

# Exploring the Relationship between New Zealand Education Reform and the International Baccalaureate

原 和 久

HARA Kazuhisa

## Abstract

This paper critically examines the public perception created by local media reports: New Zealand (NZ) school leaders who were dissatisfied with National Certificate of Educational Achievement (NCEA) and/or *The New Zealand Curriculum* adopted the International Baccalaureate (IB) programmes into their schools. The paper first describes a brief history of the NZ education reform policies focusing on the development of new national qualifications and curriculum frameworks. This provides the historical context, as well as the legal and pedagogical basis, for some NZ schools to adopt alternative curriculum frameworks including the IB programmes. Then, a brief overview of NCEA and *The New Zealand Curriculum* is provided for readers who may not be familiar with the NZ education system. Finally, the findings of the research study conducted by the author are presented regarding school leaders' motives for adopting the IB programmes into their schools. The author argues that the above mentioned perception created by media reports at that time does not describe school leaders' intention to use the IB programmes accurately. In fact, contrary to the media reports, most of the IB school leaders who participated in the research project showed their strong support toward NCEA as well as *The New Zealand Curriculum*. The research findings indicated that the IB school leaders' attitudes towards the NZ government's education policies were very different from those of the school leaders who adopted the Cambridge International Examination (CIE) and criticised the NZ government policies vocally as well as openly in the media from time to time.

## Keywords

New Zealand, Education Reform, International Baccalaureate, NCEA, Curriculum, ニュージーランド, 教育改革, 国際バカロレア, 高校卒業資格, カリキュラム

## 1. Introduction: Education Reform in New Zealand during the 1980s and 1990s

The current New Zealand (NZ) national curriculum and qualification system was developed as a part of education 'reform' in the 1980s and 1990s by two successive governments: the Fourth Labour Government (1984-1990) and the Fourth National Government (1990-1999) (Philips, 1993). The drive for this reform came mainly from the

governments' desire to introduce a market-based approach towards social policy, including education (Philips, 2000; Tolofari, 2005). The governments aimed at '[enhancing] New Zealand's economic competitiveness by reducing the costs of educational provision and increasing the proportion of skilled workers' (Philips, 2000, p. 144).

According to Peters (1995), the Fourth Labour Government's strategy for education reform was first to form committees to report on educational issues; then to produce government policy documents in response to these reports; and finally, to implement new education policies by establishing working parties. A number of influential committee reports and policy documents were written in the late 1980s and the early 1990s which provided rationales to implement specific curriculum/qualification policies. *Learning and Achieving* (New Zealand Department of Education, 1986) recognised the need for changing the curriculum, assessment, and qualifications in Forms 5 to 7 (Years 11 to 13); *The Curriculum Review* (New Zealand Department of Education, 1987) promoted school-based curriculum development within a government education policy and a greater involvement by the community in designing local school curricula; and *Tomorrow's Schools* (Lange, 1988) made a number of proposals to change education administration based on the recommendations from the *Picot Report* (Taskforce to Review Education Administration, 1988). In response to the report, the Ministry of Education was created replacing the Department of Education in 1989.

The changes initiated by these reports aimed at devolving some of the educational decision-making to local schools by replacing regional Education Boards with separate Boards of Trustees to govern each school, thus promoting so-called self-managing schools (Wylie, 1994). At the same time, the government created the Education Review Office (ERO), whose role was to report to parents on the quality of each NZ school to help them choose schools for their sons and daughters. These changes included new functions and responsibilities for school principals. For example, schools were given more autonomy and responsibility in terms of budgeting for such things as providing opportunities for teachers' professional development. *Tomorrow's Standards* (New Zealand Ministry of Education, 1990) recommended the development of new achievement-based assessment procedures and a review of qualification systems that saw the replacement of the existing School Certificate (Year 11), Sixth Form Certificate (Year 12), and University Bursary (Year 13) examinations. These reports and policy documents produced during the Fourth Labour Government provided the rationale and context for the Fourth National Government to implement the new curriculum framework and qualifications.

In December 1992, the Fourth National Government issued *The New Zealand Curriculum Framework* (New Zealand Ministry of Education, 1993). The framework was developed from *The National Curriculum of New Zealand: A Discussion Document* (New Zealand Ministry of Education, 1991), from which the Ministry of Education received over 2000 submissions from members of the public (Philips, 1993). *The NZ Curriculum Framework* was the first outcome-focused curriculum in NZ and, as its name implied,

outlined only the basic curriculum policy of NZ governments; each school has further autonomy and responsibility to develop their own school curriculum reflecting individual student's needs. To support the framework, associated subject documents called *National Curriculum Statements* were also published during the 1990s. These contained detailed achievement objectives regarding what students were to know and to be able to do, reflecting the needs of the government and NZ society. Therefore, the curriculum framework sought 'a balance between the interests of individual students and the requirements of society and the economy, and aims to foster the development of a work-force which is more highly skilled and adaptable, with an international perspective' (Philips, 1993, p. 158). *The NZ Curriculum Framework* applied to all state schools and state integrated schools<sup>1</sup> was compulsory from Year 1 to the end of Year 10.

## 2. The New Zealand Curriculum (2007)

Following the education reform during the 1990s, the Fifth Labour Government (1999–2008) carried out a series of curriculum reviews from 2000 to 2002. These reviews were referred to as a 'curriculum stocktake' because 'information about the decade of curriculum development, and its impact on teaching and learning, was gathered from a range of sources' (Cubitt, 2006, p. 198). Based on the review, it was decided that *The NZ Curriculum Framework* should be revised to make it more responsive to the needs of individual students, as well as to those of government and NZ society. The priority was to build an education system that equipped students with twenty-first century skills and reduce the systemic underachievement (Cubitt, 2006) that had been observed among minorities such as Māori and Pasifika<sup>2</sup> students, students with disabilities, and those from low socio-economic communities (Human Rights Commission, 2011).

The current national curriculum, *The NZ Curriculum*, was issued in 2007. It was considered 'a statement of official policy relating to teaching and learning in English-medium New Zealand schools' (New Zealand Ministry of Education, 2007, p. 6).<sup>3</sup> The curriculum was designed as a policy document to 'provide guidance for schools as they design and review their school curriculum' (p. 6). This means that while schools must align their school curricula with the intent of *The NZ Curriculum*, they have considerable flexibility when determining the curriculum content and teaching methods. Furthermore, unlike the previous curriculum framework, the Ministry of Education did not issue associated curriculum documents for teachers to follow. Therefore, it was a framework that described outcomes of students' learning rather than a detailed plan; this flexibility provided the legal and pedagogical basis for some NZ schools to adopt alternative international curriculum frameworks such as the IB Diploma Programme and the Cambridge International A & AS Level.

### 2.1. Curriculum model

*The NZ Curriculum* issued in 2007 specifies eight learning areas: English; the arts;

health and physical education; learning languages; mathematics and statistics; science; social sciences; and technology. The selection of the learning areas is very similar to those of the IB Middle Years Programme (MYP). ‘Learning languages’ was added as a compulsory learning area for the first time in NZ curriculum history. Figure 1 shows a pictorial representation of *The NZ Curriculum* as a nautilus shell, with the coloured chambers representing the eight learning areas which is used to symbolise the learning and growth of NZ students.

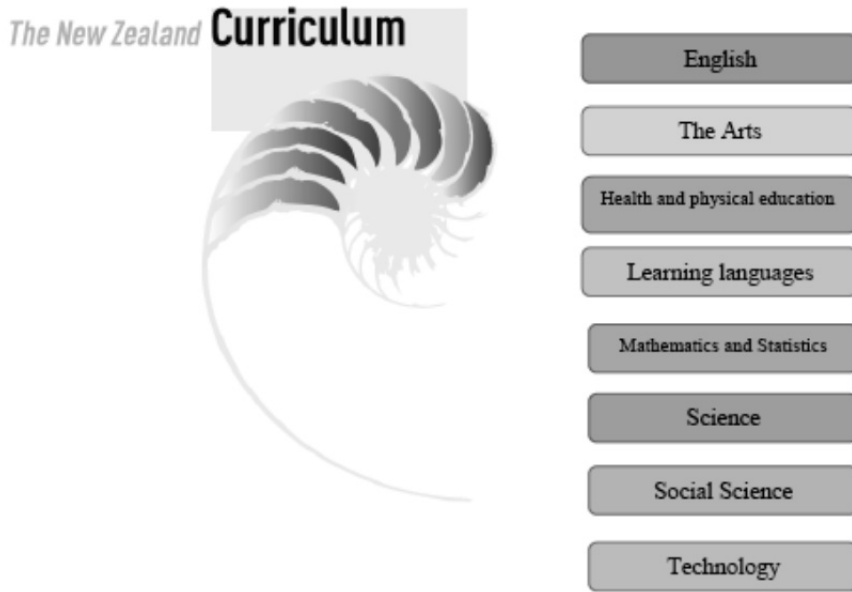


Figure 1. The New Zealand Curriculum

*Source:* Adapted from the New Zealand Ministry of Education (2007).

It is compulsory to teach these eight learning areas in Years 1 to 10. Similar to the IB MYP these learning areas were intended to provide a broad, general education and to lay the foundations for further study. However, the difference is that in *The NZ Curriculum*, from Year 11, students can specialise within learning areas as their ideas about future direction become clearer, whereas in the IB programmes students are discouraged from specialising because the IB focuses on developing a whole person. IB students are encouraged to take courses from all required learning areas, including both humanities and science courses, even after Year 11. Both *The NZ Curriculum* and the IB MYP, however, do encourage teachers to make use of the natural connections that exist between learning areas.

## 2.2. Unique features

In addition to the eight learning areas *The NZ Curriculum* clearly states what the Ministry of Education deems important in education, in terms of its vision of young people

as life-long learners. It includes guiding principles on which to base curriculum decision-making, values that are to be encouraged, and the key competencies the Ministry wants students to develop (see Table 1). The curriculum document also provides guidance to schools with regard to the purpose and scope of education, effective pedagogy, and the design and review of school curricula.

**Table 1. Unique features of *The NZ Curriculum***

Components	Definition	Desired outcomes
Vision	The description of dispositions that they want to see in young people through education.	Young people who will be confident, connected, actively involved, lifelong learners.
Principles	The foundations of curriculum decision-making. They are particularly relevant to the process of planning, prioritising, and review.	High expectations, Treaty of Waitangi, Cultural diversity, Inclusion, Learning to learn, Community engagement, Coherence, Future focus
Values	Deeply held beliefs about what is important or desirable. The values are to be encouraged, modelled, and explored by students as part of the everyday curriculum.	Excellence; Innovation, inquiry, and curiosity; Diversity; Equity; Community and participation; Ecological sustainability; Integrity; Respect
Key competencies	The capabilities that young people need for growing, working, and participating in their communities and society.	Thinking; Using language, symbols, and texts; Managing self; Relating to others; Participating and contributing

*Source:* Adapted from the New Zealand Ministry of Education (2007).

### 3. The New Zealand qualification system

#### 3.1. National Qualification Framework (NQF)

In addition to issuing a national curriculum, the Fourth National Government established the New Zealand Qualifications Authority (NZQA) under the provisions of the Education Act of 1989 and its subsequent amendments. The first task of the authority was to develop the National Qualifications Framework (NQF), which incorporated all existing national qualifications such as the ones in secondary schools, post-secondary education, and industry training into a more coherent system. In this framework, whether the courses are academic or vocational, individual learners are expected to achieve clearly specified unit standards, or learning outcomes, against which their performance would be measured and recorded. The framework was expected to provide people, especially employers, with comparable information on skills and education levels that people earn over a lifetime of learning (New Zealand Qualification Authority, 2010a). In order to reflect the philosophy of the NQF, new school-based qualifications called National Certificate of Educational Achievement (NCEA) Levels 1, 2, and 3 were developed. These qualifications were

implemented between 2002 and 2004, and since then they have been the main national qualifications for secondary school students in New Zealand. Previous qualifications used for NZ secondary students such as School Certificate, University Entrance, Sixth-Form Certificate, and University Bursary qualifications were replaced gradually by NCEA over the implementation period (New Zealand Qualification Authority, 2010b). The key difference between NCEA and the previous qualifications is that NCEA employs a standard-based system of assessment, whereas the previous qualifications were norm-referenced (i.e., the academic performance of a student is measured relative to other students in a population). The standard-based system of NCEA is explained in the next subsection.

### 3.2. National Certificate of Educational Achievement (NCEA)

According to NZQA (2010b), a ‘standard’ is a description of what students need to know, or the criteria regarding what they must be able to achieve. In the standard-based system of NCEA, students’ learning is assessed against registered standards for courses they study. If they meet the criteria they achieve the standard and secure credits towards gaining a certificate. There are three levels of the NCEA certificate, depending on the difficulty of the standards achieved. Students need to take certain numbers of courses and accumulate credits to gain these certificates (see Table 2).

Table 2. NCEA levels and certificates

NCEA level	Requirements
Level 1	80 credits are required at any level (level 1, 2 or 3) *including literacy (reading and writing) and numeracy (maths).
Level 2	60 credits at level 2 or above + 20 credits from any level
Level 3	60 credits at level 3 or above + 20 credits from level 2 or above

*Source:* Adapted from the New Zealand Qualification Authority (2010b).

In general, students work through Levels 1 to 3 in Years 11 to 13 at school. At Level 1 (Year 11), students usually take a broad range of courses in addition to the courses in English, mathematics and science that their school requires them to study. At Level 2 (Year 12), students start thinking about what areas they need to focus on for their future study or career. The Level 2 results are often used for entry into universities and polytechnics as well as by employers in the candidate-selection process (New Zealand Qualification Authority, 2010a). Students may need to take particular Level 3 standards as an entry requirement for some tertiary courses.

In NCEA, students can achieve two types of standard: unit standards and achievement standards. Unit standards are used mainly for vocational courses to assess students’ competency and have only two grades: ‘Not Achieved’ (NA) and ‘Achieved’ (A). In the unit standard system, students are not assessed on how well they achieved the registered

standards. Achievement standards, by comparison, are used for NZ curriculum-based school subjects and have four different grades: Not Achieved (NA), Achieved (A), Merit (M), and Excellence (E). The endorsement of certificates with 'Merit' or 'Excellence' was introduced in 2007 to recognise high-achieving students. Some standards are assessed internally by teachers during the year. Internal assessments are used to assess skills and knowledge that cannot be tested in an examination (e.g., speeches, research projects, and performances). Other standards are assessed externally by NZQA at the end of the year. In most subjects, students sit an examination for the external assessment at the end of the school year. However, for some subjects (e.g., technology or visual arts) students submit a portfolio of their work at the end of the school year.

In addition to the NCEA certificates, New Zealand provides top secondary-school students with a monetary award called a 'scholarship' to recognise their academic achievements. The scholarship examinations and awards are designed to extend, as well as to reward financially, very able students who are going on to tertiary study; the examinations are not compulsory for all students. The scholarship is not counted as credits and does not contribute towards a qualification, but the fact that a student has gained a scholarship appears on their 'Record of Achievement'. The examinations or portfolios cover the same content as the NCEA Level 3, but the standard of achievement required is much higher (New Zealand Qualification Authority, 2010b).

### **3.3. Resistance after the introduction of NCEA**

According to Fastier (2007), the introduction of NCEA was a considerable 'paradigm shift' in assessment practice for some teachers at the senior level. NCEA was welcomed by its supporters, who viewed it as a means to raise the status of vocational courses, motivate students in schools, and increase the number of students who graduate with qualifications as well as skills needed in workplaces (e.g., De Boni & Binning, 2002; PPTA, 1997). It was expected that NCEA would increase the participation and achievement of minority learners, including Māori and Pasifika students, who have traditionally been under-represented or achieving at a lower level than most students in post-compulsory education and training (Philips, 2003).

However, the introduction of NCEA became the subject of heated debate in the media when some school leaders, mainly from 'academic single-sex schools with a tradition of high pass rates in national examinations' (Philips, 2003), and other stakeholders strongly resisted the government's efforts to implement NCEA. At the same time, these people defended previous qualifications that used more traditional norm-referenced, end-of-year examinations with external assessment to determine students' academic achievements. The school leaders often criticised NCEA openly in the media, arguing that the new qualification system was 'confused, complicated, and ill-conceived' (Garner, 2000, para.6). They claimed that NCEA would reduce academic rigour and international credibility, fail to identify the capabilities of each student, increase teachers' workloads, remove

comparability between secondary schools, create uncertainty over university entrance requirements, and encourage plagiarism owing to the greater emphasis on internal assessment (Garner, 2000; Middlebrook, 2001; Morris, 2009; Walsh & Daniels, 2000). Some school leaders also viewed the introduction of smaller units of learning in NCEA as representing an atomisation of knowledge and skills (Philips, 2000), and interpreted NCEA as contradicting the inquiry approach to teaching and learning promoted in the *NZ Curriculum Framework* (Philips, 2003).

As criticism towards NCEA mounted, some school leaders who had opposed the government decision to introduce NCEA into NZ schools urged the Ministry of Education to retain the University Bursary examinations. Others, including well-known principals from established state schools, expressed their intention to consider introducing alternative qualifications such as the Cambridge International Examinations in their schools, alongside NCEA (Lee & Lee, 2001; Thomas, 2007; Walsh & Daniels, 2000). As a response to the introduction of NCEA the Association of Cambridge Schools in New Zealand was formed in Auckland in 2002 and it began providing a network of support to member schools (ACSNZ, 2010; De Boni, 2002; Morris, 2009). Some schools, mostly independent ones, adopted the IB Diploma programme (IBDP) instead of the Cambridge International Examinations (‘St. Margaret’s offer baccalaureate option’, 2003; Villari, 2008; Walsh, 2000). The number of schools that adopted these alternative international qualifications increased gradually over the years despite the fact that many incremental modifications were made to NCEA such as introducing ‘certificate endorsement’ to recognise student achievement at Merit or Excellence level across all learning areas (noted above), increasing the number of internal-assessment moderation to establish credibility and fairness, aligning unit standards with the NZ national curriculum, and introducing ‘course endorsement’ to recognise students’ strong performance in individual courses (New Zealand Qualification Authority, 2010b). Nevertheless, the number of schools that adopted international qualifications increased steadily in the 2000s. In 2011, these included 38 Cambridge and 11 IB Diploma schools. Although NCEA is required to be offered in state schools by law, in 2011 one of the state schools, whose principal had been a staunch opponent of NCEA, announced openly its decision to direct all its Year 11 students to do the Cambridge International Examinations, excepting those who may not cope with the academic demands (Grunwell, 2011). The school’s decision was described in the media as ‘a revolt against NCEA’ (e.g., Grunwell, 2011).

Overall, NCEA had been a divisive political issue since its introduction in 2002. Although many of the schools that criticised NCEA adopted the Cambridge International Examinations (CIE), rather than the IBDP, the introduction of the IBDP in some schools has been understood by the general public in this context. That is, the public perception created by the media reports was that NZ schools adopted the IBDP because they were dissatisfied with NCEA (e.g., Lyons, 2003).



#### 4. School leaders' motives behind the adoption of the IB programmes

In order to find out if the introduction of the IB into NZ schools was 'a revolt against NCEA' and/or the educational policies by the NZ government as described in the previous section, the author conducted a semi-structured qualitative interview with 27 school leaders of IB schools in NZ. The research participants were selected from the pool of school administrators and teachers who were involved in the decision-making process as members of the management team in each school during the time of adopting the IB programmes into their schools. Of the 27 participants, 13 worked for the schools that use the IB Diploma programme (IBDP). 12 worked for the IB schools that use either the Middle Years Programme (MYP) or the Primary Years Programme (PYP). Two participants were involved in more than one IB programme as a school administrator in their affiliated schools. The author asked participants, for instance, what the reasons for their decisions to adopt the IB programmes were so as to clarify whether their dissatisfaction with NZ education policies was one of the reasons to do so. A summary of the findings is presented in this section.<sup>4</sup>

##### 4.1. The Diploma Programme

In New Zealand the IBDP was first introduced by an independent school in the mid-1980s. Two more schools adopted it by the end of the 1990s. During the 1980s and 1990s, however, the IBDP was known by only a limited number of educators and parents in NZ as a unique international curriculum/qualification that targeted a specific and niche education market. As suggested by Hawkes (1992), the IB schools at that time used the DP mainly as an extension programme for high-achieving students to maintain their academic motivation.

The IBDP has become more familiar to the wider NZ public in the twenty-first century with various media reports portraying the introduction of alternative international curricula/qualifications in some schools as resistance against the government's introduction of NCEA.

However, the research data suggests that the public perception created by media reports does not describe school leaders' intention to adopt the IB programmes accurately. Although the search for alternative qualifications may have been initiated as a response to requests from parents who felt uneasy with NCEA, schools who adopted the IBDP did not do so primarily because they were dissatisfied with NCEA. In fact, contrary to the media reports that bundled together all schools that had introduced new qualifications and described their actions as 'resistance' to the government's education policy (e.g., Lyons, 2003), most of the IB school leaders who participated in this research study showed their strong support for the introduction of NCEA in NZ schools. This included IB school leaders who adopted the IBDP both before and after 2002, which was the year NCEA was introduced into NZ schools. The comment made by Alex<sup>5</sup>, an IB school leader, was a typical account of how NZ schools came to the decision to adopt the IBDP:

Our college<sup>6</sup> is perfectly happy with the NZ education system and NCEA examinations. However, four or five years ago, [some] parents expressed to the board and to the management staff that they would like to have a choice at six form level for their sons and daughters to be able to have an alternative to NCEA. Then, the head of the senior school was given a time to research alternative pathways in academic education systems. ... When the head of the senior school reported back to the board and the college, it was felt philosophically that the IB programme was very much in line with the philosophy of the college as a whole. (Alex)

As seen in Alex's above comment, the research findings indicated that the IB school leaders' attitudes towards the NZ government's education policy were very different from those of the principals who adopted the CIE and who criticised NZ government policy vocally as well as openly in the media from time to time.

One could see the IB school leaders' support for NCEA as just a gesture. However, the research data showed consistently that there were substantive reasons for the IB schools to support NCEA. Firstly, they wanted to support national qualifications because they saw their identities as 'Kiwi schools' rather than international schools.<sup>7</sup> The following comment by Ashley is an example of school leaders' common feelings towards NCEA:

As a NZ school, we certainly want to promote the NZ qualification. We are not anti-national qualification in anyway at all. I don't think that the IB Diploma is necessarily the right thing for everybody, nor is NCEA necessarily right for everybody. ... We are not an international school, but we are a NZ school offering an international programme. (Ashley)

Secondly, IB school leaders had seen the positive improvements in NCEA made by the government over the years. Some research participants made sympathetic comments about the implementation of NCEA and thought the criticism of it in the media unfair. The following comment by Alex illustrates this point:

I think there was a lot of media attention on some of the, perhaps, teething problems that the NCEA system had. There was a lot of publicity in the media and the press, highlighting these difficulties, and maybe blowing them out of proportion and exaggerating them. And perhaps, not just parents of our school, but NZ parents as a whole had their confidence shaken in the education system as it has been run. But I think my knowledge of it is that a lot of these problems have been addressed; there is a lot of satisfaction with NCEA system as it exists today. (Alex)

Thirdly, the students of research participants' schools have been performing

outstandingly in NCEA and even in NZ scholarship examinations; the parents wanted to maintain the academic performances of students as well as establish a reputation as a strong NCEA school. For example, Sophia clearly expressed her support for NCEA this way:

We are a fan of NCEA! Other schools might not like NCEA, but we actually like NCEA and have always done extremely well under NCEA. (Sophia)

As seen above comments, unlike the principals of Cambridge schools who announced their decision in 2011 to direct all their students to do the CIE (Grunwell, 2011; Morris, 2010), leaders of the IB schools seemed to have had no intention of replacing NCEA with the IBDP. Their decision to use the IBDP was not because they found ‘the certainty of the IB programme an attractive alternative [to NCEA]’ (Hawkes, 1992, p. 24), nor it was a ‘revolt against NCEA’ as suggested by some media reports (e.g., Grunwell, 2011; Middlebrook, 2001).

Although fostering greater internationalism in school communities is the *raison d’être* of the IBO, research data suggests that it was not the driving factor for most of the schools in New Zealand. The real driving factor seemed to be school leaders’ practical desires to gain ‘a choice for students and parents’ or a significant point of difference in the education market, having observed other ‘prestigious’ schools in New Zealand and in other countries, especially in Australia, offering similar choices. The comments made by Sophia and Alex illustrate this point:

Our community knew that other schools offered other different choices. So, we wanted to offer a choice and the Diploma [programme] was the best fit with our school. (Sophia)

We don’t have any intention to be an international school. I don’t think many of the schools in New Zealand that offer the IB have that desire either. I think it is more to do with the fact that it’s about choice and it’s about allowing parents and students to make informed choices in Year 12 and 13 levels. (Alex)

#### 4.2. The PYP and the MYP

The introduction of the IB PYP and/or MYP has often been reported in the media as NZ schools promoting ‘alternative’ international curricula in reaction to the NZ government’s education policy (e.g., Bennetts, 2006). Such media coverage seemed to give the general public the impression that school leaders and teachers in IB schools disliked, disapproved of, or rejected the NZ curriculum.

However, the research findings of this study indicated this was not the case in the schools studied; the interviews with research participants who worked for PYP and/or

MYP schools as a member of management team revealed that all of them saw the PYP and MYP curricula as compatible and complementary with the NZ curriculum frameworks. In fact, without hesitation, all participants expressed their strong support for *The NZ Curriculum* issued in 2007. The author also found that participants used the programmes in such a way that their curriculum content was integrated fully with *The NZ Curriculum* as one participant describes as a ‘perfect fit’. Contrary to the stereotypes created in the media, they did not see the IB programmes as alternative curricula to *The NZ Curriculum*. Many of them thought that the programme would enhance *The NZ Curriculum* because it provided a framework of inquiry learning. The comment made by Sarah and Thomas who explained what they wanted to achieve by implementing the IB in their schools was a typical one:

One of the reasons why our school took on board the IB PYP was that we knew where *The NZ Curriculum* was going with the six thinking skills, values, and key competencies. The IB PYP provided a framework to teach all of these things within it. ... I think a lot of schools are still struggling how to embed all those [curriculum features] within their programmes. ... It’s very easy to teach all of these things [within the framework of the PYP]. (Sarah)

In a sense, the PYP is a vehicle for us to deliver the new NZ curriculum. I think it is the best way [to describe the PYP]. (Thomas)

Another major reason why school leaders implemented the IB PYP/MYP was that they were attracted by the systemic ‘support package’ that the IB organisation provided. The support package includes providing ongoing professional development opportunities, a wide range of teaching guides, periodical evaluation of the programme, and other support services provided by the regional IB office. Thomas stated:

With the IB, we can offer more than what we have. The IB and their experience and everything going on previously and research ... we could take that and put that with our own thoughts and make inquiry happen here. We have the template and formula that are proven, and that works well with *The 2007 NZ Curriculum* as well. (Thomas)

Thomas also explained how the IB PYP provided various support as a package, which helped his school maintain organisational continuity:

I think in other schools there are quite a range of ways that inquiry has been interpreted. It’s certainly not all bad, but there is a range. It all depends on who happens to be staff <sup>8</sup> at the school at that time. I guess the danger is that if one of those key people leaves, then inquiry can fall over, or not be done so well. If I and

our deputy principal leave obviously the school would have to replace us, but because of the framework that the PYP grants, that will continue. It's not just us. It's the whole staff on this journey. So, that is the difference. (Thomas)

In the MYP schools, on the other hand, school leaders thought the programme would help their school put more emphasis on current pedagogy such as interdisciplinary learning and subject integration, through which they hoped to create a more engaging learning environment for students. MYP school leader, Isaac, stated that the IB's current pedagogy was one of the strong reasons why his school decided to introduce the MYP in his school:

I think the advantages [of the PYP and MYP] are that the pedagogy is current. We are talking research-based teaching and learning. We are talking inquiry learning. To me, that is what we want to do with our students. We don't want students just to be given facts, facts, and facts. We want them to ask questions to get out there and find out. We want the teachers to be able to facilitate and provide them with an understanding of why they are learning it, and how it's going to benefit them. So, it's all about the research, pedagogy, and philosophy. I believe it's going to make our students better adults at the end of the day. (Isaac)

Isaac also explained the advantages of the IB's professional development opportunities for teachers, believing that IB training sessions encourage teachers to learn the latest pedagogy, and that good pedagogy provides students with better learning:

The whole reason I was interested in the IB was pedagogy. To me, I thought it would benefit my students, which is fantastic, but it also benefits the staff, because it will open the door for the staff. If they become IB-trained teachers, they may end up becoming IB-trained workshop leaders, and they can go all around the world. To me, what the IB provides is a stepping-stone for staff, and a fantastic education for the students. (Isaac)

It seemed that the PYP and MYP provided NZ schools with ways to achieve the educational goals highlighted by the Ministry of Education, including implementation of inquiry learning and subject integration. In this sense, as one participant have stated, the IB curricula provided 'the best vehicle to deliver *The NZ Curriculum*'.

Overall, the findings of this study suggest that the introduction of the IB MYP and PYP into NZ schools was neither a revolt against nor dissatisfaction with the New Zealand educational policies. The introduction of both IB programmes in NZ schools seemed to have resulted from school leaders' efforts to make their schools more attractive to students, parents, and teachers.

## 5. Conclusion

This paper explored the relationship between the education reform and the development of the IB in New Zealand. Although general understanding depicted by media reports was that the IB programmes were adopted by NZ schools in order to express their dissatisfaction with the NZ government educational policies, the research findings revealed that this was not the case. In fact, contrary to the media reports that bundled together all schools that had introduced new qualifications (or curricula), and described their actions as ‘resistance’ to the government’s education policies, most of the IB school leaders in all three programmes who participated in the research project showed their strong support for the introduction of NCEA as well as *The New Zealand Curriculum*. NZ schools adopted the IB programmes because they thought that the IB provided the best vehicle to achieve NZ educational policies.

## Notes

- (1) Integrated schools are the schools that used to be private but have now been integrated into the state schooling system. Integrated schools are required to follow the state curriculum.
- (2) ‘Pasifika’ means people living in New Zealand who have migrated from the Pacific Islands or who identify with the Pacific Islands because of ancestry or heritage.
- (3) A parallel document, *Te Marautanga o Aotearoa*, serves the same function for Māori-medium schools.
- (4) Please see Hara (2011) for the details of the research project.
- (5) Research participants’ names used in this paper are all pseudonyms to protect their anonymity.
- (6) In New Zealand the term ‘college’ refers normally to a secondary school.
- (7) This excludes one IB school that offers only the IBDP as a main course of study. They see themselves as an international school because many of their students are international students.
- (8) In New Zealand, the term ‘staff’ (or ‘teaching staff’) is used often to refer to teachers in a school.

## References

- ACSNZ. (2010). *Association of Cambridge Schools in New Zealand homepage*. Retrieved August 13, 2010, from <http://www.acsnz.org.nz/>
- Bennetts, J. (2006, July 26). International curriculum introduced. *The Press*, p. 4.
- Cubitt, S. (2006). The draft New Zealand Curriculum. *Curriculum Matters*, 2, 195–212.
- De Boni, D. (2002, June 14). Cambridge here for NCEA unbelievers. *The New Zealand Herald*. Retrieved December 1, 2010, from <http://www.nzherald.co.nz/>
- De Boni, D., & Binning, E. (2002, August 14). NCEA: Students like it, teachers are struggling. *The New Zealand Herald*. Retrieved December 1, 2010, from <http://www.>

[nzherald.co.nz/](http://www.nzherald.co.nz/)

- Fastier, M. (2007). Implementing Level 1 NCEA geography: Perceived challenges, obstacles and support systems. *New Zealand Geographer*, 216–223. doi: 10.1111/j.1745-7939.2007.00110.x.
- Garner, T. (2000, April 26). Anger mounts over schools' new 'joke' qualifications. *The New Zealand Herald*. Retrieved December 1, 2010, from <http://www.nzherald.co.nz/>
- Grunwell, R. (2011, January 16). Top school's revolt against NCEA. *The New Zealand Herald*. Retrieved January 30, 2011, from <http://www.nzherald.co.nz/>
- Hara, K. (2011). *Educational change beyond borders: International Baccalaureate in New Zealand* (PhD Thesis). Auckland University of Technology.
- Hawkes, T. F. (1992). *The International Baccalaureate in Australasia*. Melbourne, Australia: Association of Australian International Baccalaureate Schools.
- Human Rights Commission. (2011). *Human Rights in New Zealand today: New Zealand action plan for human rights*. Retrieved December 1, 2011, from <http://www.hrc.co.nz/>
- Lange, D. (1988). *Tomorrow's schools: The reform of education administration in New Zealand*. Wellington, New Zealand: Government Printer.
- Lee, H., & Lee, G. (2001). The National Certificate of Educational Achievement (NCEA): 'Fragile-handle with care'. *New Zealand Annual Review of Education*, 10, 5–38.
- Lyons, P. (2003, January 23). New exam system lacks credibility. *The New Zealand Herald*. Retrieved December 1, 2010, from <http://www.nzherald.co.nz/>
- Middlebrook, L. (2001, April 3). Schools rebel against 'vague' certificate. *The New Zealand Herald*. Retrieved December 1, 2010, from <http://www.nzherald.co.nz/>
- Morris, J. (2009) *About Cambridge examinations*. Retrieved July 1, 2009, from [http://www.ags.school.nz/content/academic/cambridge\\_examinations/about\\_cambridge\\_examinations.html](http://www.ags.school.nz/content/academic/cambridge_examinations/about_cambridge_examinations.html)
- Morris, J. (2010). *Extension of IGCSE to Form 5 in 2011*. Retrieved November 1, 2010, from [http://www.ags.school.nz/content/academic/extension\\_of\\_igcse\\_to\\_form\\_5\\_in\\_2011.html](http://www.ags.school.nz/content/academic/extension_of_igcse_to_form_5_in_2011.html)
- New Zealand Department of Education. (1986). *Learning and achieving (Second report of the Committee of Inquiry into Curriculum, Assessment, and Qualifications in Forms 5 to 7)*. Wellington, New Zealand: Government Printer.
- New Zealand Department of Education. (1987). *The curriculum review (The final report of the committee to review the curriculum for schools)*. Wellington, New Zealand: Government Printer.
- New Zealand Ministry of Education. (1990). *Tomorrow's standards (The report of the ministerial working party on assessment for better learning)*. Wellington, New Zealand: Learning Media.
- New Zealand Ministry of Education. (1991). *The National Curriculum of New Zealand: A discussion document*. Wellington, New Zealand: Learning Media.

- New Zealand Ministry of Education. (1993). *New Zealand Curriculum Framework*. Wellington, New Zealand: Learning Media.
- New Zealand Ministry of Education. (2007). *The New Zealand Curriculum*. Wellington, New Zealand: Learning Media.
- New Zealand Qualification Authority. (2010a). *NZQA homepage*. Retrieved November 1, 2010, from <http://www.nzqa.govt.nz/>
- New Zealand Qualification Authority. (2010b). *New Zealand National Certificate of Educational Achievement*. Retrieved July 1, 2010, from <http://www.nzqa.govt.nz/qualifications-standard/qualifications/ncea/>
- Peters, M. (1995). Educational reform and the politics of the curriculum in New Zealand. In D. S. G. Carter & M. H. O'Neill (Eds.), *International perspectives on educational reform and policy implementation* (pp.52–68). London, England: The Falmer Press.
- Philips, D. (1993). Curriculum development in New Zealand. *Educational Review*, 45(2), 155–164. doi:10.1080/0013191930450207
- Philips, D. (2000). Curriculum and assessment policy in New Zealand: Ten years of reforms. *Educational Review*, 52(2), 143–153. doi:10.1080/00131910050077033
- Philips, D. (2003). Lessons from New Zealand's National Qualifications Framework. *Journal of Education and Work*, 16(3), 289–304. doi:10.1080/1363908032000099458
- PPTA. (1997). *Te Tiro Hou: Report of the qualification framework inquiry*. Wellington, New Zealand: The New Zealand Post Primary Teachers' Association (PPTA).
- St. Margaret's offer baccalaureate option. (2003, May 12). *The Press*, p. 6.
- Taskforce to Review Education Administration. (1988). *Administering for excellence: Effective administration in education (The Picot report)*. Wellington, New Zealand: Government Printer.
- Thomas, S. (2007). *Fixing the NCEA: Ongoing problems, current reforms and proposed changes*. Auckland, New Zealand: Maxim Institute. Retrieved November 1, 2010, from [http://www.maxim.org.nz/files/pdf/policy\\_paper\\_ncea\\_reforms.pdf](http://www.maxim.org.nz/files/pdf/policy_paper_ncea_reforms.pdf)
- Tolofari, S. (2005). New public management and education. *Policy Futures in Education*, 3, 75–89. doi:10.2304/pfie.2005.3.1.11
- Villari, K. (2008, March 5). Baccalaureate opens doors to world's universities. *The Independent Financial Review*, p. 20.
- Walsh, R. (2000, November 1). Baccalaureate to feature at school. *The New Zealand Herald*. Retrieved December 1, 2010, from <http://www.nzherald.co.nz/>
- Walsh, R., & Daniels, C. (2000, June 26). Top school looks to England for a tougher exam test. *The New Zealand Herald*. Retrieved November 1, 2010, from <http://www.nzherald.co.nz/>
- Wylie, C. (1994). *Self-managing schools in New Zealand: The fifth year*. Wellington, New Zealand: New Zealand Council for Educational Research (NZCER).

Received : September, 23, 2018



Accepted : November, 7, 2018