this going. She didn't stand in the way. She also

supported us and she was the one who raised the question, why not [Dorian]? (Jennifer)

Given our demographics, given our kind of overall reputation, which still exists, at the time, it was seen as why not [Dorian]? We really want to put ourselves out there as, you know, a forerunner in public education and everything else that [Jennifer] had done, it just seemed a natural next step to bring in something that was . . . leading [in] education . . . we were always a school that did things first in the DOE . . . bringing in new initiatives, programs, bringing consultants, the top people of education. (Karrie)

[The TFA teachers with IB experience] were very positive and they were proof of the pudding . . . the entire faculty saw. Before that, nobody had even heard of IB, and these are Teach For America teachers who were very successful at our school. When the teachers saw what a well-rounded education they [TFA teachers] had . . . [and] they could come to Hawai'i and transitioned so well into our school . . . they became models. (Jennifer)

IB fits into the kids that definitely are looking beyond college and kids that want more rigor. (Karrie)

Because we had numerous grants and I had had Title I funding, I could offset [costs for the IB program] and work with the budget. Also, we received funding from the military; the military was also very supportive of the IB curriculum and program because they had heard about it. They knew about it. So they were able to help with the training of the teachers. (Jennifer)

The kid knows that . . . they don't go to a school that's just mediocre. In the paper, we're getting notoriety, people are recognizing the good things that we're doing and regardless of your student that's involved in any of those things, at least you don't have to feel ashamed that you say that you go to our school. (Karrie)

For me, it was feasible. It was the right thing to do. It was the vision and the direction that I wanted the school to be headed toward. And I felt that it would be impacting as well as beneficial to our students, and it has. It really has. (Jennifer)

The Values Underpinning DHS's Pursuit of the DP

The decision by DHS to pursue and implement the DP primarily expressed an underpinning value of Quality driving the school's decision. Data gathered on DHS's website made numerous uses of the key words associated with the value of Quality, such as improving the caliber of the school, improving rigor, creating a relevant world-class environment for students, fostering academic excellence, and improving the reputation of the school in the community. Data also indicated to a lesser degree the value of

Efficiency in key words such as accountability, testing, worthwhile, and sustainable in discussing the pursuit of the IB programs at DHS.

DHS's interest and pursuit of the DP was to provide rigorous courses that would encourage greater matriculation by students into and through 4-year colleges. Two secondary interests were to improve the reputation of the school among stakeholders and to continue the chain of reforms pursued to move out of restructuring by increasing standardized test scores. The data provided by Jennifer as the school-level leader and supported by school-level documents also suggested that the value of Efficiency, stemming from an influence of policy factors outside of the school, played a reinforcing role in her decision to pursue the DP for the benefits of its instruction and assessment framework at the school level. This would effectively improve the Quality and Efficiency of the school to meet the HIDOE's expectations for schools to assess students using rigorous standards. Since the IB possessed what Jennifer viewed, as principal, as established methods for instructing and assessing students based on international standards, her view was that DHS could adopt and then "backwards map" those strategies and standards for use schoolwide. As a school leader, she found this preferable to designing or waiting for the HIDOE to develop and disseminate a unified model for rigorous and relevant standards and assessments.

The DP was discussed by both Jennifer and Karrie as tying into and being a natural progression of the reforms that had been undertaken by DHS in previous years to address the restructuring mandates placed on DHS for not meeting AYP on the HSA. DHS's interest in and pursuit of the DP looked to contribute positively to their two most pressing issues. The first issue was continuing to seek ways for their diverse population of students to improve on high-stakes assessments such as the HSA and the SATs. The second issue was to generate ways to encourage and enable students to matriculate and

graduate from 4-year colleges. IB was not seen by either interviewee as aiming directly to improve student's test scores at DHS, although both contended it would affect students positively overall in their ability to take standardized tests and more successfully access tertiary institutions after graduating.

A secondary area of focus discussed in the narratives, linked to both goals discussed above, was to counter negative perceptions about the abilities of students and the quality of the education that students received at DHS. According to Jennifer and Karrie, negative perceptions existed internally among students and some teachers and externally among parents and the community at large. The negative perceptions about the school permeated both the school's struggle to meet AYP and to increase the rate of students going on to attend college.

For DHS, the value of any program that it might pursue and the benefits that students might garner were examined in relation to that program's ability to address one or all of these three issues. Pursuit of the DP was seen as a way to self-correct the school's reputation as an underperforming school that did not meet AYP. The "elite status" that the DP was seen to provide to DHS was another way to spotlight the school and its students' potential and capabilities, a spotlight that would show that some of DHS's students were competitive with the best students, not only locally and nationally but worldwide. Jennifer's and Karrie's view was that improvements in the school's reputation and perception within the community would bring greater opportunities for student learning at DHS and scholarships and opportunities after leaving DHS.

Jennifer and Karrie thought that increasing the Quality of the education that students could receive through the DP courses would assist students in realize greater academic achievement and recognition. Specifically cited in the narratives by Jennifer and Karrie, with regard to the value of the DP for DHS's students, was the need to

address the demographic of 80% of DHS's students having parents who had not attended college, which placed many of the students at a disadvantage in considering college as a post high school option. For this reason, Jennifer and Karrie viewed seeking ways to provide a rigorous and holistic curriculum that could foster students' interest in college as imperative to the school's vision and mission. They thought that the DP would contribute to altering the school's culture regarding post-high school goals such as attending 4-year colleges outside of Hawai'i.

There was also mention in the narratives that DHS had too diverse a population of students to provide a one-size-fits-all curriculum and that the DP would challenge students with greater rigor, which had not been addressed previously by the school except through AP courses. As principal, Jennifer thought that it was important to provide students choices in classes. In her view, the DP was focused on providing access to a world-class curriculum—a choice that she felt was important to provide in a school as large as DHS. This consideration of providing more program choices to students at DHS was a pleasant offshoot of a more focused interest in pursuing the DP to improve the overall quality of the school. The DP program gave the option to students who were capable of more rigorous coursework to pursue IB courses; however, providing more choice to students was not the central value underpinning the pursuit of the DP during DHS's Interested Phase.

Monetarily, DHS could afford to pursue and implement the DP within its existing school budget. For this reason, the school did not have to amass a significant amount of stakeholder support within or outside of the school to fund the program. According to the interviewees, DHS's pursuit of the DP was not overly disruptive to or affecting the status quo of the school, although it highlighted positively the reputation of the school during its IB Interest Phase, IB candidacy, and IB authorization. The DP was looked at specifically

to address improving the perceived quality and abilities of students. The secondary reason was to provide a rigorous program from which, over time, to improve the school's overall instructional and assessment methods. DHS's interest in the DP beyond increasing the school's quality was that it offered what appeared to be an efficient means for the school to address external policy pressures stemming from the standards-based instruction and assessment movement at the Hawai'i state and district levels.

Absolutely more rigor, access to college level courses. Also access to college, a notion of helping students attend 4-year colleges and again to break the cycle of poverty for them. (Jennifer)

Because any school like [DHS], people are just happy that you just get through with the day. And so, anything that we do above and beyond that, beyond anyone else's expectations, it's just more kudos for us. . . . It was just a matter of changing the way people thought about the school. It wasn't just OK, it wasn't just mediocre, it wasn't just established, it wasn't just to get through, as it was to push the envelope a little bit and make things better for our kids and really give them opportunities that they did not have before. (Karrie)

Based on the concepts on differentiation and learning for all, this is what we felt that we needed to provide for those who wanted it. It's not one-size-fits-all and the school knows the detrimental effects of one-size-fits-all classes and that's why we started it. (Jennifer)

Some of the auxiliary benefits were the reputation of the school, elite status, even though we really don't focus on IB being for the elite, but just bringing up the rigor in our school across contents, recharging our Arts and Foreign Language Department. (Karrie)

I think it brought credibility and pride to the community and to the students. And confidence, it developed confidence, as well as it shows them that they can compete. And more important for all is a moral responsibility to educate all youths in the democratic society. I know it's like pie in the sky, but how do you actualize it within the school? I think that part of raising student achievement, it's a moral responsibility, where we need to be able to take the students to the highest level that they can reach. (Jennifer)

What I'm really sold on for the IB is the assessment component where there is a rubric and that's standardized, as well as the grading is then brought down to a numerical figure or ballpark and that's how a grade is determined. I would take that as the model and backward map in training the rest of the staff on standard-based grading. The IB has been doing that for years and years and years, and the curriculum is down pat, so hopefully to get that to the other courses and aligned and sitting well with the teachers on standard-based grading. (Jennifer)

Probably just in reputation alone that we have smart enough kids. I guess the outside world perceives [DHS] as a very rough-and-tough school with poor, low-achieving students. This was just another way to prove to people that we do have very bright intelligent students that can achieve and compete for very competitive spots and very competitive schools across the country, just at the same level with any other school in the state. (Karrie)

Case 2: Corinth Complex

The findings in this section pertain to Case 2, consisting of four schools in the Corinth Complex. The section begins with a biographic introduction of the interviewees and narrative summaries of the IB Interested Phase and feasibility study undertaken by the four schools, presented in the order in which they began their IB Interested Phase: IMS, CHS, AES, and CES. The section ends by identifying the values underpinning the decisions to pursue IB programs in these four schools. The responses from interviewees and analysis of school-level documents corresponded predominantly to the value of Quality as driving the pursuit of the IB programs. The data suggest that the value of Efficiency played a reinforcing role in the decisions to pursue IB programs at all four schools. The findings are described using prose, with key quotations from respondents' answers at the end of each section.

Doug, an IMS Administrator

Doug has been in education for more than 11 years and has been at IMS for almost 5 years as Principal. Prior to Doug becoming Principal at IMS, the school had experienced a high turnover in that position. Doug has experience as an educator in various positions at the school level, as a science teacher and administrator, and at the district level. Doug has been both an elementary and a middle school principal in the Corinth Complex and credits his interest in and pursuit of IB programs to the needs that he perceived for many of the schools in the Corinth Complex.

The introduction of the MYP at IMS was a top-down initiative at the school level, introduced to the IMS faculty and much of the Corinth Complex by Doug. He has

attended only one IB training session but has been contemplating the fit and placement of the IB programs in Hawai'i public schools for several years, beginning with his first exposure to the programs when working as a District Curriculum Specialist in the content area of science. He attributed his eventual success in bringing the MYP to IMS after 4 years partly to the trust that he had built as an elementary school principal at CES before becoming the principal at IMS. At the time of this study, Doug has been Principal at IMS for 5 years. He saw his promotion, along with a cohort of students whom he had served as principal at CES, as the opportunity to consider the MYP. One of his personal goals as an educator at that time was to improve the perception of public schools in Hawai'i and specifically at IMS, where stakeholders perceived the school and students rather negatively, especially among parents and the surrounding community. Doug believed passionately that this had a very negative effect on the students in the Complex and specifically at IMS. He recalled that the student council at IMS had approached him prior to the school pursuing the MYP to express their hurt and dismay that they, the students, and the school were so negatively perceived. He said that the students knew that the attitude in the community was to send one's child anywhere but IMS, and that this reputation was hurtful to the students.

Doug's initial perception of the MYP was that it was feasible for IMS and was needed to increase retention of students by correcting the community's negative perceptions. He noted that it was his preference to pursue IB but that he broached it with the faculty as fulfilling a "need" in the school. He understood that bringing the MYP to IMS would be fraught with difficulty and encouraged it among the school's faculty as a program that was consistent with the National Middle School Association's philosophy and with the HIDOE's strategic plan, a philosophy already being used to drive the school's curriculum and instruction in implementing the Hawai'i State Content

Performance Standards. He contended that that the MYP would improve the reputation and rigor of the school, making it a more competitive choice with private schools on the island that tended to attract a large percentage of students moving from CES at Grade 5 to IMS at Grade 6. He also saw the MYP to be beneficial to student learning outcomes by providing world-class guidance in its curriculum development, instruction, and assessments.

[IMS]was meeting AYP. The scores were quite high but the question is why was there such a bad reputation about this school, as well as many parents opting to skip the [complex's] middle school once they're finished with the area elementary schools and opt for private schools . . . or to seek geographic exceptions out of our school because of our reputation.

At that time I was a Principal at CES and there were about 60 students that were fifth grade, ready to go to sixth grade to go up [to IMS] and out of 60, I did 40 letters of recommendation outside to go to a private school. I mean, that's how bad it was just at CES. I can't imagine how it was for the rest of the area elementary schools. So that's the kind of reputation that IMS had.

I don't wanna be bragging or tooting my horn, so if you can take this in the right light. The thing was, I was a successful Principal at CES. Well respected by the parents. We were on the cusp of becoming a Blue Ribbon school because of what we were doing at the time I was there . . . so when I left, I think they [the parents] trusted that what I would do for IMS would be worthwhile.

IB actually is consistent with my philosophy on how a middle school ought to be as well as even with the, in my opinion, the National Middle School Association's philosophy about middle schools.

We can certainly get the stamp of approval from an international organization to say, Yes, you have a good school. Already we have [WASC] accreditation, we have good scores and the school was still getting dissed. To me, students are being hurt . . . So that's when I said, "You know what, OK, you don't hurt students like that."

Bruce, an IMS Administrator

Bruce has been in education for more than 11 years and has been at IMS for 4 years as a vice principal. He had experience in working at the school level as a science and digital media teacher before recently moving to this administration position. The bulk of Bruce's experience has been in the classroom as a teacher, and his first permanent

position as an administrator was at IMS. His most recent teaching experience was at a large high school with students from a less-affluent background than the students who predominate in the Corinth Complex. The difference in school cultures between his previous experience as a teacher and his current experiences in the dual role of vice principal and MYP coordinator at IMS during the school's early IB Interest Phase factored dominantly in Bruce's reflections of the challenges that he experienced as part of IMS's consideration and pursuit of the MYP.

Bruce was hired as full-time vice principal after IMS had just started its consideration of the MYP. At that time, a dedicated IB Coordinator position at the school had yet to be established. In addition to being a vice principal, he was asked by Doug to take on the role of the MYP coordinator. Bruce's perception of the MYP initially was that it would be a difficult fit for the school and he was unsure whether it was feasible because of the cost, complexity of the MYP, and the time required of teachers and staff. Upon learning more about the MYP and working with Doug and other school personnel who had attended IB training, Bruce's view on the MYP changed. Eventually, he decided that the MYP was about what was best for the students and the community, not necessarily what was best or easiest for the teachers and school administration. The challenge that he noted as the MYP coordinator and as a new vice principal was that he was not IB trained during the school's IB Interested Phase and feasibility study. He admitted that he had to learn as the school moved through its IB Interested Phase; he reported feeling uneasy and challenged as he learned the culture of the school as a new administrator and the dynamics of the MYP.

Bruce noted in his responses general personal experiences in dealing with fluctuating faculty buy-in as the school moved from the IB Interested Phase into the IB Application Phase, which Bruce thought required a challenging shift in the school's entire

culture. He especially noted that the culture of the school, as it related to the teaching staff, was disrupted as teachers struggled individually and collectively to determine how the MYP in theory would be implemented practically in the classroom and schoolwide. He noted that he often was unable to respond immediately to questions posed by the faculty about the “functional” implementation of the MYP in the classroom. He said that the process of pursuing authorization was from the onset open ended, which he suspected the IB meant to be doable but disconcerting, designed to facilitate the school but not necessarily to ease adoption of the program. He reported that the faculty had to view the MYP for their teaching, students, and school.

Once IMS became a candidate school, Bruce and some IMS teachers attended Level 1 MYP training. This training addressed some early concerns and moved the school along in the process of IB authorization. As the school moved forward, Bruce cited two concerns that predated his joining the school’s faculty and permeated his early assumption and challenges in the role as the IB coordinator. The first was a concern about funding the MYP, the other was how to garner support first from the teaching staff and second from the remainder of the school’s stakeholders. Bruce saw this as a challenge for him and for the school. IMS would be the first school on the island, public or private, to implement the MYP. Never the less, he decided that the MYP was doable and he believed that it would lead to unifying instruction and assessment practices among teachers across the school, generate pride in the school, and encourage parents and students to consider IMS before selecting to attend a private school. He stated that he found reassurance and persuasion from Doug in the vision that he communicated for IMS through the MYP.

Based upon what information I gleaned when I came in, I think teachers felt that maybe it was a good fit for our school because it allowed us to validate a lot of the best practices that our teachers were doing. In certain ways, there were some good fits, some really good natural fits, in other instances, not so much. Our teachers and administrators had to figure out how to make sense of how to do IB. “What is it this is all about, and what impact does it have on our school?”

From the teachers I got, “Okay, you’re asking us to do something but you don’t have the answers.”

Certainly, the way that we focused on say, the IB learner profile, I think that does unify the faculty to focus on certain traits that we want our students and staffers at the school to live and to aspire to be and to practice.

We have expectations of our school and we feel that we want to provide the best education for our students in this community, certainly, something that was internationally recognized as a program.

David, a CHS Administrator

David cited more than 40 years of experience in education. He was in his fourth year as Principal at CHS at the time of the interview. Prior to his becoming Principal, CHS had experienced a high turnover in the position. An interim Principal was in place when the school began consideration of the DP. David’s perception of the school-level issues facing CHS was that the school had to address its declining enrollment and the perception of stagnation in the eyes of the community.

As an educator, David had experience working in the educational system in Hawai‘i and in other parts of the United States. In Hawai‘i he had held positions at both the school level and the district level. The latter part of his career has seen him focused on extensive study of school leadership and grappling with identifying and defining what “world class” means in education. He cited being highly influenced by two experiences in his career centering on the study of educational leadership that had influenced his support of pursuing IB. One was an educational leadership conference at Oxford University and the other was working with researcher and educator John Goodlad. Dr. Goodlad wrote,

Education is a never-ending process of developing characteristic ways of thinking and behaving on the part of individuals, nations, and in fact, mankind. Each generation has access to a long heritage from which to derive perspective. Its thinking is shaped by current books, magazines, and newspapers; by movies and television; and by a kaleidoscopic array of events and stimuli which are part of everyday life. (Goodlad, 1976, p. 6)

David’s first exposure to IB came while working at the district level in Hawai‘i. He had approached CHS and another public high school about pursuing the DP after

being introduced to it by the same GT coordinator who had introduced it to Jennifer (DHS) and Doug (IMS), both principals who later pursued IB programs at their respective schools. The two schools that David approached while he was a District Superintendent opted not to pursue the IB. David felt that the current timing and direction of the leadership in both schools was responsible for that decision. He noted that his interest in and pursuit of IB programs as principal of CHS was aimed at revitalizing and “rebranding” CHS, taking it from being just a “good school to being a great school.”

When David interviewed to be Principal at CHS, the school was at the start of its DP Interested Phase and feasibility study for students in Grades 11 and 12. Initially, CHS was considering only examination of the DP. He encouraged the teachers and staff to be trained during the latter part of the Interested Phase and wanted to have IB-trained personnel at the school to assist in the feasibility study and eventual implementation of the DP prior to candidacy. The push to send CHS teachers out of state for IB training hit a roadblock due to budget cuts that led to suspension of all off-island training of HIDOE personnel. Feeling that the DP could not be implemented without IB training, David and Doug sought permission to authorize out-of-state training, first via the complex’s CAS, then the District Superintendent, and finally to the Governor’s office. After navigating the political and educational bureaucratic channels, permission to send teachers in the Corinth Complex to out-of-state training was granted by the Governor to both IMS and CHS, the only two schools pursuing the IB programs at that time. The out-of-state permissions also extended later to DHS for their ongoing IB training and to AES and CES, although all five schools at that point were requesting that the IB begin to conduct training in Hawai‘i by 2010 to cut the costs of IB training for Hawai‘i’s schools.

As principal of CHS, David attended two IB training sessions in the course of CHS’s Interested Phase and authorization process. During the Interested Phase, David

was approached by Doug, the Principal at IMS, to consider implementation of the MYP for Grades 9 and 10 at CHS. Doug even offered to share funds that IMS had procured for the MYP for CHS to send faculty for MYP training. Also offered was the opportunity for DHS to “piggy back” on IMS’s IB Part A Application to move more quickly toward becoming an IB MYP Candidate School. David felt that the opportunity was too good for CHS to pass up. The process for the consideration and subsequent implementation of MYP moved so quickly that the MYP actually preceded the implementation of the DP at CHS. David and Doug shared a similar vision that it was not only viable but also necessary that the continuum of international learning begin at IMS with the MYP and continue in Grades 9 and 10 at CHS. As part of this intraschool partnership, the principals collaborated to spread the word about the benefits of the IB programs to school and community stakeholders and to other school leaders in the Corinth Complex and across the entire school district.

From the onset of his introduction to the IB programs, David had considered the IB to be very feasible in Hawai‘i and saw the timing for bringing it to CHS as right when he applied for the position as principal, although he freely admitted in reflection that he may have been the only one who thought that the IB programs were feasible at CHS. He noted that concerns by stakeholders in the school and community about the financing of the IB program and procurement and maintenance of resources presented a daunting challenge to him in his role as principal. He noted that Doug had had gone through similar issues. Concerns about finances and resources were present from the onset and ongoing through the school’s authorization for MYP and DP in 2010.

The IB programs presented David a *programmatic* vision for 21st-century learning and international education. He viewed implementing the IB programs as a comprehensive school reform initiative that should be built into the fabric of the entire

school. He considered it to be essential that the MYP and the DP not be implemented simply based on the fame of the program, and he stressed that getting the IB programs into CHS was only one piece of a larger objective to improve the rigor and relevance of instruction at CHS. David saw the IB programs as making CHS a better school, affecting each person in the school and the community.

I came to [Corinth] with the purpose of rebranding the school and developing a curricular program that would put us in a position to essentially attract the interest of the parents in our community and the students in our community . . . through the past 10 to 15 years Corinth had been—I don't think the word is *declining* but it was definitely *stagnated* in terms of its perception within the public.

I had already been exposed to the IB curriculum in the early '90s when I was working as a District Superintendent. I was exploring different types of curriculum programs that could help draw our schools to move forward. So I was already involved in looking at and picking up programs that would deliver high-quality, world-class curriculum. I had come across the IB program and had been directed to it by an educational specialist who was working at the Gifted and Talented section at that time.

1992, '93, '94, around there. So essentially I couldn't find a buyer for IB at either school, . . . to get the program going, so we dropped it, and things go on and we moved on. And then I came to Corinth and, of course, IB still had not been developing at the state at the time. When I came to Corinth as Principal, at that point I was pretty determined to give it a run and get it in. Of course, it was facilitated by the fact that Doug, the IMS Principal, knew about it and had already been pushing it in terms of the MYP. By the time I got to Corinth, the faculty had already started to look into the DP program so it was easy . . . timing is everything, and it was an easy push at that particular point in time.

Primarily if you want to deliver a world-class education to students, you have to have a program that is world class, outside of your own environment, outside of your own educational structure, and IB brings that to the table. The way they structure IB, it is controlled worldwide, it is standardized worldwide, people know in Zurich, that if our kid graduates from this IB school, they know what kind of program our kid's are in; it's not questioned, it's understood.

Mike, a CHS Administrator

At the time of this study Mike had more than 11 years in education and more than 11 years at CHS. As an educator at CHS, he held positions as a classroom teacher and head football coach before becoming a vice principal. Beyond CHS, Mike had served as a member of several WASC accreditation teams, taking part in the review of other schools.

According to two of the three other interviewees from CHS, Mike is viewed at CHS to be a veteran vice principal and an administrator with strong interconnections to the teaching staff. At the time of this interview Mike was serving in multiple roles: vice principal, DP Administrator working directly with the DP coordinator, and Extended Essay Supervisor for the first cohort of 54 students in the school's DP. Mike's perception of the issues facing CHS and his motivation to move toward a comprehensive schoolwide vision for reform with IB were that the school faced declining enrollment and school-level stakeholders had perceptions of stagnation with regard to the school's performance and development.

Mike played the most central role in pursuit of the DP at the onset of the IB Interested Phase, as he was responsible for introducing the idea of the DP to CHS. As part of what Mike cited as his regular professional development research, he was looking at ways to approach school-level change. He learned of the IB Program through research and became interested in its potential for the school. Initially, he was attracted to the IB's Mission Statement and the IB Learner Profile, which he saw as a good fit for the school and a way to increase the rigor and relevance of instruction at CHS. He discussed the idea with the Administrative Leadership Team and a few official and "unofficial" faculty⁹ leaders. All agreed that the DP was worth exploring for CHS.

Mike used personal funds to attend an out-of-state orientation for IB schools to learn more about the program and its possible feasibility for CHS. He came away convinced that the DP was appropriate for CHS to address the school's declining enrollment. He also decided that the DP fit the CHS Administrative Team's expectations identify methods and programs to raise expectations not only for students but also for teachers, ultimately raising the bar across the entire school. Mike shared that he thought

⁹See Veal, Cliff, and Holland (1988) for a discussion of the varieties of unofficial leadership among elementary, middle, and senior high school teachers.

initially that the DP would be extremely feasible. However, he also reflected that, as he learned more about the DP and its requirements, the pursuit became a greater challenge than first anticipated, and even more so as the MYP was also considered. He noted that both the DP and the MYP required a firm ongoing commitment by the entire school. During the school's Interested Phase and feasibility study it became clear that the DP and the MYP were not a one-time resource allocation on the part of the school but would require long-term commitment to continuous IB training, ongoing IB program evaluation, and a yearly allocation of financial resources.

Mike indicated that he viewed the school's pursuit of both IB programs as placing CHS in a unique position within Hawai'i's public school system. Offering both the MYP and the DP made CHS the only public or private school in Hawai'i at the time to offer rigorous world-class program for Grades 9–12. This presented a singular opportunity for CHS to implement the concurrency of learning encouraged by and central to the pedagogy suggested by the IB. For Mike, the central value of the IB was sound educational value and good teaching and learning.

It was important in the sense that no matter what [IB] training you go to, it always talks about the mission and vision, philosophy, learner profile, international mindedness, making connections, higher-order thinking skills, using analysis, using critical thinking, being a deserving learner, all of that. You get that in every training you go to.

We needed to go from *pockets* of excellence to *consistent* excellence regardless of classroom, regardless of course, regardless of teacher. We needed to match our mission and vision to our daily actions as a school. And those were the primary two things that went into wanting to improve teaching and learning at the school so that we could become a place where every parent in our district had to at least consider [CHS] as an option and an alternative for their child.

We were very aware of it administratively and we know from educational research that sound professional development needs to be targeted. It needs to be thoughtful, and then it needs to be—teachers need time to digest it professionally and then apply it in the classroom. We felt that the professional development teachers were getting through the IB Program was allowing just that. It wasn't one shot . . . It wasn't a one-shot deal. We supported the application of the professional development through our expectations in the MYP and the DP

Program and our numerous opportunities for teachers to meet within program areas.

For me a concern at the start: avoidance of teacher burnout. Research-based philosophy suggests that teachers' sense of support from within is key. When you and a co-worker are learning together, you're teaching together, you're struggling together, that's a lot better for professional sanity and professional longevity—to meet professional expectations of yourself. It's a lot easier to do it within a group than it is to do it in a vacuum, as happens traditionally in education.

You need to be able to adjust and reallocate resources to places that matter more and so forth I'm comfortable with change and I'm comfortable with having to be flexible. So that really helped because, although I understood making this commitment to IB was going to be—*daunting* is the wrong word, it's going to be a high-intensity *challenge*. I wasn't afraid of it, I just embraced it and moved forward.

Angela, a CHS Teacher

Angela has more than 11 years in education and more than 11 years at CHS. She has served at CHS in various teacher leadership roles and positions. She had been both a classroom teacher and the schoolwide curriculum coordinator. At the time of her interview Angela had once again transferred positions within the school to fill a new need, and was now acting as the school's registrar, responsible for developing and setting the school's course schedule and the students' class schedules.

During CHS's IB Interested Phases for the MYP and DP, Angela was the acting curriculum coordinator. At the onset, Angela was also named as the school's first IB Coordinator for the DP and the MYP. This was a temporary designation, and steps were already in the works to bring two to three teachers from teaching positions or other designated duties to assume the roles of MYP and DP coordinators. At the IB Diploma Coordinator training that Angela attended prior to the school's IB Interested Phase, the responsibilities of the DP coordinator, the organization and time lining of the DP, communicating to parents and school faculty, and fostering knowledge and understanding about the DP to stakeholders in the school's community were introduced. Angela reflected that this training gave her a better idea of the benefits and challenges of bringing

the DP into the school. Her unique experience in her position as the school's curriculum coordinator gave Angela insight into the work and effort required to bring just the DP to the school. It would require at least one dedicated person to organize it. Near the end of CHS's IB Interested Phase and feasibility studies for pursuing both the MYP and the DP, Angela relinquished the position as the DP coordinator to another teacher. The division of the role of school curriculum coordinator and IB coordinators for the two programs was seen as necessary by CHS school leadership, given the comprehensive nature of the program. Bringing teachers out of teaching positions into coordinating roles was costly to the school, and it was made possible prior to the IB candidacy and authorization phases at the school by creative juggling of the school's budget and teaching lines and support from the CAS and the school district by granting CHS one additional coordinator position for a MYP coordinator. Financial support from the district for an MYP coordinator position was also given to IMS at the same time, allowing IMS, like CHS, to select a MYP coordinator from the teaching staff without using the school-level budget.

During the Interested Phase and Candidate Phase at CHS, the Administrative Leadership team opted to divide the full-time MYP coordinator position into two half-time positions. David restructured the existing faculty lines to create a half-time DP coordinator position following the end of the IB Interested Phase. As the school entered into the IB Application Phase, Angela, as curriculum coordinator, continued to work with the school's Administrative Leadership Team and the three new IB coordinators fulfilled the school's feasibility plan, the MYP and DP applications, the school's IB candidacy, and eventual IB authorizations.

Angela recounted that, prior to pursuing the IB programs, the complex's CAS had challenged CHS and other complex schools with a question: "What defines your school?" Angela's candid reflection on the school's response was they did not know what defined

them as a school. CHS was a college preparatory school but beyond that their character as a school was not clear. The Administrative Leadership Team felt compelled to answer the question and define the school. Serving as curriculum coordinator and being involved in the school's self-study process for WASC accreditation involved Angela going to classrooms and observing teachers and students. Her observations led her to ask what could be done to help students and to help teachers to help students.? After learning more about the MYP and the DP, she decided that these two complementary programs would assist in defining the school. She noted that the school had pursued implementation of an AVID program at the same time that the IB programs were being pursued. Both undertakings were seen as enhancing the quality of the school but they resulted in several challenging changes as two new programs were implemented simultaneously.

Angela's perception of the school-level issues facing CHS was that the school should seek ways "to push students" and attract new students. In her opinion there were multiple ways to address the two crucial issues facing CHS and address the question posed by the CAS. She saw the IB programs as one of the better paths to these goals but not the only path that the school could have followed. She also recognized two challenges: financing and providing adequate resources to teachers (e.g., equipment, supplies, and time to develop curriculum). In comparing the existing college preparatory AP courses to the DP, Angela decided that the potency of the DP was that it addressed the whole student, developing both strengths and weaknesses of students who undertook the DP. The full DP allowed students to pursue interests in subjects in which they had strengths and interest but it also challenged students to stretch in subject areas in which they were weak. The program assessed students ultimately on their success in six combined subject areas. This approach to educating students holistically was the strength of the IB, in Angela's opinion, because entry into colleges is competitive. She decided

that students who had IB diplomas or even students with exposure to the IB programs might gain an edge in gaining entrance to and success in college. For Angela, IB provided “a different way [for students] to do well” and a new way for the school to improve.

The main reason we looked at becoming an IB school was to help our students, to stretch them, to push them. We always did well as far as a college preparatory school, but with the advancements being made all around the world, we knew we needed to look at other ways to push our students.

Cost of travel to another state is always a concern, because you don't know where you're getting funding from. It's not monies that we had initially, we had to somehow provide it and we weren't going to let not knowing where to get our funding stop us from our goal.

There was support from the district; they gave us a coordinator position, initially, and to continue that support, it's an ongoing process of seeking support, because monies are never solid, they are always liquid and they come and go.

If we don't have things available for students, they won't be able to achieve. So what we provide to our students is the foremost important, how we support them after to achieve it, they have other things, but if we don't even offer it or have it available for students, then they can't achieve it or get it. It's not necessary the course that they take, it is what they learn or get from the course, it's how the course is run, what kind of learning is encouraged. Our students will be more successful if they're taught to think critically all the time, to question, to reflect, to challenge. They're not afraid of all those things. If it's a constant learning in how they learn, then they'll be better prepared for whatever comes to them.

Sandy, a CHS Teacher

Sandy has more than 11 years in education and more than 11 years at CHS. She is the current MYP Coordinator at CHS, a position that was recently divided between her and another teacher. While at CHS she has served in various teacher leadership roles and has experience in teaching in Jamaica and New Zealand. She noted that these experiences had influenced her personal educational philosophy about the importance of international mindedness for teaching and student learning, although she did not perceive those experiences to be experiences with international education.

Her introduction to the IB programs came when she was attending Washington University as an undergraduate student, where IB programs were expanding into area

schools at the time. Before assuming the co-MYP Coordinator position near the end of CHS's IB Interested Phase, Sandy was the mathematics department chairperson and a mathematics teacher before becoming the co-MYP coordinator and MYP mathematics teacher. At the time of her interview Sandy was no longer teaching in the classroom and was acting full-time MYP coordinator. She presented in her reflections a unique perspective of a nonadministrator who was privy to the IB-related activities not only at CHS but at IMS as well.

Sandy was sent for training in IB Math during the school's MYP Interested Phase and sought to be involved in the IB programs being considered by CHS by approaching the school's Principal, David. Sandy had attended four IB trainings and thought that one of the most significant difficulties in the pursuit of the IB programs at both CHS and IMS was teacher training and in-service training. Some of the issues surrounding the training and preparation to implement the IB programs were the cost involved in sending teachers out of state for training and then in providing support for teachers to build, utilize, and reflect on the IB training in meaningful ways. She noted the challenges that both CHS and IMS were facing with decreasing student enrollment and was aware that this was an issue that each school's administration had stressed with both faculty and staff. Sandy reflected that the steady decrease in enrollment required that CHS make significant changes in student instruction and assessment to make the school a competitive option to private schools. The changes were necessary, in her view, because so many of the prior schoolwide initiatives pursued by the school and by some classroom teachers had not persisted. Some teachers only partially implemented or failed to implement new methods in their classes, on the assumption that policy initiatives would soon shift and give way to the next initiative. One of the major challenges for Sandy and for the Administrative Leadership Team was to muster faculty support and interest throughout the entire school

to look at the IB Programs as more than just another initiative that would quickly come and go.

Sandy assumed the co-MYP coordinator position after the bulk of the IB Interested Phases had taken place and just as the school entered its IB candidacy. During that time, her chief job was to facilitate completion of CHS's MYP authorization and implementation of the MYP in Grades 9 and 10. She observed that, in pursuing the IB programs at CHS, concerns about and opposition to the IB programs, DP and MYP alike, included the cost of the programs, the ability of a majority of the students to benefit from the programs, and the additional burdens that be placed on teaching loads. At the onset of the IB Interested Phase, the Administrative Leadership Team did not have sufficient funds for the programs but funds were eventually found through efforts of the school administration, especially the principal. Another issue was that the IB programs were initially perceived as being only for high-performing students, which would fail to provide benefits to two thirds of the students. As funds were found to finance the programs and information about the programs was shared with all stakeholders, concerns lessened but did not completely quell concerns about the financial and equality challenges raised by the faculty and parents.

The pursuit of the IB programs at CHS was viewed by Sandy to be highly feasible in spite of the costs and concerns about equal benefits for all students. Sandy was more concerned about the amount of work required of faculty and staff involved in implementation of the MYP. Providing support and enabling teachers through the candidacy and authorization phases posed a challenge to her in the position of coordinating the MYP and working directly with teachers, students, and parents.

Sandy reflected that, during the school IB Interested Phase and even into the authorization phase, faculty members were unclear about the ultimate goal of the

programs. She attributed the unease to the legacy of the many previous schoolwide initiatives that had been pursued under pressure or inducement from the school district to improve the rigor and relevance of instruction and assessment. These initiatives had been implemented by most but not all of the teachers, with the result that most initiatives were abandoned after 2 to 3 years. She estimated that, prior to the candidacy, half of the faculty viewed implementation of IB programs as affecting only a part of the school or perhaps following the path of many of the earlier initiatives, while the other half viewed the programs as a vehicle to drive the new identity of the entire school. According to Sandy, the vision of the Administrative Leadership Team was that the goal was to pursue the latter form of implementation, making the school an IB World School, not just a school with IB programs.

As an IB Coordinator at CHS, one of Sandy's challenges was to clarify the MYP to various stakeholders and to serve as liaison with the MYP coordinator and program at IMS. Early on, she observed among stakeholders at both schools the impression that the MYP was an "elite" program for only the smarter students who were receiving excellent or good marks. She noted that this impression was unfortunately reinforced unintentionally during the IB Candidate Phases at CHS by the school itself, because only students who applied for the MYP in the program's first year were placed in MYP classes. The misunderstanding about the application process was that it was not in place to select certain students over others because of limited capacity of the MYP classes at the start of the program. The school had to limit space in the MYP courses initially because all teachers could not be trained at once and the school needed time to adjust its scheduling and requirements to mesh with the MYP's requirements. In essence, the MYP needed time to grow. Sandy reflected that, in hindsight, the application process had inadvertently separated students who tended to do better in school and who had greater

parental support from students who did not do as well or did not have parental support to negotiate the MYP application process. She noted that students who were less focused or successful in school were less likely to have been encouraged at IMS to go into the MYP in Grade 9 at CHS. This event fueled the perception by stakeholders at both schools that the IB programs were for higher-achieving students.

Sandy conveyed instances in which she heard among teachers at both IMS and CHS during the early MYP candidacies and even after authorization that MYP classes would be harder than non-MYP classes. She observed that some teachers at both schools were under the impression that the MYP courses were more rigorous “honors-level classes” and were designed for higher-performing students, so teachers should “save” students from enrolling in the MYP if they viewed that the student would be likely to fail based on previous academic performance. In her view, many IMS and CHS teachers, students, and parents did not understand at the time that the MYP courses were not meant to be more difficult. Sandy pointed out that the teachers at CHS, both MYP and non-MYP, were teaching the same curriculum and standards mandated by the state of Hawai‘i. She said that, as MYP coordinator, she stressed that the difference between non-MYP and MYP was that the MYP was introducing a comprehensive and rigorous approach to student instruction, learning, and assessment using the MYP framework, not adding more or harder requirements for students. One of the groups with whom she stressed this most strongly were the MYP teachers at CHS who were slated to teach the first year of the MYP courses during the schools candidacy phase. According to Sandy, the intent all along was that, as soon as the school could manage to train teachers and develop the MYP to capacity, the MYP would become a program for all students in Grades 9 and 10, matching the full implementation of the MYP for Grades 6–8 at IMS and alleviating the perception that MYP was for some students but not for others.

I went to the IB training in Texas. It was IB training for Mathematics. Learning about the philosophy of MYP or IB in general, I voiced it to David that I thought it was a really good program. I had heard about it prior in Washington State . . . that's where I went to college. So that program was taking off in Washington at that time on the East side and knew good things. . . . I believed in the philosophy of holistic learning and communication.

I didn't see [the MYP] as feasible until I went to IB training. In the training, they kind of related everything back to the philosophy again, and those were all things that you go into teaching for. You want students to learn. You want students to be able to apply it. You want to bring in the relevancy. So to me it just made sense. It's everything that we're supposed to be doing anyway.

You know, "Oh this program is coming. Are we gonna have an option?" Who were they asking? Oh! Only a handful were going training. I think some thought it would be a 100% and some thought that it would just be a small percentage. We've gone through several school-level initiatives. We rotated core groups and everything. And each of those was always only about a small percentage. So I think half of the staff thought it would be like that and half of the staff heard, "Oh, we're gonna be a IB school." So they thought it was a 100%.

In my opinion [IB] was necessary. I've been at CHS for . . . I think this is my 17th year [laughs]. I think I taught Math for 16 and then last year did Math and Coordination, and then Coordination this year. But I didn't see It was a noticeable decline in our school population And then our lessons were just repeated over and over again There was no movement in change as far as the teacher planning was concerned. So I think it was a necessary thing to keep up with the times. . . now the technology moves so quickly and everything and our lack of communication needed to be improved upon.

The philosophies are something that . . . we believe in as educators anyway but they're just kind of related to the program, so they're embedded into the lessons. They're more evident in lessons and units. I think we have more field trips, more activities, and more relevant activities. It was . . . nice as a Math teacher, we're so focused on the HSA and the SATs and PSATs that I kind of feel like I have forgotten all of those relevant lessons or field trips or meaningful activities. The IB kinda brought that back.

It needed to be something significant. Something that our schools could offer that other schools might not be able to offer. Especially, it's a free education and IB is a world-recognized program.

Kara, an AES Administrator

Kara has been at AES for more than 6 years and has been an educator for more than 11 years. She describes herself and the faculty at AES as seasoned veteran educators for whom the standards-based movement has been philosophically woeful because it does not engage students enough in challenging and meaningful ways of learning. Kara has

lived and traveled abroad for a good portion of her life, and her foreign and domestic travel has brought her exposure to other cultures that has taught her to appreciate that people have differing views stemming from their cultural background and experiences. For this reason, as an educator, she stresses the importance of fostering awareness and understanding of cultural differences through engaging students in higher-level inquiry and thinking. In Kara's view, students in elementary school should be engaged in learning that includes critical thinking, an aspect that she says attracted her to the PYP.

Kara viewed interest and pursuit of the PYP at AES to be viable, although not necessary for the school. She thought that the PYP framework would fit well with the "best practices" and the philosophy held by the majority of the teaching staff but felt that the PYP should not be pursued without consideration by and assent from the majority of the faculty. The faculty agreed to review the feasibility of the PYP. Kara's approach and leadership style deviated from the more top-down nature and definitive urging undertaken by the principals at DHS, IMS, and CHS.

Kara noted the role that the IMS and CHS played in AES's consideration of the PYP, as both schools were already IB World Schools when AES began its IB Consideration Phase. This meant that AES had the experiences of IMS and CHS to aid them. It also meant that AES and CES had a different policy climate related to their IB Interested Phases than that at IMS or CHS. However, the policy climate in the complex was supportive of pursuing initiatives that would align with pursuit of world-class offerings.

Kara reported that she came to be involved in the IB program at AES at the prompting and behest of the CAS and principals Doug and David. Unfortunately, the CAS initially took her faculty's assent to consider the PYP as a commitment to conduct the program. Kara stressed with the CAS, the other Corinth Complex principals, and the

AES faculty that time was needed and would indeed be taken for AES to consider whether the PYP was right for the school. She noted in her reflection that the AES was already challenged with mandated expectations from the existing HIDOE's Content and Performance Standards and the newer expectations for student learning introduced with the National Common Core Standards. Kara cited reasons for AES's elongated IB Interested Phase linked to demands on time and resources in dealing with fallout from multiple school-level policy implementations. This required AES to work at synthesizing the school's existing pedagogy, mandated Hawai'i State standards, the PYP expectation, and the newly introduced Common Core standards simultaneously.

During the Interested Phase, and as part of the feasibility study conducted by AES, Kara attended three IB training sessions, often with teachers at the school, to gain a sense of what was expected of teachers so she could form ideas about the types of support she could provide as an administrator. The challenges that she noted in pursuing the PYP were financing, acquisition of resources, and necessary adjustments to school facilities. At the time of Kara's interview, AES was labeled an IB Interested School and was purposely withholding submission of their application for Candidacy for both financial and strategic reasons. Delaying candidacy saved the school the \$10,000 yearly IB School Membership fee. According to Kara, it was a strategic decision to provide more time to complete required IB unit plans and work on further IB training, inservice activities, and schoolwide planning. It also allotted time for AES to reconcile converging and parallel mandates related to existing standards, the PYP, and emerging Common Core Standards.

For Kara, the value in bringing the PYP into the curricular mix at AES was that it provided a clearer picture of the 21st-century learner and the missing critical thinking piece in instructing students in Grades K–5. The PYP provided a clear plan of what AES expected its students to be able to do when they left for the next school. In her vision the

PYP would serve as a lightning rod for a central philosophical focus while teaching required standards and preparing students for middle school.

It's my job to be visionary, it's my job to be a communicator, it's my job to support teachers and to know my faculty and staff. It's my job to support teachers. I also happen to really enjoy curriculum, so I am probably more involved in curriculum, directly involved in curriculum than a lot of the other administrators, who kind of leave it more completely to the others. I tend to be involved in it.

When we looked at what we were doing in regard to standards-based instruction, we found that the teachers weren't happy teaching to the standards, teaching to the tests. We could see the strain on our students having to make that demand of learning those benchmarks, being assessed on those benchmarks. . . . It's kind of like the teachers all felt like we lost the fun of learning, the fun of teaching.

The PYP is really exciting. It's really hard work for teachers. It is a very comprehensive program, it's very rigorous. It's very challenging for us to develop because it's constructivist. So when you call, asking the consultant a question or "How do you do this?" or "How do you that," you often get a rhetorical or kind of Socratic kind of answer, which is hard, it is like, "Wait, I want an answer!"

I think the biggest piece—and this is the piece that will give me chicken skin to the end—is in the IB mission statement . . . to think that an 11-year-old can walk away from elementary school with the understanding that there are people all over the world with different perspectives.

Petra, an AES Teacher

Petra has more than 11 years in education and more than 11 years as a faculty member at AES. She assumed the role of the school's district-funded PYP coordinator mid-school year to continue and complete the AES's Interested Phase. According to Petra, the PYP was not a program that AES sought for itself; rather, the CAS and the principals at IMS and CHS presented the PYP to the school for consideration. Her introduction to the IB programs came when IMS's Principal, Doug, came to AES and shared information about the MYP at IMS and the IB Mission Statement and IB Learner Profile. Petra noted that Doug stressed at that time that the MYP, PYP, and DP were three very different programs but all presented means to create a continuum of learning for students in Grades K–12 in the complex.

Petra noted that the challenge of the PYP for AES was that no one was sure that it was necessary for the school or whether the substantial cost for training, resources, and IB fees would be feasible or worth it. According to Petra, there was also concern by her and many at the school that there were already so many other tasks, initiatives, and mandates to work toward, it might not be wise to take on another. As the school considered the merit and challenges of the PYP, AES parents were brought into the discussion. While there were concerns and questions similar to those broached at the other schools in this study considering the IB programs, there was strong support from parents who were IB school graduates. Their testimonies, along with discussions with faculty at other IB schools in the complex, provided a clearer picture to the faculty and other stakeholders at AES about the benefits of the IB and the prestige of the IB programs internationally. This began to spark greater interest and foster support among AES faculty for what the PYP could provide to their students.

As PYP coordinator, Petra attended three IB training sessions. She reflected that her support to pursue the PYP stemmed from her view that the school needed to seek innovative ways to improve its curriculum and instruction. While she noted that previous school-level initiatives undertaken at AES to address the Hawai'i Content Performance Standards had brought success and dramatic improvement in students' test scores, her view was that the learning and instructional environment still seemed to be stagnated in terms of creativity and critical thinking. In the past few years, dramatic focus on imparting standards had led to a learning environment that Petra viewed as lacking a luster for learning for both teachers and students. She saw the PYP as a way to provide an excitingly varied but unified approach to instruction and assessment that could be beneficial for both teachers and students. However, it would be a challenge to implement the PYP while addressing current and potentially new mandates from other sources.

Petra viewed the PYP as presenting opportunities for teachers to collaborate in new ways, utilizing a common framework and philosophy across all grades and subjects. Petra reflected that she had felt most drawn to the philosophy and vision of a PYP learner, admitting that she had not addressed these facets when she was a classroom teacher, tending rather to focus on standards yet always wanting to move into greater critical thinking with her students. Petra viewed this collaboration as providing opportunities for students to express what they know and understand about what they are learning in a variety of ways. With the PYP, multiple teachers would be collaborating within a common framework of expectations and within a unifying instructional philosophy underpinned by the IB Learner Profile. Petra liked this central aspect of the PYP and she was challenged to facilitate consideration of the feasibility of the program by the school. She noted that the benefit of the PYP was that all teachers, especially the teachers in the periphery of the central elementary grade-level classrooms (e.g., Special education, ELL teacher, Art teacher, Foreign language teacher) became part of the collaboration by looking at the grade-level PYP Planners. Using the grade-level planners within the PYP framework and philosophy, teachers could see where they were addressing or perhaps could address components of what every child at CES is expected to learn and be able to do. From there, teachers could make adjustments or enhancements to the units and reflect on students' performance and teachers' practices.

The IB program provides opportunities for students to express what they know and what they understand and what they can do in a variety and range of ways. I am drawn to the aspect of it being internationally and globally minded . . . I'm fully aware that I wasn't practicing it at that time and that kind of intrigued me: "How can I make that happen for our students here at our school?"

The themes that we have are common to all PYP schools, they're not themes like if I were in another public school and my theme is on migration or my theme is the government system, it's umbrellaed under one of these bigger, these six themes in the PYP, which is how we organize ourselves, sharing and planning and so on. Those are universal in that, if a child from our school transfers to another

public school that's delivering PYP, they will get the same standard of curriculum, not the same lesson but the same unifying concepts and themes.

I like the fact that IB encourages or the PYP encourages teachers to continuously aim for varied approaches to instruction and varied approaches to assessment so that we're not doing the same things year after year and hoping for a different outcome.

Our scores shot up because of that, but we didn't see the level of learning and the level of teaching, so we saw IB and we were like, "Maybe we can still get across those standards but do it in a way that's meaningful and engaging to teachers and the students."

Andy, a CES Administrator

Andy has been an educator for more than 11 years and has been at CES for 3 years as the school's principal. Before Andy became principal, there was significant turnover in the school's leadership, as each of the three previous principals at CES had been there for 3 years or less. Andy has experience in working as an elementary school vice principal and an elementary school teacher. Andy's interest in and pursuit of the PYP was twofold. It was a way to meet the challenges put forth by the complex's CAS and the school district to implement a vision that defined the school within the community and meet the needs of 21st-century learners. He also saw the school's reputation of higher academic standards and expectations for fostering well-rounded learners at the elementary level as matching with the school's pursuit of the PYP.

In 2008 CES was named a Blue Ribbon School, a designation that brought with it elevated levels of expectations within and around the school. Andy's evaluation of the school, as the new principal, was that a concerted effort was still needed to move forward in the school's improvement. He viewed undergoing a school-level change within a unified vision as vital not only to maintain the school's previous and current performance but also to advance improvement. One of the issues that stood out for Andy as principal was the segmented nature of the school's teaching and instructional culture. His view of the faculty and staff was that they functioned in "pockets of success" rather than as a

cohesive group. To address this issue, Andy formed a committee to consider CES adopting one of the HIDOE's Signature Programs (see Chapter 2), with the intent of bringing a unified vision to the school in instruction and learning. While the Signatures Schools movement in Hawai'i was viable at the time that CES began to look at possible signatures, the Signatures School's District Support Office was closed. Rather than abandon the steps that CES had already taken toward adopting a school signature, CES finished their identification and selection process. Added to the consideration of the signatures was the IB's PYP.

The faculty team identified four possible signatures for the school, including the IB's PYP Program. The committee ranked the four signatures in preference. The PYP was not the least or most preferable selection. From the start of that process, and ultimately to the final decision, Andy retained the selection of the signature and vision that the school would follow. His announcement that CES would pursue implementation of the PYP was met with some resistance; some teachers asked whether they could be required to do the PYP program if the work was not in the school's ACFIN Plan. In response, Andy updated the ACFIN Plan to reflect consideration of the PYP. Andy's decision to pursue the PYP mirrored the top-down introduction and pursuit of the IB programs at DHS, IMS, and CHS, and made CES the most recent of the four schools in the complex to pursue an IB program.

Andy recalled challenges in gaining teacher and parent "buy-in" to the expensive IB program. Even though three other schools in the complex were either authorized or pursuing the IB programs, some teachers and parents in CES's community were either unsure of or opposed to the PYP and favored continuing the school's current curriculum and programs.

Andy's perspective of the school's budget was that it encompassed many of the initiatives that the school would have gravitated toward to improve facilities, resources, instruction, and assessment for students. Andy reflected that, when he prepared the ACFIN Plan for the upcoming year with the PYP in mind, the school could fund the program by shifting elements rather than increasing the budget. CES, like the other three complex schools pursuing the IB programs, received no direct monetary support from the school district to pursue the PYP. But also like those other schools, CES was to receive an additional IB Coordinator position, worth about \$60,000 yearly, in the upcoming year.

Like AES, CES decided to delay seeking candidacy for 1 to 2 years to save on IB fees and prepare more thoroughly for the candidacy phase by developing greater buy-in and knowledge about the IB and how it might support improvement in student learning. Andy attributed much of the opposition to the PYP to the culture of the school and the community at that time. He observed that teachers and community supporters had previously tended to operate in their own pockets of influence and that the school community was segmented and lacking a cohesive schoolwide vision. Andy also observed that, for the portion of CES's students who tended to cycle out of the Corinth Complex to other middle schools in the complex or to private schools after fifth grade, continuation in an IB school in Grades 7–12 was not a selling point. He therefore tended to focus on the IB's Mission, the Learner Profile, and the high academic standards the PYP provided and how it would facilitate the school's improvement in performance.

Throughout that whole process of the 2009-2010 school year, it was clarified to everybody that I was just gathering input and that I would make the final decision. . . . After hearing all the information and after meeting with Doug [Principal at IMS], I decided that [CES] would go with IB. I had to announce it at a faculty meeting and just give a speech and just say, "Considering all the input from parents, teachers, students, different stakeholder groups, I say that let's go with IB." It was a time-tested curricular framework and that I felt that it would take our school to new heights in terms of academic rigor.

I think it was a good decision to go with IB because we have the support that organization offers and now they have the construction, which just came about after November. There is a lot of things moving forward and all for IB. Signature kind of just like fizzled out.

It's going to be a lot more interesting for the students, rather than learning from a textbook, the kids are gonna have to use inquiry-based learning and they are gonna have to take some action based on that learning. There is an assessment component built in and that's the area I think where our school needs to grow. The kids truly learn when the teachers are trying to teach them.

It wasn't like a lot of added expense. There was some because of the trainings and all, but it wasn't as bad as some people were making it to be.

One challenge for the IB coordinator and myself was how to convince parents and persuade them. But all I can say to them is that it really is a like a set of time and tested curriculum. It's been around for a long time. . . . We try to bring it down to a really concrete level for parents because what we found is that, when you give them a PowerPoint and say, "This is the Learner Profile" and all those kinds of thing, it just kind of goes over their head. So we are trying to bring it down to a more concrete level, because we have some things in our school that are kind of IBish already, like we have Lego robotics . . . [students] do a lot of inquiry-based learning with technology and science. So we try to tell them that it's like Lego robotics. We did some inquiry-based science units. "It's like that, remember this project that the kids did?"

I talked to [the parents] about it at the end of last school year and I asked for their support We try to change the culture with them because there has been some history of [everyone] kind of just doing their own thing and trying to run the school and not working hand in hand with the school in the direction the school is going toward. So, since I've been principal here, we are trying to change that culture. We have a president now that is in line with the school vision; that is one step.

Although we feed IMS, some of our kids, a lot of our kids are in [the adjoining school complex], not Corinth. Then they have a group that will try for private school. I know that some of those parents . . . don't really care too much about IB because they are thinking private, or they are thinking [about another complex].

One thing that has been a selling point for some of our school community is that it gives everybody that focus for our school. . . . [IB] brings that singular focus. I think that some of the feedback that we have from the recent planning and collaboration day when we did the program of inquiry was good. The art teacher said that she's really excited about IB because now she's talking to the teachers and figuring out how as an art teacher she can support each unit. I think that's been one of our greatest things so far.

Luke, a CES Teacher

Luke has more than 11 years in education. Prior to moving to CES, he was an elementary school teacher at AES and maintains strong ties with several former colleagues at the school or now at the district level. At the time of his interview Luke was serving as curriculum coordinator. According to him, he was in transition this year to become the school's district-funded IB coordinator for the PYP the following year. Luke reflected that his in-depth introduction to and consideration of the PYP occurred when he attended a meeting of PYP coordinators from IMS, CHS, and AES and the district's School Renewal Specialist (SRS). While he "was blown away" by the new terminology and the scope of the PYP at first, the opportunity to ask questions about the PYP helped him to learn about the program and prepare for IB training. Initially, Luke felt that the program was not feasible at CES because of the time and money that it would require. Still, he attended two IB training sessions and, as he learned more about the PYP, he came to see it as a valid program choice for CES, although it was not one that he would say was necessary. Like many initiatives and programs in education, Luke thought that it was not hard to see the "good" in the PYP for a school and students, or in many of the initiatives that were mandated or available to schools in Hawai'i. He found that the PYP program fit well with his personal "humanitarian" philosophy as an educator, and it seemed capable of improving on many of the things the school was already doing. He viewed the PYP as a "stretch program" that would go beyond HODOE standards and Common Core Standards and allow for articulation not only within the school but also in time across IB schools in the Corinth Complex. He saw it as an exciting prospect for students who might eventually be exposed to and develop as learners through the IB Learner Profile as they progressed through Grades K–12.

Luke's perception of the reason that CES initially pursued an interest in the PYP was that many of the schools in the complex were heading toward IB programs and that it

meshed with a complex-wide vision for a world-class education. Specifically, he noted that it was the principal's call to pursue the PYP and that the faculty did not vote on whether to pursue it. Luke reflected that he and Andy viewed the IB as a way to help CES to navigate the multitude of upper-level policy initiatives, infusing various external mandates into a cohesive approach to instruction and learning rather than as separate stand-alone initiatives. While the cost of the PYP was a concern, Luke's stance personally and with teachers and parents was that the cost issue was a concern for Andy, the school principal. If the principal's choice was to pursue the PYP, the assumption should be that the principal could ensure that it was funded.

In his role as curriculum coordinator, Luke focused on school-level curricular concerns, such as how students perform on the HSA and how teachers deal with what Luke called "the apparent information overload" that comes from trying to implement and track several mandates and initiatives at the same time. Like Petra at AES, Luke detected a feeling by some CES teachers that there were already too many tasks, initiatives, and mandates that IB was perhaps one too many things to do. Still, Luke saw that perhaps the PYP would be the one thing under which the other initiatives and tasks could be united and pursued successfully.

The major obstacle that always surfaced was time and money. I think all IB schools that I've talked to, that has always been a primary concern. I have always told them, "If the administrator decides that this is for our school, then you shouldn't worry about the money, because that's their job to find the money and your coordinator's job is to help you find the time to make this work."

I was just so concerned about the future of these kids, because they're gonna enter a world that we don't have jobs for right now. I mean, those jobs are not created. So my concern is that they have to really be innovative, they have to be able to really, really think out of the box. Most important, aside from that, to be innovative. I think they just have to be at that level that Common Core preaches about that college and career ready because they're not where they should be to compete internationally. So, I'm hoping that with a program like IB and things like Common Core, we can definitely help them to be able to enter that workforce or college and to be able to compete. That stands on the forefront of my mind.

IMS really didn't advocate PYP specifically. They were always the first to say that they knew that all the programs are different but we should consider it. So their knowledge of the PYP was very, very vague and they were first to admit it. The message I always try, especially from Doug either talking to him one on one or in the group, is that this program is really, really good for our complex. I did hear David speak at AEX. Andy and I went to a parent meeting and this meeting made sense to me because he said that when he first came to CHS he saw that there are kids cruising through high school.

I think it's just the rigor, the international education we provide for the kids. I think most of all it just aligns ourselves K to 12 . . . Granted, we have kids and after they leave IMS and us they may not go to Corinth. . . . I think that is really something, I think for parents it is a great option, that they can get a very, very challenging curriculum and perhaps the side benefits. Of course, they can get some college benefits as well, but it's just a whole and continuous model of education. I think that that's a great benefit.

A Case Study of the Corinth Complex, Hawai'i's First Public IB World Complex

A consideration of the IB Interested Phase reflections and review of internal school-level documents of the four schools in the Corinth Complex who pursued the IB programs showed similarities as each individual school independently considered the IB programs. The findings suggest that, while external policy influences from the complex and district affected all four schools and cross-school recommendations influenced consideration of the IB programs, each school moved on school-level concerns for addressing internal policy needs. The parallel decision to consider the IB programs in four of the six schools in the Corinth Complex within a 4-year period should not suggest that this was a target initiated by and planned for the whole complex.

With the middle school and high school implementing IB programs, the CAS advocated for the elementary schools in the complex to consider pursuing PYP programs for Grades K–5. The Corinth Complex's vision of "A World-Class Education for All" and the *successful* experiences of principals Doug and David lay encouraging groundwork for expanding a continuum of international education in the complex. Two of the four elementary schools at the time of this study undertook consideration of the PYP. David, Sandy, and Luke each thought that consideration of the PYP at the two remaining

elementary schools in the complex was possible and that eventually the full complex might adopt IB programs.

IB programs in the Corinth Complex began with IMS and CHS. The schools opted to consider the IB programs independently at first, under suggestion from administrative school leaders. The consideration and advocacy of the IB programs at IMS and CHS were rooted in an effort to address school-level issues related to declining enrollment and negative perceptions of the schools' Quality. In addition, the IB Programs provided a means to realize and align the schools' visions and actions with that of the Corinth Complex's vision of "A World-Class Education For All" and the HIDOE's Strategic Plan (HIDOE, 2007). The IB Interested Phase and feasibility study at IMS and CHS influenced AES and CES to consider the PYP. Unlike IMS and CHS, neither of the two elementary schools needed to pursue the IB programs to address declining student enrollment or negative perceptions among stakeholders. Instead, the elementary schools looked to the PYP to provide an enhanced means for fostering instructional collaboration by teachers through the PYP's unified framework for instruction and assessment.

Doug, Mike, and David reflected that they considered the IB programs to be a way to address decreasing student enrollment and negative public perceptions about the quality of their schools. Later, the school principals at AES and CES, following the complex's aim to provide "A World-Class Education" and the experiences shared by the principals at IMS and CHS about the IB program's potential benefits, explored and eventually pursued the IB programs at their schools. The introduction of the idea to consider the IB Program at each of the four schools began and progressed as primarily top-down introductions by school leaders. Also, three of the four schools (IMS, CHS, and CES) experienced turnovers in the position of principal prior to the school considering the IB Programs.

Mike's introduction of the DP at CHS was one of several ideas floated when the school experienced a shift in leadership. The principal departed mid-year due to a family emergency, and the school appointed CHS's other vice principal as interim principal while a new principal was sought. During that time Mike directed consideration and the pursuit of the DP for CHS (at that point, the MYP was not under consideration at CHS). When the new David was hired as principal, he was already considering the IB programs and had thought that the DP was a good fit for CHS since the 1990s, when he worked at the district level and had tried to promote the idea to the current principal.

In David's early tenure as CHS principal, he and Doug met about the IB programs and made the joint decision to work in partnership on the MYP. By this time IMS was well through the MYP Interested Phase and CHS had started their Interested Phase for the DP. David decided to add the MYP on his own, and both the MYP and DP were at that point simultaneously pursued at CHS. IMS shared some of its IB-related monetary resources with CHS to assist in paying for the MYP training of CHS teachers, and the schools shared personnel resources in preparing the MYP applications and for the authorization visit.

These steps aided both schools in seeking MYP authorization and establishing a continuum of international education between the two schools through the MYP. Both schools also began to foster a district-level collaboration regarding the IB programs, seeking the CAS's approval and utilizing district-level personnel and support via the SRS. According to Doug, David, Sandy, and Luke, support from the SRS aided all four schools significantly, beginning in 2009. The SRS's support mediated effective liaison among schools in the complex in the negotiation of district policies related to the IB programs.

Since introduction and pursuit of the IB programs were largely executed in a top-down fashion by the principals of all four schools, the role that school leadership played in each IB Interested Phase was worthy of attention in considering the underpinning values in pursuing the IB programs. The first school leader in the Corinth Complex to pursue an interest in an IB Program at the school level was Doug, the principal at IMS. His interest and leadership drove exploration and initial pursuit of the MYP at IMS. Both Doug and Bruce thought that the MYP fit well with the National Middle School Philosophy currently directing the school's curricular vision at IMS prior to the MYP and was a way to address declining enrollment and negative perceptions among stakeholders. Shortly after Doug began to consider the MYP for IMS, Mike, one of the two vice principals at CHS, discovered the DP while looking for school-level programs to increase the rigor and relevance of the curriculum at CHS.

One marked difference in the experiences of the four schools during the IB Interested Phases was the leadership methodology employed by the principal at AES, compared to that at the other three schools. Kara noted that she viewed the leadership style that she used to be much more a process of shared decision making regarding AES's decision to pursue the PYP. She thought that her style differed from the more direct decision making employed by her male colleagues at the other three schools. While the results were the same, AES approached the process differently, elongating it and undertaking more schoolwide discussion and decision making during the Interested Phase. Petra corroborated the process that Kara described in AES's decision to pursue the PYP.

Stakeholders were considered by each of the four schools in their consideration process. Consultation with stakeholders (teachers, students, parents, and community members) was often relegated to question-and-answer segments led by school

administrators and later IB coordinators. The aim of the stakeholder meetings regarding the IB programs was not to hold referenda on the question but to generate interest and support for the IB programs. All four schools faced similar challenges in financing and fostering buy-in by stakeholders. The leadership styles of the school administrators during the IB Interested Phase differed among the four schools with regard to the mechanics of the school's hierarchy and the utilization of personnel and resources.

A driving factor in considering the IB programs is linked to perceptions about school quality held by school and community stakeholders, especially parents and students, which factored heavily into the reflections reported by the interviewees about their school's consideration of the IB programs. According to the four interviewees from AES and CES, their schools were viewed as "good" or "great" schools, and both principals wanted to maintain those largely positive perceptions.

Andy, the CES principal, and Doug, a former principal at CES, mentioned that, for some parents, CES was only an option if or until their child could attend a private school. Doug noted that he observed attrition of students from the complex to private schools, typically at Grade 5 or Grade 8, although students might leave whenever there was an option to enroll in a private school.

The perceptions and attitudes held by stakeholders about each of the four schools factored into each school's interest in the IB programs. In the 10 interviews in the Corinth Complex, only IMS reported negative perceptions. When Doug became principal of IMS, he saw the negative public perceptions of his school and of public school education in general to be a top priority to address. Doug described IMS as viewed to have poor academics and misbehaving students, leading students to opt out of attending IMS when they had the opportunity to do so. Doug noted IMS's data pertaining to HSA scores, school programs and activities, and student success after middle school refuted many of

the negative perceptions, but the perceptions persisted. He admitted that, when he took over as principal, incidents of student behavior at school and in the community substantiated some negative views but they did not justify the views. He decided that inappropriate student behavior was best addressed by dealing directly with misbehaving students at the school level, while increasing the rigor and relevance of the curriculum and better engaging students in their learning.

The community's perceptions of the high school and two elementary schools, as relayed by the interviewees, ranged from moderately low to generally positive. CHS, like AES and CES, was perceived as a "good school," although CHS had decreasing enrollment, similar to IMS. David, Mike, Sandy, and Angela described CHS's reputation in the community as good but stagnated and lacking a clear identity in the community. Thus, a key aim with the IB programs was to raise the community's level of interest in the school. While the school had been touted in the past for athletics and solid academics, nothing in the school's recent past had served to set the school apart or brand it. CHS's experiences in declining student enrollment over the past decade were tied to three main factors: (a) shifts in the community's population, resulting in fewer high school age children in the area; (b) parents and students seeking permission to attend schools outside the Corinth Complex; or (c) families electing to enroll their children in private schools. While the population shifts were not addressable by the school's leadership, the last two factors were addressed by attempts to improve the quality of the academic offerings at the school by pursuing the IB programs.

Doug and David reported increases in students remaining in the public school system instead of requesting GEs out of the Corinth Complex at Grades 5 and 8. The student attrition had contributed to the decline in student enrollment, resulting in further shrinkage of both schools' budgets. The only exception noted by both principals was that,

with the recent economic downturn in the past 2 years, each observed instances in which students returned to either IMS or CHS out of necessity and not by choice. Their families experiencing worsening economic conditions and/or increases in private school tuitions hastened their transition from private to public school

Each of the interviewees acknowledged that the high cost of developing and maintaining an IB program was the foremost concern of stakeholders in the initial part of the IB Interested Phase, especially the teachers. A tangential concern among teachers related to perceived increases in workload and the ability of the majority of public school students to benefit from such a rigorous academic program as the IB. An additional concern raised by teachers and some parents, primarily at the middle and high school levels, was the ability of many public school students to be successful in a rigorous scholastic program such as the MYP or the DP. Specifically, teachers raised questions about IB meeting the needs of or benefitting ESL and SPED students. In response, the principals at IMS and CHS relied on the IB's philosophy, Learner Profile, and instruction and assessment practices to demonstrate that the programs would benefit all students in the aggregate.

The decision by IMS and CHS to commit significant financial resources for IB training early in their IB Interested Phase and Application Phase underscored the implementation costs of the IB program (\$1,500 to \$2,500 per teacher for travel, lodging, per diem, and fees) and fanned opposition and concern that the IB programs were too expensive for IMS and CHS to implement, much less maintain. The leadership teams at both IMS and CHS viewed the off-island training as necessary for overall success of the IB programs and persisted to send teachers for training individually and in small teams. Training costs for AES and CES were reduced and time was saved when IB training opportunities were brought to Oahu beginning in 2010. This allowed more teachers to be

introduced to and continue training in the IB programs for less than \$100. The IB-trained teachers in the complex worked with teachers in their schools and on occasion across schools to share the IB training they had received.

Concerns about the cost of the IB programs were exacerbated for school and stakeholders by severe budget cuts in Hawai'i stemming from the state's overall declining economic climate. Concerns about the workload of teachers and the benefits for students were addressed, if not completely answered, during each school's IB Interested Phase and feasibility study. The consensus from the interviewees from IMS and CHS was that implementation of IB would, over time, definitively address those remaining questions and concerns. AES and CES grappled with similar issues, although each of the interviewees responded confidently regarding the success that they believed IB would produce for their students in the long term. A central concern of all four interviewees at AES and CES focused on securing their teachers' buy-in and preventing teachers from burnout during the Interested, Candidate, and Authorization Phases. Unlike the MYP or DP, PYP requires that the elementary school implement the PYP schoolwide to have the greatest chance for a successful program.

The decisions by IMS and CHS, and later AES and CES, to send groups and individuals off island heightened concerns about the cost of the IB. In some cases, it also raised concerns with teachers that the majority of students in the school would not be able to handle the rigor of the program, as most students seemingly struggled with the current HIDOE standards, which were viewed to be lower than IB standards. The interviewees from IMS and CHS acknowledged that neither school was ready to simply implement IB into the school based on teacher training. The rigorous IB framework would have to be developed by the school and within the school to fit and succeed. The early commitment to teacher training by the school leaders at IMS and CHS was intended to demonstrate

commitment on the part of both principals and schools. It was meant to demonstrate the willingness and ability of the school to fund and implement the IB programs to stakeholders and to the IB. This issue did not greatly affect AES and CES in their progress toward implementation of PYP because IB training by that time was already being conducted in state.

The IB Interested Phases at the Four Schools in the Corinth Complex

This section presents a combined narrative of the IB Interested Phase and feasibility studies at the four schools in the Corinth Complex. The process that each of the four schools undertook contained similar steps and criteria from the IB's *Guide to School Application*, even though the IB does not prescribe a step-by-step implementation nor provide explicit and prescriptive responses to questions posed by schools about implementation. Rather, the responses given to schools by the IB tend to be open ended, leaving it to the schools to interpret responses for their own use and successful IB program development. Several interviewees, who recounted experiences during IB training or in contacting IB consultants to ask "how" to do something, noted the IB's Socratic style of support that challenged schools to etch solutions within the IB framework that would best work in their school.

Each of the schools undertook an IB-focused self-study during the IB Interested Phase using the IB's criteria. As part of the self-study, each school used the criteria for the specific IB program for which they were seeking authorization to evaluate whether and how the IB Programs would meet their needs and fit into their school. The feasibility of IB for all four schools hinged heavily on two factors: funds to sustain the IB programs and buy-in by stakeholders to provide ongoing support. The steps taken and the problems experienced by the four schools to address both factors were similar.

Narratives from the interviews and review of school-level documents showed that the dynamics, resources, and timelines varied among schools during their IB Interested Phases. Each school followed its own distinct timeline, largely because the schools differed in structure and resources and the three IB programs differed in overall frameworks and criteria. As noted previously, both AES and CES gleaned experience with the IB programs from IMS and CHS, assisting in their completion of IB authorizations, although the PYP still was new territory for both schools and for public schools in Hawai'i.

In the 2006-2007 school year IMS submitted its MYP Letter of Interest to the IB. In spring 2007, following return of IMS's team of core teachers from IB training, IMS's principal, Doug, shared his plans with the Corinth Complex to bring the MYP to IMS. In the following year IMS submitted its Part A Application. By fall 2008, the first Corinth Complex introduction of IB came during a complex-wide faculty meeting prior to the start of the school year. The Administrative Leadership Team at CHS, with Mike's encouragement, had begun to explore the DP by that time. The participation by two of the six schools in the complex underscored the complex's vision for world-class education.

By 2008, the IB programs became a mainstay of the complex's policy agenda. Principals Doug and David were not only encouraging implementation of the IB programs at their respective schools; they were also making presentations that shared their thoughts and experiences regarding the IB programs in numerous public forums. Their activities in public relations served to reinforce buy-in not only among their own stakeholders but in other schools, both public and private, in Hawai'i.

IMS was the first school in the Corinth Complex to begin its IB Interested Phase. At the same time CHS began consideration of the DP. Although the IB Interested Phase at IMS and CHS initially ran separately, they soon were parallel, finally meeting to join in

pursuit of the MYP. CHS's individual pursuit of the DP also gained strength through CHS's partnership with IMS on the MYP. Both schools benefitted from subsequent but limited district support.

In spring 2008 CHS's Administrative Leadership Team began serious discussions of how the DP might fit into the school's vision and mission and address the issues raised in the school's 2006 WASC accreditation visit (the school had received only a 3-year accreditation). The WASC team had told CHS that it should find ways to increase the rigor of the curriculum. Upon returning from a summer conference introducing the IB to administrators, Mike shared information about the DP and the administration's view that it was a good fit for the school. A Letter of Interest in the DP was sent by CHS to the IB in the 2008-2009 school year. The new principal at CHS, David, with the support of CHS's Administrative Leadership Team, decided to pursue the MYP to forge a continuum of international education by sharing in IMS's efforts to be authorized.

In summer and fall 2008, the first groups of CHS faculty and administrators were sent to MYP and DP Level 1 training off island. During the 2008-2009 school year, all group meetings with parents and various stakeholders (e.g., Open House Meet and Greet Night, PTSA meetings, SCC meetings, Grade Level Parent Nights, and other parent and community meetings) held by IMS and CHS included IB information about the MYP and DP. In 2008 AES's principal Kara noted encouragement not only by the principals of IMS and CHS to consider the PYP; the CAS was also pushing interest in the PYP for all of the complex's elementary schools. As the new principal at CES in 2008, Andy was encouraged by the CAS to delay pursuing the PYP, as the CAS felt that CES was not ready. However by the 2009-2010 school year, the new CAS and Andy broached the option of pursuing a Signature Program at CES with his faculty. Among the options for a Signature Program was consideration of the PYP.

In the 2008-2009 school year IMS and CHS submitted a combined Part B Application, which was approved, and both schools attained IB Candidate status for the MYP. During the Candidate Phase both schools prepared for their individual authorization visits for the MYP, which took place in October 2009. Also during that same school year CHS submitted its Part A and Part B Applications for the DP, attaining IB Candidate status, and prepared for their authorization visit, which took place in November 2009. By 2010, IMS and CHS were authorized to offer the MYP and CHS was authorized to offer the DP, and AES and CES had submitted an IB Letter of Interest for the PYP.

The school leadership in all four schools put (officially) and pulled (unofficially) together teams of teachers that they felt would likely be supportive of the IB Program prior to and during the early part of the IB Interested Phase. These core groups of teachers were among the first to attend IB training. While professional learning groups and individual teachers were often asked to meet as a group or one-on-one with the principal to discuss their perceptions and questions about the intended IB Program, the IB Interested Phase at IMS and CHS was already under way prior to those discussions with teachers. In the case of IMS, the first school in the complex to undergo the IB Interested Phase, the teacher team was sent before the school officially had raised the question with the faculty as a whole or had sent its IB Letter of Interest. At the other three schools, training began simultaneously with the school's IB Letter of Interest and IB Interested Phase and continued throughout the feasibility study process. While the principals at IMS, CHS, and CES went through the steps to consult and discuss with teachers and parents about the IB programs intended for the school, the steps to pursue the implementation of IB were largely already in motion and the pursuit of the IB was explored as a top-down mandate of the principals. Only at AES were other steps taken by

the school's principal, Kara, to gain democratically fostered buy-in by teachers and parents prior to moving toward implementation of the IB program.

The principals of all four schools played a significant role in gaining and allocating financial and participative support from stakeholders outside the school. Internally, the PYP, MYP, and DP school-level IB coordinators played key roles, under the direction of the school principal, in the IB Interested Phase and feasibility studies in garnering buy-in. When IMS and CHS initially undertook their respective IB Interested Phases, both schools named either a school-level administrator or a curriculum coordinator to the IB Coordinator role. This proved to be a short-term designation in implementing the IB programs, as the demands for a school-level IB Coordinator were too numerous to be shouldered by either an acting full-time administrator or the full-time curriculum coordinator, both whom held too many duties and responsibilities to add coordination of the IB Program. The program was predicated on coordination with teachers, students, and parents solely in regard to the IB Program. Support from the district to fund one IB Coordinator for each of the four schools assisted in support and actualization of the IB programs.

IMS, CHS, and AES realized early on the necessity of creating full-time IB coordinator positions. In all three schools, IB coordinators were selected from among the teaching faculty and were charged to continue to move toward implementing the IB programs by working directly with teachers, parents, and students to understand the scope of the benefits that IB offered. At the time of this study, CES was awaiting their official IB Coordinator position. In the meantime, Luke, the school's curriculum coordinator, was serving the dual role of curriculum coordinator and PYP coordinator. It was anticipated that in the following school year he would take on only the role of PYP coordinator.

The principals at each of the four schools played the central role in addressing funding concerns and generating community buy-in and support of IB programs at the school level. In all four schools the principals had undertaken or were undertaking creative steps to redistribute funds within their school budgets to finance IB training, resources, and fees. Beyond redistribution of the school budget, funding was sought from multiple sources: state and district, grants, private donations, and fundraisers. Each served to infuse money into the general fund if not directly designated to the IB programs. In addition to finding ways to increase existing budgets, all four principals looked to enter into partnerships with their respective parent groups. Typically, parent groups were approached to assist in funding teacher training or particular global improvements in the technological infrastructure of the school. In all instances, the principals and administrators saw these shifts in funds to IB as benefiting all students.

As described by the interviewees, the role taken by the principals and the school-level IB Coordinators and administrators was not only to explore the feasibility of the IB programs at their school but also to generate the necessary interest, knowledge, and support for the IB programs. The task was described as daunting in the face of questions raised openly and behind the scenes about paying for the programs, the benefits of the programs, the added work for teachers and students, and the ability of students to meet the rigor and requirements of the IB programs. The primary tactic employed by principals and later facilitated at the school level by the IB Coordinators was to generate buy-in and ultimately ensure feasibility of the IB programs through IB training for teachers.

The intent to train teachers demonstrated that the IB programs were not only advantageous to students, teachers, and the school, but were doable. Large numbers of faculty and staff at IMS and CHS were sent off island to IB Level 1 training prior to the school's preparation and submission of their application. AES and CES followed suit,

emphasizing staff and teacher training off island and in Hawai'i in smaller numbers during their IB Interested Phases. Both elementary schools planned to continue training and collaborative planning throughout their consideration and pursuit of IB. While limited stipends were offered during school breaks and summers at CHS early in their IB Interested Phase, the practice was replaced by allotting time within the structure and framework of the school year and school day. The IB programs were built into the framework of the school at IMS and AES. CES had yet to complete its feasibility study but was inclined to follow along the lines of the other three schools.

If you're really going to put an effort like this into place and embed it deeply within the school, you have to literally rethink the whole way that you're spending what you have and build that into the support of what you're doing because that is the only way you're gonna be able to afford it. If you try to depend on additional resources, it'll never happen because, even if you get money to start, you'll never get money to maintain. (David)

There was a need for us to shift our focus in our comparison of ourselves to the state and our district and, quite frankly, even comparing ourselves to the rest of the country. Now we are in the process of comparing ourselves to schools all across the world and with the IB. Being an authorized IB school, we feel like whether you talk about us or a grade school in Japan or a grade school in Indonesia or a grade school in Germany, we can compare and offer our kids here just as world class and sound an education as at any other school in the world. (Mike)

You can't just stand back and assume that just because things were good in one year, it's going to be the same the next year. There's a dynamic change involved in education. Kids change every year. Different kids come through your door. Different kids leave. Different parents walk through your door. Different parents leave. The world changes, and the world changes quickly now. (Mike)

The notoriety of becoming an International Baccalaureate school. You know each year the IB program grows. At that time we started, I don't think it was quite as large as it is now; it's even quite a bit larger in the world as far as recognition now. At the time we began to look at IB, I'm not sure students were quite sure about it. (Angela)

I think the decision was probably already made between CHS and IMS but the Principal presented it to the faculty as a vision—not only his but IMS's vision that it would be the vision of the school. (Sandy)

[For] our kids and our communities, another selling piece that they agreed on was that . . . our parents expect, our community expects the kids to go to college and

our standards, the current standards and benchmarks is not enough to prepare them. (Kara)

I think the new value that students should have an opportunity to experience a curriculum that's relevant to what's happening in the world, a curriculum that's going to prepare them to interact with others when that's going to integrate 21st-century skills. I think that's what we value most about it. (Petra)

I think there is a lot of doubters, especially among our parent group. And that is why there was some resistance in our PTA and even some faculty and that's why there was some doubt about it. Could we do this? But what I found was that, as I did the budget for next year, we are already setting aside funds to do different things like develop our science program, that kind of thing. So because we weren't going the direction of a signature anymore, not doing that anymore, we just shifted it to IB. It wasn't like a lot of added expense; there was some because of the trainings and all, but it wasn't as bad as some people were making it to be. (Andy)

The major obstacle that always surfaced was time and money. I think in all IB schools that I've talked to, that has always been a primary concern. I kind have always told them, "If the administrator decides that this is for our school, then you shouldn't worry about the money because that's their job to find the money and your coordinator's job is to help you find the time and make this work." (Luke)

The Values Underpinning the Corinth Complex's Pursuit of the IB Programs

The decision to pursue the IB programs in four Corinth Complex schools expressed an underpinning value of Quality driving the school-level policy implementation of the IB programs. The findings on the IB Interested Phases and feasibility studies in the schools showed numerous uses of the key words associated with the value of Quality, such as *improving* the caliber of the school, *raising* academic rigor, creating a *world-class* education for all, and academic *excellence*. The findings also indicated the value of Efficiency in the use of key words such as *accountability*, *testing*, *worthwhile*, *necessary*, and *sustainable*.

In instances in which the IB programs were perceived by interviewees as needed by the school, or preferable for the school, the value of Quality as underpinning the decision to pursue the IB programs persisted. Reflections given by school leaders suggested that the value of Efficiency, stemming from an awareness of policy factors outside of the schools at the state and district levels, played a partially reinforcing role in

the decision by school leaders to pursue the IB programs. The “elite status” that the IB programs were seen to provide to these four schools were also perceived to shine a spotlight on the complex as a whole, demonstrating that the students coming from the four schools had been rigorously educated and thus were competitive with the best students, not only locally or nationally but also worldwide. The perception communicated in the interviewees’ reflections was that improvements in the school’s reputation and perception among stakeholders would lead to greater opportunities for student learning. The perceived Quality that the IB programs brought to each school, in the views of the interviewees, played a role in influencing how funds and resources were allocated to address the demands of external policy mandates and pressures stemming from political and educational policymakers. These demands were driving these schools to develop and provide new skill sets for students while also meeting measures for varying and developing forms of accountability for Grades K–12.

The six administrators observed that the IB programs were a necessary move toward building a unified and explicit school philosophy centered on considerations of international education and a rigorous approach to instruction and assessment. The interest in and pursuit of the IB programs were viewed as addressing school-level problems stemming from declining student enrollment and negative to mediocre perceptions held by stakeholders about the quality of the school’s program. While not faced with issues of declining enrollments or concerns about the perceptions of their schools’ Quality by stakeholders, AES and CES were still challenged to maintain their reputations, foster articulation across the curriculum, and increase the rigor and relevance of the instruction and assessment delivered by their teachers.

All four schools were affected by political and district policy pressures. Two of the most significant policy pressures discussed by the interviewees were mandates

stemming from state and national standards and the challenge to schools to develop more germane and explicit ways to prepare students for the 21st century. An additional issue facing these four schools (CHS most directly as the high school) was preparing students to matriculate through K–12 and on to college. While the IB programs were not discussed by any of the Corinth Complex interviewees as directly addressing improvement in standardized test scores on the HSA, the implicit view was that IB programs would positively affect overall student learning and performance, thereby supporting how students performed on various assessments standardized or otherwise. Schoolwide benefits associated by the interviewees with the IB programs were related to teacher instruction and assessment of student work.

An additional policy factor affecting all four schools related to discussions and impending mandates at the district level to develop and utilize state and common core standards in instruction and to develop assessments utilizing standards-based grading, a factor that had affected DHS in its pursuit of the IB programs. This was compelling for each of the school-level leaders in considering the IB programs for what they viewed as its strong curricular and assessment frameworks, stronger and more consistent than frameworks that were currently in place at their schools or available via district support. The IB assessment framework, which Doug, David, Mike, and Sandy viewed as well developed and utilized by the IB for a long enough time to demonstrate a proven track record, was seen to provide a solid and consistent base from which to assist their schools to apply better assessments of what students know and can do.

For the school level leaders at all four schools, the IB programs seemed to offer a proven consistent, and thus more efficient, way to address the external policy pressures from the district to evaluate and grade students using standards or criteria-based assessments. Since the IB programs provided ways for schools to have IB assessments

graded externally, school leaders were looking to a future when assessment results achieved by students in the IB programs would provide a measurement on a global scale to factor against other forms of standardized assessment, such as the HSA, PSATs, and SATs.

The reflections provided by the interviewees about the anecdotal benefits of the IB programs observed during the experiences of their IB Interested Phases related to collaboration by faculty members as a strength and indicator of the benefits of the IB programs for their school. School leaders thought that teachers could start to move toward greater articulation and a more unified philosophical and practical approach to instruction and assessment, first at the school level and then in time across schools in the Corinth Complex. As part of each school's IB Interested Phase, collaboration by faculty regarding development and implementation of the IB programs was encouraged. The Corinth Complex principals anticipated that, as teachers collaborated on the IB programs over time, the rigor and relevance of instruction would improve. This would create a chain of events resulting in overall improvement of the quality, or at least perception of the quality, of the school.

As teachers and administrators underwent IB training, collaboration appeared at the school level and expanded to the complex as each school sought to make sense of how the IB Program would fit into the existing structure and culture of the school. This process continued and expanded during the IB Candidate and Authorization Phases at IMS and CHS. Even AES and CES, both of which were still in the process of completing their IB Interested Phases at the time of this study, viewed collaboration by their teachers during the IB Interested Phase as one of the most positive benefits of the PYP for their school so far.

The reflections by the interviewees in the Corinth Complex included the central role of school principals in managing monetary resources for the IB Programs. Significant monetary resources were committed to the IB programs, which were perceived by school leaders and eventually a majority of stakeholders as providing an established, tested, and stable philosophy of education with a curricular framework from which to establish and base professional development of teachers, improvement of instruction, and rigorous assessment of students. In essence, the IB programs became a school-wide program of school reform.

In each of the four schools, the IB program was disruptive to the status quo and was expensive to pursue and implement. The interviewees communicated that they viewed IB as enhancing the quality and reputation of the education that the school provided and suggested that IB was a possibly more efficient and stable approach to meeting the intent and spirit of district and national mandates aimed at improving education. Each school struggled to gain support from stakeholders during the IB Interested Phase. School leaders were challenged to adjust and augment existing school budgets, which they did. As support was gained from stakeholders, the schools adjusted and augmented their budgets through limited district and parent group support, grants, fundraising (not necessarily directly for IB programs), and private donations.

The pursuit of the IB by the four schools in the Corinth Complex was a disrupting factor at the school level but one seen as necessary to alter the status quo. For IMS and CHS improving the reputation of the two schools, and for all four of the schools improving the quality of instruction by teachers and learning by students was the explicit goal of pursuing the IB programs. The subsidiary reason for interest in and pursuit of the IB was to address external policy pressures from the Hawai'i state and district levels regarding standards-based instruction and assessment. The IB programs also offered what

appeared to school leaders to be an efficient framework for schools to address external policy pressures by utilizing the more established and consistent maintained instructional and assessment frameworks of the IB programs.

I wanted to bring honor. I wanted to bring integrity back and I wanted to bring humanity back to everybody . . . when you go back to us being put down in the community meetings. I felt very, very, very hurt for our [public school] students. When you cut down students in public, you know, “What’s the matter with you?” I went to University of Hawai‘i, and the motto is “Above all is humanity.” I didn’t really understand what it really meant back then when I was in college. But when folks were attacking our students like that, I got what it meant. . . . I wanted to bring humanity back. There are test scores and this and that, but humanity is important. So bringing back honor to our school, I felt IB could do that. (Doug)

I think the value that moved us to pursue IB was the responsibility we felt and the responsibility we feel to provide our young men and young women to prepare them for the difficult life that they’re going to have and the many opportunities that they’re going to have. That’s the central value. (Bruce)

I think the recognition that we can be better, that we in fact are a school that nobody would—I don’t think people want to readily admit that it was in the doldrums or was sliding down, but the school was not where it should be, could be. We needed to show we do actually do this. We really will be proceeding differently and we really will be better. And I think that’s the core thing that is impacting on the people, because it’s really hard to argue with results. It’s really hard to argue with people that are coming to our school and wanting to find out more about us and wanting to get their kids at the school and more and more people are seeing that and that drives the change really good. (David)

Sound educational value, good teaching, and good learning. (Mike)

The value is providing the best opportunity for students. (Angela)

I think it would be the value of the education that we could offer. (Sandy)

The value I think it is that it is how to visualize a school graduate in the 21st century . . . , which is aligned to the state strategic plan. Both . . . the new plan and the last 3-year year plan [have been] a way to live and plan on a new one. It is our idea of what we expect our kids to be able to do, how we want to prepare them. (Kara)

Students should have an opportunity to experience a curriculum that’s relevant to what’s happening in the world, a curriculum that’s going to prepare them to interact with others when that’s going to integrate 21st-century skills. I think that’s what we value most about it. (Petra)

Our school has always had a reputation of higher academic standards. So our school vision is to explore and excel through academic, arts and athletics,

pursuing higher academic heights, to excel more academically. And in the pursuit of trying to create the well-rounded learner, which is our vision at CES. So we're trying to do that. So IB helps us to do that. (Andy)

The essential question that always was posed with Andy, our principal, and I to the staff was: What would best help us reach a world-class education for our students? Based on that question with all the perspectives that he [Andy] had, I'm sure with all the reasons, without a doubt, he really believes as principal, and I believe, that [the PYP] was the best decision for our school. (Luke)

Summary of Findings

This section synthesizes the findings for the two cases, resulting in the overall findings for this study. The term *policy layering* is discussed in Chapter 5. In both the Dorian Complex and the Corinth Complex, the reflections by the interviewees and review of school-level documents identified primarily two central values—Quality and Efficiency—as underpinning decision making by leaders at the school level to pursue the IB programs. School leaders, mainly the principals, acknowledged a consideration of each of the four policy values in considering the IB programs, the most notable of which was the value of Choice. Principals at DHS and CHS mentioned consideration of the value Choice in their interviews, although it was not found in the final analysis of the data to have driven overall decision making at the school level to pursue the IB programs.

The value of Quality was anticipated, given the type of programs the IB markets and the current educational policy climate pushing schools toward reforms related to performance standards and accountability. Unanticipated findings included (a) identification of multiple layers of internal and external policies at the school level intermixing or *policy layering*, (b) identification of the value of Efficiency in its accountability form at the school level, and (c) identification of the value of Efficiency in its economic form emanating from Hawai'i's political system and from its unitary system of public education. These findings, ascertained from analysis of the interviews and school-level documents data, indicate that both internal school-level and external policy factors interplayed in the decision by school leaders to pursue the IB programs, not only

to improve the overall quality of the school but to address issues stemming from school-level *policy layering, by tightening the school's control and focus on curriculum and assessment within the school*. Achieving this through adoption of the IB program provided a means for school leaders to promote greater school-level autonomy within myriad current and upcoming policy reforms emanating from policy actions at state/district and national levels in U.S. public education.

In both cases, the pursuit of the IB programs was driven by needs perceived by leaders, primarily the principals at the school level, and views of the IB programs' capacity to foster improvements in the quality of the instruction and assessment results at each of the five schools. The perceptions of improvements included raising the overall quality of the school by improving the rigor and relevance of the curriculum, enhancing teacher instruction and collaboration, improving student assessment, and improving or maintaining a positive reputation of the school among stakeholders. In this way, all five schools capitalized on the "elite status" of the IB Program's reputation worldwide and its newness in Hawai'i's educational system.

In both cases, all interviewees noted concerns about the monetary costs and impact on staff and faculty time in pursuing the IB programs. The narrative reflections in both cases suggested that each of the schools, in conducting their IB Interested Phases and feasibility studies, addressed this question: *Would the school become a school that merely has an IB program or would the school become an IB World School?* The narratives demonstrated a difference between the two cases in the degree to which the IB programs were planned and were expected to permeate schoolwide. At DHS, the DP was perceived as plugging into the school's existing culture and programs while enhancing academic expectations for students. The implementation of the DP at DHS was envisioned to influence only a small percentage of the teachers and students, self-selected

or recruited to the DP. Also intended by Jennifer, DHS's principal at the time the DP was implemented, was the secondary goal of utilizing IB training for teachers to improve standards-based instruction and assessment schoolwide over time. Three years after implementing the DP at DHS, the school was led by a new principal and, according to Karrie, the DP coordinator at DHS at the time of this study, there were no further plans to pursue the MYP either individually at DHS or in partnership with the complex's middle school.

In contrast to the Dorian Complex, the schools in the Corinth Complex, perceived the IB programs to be schoolwide reforms, pursued to alter the school's culture and foster positive perceptions among stakeholders. The Corinth Complex's narratives and school-level documents indicated a greater degree of intended impact of the IB programs on each school and across the complex. In all four schools, the IB programs were envisioned to be implemented schoolwide, either at the outset or in the future, and eventually articulated across schools in the complex. This was evidenced by the school-wide implementation of the MYP at IMS and the plan that the MYP would be schoolwide at CHS for Grades 9 and 10 within the next 2 or 3 years. The PYP at AES and CES had been planned to be schoolwide from the onset of candidacy. The only deviation from schoolwide implementation was the DP at CHS, which was envisioned to remain self-selecting by students, with the chance to allow students to take DP courses on a course-by-course basis without having to take the full DP.

All five schools in the study inhabited the same 5-year temporal window in undertaking an IB Interested Phase and feasibility study. Within that 5-year window, factors related to the specific time of the IB Interested Phase and location of the individual school mitigated external policy factors that influenced each school and were noted in the discussion of sample selection (Chapter 4) and the discussion of the

individual case findings (Chapter 4). At the time the IB programs were being considered in the Corinth Complex schools (2005-2010), the declining economic climate in Hawai'i (Johnson, Oliff, & William, 2010; Oliff & Leachman, 2011) resulted in annual reductions in school budgets statewide. DHS, in comparison to the Corinth Complex schools, had a larger school budget due to the size and composition of its student population. DHS also saved money initially in its IB Interested Phase by not undertaking DP training of teachers until the school's IB application was accepted and by keeping the program relatively small and blending it with current AP courses and existing offerings when possible. Also, DHS began pursuit of and gained authorization for the DP before any of the Corinth Complex schools and prior to worsening of the economic downturn in Hawai'i.

In all four Corinth Complex schools, addressing the costs of pursuing the IB programs was a central issue during their IB Interested Phase and the most tenuous in the IB Interested Phase of IMS and CHS. In the Corinth Complex schools, the economic downturn in Hawai'i made pursuit of the IB programs appear to many stakeholders to be at best unfeasible and at worst counterintuitive and foolish. Each of the four schools in the Corinth Complex had student populations of less than 1,000, including few Title I students, and under the current WSF, significantly smaller budgets than DHS. Also, the decision by the schools in the Corinth Complex to place a heavier upfront allocation for teacher training as part of their IB Interested Phase, made the expenditures a far more publicized and tenuous issue for school leaders to address among stakeholders. It was such a significant point that the IB expressed concerns to both IMS and CHS, as the schools moved from their IB Interested Phase to the IB Candidate Phase, about the ability of each school to sustain the IB programs economically and to provide enough

instructional days in light of reductions in school days in Hawai‘i’s public schools in 2009 (Education on MSNBC, 2009).

The interaction with the school district in each school’s IB Interested Phase was perceived by the interviewees as minimal in either interference or support, although as individual schools moved toward authorization, that trend shifted slightly and the CASs, the District Superintendent, and the Governor stepped up to provide support to individual schools. The HIDOE demonstrated support for the IB programs by meeting with or providing letters of support to the IB visitation team and providing limited-time allocations of resources (additional IB coordinator positions) for the Corinth Complex schools. According to the interviewees, the role that the district office played did not begin until schools had entered their IB candidate phases, and was manifested largely in public relations, chiefly by providing access to the media (e.g., newspaper articles, community newsletters, television News coverage) for generating awareness and support for the IB programs among stakeholders. This undertaking on the part of the district seemed to serve the dual purpose of garnering positive attention for the individual schools and generating more positive perceptions about the overall HIDOE.

The findings suggest that external policy factors and mandates to the schools influenced but did not drive the pursuit of the IB programs in both cases. In pursuing the IB programs the value of Efficiency reinforced the decision by school-level leaders to pursue the IB programs.

None of the narrative reflections of the IB Interested Phases reported external policies at the district or national levels as constituting an impetus to pursue the IB programs. In both cases, all five schools were affected by what could be described as a *policy layering*, or a constant influx of externally imposed influences and policies stemming from district and national levels. The interviewees at all five schools reflected

that policies from the district often led to problems in the past over time at the school level for many reasons: (a) a lack of financial support to begin or maintain initiatives, (b) a lack of school-level buy-in to implement or maintain, (c) multiple initiatives that overtaxed school resources, and (d) burnout among teachers and staff. Reflections by interviewees suggested *policy layering* at the school level made it difficult for schools to effect meaningful improvements in a school-level context. The narratives in both cases touched on the lackluster success of many previous school-level initiatives introduced at both the district and school levels as a reason for pursuing the IB Programs and a reason cited by some at the schools to not pursue the IB programs. Interviewees tended to attribute the failure of prior initiatives to one or more of the reasons cited above.

The IB's philosophical, instructional, and assessment frameworks were perceived by the principals in both cases to complement and/or fulfill the existing and possible future policy standards and accountability initiatives stemming from the district or national levels. All four principals suggested that external influences (i.e., content performance standards, NCLB, HSA testing, AYP, and Common Core Standards) were outside the school's control but had to be integrated in each school's plans for schoolwide improvement. This provided these five schools not only the ability to enhance the quality of the school but also a strategy to gain more autonomy from policy variations and inconsistencies that may stem from state/district and national levels in educational policy.

The narratives and school-level documents conveyed that each school's resources and experiences in their IB Interested Phase were unique but expressed a commonality in the central and reinforcing value that drove decision making at the school level to pursue the IB Programs. Internal school-level concerns influencing each of the schools were cited in the reflections by interviewees as dictating the pursuit of the IB programs at the school level; the considerations of broader external policy factors by teachers were more

tacit and filtered through a focus and concern for how the decision affected their school and individual classrooms and students. The narratives of the principals, as well as the nature of their evolving roles as school-level curriculum leaders in the HIDOE at the time of this study, indicated an acute awareness of external policy factors affecting their school and related to values of Quality, Efficiency, Equity, and Choice. For administrators, the IB programs offered not only a world-recognized program and framework to underpin schoolwide improvement; also, the programs offered a more stable and efficient way to address 21st-century skills and improve student achievement in a programmatic fashion removed from the *policy layering* exacerbated by policy cycles at the district and national levels in education.

CHAPTER 5

DISCUSSION

In this chapter the findings are discussed in light of the literature addressing the values of Quality, Efficiency, Equity, and Choice in policymaking in education. The discussion highlights consistencies of this study's findings with those of previous research on values in state-level educational policymaking and considers differences in values in policymaking in a school-level context. The chapter is organized into four sections based on the findings of the study and building from the literature on values in educational policymaking at the state level: (a) *Policy layering* in a school-level context, (b) values in school-level policy decision making, (c) Efficiency in a school-level context, and (d) Quality in a school-level context. The underpinning value of Quality as driving the decision to pursue the IB programs at these five schools was anticipated, given the type of programs that the IB markets; however, the value of Efficiency as reinforcing the school-level decision to pursue the IB programs was unanticipated. This finding proved to be especially thought provoking because it demonstrated the presence of several layers of policies at the school level, influencing the decision to consider the IB programs. Further noted in the reflections by school-level administrators was the desire to negotiate the presence of *policy layering* at their schools by utilizing the IB programs as a comprehensive school-level reform that encompassed high standards and effective assessment. The values of Equity and Choice, while noted in the reflections of school leaders, are cursory to any consideration of school-level policies, but they were not deemed to be central in light of the data gathered or in responses to the questions posed on the values underpinning the pursuit of the IB programs. The IB programs, as a comprehensive schoolwide reform, provided an umbrella under which to meet school-level expectations for standards and accountability while shielding the school from some

of the erratic external policy influences that emanate from district/state or national levels in Hawai‘i’s public education system.

Policy Layering in a School-Level Context

This study was designed to isolate and focus on the values that underpinned a particular policy pursued in a school-level context. This presented a challenge for researching the dynamics of an environment affected by policy cycles both internally at the school level and externally at the state/district and national levels in public education. Hawai‘i’s unitary education system provided an additional variable in identifying and considering external policy influences that could affect consideration of the IB programs at these five schools. The findings regarding the values of Quality and Efficiency as underpinning the pursuit of the IB programs at these five schools, while largely consistent with previous research on identifying, describing, and analyzing values (e.g., Marshall et al., 1989), suggested some differences in considering the effect of policymaking in a school-level context versus a state-level context. In this section the concept of *policy layering* is discussed in the context of this study.

The collected data suggested that schools not only received external policy influences from the state/district and national levels; each school also simultaneously grappled with generating site-level policies to interpret policy generated at the district/state and national level within the educational system. In this fashion, policies outside of these schools are the lyrics that the schools are challenged to put to music in a fashion that captivates and serves *their* stakeholders. This challenge constituted the main and ongoing challenge for the principals in this study and their school leadership. The reflections by school-level administrators in considering the IB programs suggested a desired benefit beyond simply improving the quality of the school. The data from the interviews suggests a secondary benefit to IB that would enable IB schools to negotiate

more successfully within their schools the unintended policy consequences of *policy layering* at the school level.

Policy development at any level in education is not a simple mechanical application of means to realize given ends by policymakers and educational leaders who implement such policy.

At the institutional level, as at the national, policy-making and policy implementation are more likely to be the result of negotiation, compromise and conflict than of rational decisions and technical solutions, of complex social and political processes than careful planning and the incremental realization of coherent strategy. (Trowler, 2002, p.6)

Policymaking consists of negotiation and compromise among divided agendas and finite resources and recognition of the iterative nature of current policies in education building on previous policies, which serves positively on the one hand to facilitate early identification of potential opponents to reform and addresses aspects of concerns by stakeholders through adjustments in subsequent iterations of policies (Ball, 1994; Trowler, 2002). On the other hand, this process may result in negatives at the institutional or school level where re-minted policies are perceived as incongruent with the needs of a school and are received as temporary extensions of mandates and inducements from political and educational policymakers at the state/district or national levels.

In this study, use of the term *policy layering* is an exercise in neologism created during the course of data analysis, using literature on educational policy and the analysis of the data collected in this study. Use of these two terms, *policy* and *layering*, to describe the presence of layers of policy affecting the individual school sites in this study served to evoke more accurately the policy rooting process in individual schools whereby offshoots, in the form of district/state and national policies, manifested in different layers and stages within these individual schools. Policies in a school-level context take form based on influences both internal and external to the school. External influences include

statutes and inducements aimed at regulating public education; they emanate from state and national policy cycles to influence public education. Internally generated policy pursuits, such as implementation of the IB programs and most decisions made at the school level, are typically aimed at school improvement and delivering a better education to their students. Out of necessity, school-level policies function differently from school to school depending on the school's size, structure, and needs; policies must be adapted to the environment in which they are implemented. The IB program, as a comprehensive school-wide reform aimed at improving school quality, provided an umbrella under which to unite school-level policies and shield the school from external policy influences because the nature of the IB program places it external to the school and to the state and district, and because of its international scope, external to national educational policy.

Public education in a state-level context necessarily uses an excess-of-success approach to policy whereby multiple policies are enacted to meet a variety of stakeholders' needs and desires. Each policy adds a layer, often without due diligent inquiry into prior or upcoming policy factors. The results at the school level are *policy layering*, in which public schools are structured much like umbrellas under which everyone "should fit" somewhere. The process begs the question, how many umbrellas does one person (or school) need? More than one umbrella, or one that is too small or too big, will not cover what it should cover effectively. The task of constructing and utilizing an umbrella of policies at the school level falls mainly on the principal. Educational policies that are developed external to schools and emanate from various tiers of public education provide a daunting task at the school level to reconcile and realize success in practice through, or in spite of, multiple layers of policy.

Values in School-Level Policymaking

Chapter 1 opened with the argument that research studies on school-level policymaking had not adequately addressed educational policy. In the past decade, pressures for school-level reforms in the United States have focused on standards and accountability, aiming to improve, equalize, and diversify public education in grades K to 12. While mandates have increasingly affected public schools, the influences of policies geared toward standards and accountability have encouraged schools to undertake partial and schoolwide reforms.

School-level implementation studies tend to focus on what takes place during and after a reform process, only secondarily considering what drives the purpose or underlying value of that policy at the school level. For these reasons, policy research that isolates and studies policy decisions in schools is needed to understand the underpinning values of educational policies in a school-level context and among the various tiers in public education. Such an understanding might lead to more clearly conceived sustainable and successful school-level reforms.

In light of research on school-level policy that tends to aim at changing the performance of schools, the pursuit and implementation of the IB programs certainly constitutes a comprehensive school reform initiative (Ravitch & Vinovskis, 1995; Tyack & Cuban, 1995; Wagner et al., 2006). The extent of the IB program, with its curricular frameworks, assessment practices, professional development requirements, and school evaluation visits, requires that schools make a long-term commitment of resources and energy in considering the IB programs as part of a school-within-a-school or a schoolwide reform. The complex nature of the IB programs and the long and demanding implementation process provides a unique opportunity to observe and analyze a specific instance of school-level policy consideration and formation to identify the decision's underpinning values.

The four fundamental values in educational policymaking, as defined by Marshall et al. (1986) and discussed in Chapters 1 and 2, provided the framework for the analysis of data from interviews with school-level personnel and document analysis. Marshall et al. contended that educational policies do not form in isolation but rather are created from within a larger societal context. Their series of studies on values in educational policymaking led to formation of the theory utilized in this study concerning the values underpinning a school-level decision to pursue IB programs (Marshall et al., 1989; Wirt, et al., 1988). The application of this theory in this study was both an extension of and an isolation of that cultural values theory by applying it to a school-level context to identify the values underpinning the decision to pursue the IB programs.

This study centered on the IB Interested Phase for five schools in a single district, each of which pursued IB authorization within a 5-year period: 2005–2010. As discussed in Chapter 3, this study was conducted in a process-oriented rather than a product-orientated manner, focusing on the decision-making process that the schools undertook in the IB Interested Phase and the values that were underpinning the choice to pursue the IB programs. The analysis used in this study was not undertaken as a case-by-case study of the individual schools or of individual participants per se. The interview notes taken during interviews, post-interview transcription notes, and analysis of documents were analyzed individually, reduced, and then combined for placement to one of two cases for reporting and discussing the findings. All data were analyzed utilizing key words and operational definitions associated with the four values of Quality, Efficiency, Equality, or Choice (Marshall et al., 1986). It was beyond the aim and scope of this study to gauge the appropriateness or success of the policy decision to implement the IB programs.

The reflections by participants showed marked similarities in value perceptions about the needs of the school and the potential benefits and challenges of the IB programs

to address those needs. Any differences regarding the wisdom and support for the IB programs by stakeholders in their school were not questioning the quality of the IB programs. Rather, nonsupporters gave one or more of three reasons for questioning the wisdom of pursuing IB programs: (a) the cost of the IB programs, (b) the impact of the programs on other school-level initiatives, or (c) the ability of the majority of the students to receive direct benefits.

[The DP] was to push the envelope a little bit and make things better for our kids and really give them opportunities that they did not have before. (Karrie, DHS teacher)

With our union structure, we couldn't make service learning a requirement for graduation, right? But we could if the students are in a IB curriculum; then it became a requirement for every student to accomplish and when they did it, they found out that it's more than just the grade, what they've learned from the experience of their service learning and their projects, was equally important as any concept that they learned in the classroom. (Jennifer, DHS administrator)

In my mind I gave it a felt need, so therefore necessary. But I had to open door to say it's preferable, but I didn't see any other alternative, frankly, that could have its impact on our community and the department of education. So it therefore changed to necessary [laughing]. (Doug , IMS administrator)

It was a noticeable decline in our school population. And then our lessons were just repeated over and over again. There was no movement in change as far as the teacher planning was concerned, so I think it was a necessary thing to keep up with the times. (Sandy, CHS teacher)

We were going to be the only school in the state of Hawai'i to have MYP and DP, especially at the public school. Then as a complex we're going to be the only complex where the parent can send the kid to kindergarten and have them move up the K through 12 spectrum with an IB world-class education. (Mike, CHS administrator)

We worked very hard to learn how to create assessments into cluster benchmarks and standards to try and develop our own assessment tools so that we could hit the benchmarks. But really, it wasn't about the bigger picture of learning, it was just trying to meet those benchmarks in a more efficient way In fact, our [HSA] scores shot up because of that but we didn't see the level of learning and the level of teaching and so we saw IB and we were like, "Oh, maybe we can still get across those standards but do it in a way that's meaningful and engaging to teachers and the students." (Kara, AES administrator)

I'm hoping that with a program like IB and things like Common Core we can definitely help them to be able to enter that workforce or college and to be able to compete. (Luke, CES teacher)

IB just brought more of a central focus to what we're doing and brought everyone together in a common vision under a singular framework. (Andy, CES administrator)

Efficiency in a School-Level Context

The value of Efficiency in reinforcing the decision to pursue the IB programs for the central underpinning value of Quality was an unanticipated finding. It is important here to differentiate the external influences from the state and national context in valuing economic Efficiency during the period of this study from the presence of Efficiency in its accountability form and reinforcing the pursuit of the IB programs in the school-level context. This section focuses on distinguishing the value of Efficiency in its forms in educational policy and its role in this study. Next, the section discusses the school-level context of Efficiency in its accountability form and its role in reinforcing the decision to pursue the IB Programs. In the subsequent section the central underpinning value of Quality in the pursuit of the IB programs and the presence of Efficiency in its economic form emanating outside of and affecting the schools in both cases are discussed.

The value of Efficiency has two forms: an economic form and an accountability form. Both forms were found in the data in separate contexts, and both influenced pursuit of the IB programs in both cases. The reinforcing role of Efficiency in the decision by all five schools, mainly communicated by the principals, was the value of Efficiency in its accountability form. The operational value of Efficiency in education is that it typically drives policies that are means orientated or valuable not in themselves but useful in achieving an aim. The classic, machinelike definition of Efficiency is that of a ratio of work to energy expended. In applying this definition in the context of a policy study, that definition is merely a starting point. Marshall et al. (1989), in describing Efficiency in referring to human actions, viewed it "as a goal, as in, 'We intend to make this program

the most efficient in the country,' appears in many state codes" (Wirt et al., 1988, p. 272).

The two-forms of the value of Efficiency are defined below.

1. Efficiency has an economic form, that is, the effort to minimize costs while maximizing gains in order to optimize program performance. This usage is an economic surrogate for the ratio of work-to-energy definition. In state codes, economic Efficiency may appear as a state mandate to determine local compliance with a policy goal by specifying the resources that will be needed to accomplish specified units of work.

2. Efficiency also has an accountability form. This is the mandating of those means by which superiors in an authority system can oversee, and hence control, their sub-ordinates' exercise of power and responsibility. This form of Efficiency is manifest in the detailing of procedures that school authorities must follow in many matters, . . . such procedures ensure that those affected by the exercise of power can judge its wisdom, honesty, and effectiveness. (Wirt et al., 1988, p. 272)

The value of Efficiency is widely applied in policies and is a standard in many veins of public life in the United States, often imposed on schools in mandating the means by which those in authority in the educational system oversee and control a subordinate school's exercise of power and responsibility. This consideration of Efficiency is present in the procedures that schools must follow. In this instance, what has been seen in the value of economic Efficiency at the state level is turned on its ear in the power and freedom that the schools in this study seemingly assumed in pursuing the IB programs. Underpinning both forms of Efficiency is the political value of popular sovereignty, a doctrine in political theory that government is created by and subject to the will of the people. In these cases, school-level policymakers followed procedures laid out by external policymakers (superiors in authority) by choosing the IB program, a program acceptable to but autonomous and outside of the dominion of the external controls and influences of state and national policy contexts.

In both cases the administrators made frequent use of words associated with the value of Efficiency: *accountability*, *affordable*, *worthwhile*, *testing*, *feasible*, and *necessary* were used in responses to questions about what they perceived was needed at

the school for the benefit of their students. In the view of the administrators in both cases, the IB programs offered a world-recognized program and framework to an individual school with which to underpin schoolwide improvement in a more stable manner than that afforded by the district/state and federal policy makers. The IB programs are externally moderated and regulated by the IB, which resides at a hierarchical policy level currently outside of the ebb and flow of district or even national policy cycles in public education in the United States. In this fashion, the IB programs offer the potential for greater autonomy and stability to address calls for higher and more relevant standards and measures of learning at both district and federal levels.

At this point, it is important to note two caveats. First, there is a potential benefit from the IB programs outside the explicit improvements for school Quality underpinning the consideration and pursuit of the programs. Second, an individual school can undertake the IB programs only with the consent and support of the district—consent and support that would be granted only so long as the performance of the IB schools in that district aligned with district and national expectations for student learning.

The IB's discussion of philosophical, instructional, and assessment frameworks by Jennifer, Doug, David, Mike, Kara, and Andy indicated awareness as school principals of multiple policies stemming from the external policy factors related to considerations of Quality, Efficiency, Equity, and Choice that influence their schools. There were several references to managing standards and accountability in considering the IB programs and on the feasibility and benefits of the IB programs at their schools. At DHS, the first school to undergo an IB Interested Phase and to implement the DP, Jennifer, reflected that she had noted the district's move toward standards-based grading and a possible standards-based report card when considering the IB programs. While those standard-based initiative and mandates were taking form in the district, Jennifer viewed the IB

programs as a means to an end and a jump forward by using the DP to “backward map” more rigorous standards-based assessment methods to measure student achievement at DHS. As DHS implemented the DP, standards-based report cards were entering districtwide planning and field testing and standards-based instruction was being implemented in several forms (e.g., curriculum mapping, fluency building, problem solving instruction, modeling/teacher demonstration). The DP offered access to existing time-tested internationally developed and recognized methods for student assessment from which Jennifer believed DHS could more quickly benefit and upon which the school could build.

Doug and David discussed instances in which were they requested to be exempted from district initiatives as they entered their IB Interested Phase, contending that their schoolwide pursuits of the IB programs fulfilled the intent of those initiatives, an example of the potential shielding role IB could afford schools from participation in district initiatives.

The IB programs also offered the schools a way to sidestep the influence of the policy cycles at the district and national levels. In this fashion, the IB programs could provide enhanced Quality for the school while potentially alleviating effects of inconsistent or incongruent policies flowing from the district and national levels. The teachers who were interviewed for this study indicated in their responses an awareness of external policy influences that affected the school, although they did not associate the pursuit of the IB programs with addressing those influences. By contrast, school leaders, in their reflections on the IB Interested Phase, more acutely indicated in their responses an awareness of external policy influences that affected their school and partially associated pursuit of the IB programs with addressing external policy pressures. Karrie, Sandy, Angela, Luke, and Carolyn, each with 11 or more years of experience as

educators, also communicated their awareness that the IB programs were viewed by their principals as intended to meet, if not exceed, the standards and accountability that stemmed from the district and national levels.

Narratives by teachers were not as precise in reflecting on the role that Efficiency played in reinforcing consideration and pursuit of the IB programs; however, Sandy and Angela reflected on individual experiences as teachers at CHS that included numerous school-level initiatives that flowed from policy cycles at the district and national levels. Both expressed the hope that the IB programs would be a school-wide reform that would implement and persist, in contrast to many previous programs. The data from teacher interviews and the reviewed documents related to the IB Interested Phase corroborated the school principals' consideration of district and national accountability policies and expectations in each school's IB Interested Phase. These findings resulted in assigning the value of Efficiency, in its accountability form, a supporting rather than a central and inciting role in both cases.

Quality in a School-Level Context

The extension of the policy value of Quality in education to the larger political/public sphere, and in this instance to the school level, is its instrumental value in maintaining society. In education, and keenly communicated by all interviewees, was the idea that Quality is important in supporting belief in positive results of "their school" for the good of the individual and, in the larger scheme, for the good of the community and society. The instrumental value of Quality in this policy context elucidates what value a policy choice *will have* or *should have*, although not necessarily what value it *does have*. To ascertain what value the IB programs will have or were having on these schools will necessitate another study, focusing on the results of the implementation of the IB programs and whether those results match the initial value of improving the Quality of

the schools. What can be taken from identifying the value of Quality as underpinning this program is that a pursuit of Quality in this instance matched the previous policies valuing quality in the state/district, and subsequently conflicted with shifts in the overarching external policy influences that were now influencing economic Efficiency at the district and state levels in Hawai‘i’s public education system.

Educational policy in Hawai‘i’s single-district educational system in the half-decade 2005–2010 provides an observable singularity to consider, whereby the schools in both cases laid groundwork and took steps to follow the value of one external influence (Quality), only to be in conflict once a shift led to another external influence (economic Efficiency). The 2008–2011 HODOE Strategic Plan centered heavily on improving the quality of public education in Hawai‘i and was an extension of influences in the larger political arenas at the state and national levels beginning as early as 2004. During this time, the state experienced a series of budget surpluses due to the state Council on Revenues forecasts being consistently lower than actual revenue growth in Hawai‘i. While the state was experiencing a budget surplus, the value of Quality in regard to educational policy was primary. Once the budget surplus ended and the national and state economies experienced reductions in revenue, a shift in the central value underpinning educational policies shifted from valuing Quality to pursuing and supporting, out of necessity, economic Efficiency. A clear shift in the central value underpinning public education in Hawai‘i’s schools came during the 2009-2010 school year, when the state of Hawai‘i’s educational budget was reduced and 17 instructional days were removed from the public school calendar—a move that inflamed educational advocates nationally and in Hawai‘i, since Hawai‘i already ranked at the bottom of the nation in educational instructional days and achievement (Education on MSNBC, 2009).

This linkage of external influences on schools in both cases provided a connection that required weighing external policy influences against the school's pursuit of policies that value Quality. By the time a value underpinning a particular policy initiative works its way into a school-level context, the larger cultural/political context external to the school-level context may shift. This shift may no longer match or support, or may even undermine, a school-level initiative. Among the interviewees, school-level issues regarding what was needed and best for the students were considered primary in the school's decision to pursue the IB programs. HIDOE policies were powerful secondary influences in the pursuit of the IB programs, as each principal at one point sought HIDOE policy exceptions and support for their implementation of the IB programs. National policies were similarly seen as secondary influences in these schools, as none of the interviewees perceived the IB programs implementation as specifically geared towards raising HSA scores tied to NCLB and AYP. It was hoped that, through the IB programs, increases in the overall school quality would lead to students performing better on any assessment (e.g., PSATs and SATs), not only the HSA.

Internal concerns at each of the five schools played a central role in coloring the decision making prior to and throughout the IB Interested Phases in both cases. School-level problems and the identified needs of stakeholders ranged in degree of perceived severity and concern among the 12 interviewees; however, all voiced the need to improve or maintain their school's student achievement, improve teacher instruction and foster collaboration, and improve or maintain a perception of elevated school Quality among stakeholders. At IMS and CHS, concerns about their students' achievement and teachers' instruction were linked to concerns about enrollment issues. To address those concerns, these two schools sought to improve stakeholders' perceptions regarding the quality of the school by reforming and rebranding it with the IB programs.

The valuing of Quality at these schools during the introduction of IB programs (2005–2010) aligned with but was not driven specifically by the HIDOE’s current strategic plan and soon conflicted with the sociopolitical context arising from the severe economic downturn being experienced in Hawai‘i during this period. Budget cuts at the state level affected the educational system drastically, decreasing school budgets and resulting in the external policy influence on schools shifting from one valuing Quality to one valuing economic Efficiency over Quality. This shift in focus did not pose an insurmountable roadblock to the pursuit of the IB programs, simply because Quality can reinforce Efficiency in both its forms.

DHS experienced the earliest and least of the effects of this policy shift by implementing their IB program first, having the largest student population and budget of all the schools in the study, and implementing their IB programs as only a partial schoolwide program with intended schoolwide benefits over time. IMS and CHS, who entered their IB Interested Phases during the height of the shift in external policy influences from Quality to Efficiency, experienced greater challenges, as evidenced by several references to difficulties in financing the schoolwide implementation of the IB programs. AES and CES, who each entered into their IB Interested Phase after DHS, IMS, and CHS had gained authorization as IB World Schools, also had high levels of concern about financing their IB programs. However, both schools had the benefit of the experience gained by the other schools in the Corinth Complex.

CHAPTER 6

PRACTICAL IMPLICATIONS AND CONCLUSIONS

This chapter presents a summary of the design and findings of this study and suggestions on how this investigation contributes to the field of policy research in education. It begins with a review of the study, including the findings, followed by a discussion of the study's limitations. The application of the conceptual framework at the school level is discussed, highlighting what worked and what may need to be reconsidered. The practical implications for schools and state/district policymakers in Hawai'i are reviewed. Suggestions for further research are offered, and concluding remarks situate this study within the current body of educational policy research that considers values in policymaking as part of policy formation and reform across the multiple tiers in education.

Reviewing the Study

This study was designed to address one research question: *Which values underpinned the pursuit of these five schools to become IB World Schools?* The study used pre-interview questionnaires, semistructured interviews, and analysis of internal and external school-level documents to determine which values underpinned the decision by the five schools to consider the IB programs. The study included only public schools that had undergone or were undergoing an IB Interested Phase within the past 5 years. Twelve participants were recruited from the five schools with the aid of school principals, based on their involvement in their school's IB Interested Phase. Each interviewee completed an online pre-interview questionnaire and participated in a single in-person interview. Interviews were transcribed and transcripts were analyzed using iterative data analysis techniques to apply a selected values framework. The data were analyzed holistically and

schools were assigned to one of two cases for the purpose of presenting and discussing the findings.

While the decision to consider the IB programs was underpinned by the value of Quality, it was reinforced by the value of Efficiency in its accountability form at each of the schools. This finding was based on the presence of *policy layering* interfacing with the decision by school principals to consider the IB programs for more than just improving the quality of the school. The IB programs, as an apparatus for comprehensive schoolwide reform in line with 21st-century skills and standards and assessments, were viewed by school principals as providing more control over how their school might coordinate the demands of external policy influences and mandates with the demands of stakeholders.

Differing Values Among Participants

The finding of Efficiency in its accountability form reflected the only appreciable difference among participants in values regarding the pursuit of the IB programs at the school level. Across both cases and all 12 interviewees, the value of Quality was viewed as underpinning the decision to pursue the IB programs at their school. In all five schools, the interviewed principals explained their pursuit of the IB programs not only as seeking to increase Quality; IB also offered a potential means to increase Efficiency in its accountability form. The teachers did not respond in language that referred to the value of Efficiency in its accountability form related to the IB programs. Rather, a majority of the teachers cited numerous school-level policies that had experienced varied success, some of which had been only partially implemented or ignored at the school level. In this instance, the results of *policy layering* at the school level were viewed by teachers as comprising the major challenge beyond financing in integrating and implementing the IB programs in a manner that was reasonable for teachers and beneficial for students. This

finding demonstrated that, for the teachers in this study, Quality was the value solely underpinning and justifying pursuit of the IB programs.

The Influence of External Educational Policies

The influence of external education policies on the school-level pursuit of the IB programs presented a shift in that, early in the 5-year span covered in this study, the pursuit of the IB programs underpinned by the value of Quality was in keeping with the larger overarching value of Quality pursued at the state/district and national levels in public education. The shift arose in the 5-year span of this study when the values in the larger policy arena in public education shifted from primarily valuing Quality to valuing Efficiency in its economic form. This shift did not result in a total dismissal of the value of Quality but lessened its focus and role in policy formation and reform. The focus on Quality was not completely eclipsed, but there was a shift nonetheless that shaped the experiences of four of the five school in this study. On the one hand, regarding the value of Quality, schools pursuing the IB programs were following the values dominating the larger educational policy arena; however, as the values in the larger policy arena in Hawai‘i shifted toward necessarily valuing economic Efficiency over Quality, the school-level pursuit of the IB programs was placed in subtle opposition. It is important to note that valuing or pursuing one value in conjunction with or over another involves necessary consideration or weighting of more than one value or even all four values in school-level decisions. At the onset of DHS’s pursuit of the IB programs, the central value emanating from both the state/district and national levels in education focused on policy formation and reforms geared toward the value of Quality. This generated inducements and mandates pressing K–12 public schools to improve standards and to be accountable, most directly through various forms of student assessment, for educating their students to acceptable, if not largely undetermined, standards for student competencies.

The pursuit of the value of Quality drove consideration and implementation of the IB programs at each of the five schools in the study, even as the central values at the state/district level in Hawai‘i shifted to economic Efficiency. This shift in the policy cycle was a reflection of several changes in the economy in Hawai‘i and across the United States. The resultant effect of this shift was most strongly felt by the four schools in Case 2, the Corinth Complex schools. The shift to valuing economic Efficiency over Quality presented challenges to those schools to generate support and buy-in among stakeholders and within the district for the counterintuitive and significant financial outlay for the pursuit of the IB programs. That shift in values was a challenge to the participants in this study and suggested a point for further consideration in studying policymaking and program implementation at the school level in light of murky or shifting values within the tiers of public education.

Limitations of the Study

This case study was limited by several factors. The five participating schools operated in a state with a single school district. The study focused only on the decision-making process undertaken prior to and throughout the Interested Phase of the IB school authorization process, limiting the application of the findings and conclusions to each school’s authorization and post authorization of the IB programs. The topic of this study, individual school sites and participants, was selected because of the uniqueness of this undertaking within a single school district where IB programs were new and limited at the time of the study. Prior to these five schools pursuing the IB programs, only one other school in Hawai‘i was an authorized IB school: a private independent school authorized in 1986. A focused consideration of the values underpinning the pursuit of the IB program by these five schools provided a unique opportunity to look at school-level decision making and the early growth of the IB programs in Hawai‘i’s public schools.

Although this qualitative case study provides an account of the genesis of the IB in Hawai‘i’s public schools and underpinning values of the five schools pursuing the IB programs, generalization is limited to schools that are considering or may be considering IB in the future. A multistate or multinational comparison of policy values underpinning the decision by a school to consider IB programs would be useful but would require further study. Such a comparison would assist in determining how external policy cycles and *policy layering* are manifest in private schools or in states that do not have a unitary system of education.

Most of the data were based on the views and recollections of the policy insiders at each school. The nature of IB’s Interested Phase is that it has no process or recording requirements for conducting a feasibility study beyond completion and submission of the IB application to become a Candidate School. This resulted in variations in the type and amount of data that were gained from interviews and the review of each school’s feasibility study. Some schools provided more documental data than others. For continuity in comparing data, each school’s Part A application was reviewed and analyzed using the methods described in Chapter 3. Additional data were taken from school-level documents and IB documents related to data collected during interviews or pre-interview questionnaires. Redesign and formation of methods to gather data at the onset and throughout the Interested Phases of schools would yield more and richer data for studying and considering policy values in school-level policy decisions.

This study was further limited in that the single researcher who conducted this study was also a full-time faculty member at one of the case study schools. While this might challenge pure objectivity of the findings and discussion, it should be noted that the researcher was not directly involved in the IB Interested Phase at any of the schools that participated in this study. In fact, it was the distance and removal from the process to

select the IB programs versus the researcher's involvement in implementing IB that led to the impetus and parameters of this study. As a member of the faculty of one of the IB schools, the researcher had an "insider" view and access to aspects of schools in the HIDOE that could not have been gained by an outside researcher. To ensure as much objectivity as possible, the researcher took a 1-year leave of absence from the HIDOE to conduct the data analysis and write the dissertation findings, discussion, practical implications, and conclusions.

Data Collection

The data for this study were collected primarily through in-person, semistructured, open-ended interviews in which the participants were not provided the interview guide. The intent was to ensure that answers were not contrived to be "correct" answers. However, providing participants the interview questions prior to the interviews might have provided more time to recall and reflect on their experiences, which might have produced fuller responses to some questions. During review of the transcript data, it was noted that interviewees had difficulty in providing what they felt to be accurate answers about the timeline of events associated with their school's IB Interested Phase and IB training. In retrospect, allowing interviewees time to prepare for questions associated with recall of dates might have allowed them to be more assured and not uncomfortable in their responses. In instances where interviewees seemed hesitant to respond, they were assured that they would be invited to correct responses; this offer seemed to allow interviewees to be more open and relaxed in their reflections.

The use of interview data as the primary source of information for identifying values in policymaking regarding the IB programs may not have offered a total picture of the IB Interested Phases at each school. It is likely that there was a disconnect between how interviewees remembered and understood events after the fact. Also, all interviewees

were either in support of or at least not directly opposed to pursuing the IB programs at their school, although some teachers recalled that they initially saw the IB programs as not feasible in their schools. Observation (perhaps using an ethnographic approach to data collection) of a school in its early pursuit of the IB programs, during an IB Interested Phase, and post IB authorization, might produce more complete findings.

Findings

The size and attributes of the sample in this study limits generalizing the findings to other schools. The inclusion of only 12 participants from five schools in Hawai'i's unitary public school system identifies possible further research regarding the underpinnings of school-level policy decisions.

Identifying the values underpinning a particular policy decision by school-level policymakers is a complex undertaking. When directly asked about the value of the IB programs to the school or specific stakeholders associated with the school, the primary response by the interviewees was, "IB is a world-class program." This presented a definitive central value and one that easily could have dominated the findings. It was only in the consideration of the dimension of value and instrumental value of Quality across both internal and external policy influences that it came to light that the value of Efficiency played a role in the decisions by the principals to pursue the IB programs.

This study's attempt to identify the values underpinning a single school-level decision to pursue the IB programs presented a challenge for research on the policy dynamics that inhabit individual schools. In considering any study of policy in a school-level context, the cultural context and the external policy factors emanating from the state, district, and national levels must be considered in data analysis. Individual schools, while they generate internal policies, are nonetheless subject to external policies. This challenge was expected and consistent with previous research and theory on identifying,

describing, and analyzing values (Marshall et al., 1989); however, policies that emanated from outside the schools interacted with policy generated at the school level. The theory developed by Marshall and colleagues for state-level policymaking was applied beyond its previous utilization to consider school-level policy. In attempting to reconcile and identify a unique feature of school-level policymaking, the term *policy layering* was utilized in Chapter 5. In this study of the values in policy decisions within schools in a centralized single district system, the state/district level constituted one policy influence and the national level another, resulting in three possible external factors in most states in the United States being reduced to two external factors or influences in Hawai'i.

A challenge for educational researchers who may use value theory to study policymaking at the school level is to consider the dimension or relationship between the values in a particular policy and how that may play out in the policy's instrumental value within the school and in the larger societal context. It is evident that school leaders who can recognize and balance the four policy values would be likely to experience greater success in the activities of their school. Although it is virtually impossible to pursue, much less maximize, each of these values simultaneously, a realistic and balanced view of the interplay of values between the upper tiers in education and school levels could aid in supporting better decisions regarding policy at individual schools.

Revisiting the Conceptual Framework

The extension of the four definitions of policy values developed by Marshall et al. (1986) while studying state-level policymaking assisted in identifying the underpinning values in pursuit of the IB programs. In this study the applied portion of the cultural values theory provided a lens to identify values underpinning the policy decision to pursue the IB programs at these five schools. However, limiting the study to consideration of the IB programs left other school-level policy initiatives unconsidered.

Two such school-level policy initiatives mentioned by interviewees were the AVID programs at DHS and CHS and the National Middle School Philosophy employed at IMS. However, when focusing on the values in policymaking for a single policy, it becomes clear that one policy action at the school level invariably joins existing policies (*policy layering*) that precede and follow it. It is conceivable, though ill advised, to conclude that other school-level policies might share the same underpinning values at the school level as the IB programs, or that values underpinning decision making at the school level automatically or necessarily mirror larger spheres in the hierarchy of education. While not conclusive, the findings of this study suggest that there is a great deal more to consider and explore in studying education policy within schools. The relationships among school-level policy actions should be further explored to develop theory not only for considering values in policymaking at the school level but for considering relationships and interactions across all tiers in the hierarchy of public education.

Practical Implications

The practical implications of this study are directed to three audiences for consideration: (a) Hawai‘i public schools interested in IB, (b) educational managers and policymakers in Hawai‘i’s unitary system of education, and (c) the IB organization. For public schools in Hawai‘i and the HIDOE the practical implications of this study are more salient and reside in the consideration and development of a sharper sense of the uniqueness that policy behavior and decision making at the school level encompasses in Hawai‘i’s public schools. This is particularly necessary if requirements for current and future expectations for 21st-century skills and for standards and accountability are to be identified and accomplished in Hawai‘i’s public schools.

Hawai'i's Public Schools Interested in the IB Programs

In this study, school-level issues stemming from a need to improve or sustain a perception of quality education among stakeholders fit well in the vision of each of the principals to pursue an established world-recognized method for comprehensive school-wide program of reform through the IB programs.

In viewing the IB programs as a means of school reform, as the principals clearly did in this study, the implications for considering policy cycles at the school level and the interplay and timing with policy factors and policies outside of the school-level context led to *policy layering* that called for attention and negotiation by the principals. A considerable investment in time and school resources is required to implement a program as comprehensive as the IB programs. It would stand to reason that a principal would consider the undertaking to encompass more than one positive outcome or value for the school. A more direct and clear communication of both Quality and Efficiency in its accountability form to educational managers in the district and stakeholders could have strengthened buy-in and subsequent implementation of the IB programs.

The schools in this study considered the IB programs primarily for the value of Quality, with school leaders focused on reaping the benefits of operating as a school more efficiently in being accountable to current and future external policies and pressures. The degree to which either of these values represents actual outcomes was not within the scope of this study's conclusions. The position of these principals was that meeting those standards and expectations would be partially enabled by the IB programs because the IB standards and expectations met or exceeded the current state/district standards. In the Interested and Application Phases, or the program's early implementation stages, this resulted in doubling demands and efforts on school personnel by having to meet HIDOE standards and all requirements of the IB framework at the same time. This condition continued until solidarity and consolidation of the new IB school-level policies could be

established as meeting or exceeding HIDOE requirements, a process that was still ongoing during data collection for this study.

Educational Managers and Policymakers in Hawai‘i’s Unitary System of Education

The potentially negative side noted by a majority of the teacher interviewees is that addressing two sets of expectations and standards simultaneously calls for additional work on the part of school personnel to integrate the IB programs with local policy and state curriculum requirements. In all five schools, district support played a minimal role in the pursuit of the IB programs. In only two schools were the expertise and district support in program implementation and assistance in program integration noted. Most interviewees perceived district support for the IB programs to be limited to permission to proceed and public support to pursue the IB programs with the aim to improve academic rigor and relevance. Based on the data collected during this study, it is unclear what role district-level administration could have or should have in the IB programs at individual schools. Defining that relationship more clearly is essential for ensuring the longevity of these IB programs and for growth of the IB programs in Hawai‘i, even though such a more defined and hands-on relationship between district and school may deflate some of the Efficiency benefits ancillary to the schools adopting IB in a unitary school system such as Hawaii’s.

The IB

A review of the IB documents pertinent to this study clearly showed that the main quest of the IB is to deliver a quality program to its member schools, that is to achieve a balanced course of instruction and curriculum that takes into account philosophical and pragmatic undertones pertaining to developing 21st-century skills and the still-forming notions of what comprises an international education. This is a tall order and an ongoing task predicated on the continued growth and success of the IB, not only in schools in

Hawai‘i, but worldwide. To date, the relationship of the IB to individual schools has been one of support via workshops, training, yearly conferences, professional publications, and the OCC. The implications for the IB in this study are that schools may need greater and more focused support to deal with reconciling the IB’s strong focus on quality with reinforcing (Efficiency) or even opposing values (Equity and Choice) that may impact schools pursuing or offering the IB programs.

IB schools that are heavily affected by shifts in the policy agenda in their community, district, or state to focuses on Equity, Choice, and even Efficiency could experience difficulty in maintaining support, participation, and financing of the IB programs. Likewise, administrators who note a policy climate unfavorable to pursuing an expensive and comprehensive program that is so centrally focused on maximizing the value of Quality should consider carefully before introducing a reform such as the IB programs. In the current climate of standards and accountability, they are advised to find a way to maximize presentation of the IB programs as a means not only to pursue Quality at the school level but also to pursue quality more efficiently.

Suggestions for Further Research

The findings of this study indicate the possibility of several future studies. The most important follow-up study would be to extend this study using an ethnographic approach to the study of schools prior to, during, and after IB authorization in other states with samples from both public and private schools. Collecting data from inside the policymaking and implementation environment at the school level throughout the Interested Phase would provide a larger picture of how the values underpinning the school’s decision making interacted with other school-level and external policies. The extension of the theory developed by Marshall et al. (1986) and the identification of

values in policymaking at the school level call for study beyond use of participant interviews and documents.

Research might apply the four value definitions to other forms of data gathering and analysis, such as content analysis, to explore school-level policymaking and its political culture historically (Wirt et al., 1988). Application of various research methodologies to study the context of the policymaking environment of the school could advance the overall study of policy formation and program implementation in education.

It would be interesting to advance the work by Marshall et al. (1986) by replicating their studies on policymaking at the state level (Marshall et al., 1989; Wirt & Kirst, 1989) at the school level. This could extend research begun by earlier social scientists with regard to the intricate role of values in influencing and underpinning policymaking in each of the various tiers of education (national, state/district, and school levels). Such research could contribute to spanning the gap between policymakers in the upper tiers of the educational system and educators at the school level.

Conclusion

This study on the values underpinning the policy decisions made in five individual schools to consider the IB programs focused on a grassroots level in educational policymaking. The extensive realm of concerns in education regarding the roles of the individual and society and the benefits that education may hold for each extends from considerations of global, nation-state, and district/school policy activities. A discussion of one necessitates consideration and contextualization within the others, an activity that has not taken place in studying educational policy in individual schools.

This study utilized qualitative research to analyze a school-level policy decision in an effort to explore beyond current theory and make meaning from observed patterns of behavior to understand school-level management and policy. Such understanding will

address fundamental educational policymaking dilemmas: conflicts between the basic values of quality, efficiency, equity and choice; defining what constitutes a “quality education” versus a “necessary education”; and further understanding the pressures and possible solutions to change the educational system for local, national, and global resolutions.

In the last half of the 20th century and into the early 21st century, expanding postmodern complexities in the political and economic interactions among nation-states have resulted in global policies that minimize conflicts over access, control, and decreasing resources and differing ideology to acceptable levels while maximizing national and some individual economic benefits. Such a posture of reactive and ongoing minimization has done little to “solve” problems, merely postponing them. These problems have historically affected humanity, although never to a degree that occurs today as a result of increases in global population, transcontinental travel, communication, and fiscal interdependence among the nations of the world. The educational policies that animate various U.S. state systems of education and the policies in those schools must be better studied and understood.

Education has rooted itself firmly in the context of the policy agendas of both world organizations and individual nation-states as a beacon of possibility to address many issues. Solutions will not be found if the next generation, or those thereafter, do not recognize and know how to deal with the symptoms of national problems on a global scale: poverty, war, pollution, natural disaster, and disease. Some world organizations and occasionally, although not currently, nation-states have attempted to move beyond the political and economic interests of their national boundaries to harness educational institutions and policy as the ideological means to transcend national politics and economics and mitigate nation-centered goals through considerations of internationalism.

This is not a new suggestion, that the ills of the world or of the individual can be cured with education. It is a continuation of the lofty responsibilities thrust on the concept and the institutions of education. Across a large portion of modern and postmodern history, education has been advocated as the cure that imbues the next generations with the answers to cure its own and society's ills. It remains to be seen whether education will indeed ever become the fulcrum on which treatments might be balanced for global issues and the individual benefits of all. If it is, educational policy studies will be a necessary component of establishing it. Currently, this seems to be a bleak likelihood, since the educational model developed out of the industrial era persist in many parts of the United States, with few variations to benefit global, national, and local societies, and even individual educational benefits have begun to appear to be less assured.

The findings of this study present an extension of the definitions of four values underpinning state-level policymaking to studying a school-level policy decision to pursue the IB programs. The findings in this study appear to be consistent with other studies considering values in educational policymaking (Marshall et al., 1986, 1989; Wirt et al., 1988), although, as was argued early in this paper, such research would benefit from a focused expansion to the school-level context. The findings of the study identified two values underpinning the decision at the school level to pursue the IB programs: Quality and Efficiency. The value of Quality was anticipated, given the type of programs the IB markets and the current educational policy climate that encourages reforms related to standards and accountability. Unanticipated was the finding of the presence of the value of Efficiency in its accountability form at the school level and in its economic form emanating from Hawai'i's political system and unitary system of public education.

These thought-provoking findings on the experience of five schools in pursuing IB programs identified external policy factors affecting the decision of school principals

to pursue the IB programs not only to improve school quality but also potentially to reduce ill effects of school-level *policy layering*. Such a reduction in the layers of policy at the school level may in time lessen the subjugation of these individual schools to myriad state/district and national policies. This change would allow these schools to be more focused, responsive, and controlled in utilizing resources efficiently to educate their students by using standards that reflect international concerns as they meet or exceed requirements of current or future national and state/district mandates.

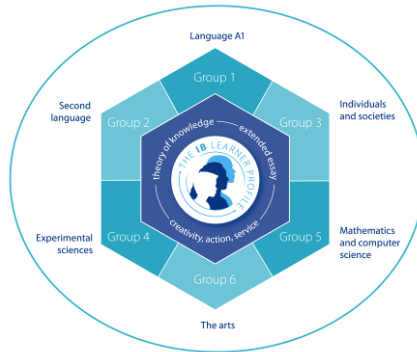
The IB serves thousands of schools all over the world, and each IB school's interest in the IB programs likely had a great deal to do with its reputation and ability to provide a quality educational program. The uppermost tiers in public education (national and state/district levels) clearly influence educational policy in individual public schools, utilizing current theory and observing policymaking behaviors and patterns of schools to provide a pathway to "promote control, quality, choice, democracy, and equity in educational policy and management" (Marshall, 1990, p. 1). However, it would be erroneous to treat all IB schools in the United States as the same, an action that might be the tendency, given the nature of the IB's programs and the nature of school level reform: maximizing the value of Quality in education. This would be a failure, given the current available literature, to continue to study the unique facets of policy decisions at the school level more carefully regarding the IB programs.

There are numerous policy dilemmas to consider in public education, and considering such dilemmas in only district and state policy contexts fails to consider both elements of international education and the local school's role in educational policy. Policymakers, researchers, and educators at the school level should proceed jointly in efforts to consider, openly and explicitly, school-level policymaking in creative ways that recognize, balance, and pursue quality and efficiency. School-level policy studies could

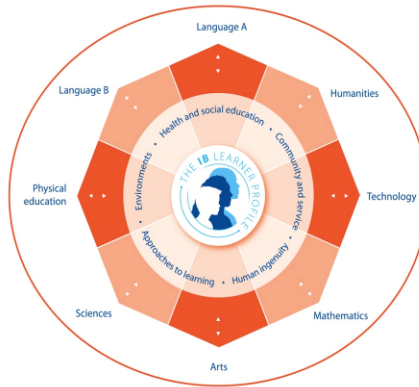
serve as a powerful new voice in the ongoing conversation to clarify and resolve issues in educational policy across its full continuum, global to local.

APPENDIX A

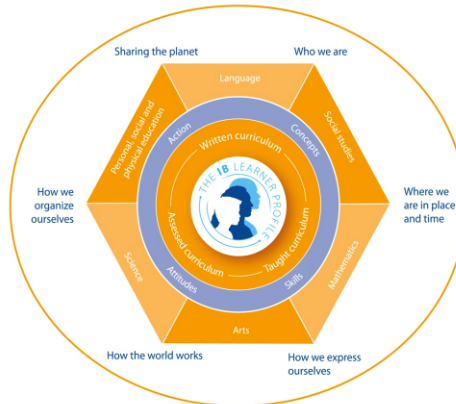
CONTINUUM OF INTERNATIONAL BACCALAUREATE PROGRAMS



Diploma Program (9-12)



Middle Years Program (6-8)



Primary Years Program (K-5)

Source: *Diploma Programme Chemistry Guide: Peterson House, Malthouse Avenue, Cardiff Gate*, by International Baccalaureate Organization, 2009a, Cardiff, Wales: IBO.

APPENDIX B

INTERNATIONAL BACCALAUREATE LEARNER PROFILE

The aim of all IB programs is to develop internationally minded people who, recognizing their common humanity and shared guardianship of the planet help to create a better and more peaceful world.

IB learners strive to be:

Inquirers

They develop their natural curiosity. They acquire the skills necessary to conduct inquiry and research and show independence in learning. They actively enjoy learning and this love of learning will be sustained throughout their lives.

Knowledgeable

They explore concepts, ideas and issues that have local and global significance. In so doing, they acquire in-depth knowledge and develop understanding across a broad and balanced range of disciplines.

Thinkers

They exercise initiative in applying thinking skills critically and creatively to recognize and approach complex problems, and make reasoned, ethical decisions.

Communicators

They understand and express ideas and information confidently and creatively in more than one language and in a variety of modes of communication. They work effectively and willingly in collaboration with others.

Principled

They act with integrity and honesty, with a strong sense of fairness, justice and respect for the dignity of the individual, groups and communities. They take responsibility for their own actions and the consequences that accompany them.

Open-minded

They understand and appreciate their own cultures and personal histories, and are open to the perspectives, values and traditions of other individuals and communities. They are accustomed to seeking and evaluating a range of points of view, and are willing to grow from the experience.

Caring

They show empathy, compassion and respect towards the needs and feelings of others. They have a personal commitment to service, and act to make a positive difference to the lives of others and to the environment.

Risk-takers

They approach unfamiliar situations and uncertainty with courage and forethought, and have the independence of spirit to explore new roles, ideas and strategies. They are brave and articulate in defending their beliefs.

Balanced

They understand the importance of intellectual, physical and emotional balance to achieve personal well-being for themselves and others.

Reflective

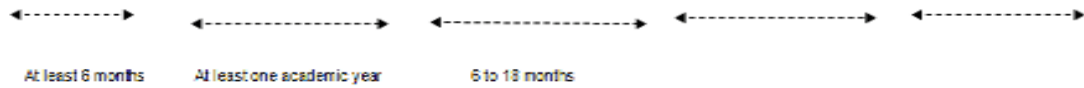
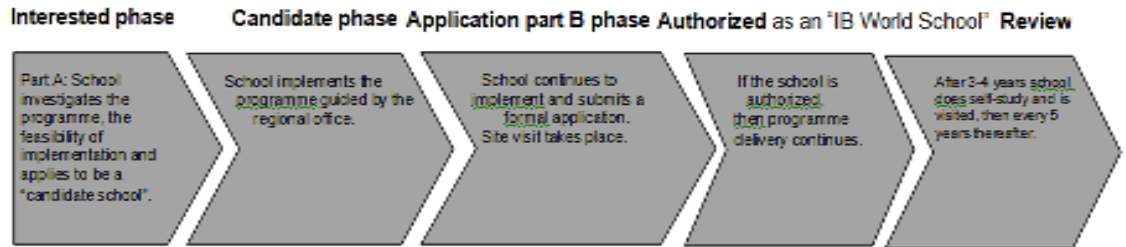
They give thoughtful consideration to their own learning and experience. They are able to assess and understand their strengths and limitations in order to support their learning and personal development.

Source: *Diploma Programme Chemistry Guide: Peterson House, Malthouse Avenue, Cardiff Gate*, by International Baccalaureate Organization, 2009a, Cardiff, Wales: IBO.

APPENDIX C

INTERNATIONAL BACCALAUREATE AUTHORIZATION PROCESS

Middle Years and Primary Years Programme



These examples are based on practice in North America. The process does vary slightly from region to region. The MYP and PYP share broadly similar processes and fees while teaching in the Diploma Programme does not start until the school is authorized.

APPENDIX D

INTERNATIONAL BACCALAUREATE SCHOOL FEES

Annual school fee

IB World Schools pay an annual school fee for each program they are authorized to teach, but if schools offer two or more programs they pay a reduced fee to reflect their greater commitment. Schools offering two programs receive a 10% reduction on either their Primary Years Program or their Middle Years Program annual school fee, while schools offering all three programs receive a 10% reduction on both their Primary Years Program and their Middle Years Program annual school fee.

Annual school fee	USD
Diploma program	\$9,600
Middle years program	\$8,000
Primary years program	\$7,000

(Fees valid 1 September 2009 to 31 August 2010)

Middle Years Program

IB World Schools may opt to have their internal assessment moderated by the IB.

There are two assessment fees.

1. The school subject fee is charged once for each subject that is moderated for a school.
2. The student fee is charged for each student registered by the school for moderation in one or more subjects.

Fee 2009	USD
School subject fee (for every subject moderated)	\$640
Student fee	\$60

Diploma Program

The IB assesses student work as direct evidence of achievement against the stated assessment objectives of Diploma Program courses.

There are two assessment fees.

1. The student registration fee is paid once for each student to take one or more examinations in a particular examination session. Diploma category students who take anticipated subjects one year early do not pay a second time.
2. The student subject fee is paid for each assessed subject taken by an individual student. There is no fee for theory of knowledge or the extended essay assessment by diploma category students.

Fee 2010	USD
Student registration fee	\$135
Subject fee	\$92

Source: *Fees and Services*, by International Baccalaureate Organization, 2010a, retrieved from <http://www.ibo.org/become/fees/>

APPENDIX E

A FRAMEWORK OF VALUES IN EDUCATIONAL POLICYMAKING

	<i>Operational Definition</i>	<i>Dimensions of Values</i>	<i>Instrumental value</i>
<i>Quality</i>	<p>Means the best or at least a substantial net improvement in the well-being of those affected by a program, it is a two-stage process at work. (1) The mandate of certain standards of performance for the school - identified in student proficiency, program content, personnel qualifications, or other identifiable attributes of program Quality, such mandates are subject to redefinition over time. (2) To achieve standards, resources are allocated and regulations formulated to direct their utilization, commitment to Quality underlies the identification and definition of these standards.</p> <p>Key words: <i>caliber, rigor, world class, excellence</i></p>	<p>Opposes the values of equality and choice and reinforces the value of Efficiency.</p>	<p>This value is critically important in supporting the belief in American education as the source of character and means to the fulfillment of the ultimate human purpose.</p> <p>Quality provides the norms and resources, which, in application, make life worth living and individuals worthwhile - education prepares citizens for a life of dignity in a complex world.</p>
	<i>Operational Definition</i>	<i>Dimensions of Values</i>	<i>Instrumental value</i>
<i>Equity</i>	<p>Uses political authority to redistribute more equitably critical resources required for the satisfaction of human needs; operates redress rather than address. Two-stage process includes: (1) disadvantage, deficiency, or other measure of the gap between normative standards of social life; the needs of citizens must be explicitly identified. Enmeshed in discovery of norm-need gap are moral and political decisions about whose needs are real and substantial and how their needs can be financed and addressed programmatically. (2) Motivated by equality considerations, then, public resources are allocated to close the gap between norm and need.</p> <p>Key words: <i>fairness, stake, interests, achievement gap, improvement, benefit</i></p>	<p>Equity reinforces Efficiency and opposes both Quality and choice.</p>	<p>Every individual's worth in society and the responsibility of total society to realize that worth. Thus, the mechanism of law is used to realize this more basic value of the individual.</p>

<p><i>Efficiency</i></p>	<p>Means orientated and manifests in two forms: (1) economic, minimize costs while maximizing gains in order to obtain an optimized policy; (2) accountability, the mandate of effective means by which superiors in an authority system can oversee and hence control the local exercise of power and responsibility.</p> <p>Key words: <i>accountability, testing, worthwhile, affordable, necessary, sustainable, feasible</i></p>	<p>Efficiency reinforces equality and Quality but not choice.</p>	<p>Economic and regulatory Efficiency are linked to public service and responsibility.</p>
<p><i>Choice</i></p>	<p>Defined as containing language that: (1) explicitly grants the right to select among alternative allocations of public values and resources; (2) preserves local freedom by use of permissive verbs like "may" or "can" in reference to a district's [school's] actions; (3) allocates authority for decisions on some aspects of school operations or programs to particular groups.</p> <p>Key words: <i>alternative, option</i></p>	<p>Choice inherently opposes all values.</p>	<p>A means for citizens to carry out the rights derived from their sovereignty.</p>

APPENDIX F

UNIVERSITY OF HAWAI'I AT MĀNOA COMMITTEE ON HUMAN STUDIES

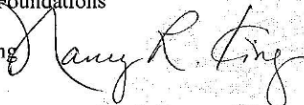
UNIVERSITY OF HAWAI'I

Committee on Human Studies

September 30, 2010

TO: Kimberly Clissold
Principal Investigator
Educational Foundations

FROM: Nancy R. King
Director



Re: CHS #18468- "A Case Study Analysis of Policy Values During the International Baccalaureate (IB) Authorization Process"

This letter is your record of CHS approval of this study as exempt.

On September 30, 2010, the University of Hawai'i (UH) Committee on Human Studies (CHS) approved this study as exempt from federal regulations pertaining to the protection of human research participants. The authority for the exemption applicable to your study is documented in the Code of Federal Regulations at 45 CFR 46 (2).

Exempt studies are subject to the ethical principles articulated in The Belmont Report, found at <http://www.hawaii.edu/irb/html/manual/appendices/A/belmont.html>

Exempt studies do not require regular continuing review by the Committee on Human Studies. However, if you propose to modify your study, you must receive approval from CHS prior to implementing any changes. You can submit your proposed changes via email at uhirb@hawaii.edu. (The subject line should read: Exempt Study Modification.) CHS may review the exempt status at that time and request an application for approval as non-exempt research.

In order to protect the confidentiality of research participants, we encourage you to destroy private information which can be linked to the identities of individuals as soon as it is reasonable to do so. Signed consent forms, as applicable to your study, should be maintained for at least the duration of your project.

This approval does not expire. However, please notify CHS when your study is complete. Upon notification, we will close our files pertaining to your study.

If you have any questions relating to the protection of human research participants, please contact CHS at 956-5007 or uhirb@hawaii.edu. We wish you success in carrying out your research project.

1960 East-West Road, Biomedical Building, Room B-104, Honolulu, HI 96822-2303
Telephone: (808) 956-5007, Facsimile: (808) 956-8683, Website: www.hawaii.edu/irb, E-mail: uhirb@hawaii.edu
An Equal Opportunity/Affirmative Action Institution

APPENDIX G

HAWAI'I STATE DEPARTMENT OF EDUCATION PERMISSION TO CONDUCT STUDY

LINDA LINGEE
GOVERNOR



KATHRYN S. MATAYOSHI
SUPERINTENDENT

STATE OF HAWAII
DEPARTMENT OF EDUCATION
P.O. BOX 2360
HONOLULU, HAWAII 96834

OFFICE OF THE SUPERINTENDENT

October 21, 2010

Ms. Kimberly Clissold
P.O. Box 26349
Honolulu, Hawaii 96825

Dear Ms. Clissold:

I am please to approve your request to examine the early stages of policy making behavior and the influence that the policy values, quality, equality, efficiency and choice have on Hawaii public schools seeking to implement the International Baccalaureate (IB) Program.

I understand that you will be seeking to recruit five (5) schools authorized or in various stages of seeking approval and gaining recognition by IB to offer one of the three IB programs:

- Two - Primary Years Programs (grades K-5);
- One - Middle Years Programs (grades 6-8), and
- Two - Diploma Programs (grades 7-12).

I also understand that the data that you wish to include in your study will be from each school's IB Interest Phase, such as enrollment, budget, and IB application part A, as well as an interview from the individuals designated by the principal (administrator, coordinator or teacher).

Individuals will be invited to complete a 10-15 minute pre-interview questionnaire and participate in a one-hour audio taped interview session. To accommodate school schedules, participants will be given the option of a phone interview. However, a face to face interview will be encouraged. The research questions pursued in the study are:

1. What policy values were embedded for school in the pursuit of becoming an IB World School?
2. Did different policy insiders at the school level differ in the values that were embedded in their support to pursue and implement IB?
3. What policy values in the larger educational policy arena were followed or ignored at the school level in the implementing of IB?

In accordance with the Family Educational Rights and Privacy Act (FERPA), your study is approved with the following conditions:

- Participation by the schools and school staff will be voluntary. Your activities will be conducted with the understanding and approval of the school principals. Schools may withdraw from the study if it is found to be too intrusive.

AN AFFIRMATIVE ACTION AND EQUAL OPPORTUNITY EMPLOYER

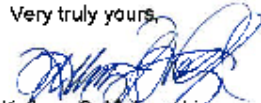
Ms. Kimberly Clissold
October 21, 2010
Page 2

- Participation by school staff is contingent upon obtaining their written consent.
- Your study must not contain any person- or school-identifiable information.
- All study activities will take place during time agreed upon by the school administrators.
- Discuss the findings and recommendation of your study with the principals of the participating schools.
- Upon request, present the findings and recommendations of your study to the Complex Area Superintendents.
- Provide copies of the results of your study to the Assistant Superintendent of the Office of Curriculum, Instruction and Student Support and the Director of the Systems Accountability Office.
- Approval for future research studies is conditional upon submission of a completed report to the Systems Accountability Office.
- Should your study extend beyond one calendar year of approval, please submit an application for renewal prior to the expiration date accompanied by a current IRB approval.

We look forward to reviewing the results of your study as it may provide additional insight to those schools interested in becoming an IB school. An IB Program offers students an opportunity to achieve at the exceed level and supports a school's college-going culture that increases the number of graduates finding success in college.

Best wishes for a successful research study. Please contact Lori Nagakura, Systems Accountability Office, at (808) 735-8250, should you have any questions.

Very truly yours,



Kathryn S. Maeyoshi
Superintendent

KSM:LN:ju

cc: John Sosa, Principal, Keiser High School
Justin Mew, Principal, Niu Valley Middle School
Brendan Burns, Principal, Aina Haina Elementary School
Cindy Giorgis, Principal, Hahaione Elementary School
Jamie Dela Cruz, Acting Principal, Campbell High School
Calvin Nomiyama, Acting Complex Area Superintendent
Annette Nishikawa, Acting Complex Area Superintendent
Office of Curriculum, Instruction and Student Support
Systems Accountability Office

APPENDIX H
ADMINISTRATIVE LETTER OF CONSENT

Date
<School Address>

Attention: John/Jane Doe, Principal

Dear Principal John/Jane Doe,

I am a graduate student in the Educational Policy Studies Department at the University of Hawaii at Manoa and am currently planning a research project that will involve school personnel involved in the selection and early implementation of International Baccalaureate programs at your school and in your complex-area. In order to begin the project, I will require your written consent.

The purpose of the study is to examine the early stages of policy-making behavior and the influence that values had on your school as it sought to implement an International Baccalaureate (IB) Program. The three research questions that will be pursued in the study are:

1. What values underpinned the pursuit of this school to become an IB World School?
2. Did different policy insiders at the school level differ in the values that were underpinning their support to implement IB?
3. What values in the larger educational policy arena were followed or ignored at the school level in the implementing of IB?

Your school has been chosen along with the other public schools within Department of Education that elected to pursue the implementation of an International Baccalaureate Program. Should you choose to allow your school to participate in my study, I would gratefully ask for your assistance in participating and in soliciting prospective participants by distributing an invitation letter to faculty who were involved in the Interested Phase and IB feasibility study performed by your school prior to submitting the Part B. Application.

The study involves the use of a short 10 to 15 minute pre-interview questionnaire and a one-hour semi-structured interview in which participants will be asked about their experiences in the early implementation of the IB program at your school. Subjects will be well informed about the nature of the study and their participation, including the

assurance that they may withdrawal at any time. In addition, they may request that any information, whether written form or audio file, be eliminated from the project. Participants will at no time be judged or evaluated, and will at no time be at risk of harm.

The information gathered from interviews will be kept in strict confidence and stored at a secure location. All information will endeavor to be reported in such a way that individual persons, schools, school districts, and communities are not indentified. All data collected will be used for the purposes of a Ph D. dissertation and perhaps for subsequent research articles and conference presentations. All raw data (i.e. transcripts, digital recordings, surveys) will be kept in a locked storage file and destroyed five years after completing the study.

Participation in this study will afford participants the opportunity to reflect on their experiences in implementing IB. It will allow them to recount about how they contributed to the process of addressing the feasibility and implementation of IB in their school and within the overall complex. A summary of the research findings will be provided to each school site (and individual participants, if requested), which could be used for further reflection.

If you agree, please sign the letter below and return it to me in the envelope provided. If you have any questions; please feel free to contact me at (808) 783-2240 or at klc@hawaii.edu. You may also contact my supervisor, Dr. David Ericson at (808) 956-4243. Thank you in advance for your cooperation and support.

Sincerely,

Kimberly Clissold

Administrator's signature

Date

APPENDIX I

INVITATION TO PARTICIPATE AND PARTICIPANT LETTER OF CONSENT

To Whom It May Concern:

My name is Kimberly Clissold and I am a graduate student in the Department of Educational Policy Studies at the University of Hawaii at Manoa pursuing a Doctorate in Educational Policy Studies. As part of my degree requirements, I am conducting research for my dissertation that investigates what values public schools in Hawaii pursued in selecting to implement International Baccalaureate programs in their school. The intention of this letter is to invite you to participate in my study. In the following paragraphs, you will find a description of the purpose and methodology of my research project. Participation in this study will afford you the opportunity to reflect on your participation in this vanguard pursuit of IB. It will allow you to reflect on how you developed your conceptions of IB as an individual and how you contributed to the policy selection and initial implementation process of IB. A summary of research findings will be provided to you at the end of the study at your request.

Participation in this study will require only the completion of a short 10 to 15 minute pre-interview questionnaire and a one-hour interview scheduled at your convenience.

PURPOSE:

The purpose of the study is to examine the early stages of policy-making behavior and the influence that policymaking values had on your school as it sought to implement an International Baccalaureate (IB) Program. The central research question and two subsidiary questions that will be pursued in the study are:

What values were underpinning the pursuit of this school to become an IB World School?

- Did different policy insiders at the school level differ in the values that were underpinning in their support to pursue and implement IB?
- What values in the larger educational policy arena were followed or ignored at the school level in the implementing of IB?

METHODOLOGY:

This qualitative study will use data from the International Baccalaureate and the individual schools included in this study, along with interviews of school level personnel involved in each school's IB Interested Phase and feasibility study. The data analysis for this study will focus on producing and analyzing a narrative of the Interested Phase of IB Authorization at each of the schools considered in this study.

If you are willing to participate in this study, please contact me via email within one week of receiving this letter. Should you wish I would be more than happy to meet with you to discuss this study in further detail and to answer any questions you may have. Please feel free to contact me (klc@hawaii.edu 808-783-2240), or alternatively, you may contact my dissertation supervisor, Dr. David Ericson (ericson@hawaii.edu; 808-956-4243), if you have any questions or concerns about the project. Any further questions about your rights as a participant should be directed to the University of Hawaii Committee on Human Studies (uhirb@hawaii.edu; 808-956-5007). I thank you in advance for considering participation in my study.

Best Regards,
Kimberly Clissold, Ph D. (Candidate)
Educational Policy Studies, UHM/HI

Dear Participant,

Thank you for your participation in my study. This introductory package includes materials necessary for you to read and complete prior to our interview. You will find enclosed copies of the following:

Letter of consent – Please read the letter of consent carefully. It outlines the details of this study and most importantly, your rights as a participant. At the time of interview (before it begins), I will go over this letter with you again, provide you with an opportunity to ask questions for clarification, and will ask you to sign the acknowledgement and consent page.

Pre-interview questionnaire – The instructions for completion are included in the online questionnaire that will be sent to you. Please note that the questionnaire must be completed at least three days before our scheduled interview.

I fully understand that your time is limited and precious and I will do my utmost to accommodate your schedule as we determine our meeting date for the interview. Please email me with two or three preferred meeting dates and time and I will get back to you via email to confirm one of these days as our scheduled meeting time. Should you have any further questions, please do not hesitate to contact me at klc@hawaii.edu or via phone at 808-783-2240. Again, I offer my sincerest thanks for participating in this research study.

Best regards,

Kimberly Clissold
Ph D. Candidate, Educational Policy Studies
University of Hawaii at Manoa
808-783-2240
klc@hawaii.edu

APPENDIX J

PRE-INTERVIEW QUESTIONNAIRE

Thank you for participating in this study. Before we meet for the formal interview, I would appreciate it if you could take a few minutes to complete this short questionnaire. All information will be kept confidential and at no time will be shared with any parties other than my dissertation committee. There is no right or wrong answers. Responses will only be used to develop an accurate description of the individuals involved in this study. After you finish, please use the 'submit' button at the bottom of the form. If you have any difficulties please call (808-783-2240) or email me (klc@hawaii.edu). In advance, thank you very much for your participation.

* Required

School's Name *

Full Name * All names will be removed and coded upon receiving the questionnaire.

1. How many years of experience do you have as an educator? *

1 to 2 years

3 to 5 years

6 to 10 years

11 or more years

Other:

2. What position(s) did you hold in the school prior to the school becoming an IB Candidate School? *

Check all the apply

School Level Administrator (Principal, Vice Principal)

IB Coordinator (PYP, MYP, or DP)

Curriculum Coordinator

Department or Grade Level Head

Counselor

Teacher

Other:

3. How many years have you been at this school? *

1 to 2 years

3 to 5 years

6 to 10 years

11 or more years

Other:

4. What grade levels and subjects do you teach? Please skip this question if you are not a teacher.

5. What current positions are you holding in the 2010 - 2011 school years? * Check all that apply.

School Level Administrator (Principal, Vice Principal)

IB Coordinator (PYP, MYP, or DP)

Curriculum Coordinator

Department or Grade Level Head

Counselor

Teacher

Other:

6. In which school year did your school first begin considering IB? * e.g. 2008-2009, 2009-2010

7. Which IB programs is your school planning to offer or currently offering? * Mark all that apply

- a. Primary Years Program (PYP)
- b. Middle Years Program (MYP)
- c. Diploma Program (DP)

8. Which statements best describe your school in considering IB? *

- a. We considered IB before other schools in our district did.
- b. We considered IB at the same time other schools in our district did.
- c. We considered IB after other schools in our district did.
- d. We considered IB after a member of the administration suggested IB.
- e. We considered IB after a member of the faculty suggested IB.
- f. We considered IB as part of meeting district requirements or mandates.
- g. We considered IB after a person not employed at the school suggested IB.
- h. We considered IB because other schools implemented IB.

9. Mark the phases of the IB school authorization and review process you took an active role in. * 'Active role' is defined as being assigned a position or tasks specifically tied to that phase.

- a. Interested phase (School investigates the program, the feasibility of implementation and applies to be a "candidate school".)
- b. Candidate phase (School implements the program guided by the regional office. Note: DP is not offered until the school is authorized.)
- c. Application phase (School continues to implement and submits a formal application. Site visit takes place.)

10. Estimate how long the IB Interested Phase lasted at your school? * The Interested phase consists of the school investigating the program, the feasibility of implementation and applying to be a "candidate school".

- a. Less than a year
- b. 1 to 2 years
- c. Other: _____

11. List the IB trainings you have attended, include the date and location for each training. * Example: Level 1-2 MYP Coordinator Training, Chicago, IL. Spring 2010

12. When you first began to learn about IB, how did you perceive it fitting into your school? *

	1	2	3	4	5	6	7	8	9	10		
Easy Fit (Matched what was already being done.)												Difficult Fit (Very different from the way things were being done and changes would have to be made.)

13. Which attribute of the IB Learner Profile best expresses you as an educator? *

- a. Inquirer
- b. Knowledgeable
- c. Thinker

- d. Communicator
- e. Principled
- f. Open-minded
- g. Caring
- h. Risk-taker
- i. Balanced
- j. Reflective

14. Which of the following presented challenges or roadblocks for your school becoming an IB Candidate School? *

- a. Finances
- b. Community (including Businesses and outside community members)
- c. Students
- d. Parents
- e. District Administrators
- f. State Governor
- g. Member or members of the Legislature
- h. IB Representatives or Consultants
- i. Facilities
- j. Resources
- k. Other:

15. How many years did it take for your school to become authorized as an IB school? *

- a. 2 years
- b. 3 years
- c. 4 years
- d. IB Candidate School - pending authorization

APPENDIX K
PARTICIPANT LETTER OF CONSENT

Date

Dear Participant,

The purpose of the study is to examine the early stages of policy-making behavior and the influence that policymaking values had on your school as it sought to implement an International Baccalaureate (IB) Program.

This study will be carried out in three public schools under the supervision of Dr. David Ericson, Department of Educational Foundations and Educational Policy Studies at the University of Hawaii at Manoa. The data is being collected for the purposes of a doctoral dissertation and for potential published research articles and/or conference presentations.

A pre-interview questionnaire will be provided initially to collect background information. This will be followed by a face-to-face interview of approximately one hour. During the interview you will be asked questions about your experiences and role in the selection and pursuit for IB authorization at your school. As the interview proceeds, I may ask questions for clarification or further understanding, but my part will be mainly to listen to you speak about your views and experiences.

It is the intention that each interview will be digitally recorded and later transcribed to paper; you have the choice of declining to have the interview recorded. Your transcript will be sent to you to provide you an opportunity to add or remove any information or to correct any misinterpretations that could result. The information in the interview will be kept in strict confidence and stored in a secure location. All information will be reported in such a way that individual persons, schools, school districts, and communities cannot be identified. All raw data (i.e. transcripts, recordings and surveys) will be destroyed five years after the completion of the study.

You may at any time refuse to answer a question or withdraw from the interview process. You may request any information, whether in written form or audio file, be eliminated from the project. At no time will values judgments be placed on your responses nor will any evaluation be made of your effectiveness as an educator. Finally, you are free to ask any questions about the research and your involvement with it and may request a summary of findings of the study. Specific questions about your rights as a participant should be directed to the University of Hawaii Committee on Human Studies at uhirb@hawaii.edu or 808-956-5007.

Thank you in advance for your generous participation in this study.

Kimberly Clissold
Ph D. Candidate, Educational Policy Studies
University of Hawaii at Manoa
Telephone: 808-783-2240
Email: klc@hawaii.edu

Dr. David Ericson
Professor, Educational Foundations
University of Hawaii at Manoa
Telephone: 808-956-4243

Email: ericson@hawaii.edu

By signing below, you are indicating that you are willing to participate in the study, you have received a copy of this letter, and you are fully aware of the conditions above.

Name: _____

School: _____

Signature: _____ Date: _____

Please initial if you would like a summary of the findings of the study upon completion: _____

Please initial if you agree to have your interview digitally recorded: _____

APPENDIX L

INTERVIEW GUIDE

The interview guide contains questions designed evoke reflection the experiences of individual school personnel as each considered the feasibility of implementing IB programs.¹⁰ Responses to these questions will be used to identify which of the values of Quality, Equality, Efficiency, or Choice, influenced the decision-makers at the school level to pursue IB implementation.

Research Question

- Which four values (Quality, Efficiency, Equality, or Choice) were underpinned in the pursuit of these five schools to become International Baccalaureate World Schools?

Subsidiary Questions

- In what ways did the values regarding the pursuit to implement the IB programs differ among participants in this study?
- Which values in the larger educational policy arena were followed in the selection to pursue implementing the IB programs?

Abbreviated IB Authorization Process (PYP, MYP and DP)

| **Interested Phase** (Application part A) Candidate Phase Application part B phase
Authorization School Review |

Interview Guide

The following questions will be asked during each participant's interview. Follow-up questions may be asked of interviewees to gain clarification on a response. Such questions will be noted in the interview transcript.

Questions

How and when did you become involved in the IB Program at your school?

Please give me an overview of the process that this school went through in identifying IB as a program to implement in this school.

How does the school differ as an IB school from a traditional (K-5, 6-8, 9-12) public school?

How would you explain the reasons for becoming an IB school to a new teacher, to a parent, to a student?

What were the implications of pursuing IB authorization for your professional duties at the school, how were your duties as a _____ (Administrator, teacher, etc.) affected?

What costs were involved in considering and ultimately pursuing IB at your school?

Were there other programs that the school was considering along with IB? Were any of those programs implemented as well?

¹⁰IB Programs refers to either of the three programs contained in the study - PYP (K-5), MYP (6-10), or MYP (9-10) and DP (11-12).

Did your school receive any outside funding for the pursuit of IB? If so, on what merits and for what duration were the monies given to support the IB Program?

At the onset of investigating the IB Program for this school, how feasible did the IB Program appear to be for this school?

Was there support outside of the school to implement IB?

When this school submitted its Part A. Application, what were the challenges of pursuing IB for this school?

What were the perceived benefits of pursuing IB for this school?

What there any prior professional knowledge, or experience, that helped you in your role in deciding if IB was right for this school?

Had you had any prior professional and/or personal experiences with international education before IB? If so, how did IB compare with those experiences?

In your view, what single determining factor is the most important for supporting student learning?

In considering the implementation of IB, what percentage of your school's student and teacher population were involved directly in the IB Program?

What percentage of the student body was directly affected by the program when implementing the IB programs?

Which professional learning groups or teams did you belong to in the school before the school became an IB Candidate school? Did these affiliations influence your considerations of implementing IB?

Which trainings offered by IB-North America have you participated in? What impact did training have on your understanding of value the IB Program might have on this school?

With whom did you interact with most in the school regarding the decision about if IB should or could be implemented at this school? How did these interactions with others influence your view on adopting IB?

Can you describe how the concepts of international education and international-mindedness were addressed in this school as the school completed its Part A. Application? How were they addressed outside of the school in the larger community?

In your opinion, was implementing IB preferable or necessary for this school? Why was it preferable (or necessary)?

What needs in this school's community were met by pursuing to implement the IB Program?

What issues related to IB were raised by stakeholders (faculty, staff, students, parents, community members) during the school process to become a candidate school? How were those issues addressed?

Closing

Given your reflection during this interview, what central value drove this school to pursue implementing an IB Program?

Is there anything else that you would like to say that might help me gain a clearer picture of why you supported pursuing the implementation of IB at this school?

APPENDIX M

PRE-INTERVIEW QUESTIONNAIRE RESPONSE

School's Name	IB Program	Length of the Interested Phase	Number of years to become authorized	Current Position at time of interview	Years at the school	How many years of experience do you have as an educator?	Current Position During the Interested Phase
Arch Elementary - Andy	PYP	1 to 2 years	IB Candidate school - pending authorization	Principal	3 to 5 years	11 or more years	Principal
Arch Elementary - Luke	PYP	1 to 2 years	IB Candidate school - pending authorization	IB Coordinator	3 to 5 years	11 or more years	Coordinator
Column Elementary - Petra	PYP	1 to 2 years	IB Candidate school - pending authorization	IB Coordinator	11 or more years	11 or more years	Coordinator
Column Elementary - Kara	PYP	1 to 2 years	IB Candidate school - pending authorization	Principal	6 to 10 years	11 or more years	Principal
Corinth High School - Sandy	MYP & DP	Less than a year	2 years	IB Coordinator	11 or more years	11 or more years	IB Coordinator
Corinth High School - Angela	MYP & DP	1 to 2 years	2 years	Registrar	11 or more years	11 or more years	Curriculum/IB Coordinator
Corinth High School - David	MYP & DP	1 to 2 years	2 years	Principal	3 to 5 years	40+	Principal
Corinth High School - Mike	MYP & DP	Less than a year	2 years	Vice Principal	11 or more years	11 or more years	Vice Principal
Ionia Middle School - Doug	MYP	Less than a year	4 years	Principal	Began Yr. 6 in Feb. 2011	11 or more years	Head of School
Ionia Middle School - Jerry	MYP	1 to 2 years	2 years	Vice Principal	3 to 5 years	11 or more years	Vice Principal / IB Coordinator
Dorian High School - Karrie	DP	1 to 2 years	2 years	IB Coordinator	6 to 10 years	11 or more years	IB Coordinator
Dorian High School - Jennifer	DP	1 to 2 years	2 years	Principal	11 or more years	11 or more years	Head of School

School's Name	Prior to becoming involved in the IB Interested Phase	Attended IB Training	Number of Trainings	On a scale of 1-10 (easy fit - difficult fit) When you first began to learn about IB, how did you perceive it fitting into your school?	Challenges to IB discovered or addressed in the IB Consideration Phase	Phases of Authorization Process Participated In	School considered IB:
Arch Elementary - Andy	School Level Administrator (Principal, Vice Principal), Department or Grade Level Head, Teacher	Yes	2	3	Parents, Faculty buy-in to IB	Interested Phase	After other schools in our district did.
Arch Elementary - Luke	Curriculum Coordinator	Yes	2	3	Finances, Parents	Interested Phase	After other schools in our district did; After a member of the administration suggested IB.
Column Elementary - Petra	Curriculum Coordinator, Department or Grade Level Head, Teacher	Yes	3	3	Finances, Parents	Interested Phase; Candidate Phase; Application Phase	After other schools in our district did.
Column Elementary - Kara	School Level Administrator (Principal, Vice Principal)	Yes	3	3	Finances, Facilities, Resources	Interested Phase; Candidate Phase; Application Phase	Before other schools in our district did; Considered IB after a person not employed at the school suggested IB; Considered IB because I suggested it.
Corinth High School - Sandy	Teacher	Yes	4	3	Teacher training and in-servicing	Interested Phase; Candidate Phase; Application Phase	Considered IB after other schools in our district did.
Corinth High School - Angela	Curriculum Coordinator, Department or Grade Level Head, Teacher	Yes	1	3	Finances, Resources	Interested Phase; Candidate Phase; Application Phase	After other schools in our district did; After a member of the administration suggested IB.
Corinth High School - David	School Level Administrator (Principal, Vice Principal), District Superintendent, District /State Administrator	Yes	2	7	Finances, Resources, Staff Development	Interested Phase; Candidate Phase; Application Phase	We considered IB after a member of the administration suggested IB.

Corinth High School - Mike	School Level Administrator (Principal, Vice Principal)	Yes	3	1	Finances, Resources	Interested Phase; Candidate Phase; Application Phase	Before other schools in our district did; Because I suggested it.
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Ionia Middle School - Doug	School Level Administrator (Principal, Vice Principal)	Yes	1	7	Finances, Status Quo of faculty/staff	Interested Phase; Candidate Phase; Application Phase	Because I suggested it.
Ionia Middle School - Jerry	School Level Administrator (Principal, Vice Principal), IB Coordinator (PYP, MYP, or DP)	Yes	2	9	Finances, Resources, Teachers, School's Schedule and Master Schedule	Interested Phase; Candidate Phase; Application Phase	Before other schools in our district did; After a member of the administration suggested IB.
Dorian High School - Karrie	Department or Grade Level Head, Teacher	Yes	5	4	some faculty opposition	Interested Phase; Candidate Phase; Application Phase	Before other schools in our district did; After a member of the administration suggested IB.
Dorian High School - Jennifer	School Level Administrator (Principal, Vice Principal)	Yes	1	8	District Administrators, State Governor, Member or members of the Legislature, IB Representatives or Consultants, Facilities, Resources, Teachers	Interested Phase; Candidate Phase; Application Phase	Before other schools in our district did; Because I suggested it.

APPENDIX N

CHART OF RELEVANT LITERATURE

Author(s)	Theoretical Framework	Data	Methods	Participants	Findings/Conclusions
Marshall, C., Mitchell, D., and Wirt, F. (1998)	Cultural and political framework (i.e. Wildashy, Dye, Elazar and Sharkansky (political scientists) Levi-Strauss (anthropologist)). - five-level hierarchy of power: Insiders, near circle, far circle, some time player and often-forgotten players Four core values in policymaking: quality, equality, Efficiency and choice	Document analysis Interviews (140 key political actors “elites”) Surveys	Comparative case studies with theory-based data collection and multivariate analysis Descriptive statistics (correlation, analysis of variance and multiple discrimination analysis)	Policy elites (e.g. state-level policy managers and policymakers)	Confirmed a strong cultural influence in specific state educational policies Policy makers maintain power by modifying their actions and constraining their preferences to work within the rules, language and behavior of their states policy culture or “assumptive world” Quality ranked the highest, equality and Efficiency shift from state to state
Wirt, F., Mitchell, D. and Marshall, C. (1988)	“Political cultural” concept (i.e. Elazar 1970, 1984)	State educational codes in Illinois and Wisconsin	Qualitative content analysis	(Illinois and Wisconsin) Policy elites (e.g. state-level policy managers and policymakers)	Provided behavioral definitions for four basic values: quality, equality, Efficiency, choice and discussed the conflict and complementarities inherent in the four values. Demonstrated how policy behaviors are moved by different cultures (i.e. meritocratic, egalitarian, and democratic cultures)

Author(s)	Theoretical Framework	Data	Methods	Participants	Findings/Conclusions
Marshall, C., Mitchell, D., and Wirt, F. (1986)	<p>Identify the power and influence context of policymaking (i.e. Fuhrman and Rosenthal, 1981; Iannaccone, 1967; Marshall, 1985, Milstein and Jennings, 1973; Mitchell, 1981, Wirt and Kirst, 1982)</p> <p>Introduces the theory of assumptive worlds; the common action principles understood by all state policy actors and learned from their socialization in the culture of politics</p>	Interviews with policy elites in six states	Qualitative analysis	Policy elites in six states - Policy elites (e.g. state-level policy managers and policymakers)	<p>Displays variation among the six states in the ranking of policy groups demonstrating how the configurations of power differ among the states</p> <p>Analysis provided explanation on differences in the policy process in the six state and links history, recent political battles, and the action styles of the policy actors as part of the context that explains the differences</p> <p>Introduces the theory of assumptive worlds; the common action principles understood by all state policy actors and learned from their socialization in the culture of politics. Which builds cohesion, translates values and are barometers of change</p>

GLOSSARY

Application phase: The third phase of the application process (6 to 18 months in duration), in which the school continues to implement the program(s) and submits a formal application. A site visit by the IB takes place during this period.

Authorization: An intensive process of at least 2 years duration that includes site visits by the IB.

Authorized: If the school is authorized, program delivery continues for the PYP and MYP programs. A school can offer the DP after it is authorized to do so.

Board of Governors: The IB governing body.

Candidate phase: The second phase of the authorization process, in which the school implements the MYP and PYP Programs, guided by the regional office, for a minimum of one academic year. Teaching IB courses does not start until the school is authorized as an “IB World School.”

Diploma Program (DP): A rigorous 2-year pre-university course for students ages 16-19 years, leading to examination for motivated students

Director General: The chief executive of IB.

IB programs: The products offered by IB.

IB World School: The customers of IB; the relationship is considered by IB to be a close, long-term, two-way relationship between IB schools and the IB.

Interested phase: The first phase of the IB school authorization process, in which the school investigates the programs for a minimum of 6 months to determine the feasibility of implementation and may apply to be a “candidate school.”

Middle Years Program (MYP): A program students ages 11-16 years that accommodates “national curriculum” requirements and facilitates interdisciplinary work while providing a framework of age-appropriate academic challenge and life skills.

Policy layering: Use of this term is an exercise in neologism and refers to the observed result in this study of layers of policy mandates and inducements extending from the district/state and national levels in education to the individual schools.

Primary Years Program (PYP): The program for students ages 3-12 years, designed to provide opportunities for learners to construct meaning, principally through concept-driven inquiry.

Review: A self-study and IB visitation after 3-4 years of offering the program. Schools are visited every 5 years thereafter.

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