CHAPTER 8

DESIGN

Introduction

This first stage of implementation has a dual purpose as defined by the word "design": a "preliminary outline for something that is to be made" and a "scheme of attack or approach" (Oxford Dictionary). The "characteristics of the innovation" (Fullan 1977: 367) or the "treatment" (Williams 1975: 539) must be developed, followed by attention to "administering" the curriculum (i.e. how to find students to take it, how to market it to universities, etc.). The design stage must translate the ISA policy statement, which is scarce on operational language, into guidelines that can be acted upon. There are three main parts to this chapter: the design of the IB program and planning for its execution by ISA and then ISES/IBO.

Curriculum design will be addressed from a policy analysis perspective with reference only as appropriate to philosophical and pedagogical reasons for the development of curricula in relation to certain aims. The construction of examinations, the shaping of the required mix of subjects and the degree of choice for the diploma are inherent aspects of program design along with the writing of subject syllabi.

Program design begins with the construction of the contemporary history course for international schools by the International School of Geneva (with some assistance from Nimmons of UNIS), seeking constructive feedback from ministries and departments of education around the world, and trialling the examination. Although this latter aspect properly belongs to the execution stage it is included here as an important feedback element in syllabus and examination construction. It also illustrates the symbiotic relationship between the design and execution stages whereby comments from the clients (students and universities) serve either to reinforce the appropriateness of the program or to highlight areas for improvement or adjustment. The extension to other subject curricula and examinations, through numerous curriculum development meetings, is then considered.

The publication of a draft proposal for an IB in June 1964 provides a rationale for a suggested profile of the IB diploma and regulations concerning the choice of subjects. The 1967 Sévres conference and its implications are discussed together with the important role of the Consultative Committee for improving program design. This part starts with events from 1962 and concludes with some examples of school-based curriculum development as at 1978.
Planning for eventual execution of an international diploma, first by ISA, then its offspring ISES (which became the IB Office), constitutes the “scheme of attack” section of this chapter. The discussion relating to ISA is organised under four major headings: marketing, program delivery, human and material resources, and funding. The ISES section is structured around planning documents found in the files of ISES in Geneva. The principles on which ISES wished to base the IB program and several plans up to 1973 are discussed.

The design of the “treatment” overlaps with the administration and execution stages. There is no linear progression; rather there is parallel action. The ISES (International Schools Examination Syndicate), an administrative structure, grew out of the ISA Examinations Advisory Committee and started to plan and administer the various facets of implementing an IB program. In addition, the ISES (and later the IB Office) arranged many curriculum workshops and meetings to create and refine the subject curricula and the subject profile of the IB diploma, and to determine the vehicular languages and examination standards.

**Designing the Program**

*Contemporary History*

The history department at the International School of Geneva under Leach’s direction, ably assisted by Michael Knight and other teachers such as Phil Thomas and Eugene Wallach, set about responding immediately to ISA’s recommendation in September 1962 with the full support of Cole-Baker and Goormaghtigh. This pilot project was part of the design stage prior to creating a full international examination. The outcome of the contemporary history curriculum and exam would have an impact on the curriculum developers and the elite ISA actors. Initial funding came from both ISA and the International School of Geneva (Cole-Baker correspondence 1992) after the UNESCO grant to ISA of US$2 500 for the Conference of Teachers of Social Studies in International Schools. Leach was a prime force for enthusing the teachers, and the elite actors of ISA, in their quest for an international contemporary history syllabus and for the development of a whole series of subjects in the same vein.

By February 1963 Leach and his group of teachers had completed the international contemporary history exam and syllabus which was printed by UNESCO under a “Mutual Appreciation of Eastern and Western Cultures” contract with ISA. This was sent to many ministries and departments of education throughout the world and 40 encouraging responses were received (Hayot 1984: 232). It was in Leach’s report as ISA consultant and in the meetings of the group of teachers during 1962 that the words “international baccalaureate” were first reported to have been used (Peterson 1987: 17).

In June 1963 five students of the International School of Geneva took the
contemporary history exam which was a move away from encyclopaedic knowledge - the hallmark of equivalent national exams in the UK, France and West Germany - towards a more reflective, analytical approach. One of these students was accepted by Harvard (Leach 1969a: 48). This exam was then taken “regularly each year until 1971 when the full roster of IB exams was sat” (Leach correspondence 1991). The students who voluntarily presented themselves for this examination still had to sit their appropriate national history papers. However, Leach had no trouble finding willing candidates.

Other Subjects

Since the elite actors of ISA and of the board of the International School of Geneva were virtually one and the same, the impetus which came from the school for further pilot courses was supported by ISA and UNESCO. The latter was interested in furthering the project and in April 1963 awarded a contract to ISA to examine the “Coordination of Academic Standards and Curricula Among International Schools” (Leach 1969b: 80). According to Leach the UNESCO support was due to the enthusiasm of Len Fernig, an assistant director-general of UNESCO, for the project (Leach correspondence 1991). Fernig introduced the IB to Piet Gathier, director-general of education in the Netherlands, by inviting him to a Council of Foundation meeting in 1974; Fernig and Gathier were both on the board of the International Bureau of Education in Geneva (Gathier interview 1992). Other courses therefore followed, created by dedicated teachers such as Gérard Renaud (later to become director-general of the IB Office) who devised philosophy and French language and literature courses; Ruth Bonner and Nansi Poirel worked on German and English language and literature syllabi respectively.

Cole-Baker was ideologically (and economically) motivated to extend the successful contemporary history syllabus to other subject areas. In fact he wanted to look at international curricula from primary through to the end of secondary school but saw that the task was too large to tackle at once and decided to concentrate on the last two years of secondary schooling where problems of university acceptance needed addressing. He asked his teachers whether they believed in international education; when they said “yes” he urged them to create international syllabi for the two pre-university years. “Forget everything you have learned; think of the children in the year 2000 and bring me your ideas,” he said (Bonner 1990: 41). In a letter of appointment to Phil Thomas who was engaged to teach geography, Cole-Baker told him that he was to develop a geography program along the same lines as Leach and his teachers were doing in history (Thomas interview 1992). Cole-Baker was a principal actor who motivated his teachers at this design stage.

Except for Gérard Renaud, the teachers of the French section of the school were slow to participate during this initial period from April until the end of October. But in September 1963 an ISA Conference, “The Teaching
of Foreign Languages" held in Milan, explored IB examinations in English and French. At the conference there was a discussion of three criticisms of language teaching in national education systems: there was
- an insufficient basis for genuine communication;
- an insufficient link to the study of the life and civilisation of the people who speak the language; and
- too much stress on translation.
International schools provided an ideal setting to overcome these problems, particularly schools with different language groups such as the International School of Geneva. The IB might become a laboratory for an experimental method of foreign language teaching which could be useful for improving language teaching in national systems. This involved the French Section teachers who then began to participate in the creation of subject syllabi in French and methodological approaches to teaching foreign languages in an international school setting (Peterson 1972: 11).

An ISA Examinations Advisory Committee was established in November 1963 comprising staff of the International School of Geneva and the University of Geneva to plan IB examination papers for June 1964. (This committee later became the Executive Committee of the International Schools Examination Syndicate). The small grant from UNESCO was quite insufficient to continue the development of a full range of international diploma courses. The enormity of creating from nothing a whole international program of subjects for the last two years of secondary schooling was daunting. Attention had to be given to subject content, translation and interpretation in different languages and cultural contexts, setting examination papers and having them monitored, obtaining volunteer students to sit an examination with no standing and, of course, funding the research. At this stage, volunteer teachers from the International School of Geneva were developing the subjects of an international diploma in their spare time.

**ISES Day**

An "ISES Day" was held at the International School of Geneva on 19 May 1964 at which some French Section staff were present. This was the first formal gathering to explore the creation of international syllabi and examinations across a range of subjects; informal work, at Cole-Baker's instigation, had already occurred in English, French and Philosophy. An "Introductory Session for Teaching Staff" was given by Cole-Baker, Goormaghtigh and Siotos, Professor at the University of Geneva and President of the ISES Examinations Committee. During the rest of the morning and afternoon, groups formed to discuss a schema for each of the following disciplines: languages, sciences, mathematics, fine arts and social studies. Cole-Baker provided the following advice to the staff:
1. Imagine you have the ideal syllabus.
2. Jot down a detailed outline on a piece of paper.
3. Exploit the international environment in which international schools are located (ISES Day Report, May 1964).
Draft Proposal for an International Baccalaureate

In June 1964 an extremely important document was published in the ISA Newsletter Bulletin entitled "Draft Proposal for an International Baccalaureate". The full text appears in Appendix 9. The ISA social studies conference of 1962 is described as the catalyst for the contemporary history examination which then spread to other subjects and to the creation of the ISES in February 1964. The document emanates from the staff of the International School of Geneva; it provides a succinct rationale for an IB and suggestions about the subject profile of the diploma.

A more general educational background covering man's achievements on an international scale was seen as preferable to over-specialisation within the confines of one national heritage and culture (a clear reference to English "A" levels in particular). Literature and philosophy of different cultures was important for the international student; hence world literature and philosophy courses should be compulsory. (World literature, as part of the first language, and the Theory of Knowledge are both obligatory subject requirements today).

It was suggested that the examination be offered at two levels. Firstly as a lower level certificate at the end of the second or third last year of secondary school for those not contemplating tertiary education and as a higher level university entrance examination after seven years of secondary schooling. The lower level examination would require three subjects: a first language, a second language and mathematics. For the higher level examination, five more subjects should be taken from:
1. chemistry, physics, biology; and
2. history, geography, art, music, a third language.
At least two subjects were to be chosen from each of groups 1 and 2.

An eight-subject university entrance examination was, then, proposed. The subject categories of this first proposal by staff of the International School of Geneva have been virtually maintained by the IB diploma to the present. The variation is that the second group above became two of the six subject divisions with other disciplines added:
. Group 3: history, geography, economics, philosophy, psychology
. Group 6: art, music, third language, theatre, computer studies.
In its final version the IB diploma comprised (as it still does) a choice of six major subjects plus the Theory of Knowledge (a philosophy-based course):
Group 1: language A (first language)
Group 2: language B (second language)
Group 3: individuals and societies
Group 4: sciences
Group 5: mathematics
Group 6: arts, computer studies, third language
This draft document provided the basis for many subsequent discussions until the end of the 1960s on syllabus and examination content, and the structure of the diploma.

**Curriculum Development Meetings**

In October 1964 Atlantic College invited teachers from the International School of Geneva to their school to discuss the origins and objectives of the IB, its structure and official languages, and syllabus construction. Wallach (science), Poirel (English), Howenstine (mathematics) and Renaud (French and philosophy) from the International School of Geneva met with Rear-Admiral Desmond Hoare, the headmaster, and thirteen other teachers of Atlantic College. It was at this meeting that the idea of higher and subsidiary level subjects was first raised. In November 1964 six Inspecteurs Généraux of the French ministry of education (from contacts made at Sèvres in March of the same year) attended syllabus meetings (Leach 1969a: 57).

March 11-15, 1965 saw the first IB Curriculum Study Conference in Geneva to discuss the overall configuration of the IB; the six major disciplines were established. Five subject committees sat, each chaired by a teacher of the International School of Geneva: history (Leach), biology (Unitt), maths (Mrs Howenstine), geography (Thomas) and modern languages (Madame Martin). The universities of Geneva, Lausanne, Sussex, Birmingham, Manchester and London, CERN (European Nuclear Research Centre, Geneva), Atlantic College and the French ministry of education had representatives in one or more subject committees. There were some forty participants including Martin Mayer of the Twentieth Century Fund. This meeting was followed by fifty or more subject panel meetings up to 1974 in places including Geneva, Sèvres, Brussels, St Donat’s, Oxford, New York and Paris (Renaud 1974: 55-57). For instance, between August 1971 and August 1972 there were five major syllabus revision meetings in maths, economics, languages, history/geography and sciences attended by 108 examiners and teachers from Belgium, Denmark, France, Germany, Iran, Lebanon, Nigeria, Sweden, Switzerland, UK, Uruguay and the USA. As a result the revised General Guide to the IB was published in September 1972 (IBO Annual Bulletin n8 November 1972: 5). This involvement in different parts of the world provided a rich input into the discussions concerning syllabi and examinations. Participants were “leaders of syllabus reform in their own country who have welcomed both the opportunity to meet with like-minded colleagues and the freedom to establish programs unhampered by the necessity to compromise with the conservative traditions in national systems” (Peterson 1972: 14).

During the first ISES executive committee meeting after the March IB Curriculum Study Conference, Mayer urged ISES to proceed with the development of syllabi and examination papers. He was impressed with the whole idea but he was to have some reservations about the
organisation and the administration of ISES to take on such a large task. The ISES executive now had two major roles: marketing the IB and “shepherding its educational development” (Leach 1969a: 59). When Cole-Baker reported that this conference was about to take place, the board of the International School of Geneva noted with interest that it had attracted educators from a number of countries (International School of Geneva Board Minutes, 9th March 1965).

Sèvres Conference 1967

In February 1967 a major IB conference took place at Sèvres for three days, drawing experts from many countries. This conference was to discuss the achievements thus far of developmental work in curricula and examinations by subject committees which were meeting regularly. Important decisions about the profile of the IB diploma were made. Examination results were to be graded with a minimum total for gaining the IB diploma. Subject certificates would be given to failed IB diploma candidates. UNIS representatives also pressed successfully for subject certificates for those wishing to sit individual disciplines and not the full diploma; they believed this would reduce what they saw as elitism in the IB (Peterson 1972: 16-17). The Theory of Knowledge course arose as a compromise between the French insistence on philosophy at the end of secondary education and the reluctance of other countries to spend much time on it.

At the conclusion of this conference it was decided to prepare trial examinations from June 1967 until the beginning of a six year experimental period from 1970 to 1975. A number of universities had agreed to accept the IB provisionally provided the total number of candidates did not exceed 500; several schools would be invited to participate.

After the conference, one American account saw developments as follows. “The scheme of studies for the IB endeavoured, as far as possible, to combine the intensive study required by GCE “A” levels with the range and standards for the French baccalaureate and the flexibility of the American College Entrance Examination Board Advanced Placement examinations” (Malinowski & Zorn 1973: 165). Mayer, the Twentieth Century Fund consultant, saw it differently: “the principles on which the IB work was based were Anglo-American in the highest degree” (Mayer 1968: 215). Although combined British and American representation was greater, there was considerable French language presence through education officials and university staff from France, Switzerland and Belgium. The subject, Theory of Knowledge, was certainly not the result of any Anglo-American tradition in schools. This writer sees a fairly equal influence from the British, American and French language education systems during the creation of the IB.
**Events from August 1967 to July 1969**

An ISA report on the IB between August 1967 and July 1968 mentioned the following relevant matters. Panel meetings in individual subjects continued to be held in different centres such as Paris, Oxford and New York to develop and refine curricula. Review meetings to assess the results of the June 1967 trial examinations were held in languages (Paris), history (London) and biology (Geneva). USA participants came to Europe. Dr Halls undertook a UNESCO contract to produce a report on equivalence of pre-university programs in Argentina, Cameroon, Czechoslovakia, France, Philippines, USSR, UK and USA (Pennsylvania). This research would assist the development of IB curricula and examinations. Teachers' guides were published in language A, language B, philosophy and history. “Physics will be available by September 1968 and chemistry in January 1969” (ISA Report on the International Baccalaureate August 1967 - July 1968).

A subsequent ISA document for the next year, August 1968 to July 1969, reported on the following matters. An IB mathematics conference was held in Paris and was attended by leading mathematicians from Denmark, France, Germany, Holland, Sweden, Switzerland, the UK and the USA. An IB history conference was held in Copenhagen and a languages conference in Brussels. The director of the IB Office visited multinational schools in the following places and discussed programs with teachers: Beirut, Copenhagen, Ibadan (Nigeria), Montevideo (Uruguay), New York, Paris, St Donat’s (Wales), Santiago (Chile) and Tehran. A team of language and science examiners visited New York, Beirut and Tehran. A major conference on oral examinations was to be held at Sèvres in September 1969. Fifty examiners from nine countries were appointed and 650 candidates registered for the trial examinations of May/June 1969. The hope of Dr Ralph Tyler (Ford Foundation consultant) that the IB would have a positive effect on national curriculum development was being realised through the following action:

- IBO was asked by UNESCO to do a comparative study of pre-university curricula and examinations in six countries;
- IBO was commissioned by CERN (Centre Européen de Recherche Nucléaire - European Nuclear Research Centre) to plan a model curriculum for a school;
- a large part of the Theory of Knowledge course was being used in the new school program in Chile; and
- the Académie de Grenoble recognised the IB language B examinations as substitutes for foreign language examinations in the French baccalaureate for students at the International School of Geneva.

The IB project had kept to the planned timetable; the first official examinations would take place in May/June 1970. The IB was providing a valuable laboratory for international cooperation and research on school curricula and transition from school to university (ISA Report on the


*Consultative Committee*

After the full trial examinations, there occurred on the 7th of June 1969 at CERN in Geneva, the first meeting of the IB Consultative Committee comprising some 40 teachers, education experts and students from New York, St Germain-en-Laye, Geneva and Lausanne. The purpose of the meeting was to have feedback on the design of the curriculum and examinations, providing an important client input for future development in these areas. Here is where the execution stage loops back to the design stage. Students gave intelligent and constructive comments about the written and oral examinations and the relationship between the syllabus and the examination for each subject. The IBO recognised the importance of student feedback for the development of curriculum and examinations. Two sample comments follow:

Higher level history seemed to be a particularly interesting exam. We were asked to show our aptitude in judgment and comprehension of our knowledge rather than to reproduce factual information - Student.

The Chemistry exam contained some questions which were too difficult and presupposed knowledge that should not be expected at school level - Examiner (IBO Semi-Annual Bulletin n3 Nov 1969: 14).

From the 25th to the 26th of September 1969 a Conference on Oral Examinations was held at Sèvres to discuss the cost in time and money of the examinations and their reliability and validity. The Consultative Committee met again the following year in June in Geneva after the IB examinations; constructive criticism was recorded and passed on to chief examiners and IB administrators.

*School-Based Curriculum Development*

In the sixth subject area of the IB, students had to choose one of the following: "art, music, a third language (classical or modern), a second subject from the ‘Study of Man’, the experimental sciences, further mathematics, or a syllabus submitted by the school and approved by IBO (IBO Annual Bulletin n9 Nov 1973: 47). This provided for creative curriculum development at school level. As at November 1973 eleven new subjects had been developed and accepted:

- Arts - drama, film-making, contemporary music;
- Study of Man - Middle-East societies, comparative regional studies, political theory, the UN and disarmament/aggression;
These were internally assessed but externally moderated by an IBO examiner. Complete syllabus statements were produced and printed by IBO for other interested schools.

During the February 1978 second inter-governmental conference in London a report was given on curriculum development; this usually emanated from a particular interest of a school participating in the IB program. Applied chemistry was being developed at the International School of Geneva and nutritional science in Singapore (Peterson 1978: 164). Maths studies (for non-mathematicians) was being pioneered at Atlantic College with a grant from BP (Inter-governmental Conference Report 1978: 2).

During the many curriculum and examination development workshops the cultural and educational impact of three major countries was evident: the British brought the essay-type questions; multiple-choice and short answers came from the USA; and in-depth textual analysis and oral examinations were recognised as the French contribution (Fox 1985: 60). But the IB program was not based on the most frequently occurring common aspects of pre-university courses of these and other nations. Those developing courses and examinations were at the forefront of reform within their national systems; the opportunity to exchange creative ideas across national frontiers was an important influential factor for these educational iconoclasts who were dissatisfied with the status quo in their own countries. The IB represented an attractive international pilot scheme of innovation in curriculum development and assessment techniques. "The result has been a series of most stimulating planning meetings and an enthusiastic welcome from the schools concerned" (Peterson 1971: 5).

Funding

The Twentieth Century Fund and Ford Foundation grants were divided between program design and administration activities; they are discussed in Chapter 9. UNESCO's numerous small grants were almost exclusively for curriculum development and evaluation and this will therefore be discussed now in the program design section. At the August 1964 ISA General Assembly in Paris, UNESCO showed its support for ISES as part of ISA and stated that all contracts would be negotiated with ISA. They were later granted directly to IBO. UNESCO's contribution and moral support were of immense value, particularly during the early days when an international university entrance diploma was but a gleam in the eye of a few visionaries.

Some UNESCO projects were particularly associated with the idea of devising an international university-entrance diploma and led to grants such as the following:
A 1962 US$ 2500 grant to ISA for a workshop on teaching international history and geography; this was the Conference of Teachers of Social Studies in International Schools held at the International School of Geneva in 1962 which resulted in the trialling of a contemporary history examination for international schools.

An April 1963 grant to ISA for the “Coordination of Academic Standards and Curricula Among International Schools” which assisted curriculum development in other areas.

A 1964 grant to ISA (which was taken up by ISES) under a UNESCO project concerning the exchange of eastern and western cultural material between international schools (Leach 1969a: 50).

A 1968 contract with ISA to study the comparability of university-entrance examinations (IBO Semi-Annual Bulletin n1 Nov 1968: 1).

The figure for the last three grants above was approximately US$ 2000 each. In October 1964 UNESCO Circular Number 8 International Understanding at School appeared; this was a circular pertaining to the UNESCO Associated Schools Project under Education for International Understanding. A large part of the circular was devoted to “A Study of the Problem of Coordinating Academic Standards and Curricula Among International Schools”, it was a report on progress resulting from the April 1963 UNESCO grant to ISA mentioned above. This funding enabled the Curriculum Study Committee of ISA to prepare a report on the standardisation of curricula together with outline syllabi for social studies, mathematics and art. “Much of the re-orientation of the syllabus has been done in the Associated Schools Project” (UNESCO Circular No 8 1964: 3). UNESCO’s Associated Schools Project created a network of schools across the world, and particularly in developing countries, whereby ideas and materials were exchanged and links forged to the mutual advantage of the schools. This is one of a number of examples of indirect financial support to the IB project by UNESCO using its own communication links to promulgate the IB program to all schools involved in the Associated Schools Project.

The circular concluded with the findings of the ISA Curriculum Study Committee which favoured a standardised core curriculum with adaptations to local conditions. This standardised curriculum should lead to the establishment of “an international baccalaureate or matriculation examination.” The examination should provide an internationally valid scale for evaluating students’ achievements; it could help solve the delicate problem of equivalence, and might eventually bring about more flexibility in national examination systems” (UNESCO Circular No 8 1964: 9).

From 1974 to 1979 UNESCO granted nine contracts to the IB Office totalling US$ 36 000. These contracts were to undertake research associated with approved UNESCO programs which happened to aid IB program design. Table 8.1 lists the purpose and amount of each contract. The duration of
each project was from six to twelve months.

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Date begun</th>
<th>Amount US$</th>
</tr>
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<tbody>
<tr>
<td>follow-up study of IB graduates &amp; evaluation of Theory of Knowledge course</td>
<td>18.4.74</td>
<td>$10,000</td>
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<tr>
<td>evaluation of testing and assessment in the IB</td>
<td>28.5.75</td>
<td>$10,000</td>
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<tr>
<td>nutritional sciences curriculum</td>
<td>9.5.77</td>
<td>$2,000</td>
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<tr>
<td>articulation of IB objectives with university education</td>
<td>18.10.77</td>
<td>$2,000</td>
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<tr>
<td>evaluation of moral education in selected IB schools</td>
<td>25.10.77</td>
<td>$1,500</td>
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<tr>
<td>development of assessment procedures</td>
<td>15.11.77</td>
<td>$2,000</td>
</tr>
<tr>
<td>comparative study of proposed IB maths program for non-mathematicians</td>
<td>17.11.77</td>
<td>$2,000</td>
</tr>
<tr>
<td>educational needs of the internationally mobile student</td>
<td>24.8.78</td>
<td>$4,000</td>
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<tr>
<td>organisation of international maths conference in Sèvres 19-23 March 1979 to review existing syllabi and discuss proposed “maths &amp; computing” and “computer studies” courses</td>
<td>14.2.79</td>
<td>$2,500</td>
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<tr>
<td>Total</td>
<td></td>
<td>$36,000</td>
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Table 8.1 UNESCO Contracts with the IB Office 1974 to 1979 (From IBO File: UNESCO Contracts with IB Office)

The UNESCO contribution was, then, an important continuing support which advanced the development of the IB through research into the needs of internationally displaced students, the adequacy of preparation for university, the construction and reception of specific courses, assessment procedures, and the extent to which the IB program had been able to form desirable attitudes (moral education). Leach’s initial contact with Leo Fernig, Assistant Director-General of UNESCO, had roused his continuing interest in the IB.

UNESCO’s interest was related to the educational challenge of devising curricula from a multicultural perspective which would promote intercultural understanding. This was all undertaken against the political backdrop concerning world peace and cooperation, but the emphasis in the design stage was educational and cultural. Education officers of UNESCO were satisfied after their technical analysis of curriculum development reports and continued to offer small contracts to assist this work.

Summary of Program Design Activities

Table 8.2 depicts the major events and actors concerned with program
design; that is, with the development of curriculum and assessment techniques, and the subject profile of the IB diploma. This table includes grants from the Twentieth Century Fund and the Ford Foundation because part of that money was used to finance curriculum development meetings, to refine assessment techniques and to produce the examination papers. The text following the table discusses the factors which influenced individuals to act.

<table>
<thead>
<tr>
<th>Significant Events</th>
<th>Actors</th>
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<tbody>
<tr>
<td>1962 Sept: contemporary history exam &amp; syllabus work begins</td>
<td>Leach, Knight, Thomas, Wallach (Int Schl of Geneva) &amp; Nimmons, (UNIS) teachers</td>
</tr>
<tr>
<td>1963 Feb: contemporary history syllabus &amp; exam completed</td>
<td>Leach et al teachers</td>
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<tr>
<td>Contemp hist course printed under “Mutual Appreciation of Eastern &amp; Western Cultures” contract with ISA</td>
<td>UNESCO</td>
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<tr>
<td>Contemp hist course sent to ministries &amp; depts of ed in the world; there were 40 encouraging responses</td>
<td>Bonner, sec ISA ed official</td>
</tr>
<tr>
<td>April: grant to ISA for “Coordination of Academic Standards &amp; Curricula Among Int Schls”</td>
<td>UNESCO</td>
</tr>
<tr>
<td>Work on other subjects began</td>
<td>Renaud, Bonner, Poirel, etc teachers</td>
</tr>
<tr>
<td>June: candidates take contemp hist exam for the first time; it was then provided each year</td>
<td>5 studs of Int Schl of Geneva students</td>
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<tr>
<td>Sept: ISA conf on “Teaching of Foreign Languages” in Milan: discussion of IB exams in Eng &amp; Fr</td>
<td>Eng &amp; Fr section tchs of Int Schl of Geneva teachers</td>
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<tr>
<td>Nov: ISA Examinations Advisory C’tee established to plan June 1964 exams</td>
<td>Staff of Int Schl of Geneva &amp; Univ of Geneva teachers &amp; uni staff</td>
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<tr>
<td>Dec: ISES Plan 1964-65 - profile of diploma &amp; place of European and world literature</td>
<td>Teachers at Int Schl of Geneva</td>
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<td>1964 Feb: ISES Principles Document</td>
<td>Goormaghtigh non-ed prof</td>
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<td>May 19: ISES Day at Int Schl of Geneva</td>
<td>Cole-Baker headmaster</td>
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<td>June: ISA Draft Proposal for an IB</td>
<td>Siotis uni staff</td>
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<td>Oct: IB working meeting at Atlantic College</td>
<td>(As above)</td>
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<td></td>
<td>Teachers at Int Schl of Geneva</td>
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<td></td>
<td>Teachers-Geneva &amp; Atlantic</td>
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<td>Year</td>
<td>Event Description</td>
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<tr>
<td>1964-1974</td>
<td>58 subject panel meetings</td>
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<tr>
<td>1965</td>
<td>March: first IB Curriculum Study Conference</td>
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<tr>
<td>1966</td>
<td>ISES exec meeting urged to proceed with the IB</td>
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<tr>
<td>1967</td>
<td>February: IB Conference Sèvres - program dev, 6 yr experiment 1970-75 with trial exams</td>
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<td>1968</td>
<td>IB Conference Sèvres - certificate subjects</td>
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<tr>
<td>1969</td>
<td>US$75 000 to IBO (2nd grant)</td>
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<tr>
<td>1969</td>
<td>US$50 000 to IBO (2nd grant)</td>
</tr>
<tr>
<td>1969</td>
<td>Visit to schls in Africa, Sth America, US &amp; Europe to discuss program dev</td>
</tr>
<tr>
<td>1969</td>
<td>June 7: First annual Consultative Committee at CERN to review IB trial exams just completed</td>
</tr>
<tr>
<td>1969</td>
<td>September: Conference on Oral Exams, Sèvres</td>
</tr>
<tr>
<td>1972</td>
<td>by November: 11 new school-based curric dev subjects approved in arts, study of man &amp; inter-disciplinary fields</td>
</tr>
</tbody>
</table>

Table 8.2 Chronological Summary of Significant Events and Actors Related to Program Design

The curriculum designers were almost exclusively the staff of the International School of Geneva assisted after 1963 by the staff of Atlantic College, UNIS and other schools in later years. Some of them were involved in the administration stage: Gérard Renaud (French and philosophy) became Deputy Director-General and then Director-General of the IB Office, Ruth Bonner (German) became full-time secretary to ISES, Wallach (sciences), Leach and Knight (history) travelled to promulgate the project. Leach and other members of the history department at the International School of Geneva were involved during the policy formation phase in problem definition and agenda-setting.
Peterson arrived in Geneva in 1964 for the first time as director of the Department of Education, Oxford; he had been involved in curriculum development with Blackburn at Atlantic College before it opened in September 1962 and was attracted to the Geneva project because it offered a diploma broader than the “A” levels which Peterson disliked. He became a major inspiration in curriculum development and was particularly keen on Theory of Knowledge and service to the community. Note that in the above table he appears as an education official in 1969 because he was then director of IBO and no longer held a university appointment.

These actors were influenced by the educational, demographic and cultural contexts operating at the time: the need for an international education which would open doors to universities across the globe and inculcate attitudes of tolerance and intercultural understanding formed the vision which guided their actions.

Teachers were the major actors in developing curricula, examinations and designing the subject profile of the IB diploma. They were inspired and supported by Cole-Baker (headmaster), Goormaghtigh (non-education professional and parent) and UNESCO. The idea of an IB was in the air

but the driving force in the transition from an idea ... to a reality was not international organisations nor, as in the case of Atlantic College, a group of influential opinion leaders with royal patronage, but the teachers of the International School of Geneva, led by Cole-Baker (Peterson 1987: 17).

University staff and education officials also became involved in designing the examinations and the subject profile of the IB. Concern with international mobility (demography), university access (educational factor) and the need for an international experience (cultural factor) prompted teachers to act. University staff and some education officials became involved in the examinations more from a purely educational point of view; technical analysis of subject curricula and the IB objectives provided an educational challenge to create examinations and assessment techniques which would test the program through reflection and interpretation rather than through regurgitation of facts. Here was a chance for innovation and initiative.

The Twentieth Century Fund and the Ford Foundation gave financial assistance for educational and economic reasons. They saw the need for international curricula and examinations, and that the IB project needed a sound financial base on which to proceed.

UNESCO continued to offer small contracts which could be used for IB program development because this organisation saw the IB as a means of gaining international cooperation through education of the young (cultural and educational factors). Students formed part of the
Consultative Committee and their feedback was very important to the continuing modification of IB curricula and examinations. As they were all sitting the trial examinations in addition to their own national pre-university requirements they were able to offer interesting and valuable comparisons. These students took part because they realised that university access was extremely important although they themselves would not benefit from the trials (Leach interview 1991).

ISA: Planning for the Execution of the IB Program

As stated at the beginning of this chapter, the design, administration and execution stages work very much in parallel and certainly not sequentially. The rational model would have the whole IB program completed first and the development of a careful plan to put it into practice (design stage), followed by the establishment of procedures which allow the plan to operate (administration), leading to the provision of the program (execution). In reality these stages work in tandem so that the execution is continually refined by returning not just to the administration and design stages but also to the policy formation phase of the policy process - right back to the problem definition where objectives may be reconsidered. There was no neat linear progression but a dynamic interplay of syllabus creation, trialling, adjustment of curricula and examinations, extension to other subjects, reflection on how to execute the IB “package”, execution, adjustment of objectives (problem definition) over time, and so on. The founding of ISES belongs to the administration stage of the policy process but once established it planned (design stage) what was to happen (administration stage) to present the IB project (execution stage).

The ISA and the ISA Examinations Advisory Committee started some preliminary planning. This may be grouped under four headings as follows: marketing, delivery, human and material resources, and funding. It is worth noting, however, that “in the early days there was no idea of a final plan, simply a determination to solve very practical problems and a constructive attitude towards progress” (Goormaghtigh, Minutes of the 23rd Meeting of the IB Council of Foundation 1990: 14). The practical problems centered around the growing mobile student population which made the four national systems existing at the International School of Geneva in the early 1960s increasingly irrelevant.

Marketing

Marketing a curriculum and examination on a world-wide scale requires international contacts in the right places. The first aspect to be addressed was the credibility of the examination and the acceptance of successful candidates by the best universities. Without this there would have been nothing to sell. Four main countries were targetted: the USA, England, France and Switzerland. It was important to convince the university entrance authorities of the academic rigour of the IB. If the best
universities in these countries accepted IB diploma holders, other countries would surely be influenced by international diffusion and follow suit. As opportunities arose, action (which is described in the administrative stage) took place to convince universities of the value of the production of an IB program. There is no evidence of a long-term, detailed marketing plan, almost certainly because reactions from each approach to universities would dictate the frequency and nature of the subsequent activity. Although letters were written, the plan was to always arrange for a visit and discussion with the authorities of each university. This personal approach was typical of all marketing strategies for the IB.

In 1963 one of the four students of the ISA contemporary history examination was accepted as a sophomore by Harvard University (ISES Report, February 1964); this gave status to the course.

The next group to whom the IB had to be sold was the teachers and administrators in international schools. As a number of these actors had been the instigators and creators of IB curricula, an important base of teachers who accepted the program already existed. The ISA regular conferences and meetings was a method of spreading this program around the world. Since the first syllabi had been created by teachers, the IB assumed almost instant credibility vis-à-vis teaching colleagues in other schools who were looking for an international program which would provide access to universities worldwide. So attention was given to personally contacting teachers and administrators in international schools.

Parents had to be convinced that this program would open up, and not reduce, university acceptance opportunities for their children. Parents were paying for education, as almost all of the early international schools were private fee-paying institutions. Publicity, then, had to be directed towards these indirect "clients" of the program. Influential parents in the ISA, the board of the International School of Geneva and UNIS were already knowledgeable about the IB and spread the word amongst employees of the UN and its agencies. It was a matter of extending this information to other school parent boards and organizations, and to the multinational companies. The international nature of the program was also to be a selling point along with the provision of unrestricted access to universities for a trans-nationally mobile student population.

State schools and some private fee-paying schools respond to a particular education authority (e.g. Catholic independent schools in Australia). In these cases the IB had to be marketed to government ministries of education or other education authorities to gain permission for those schools to undertake the program. Political contacts in governments needed to be cultivated to this end. Protagonists such as Lord Mountbatten and Goormaghtigh (non-education professionals) were excellent IB ambassadors in this regard.

National examining bodies had to be convinced of the standard of the IB
and their help solicited to ensure that all university entrance requirements could be fulfilled with the IB diploma profile.

**Delivery**

Program delivery by teachers to students required forward planning to familiarise teachers with the content and suggested teaching methodologies for their subjects in accordance with the philosophy of the IB. Any teacher who did not subscribe to international cooperation and education for world citizenship should not be entrusted with teaching the IB program. Workshops and other teacher professional development activities were envisaged.

The delivery of the program included the setting and marking of examinations and the development of a set of rules and regulations concerning acceptance of schools into the IB program, examination procedures and the awarding of diplomas. The printing and dissemination of subject curricula, teachers' guides and the general rationale of the IB are also important components of program delivery.

**Human and Material Resources**

The foregoing discussion has direct implications for the provision of human resources over and above the administrators and teachers who would ensure delivery of the IB in schools. Examiners must be appointed, curriculum committees formed, and a central office with paid full-time administrators and secretarial assistance established. The ISES was created and evolved into the IBO (International Baccalaureate Office) which formed various administrative structures over the years. For instance, the dissemination and collection of examination papers around the world without risk of leaks or interference developed into a major administrative task, not to mention the marking and collation of results. Translation of all documents, including examination papers, into English and French (the two official languages of ISES) had important personnel implications.

Material resources were wanting. Attention had to be given to the provision or identification of text books to accompany the IB courses, and to the printing of syllabus statements and teachers' guides, examination papers, certificates and diplomas, rules and regulations.

**Funding**

All of the above would not occur without the most essential element - funding. Plans were mooted to seek financial assistance from four sources: UNESCO, benevolent organisations, a participation fee from each school, and government subsidies from countries around the world.

The Twentieth Century Fund grant of US$75 000 to ISES in December
1964 marked the first important grant specifically for the IB project. As previously mentioned, some of this money was used for program design and to allow planning committees to meet; the rest was for activities related to the administration stage - the establishment of an infrastructure and the payment of marketing missions, for example. With the help of small UNESCO contracts this Twentieth Century Fund grant lasted until the end of 1966 when the Ford Foundation gave US$300 000 to ISES. This money was similarly divided among activities related to the design (program design and planning) and administration stages; hence funding from these two organisations appears in both stages.

Action taken in each of the above areas - marketing, delivery, human and material resources, funding - will be discussed in the next chapter concerning the administration stage.

**ISES and IBO: Planning for the Execution of the IB Program**

*ISES Principles Document*

When the ISES was formed an important document appeared in February 1964 entitled “Principes Fondamentaux sur Lesquels s’appuie la Commission des Examens des Ecoles Internationales pour l’Extension de ses Programmes” (Basic Principles on which the ISES has Developed its Program). The full text of this document appears in Appendix 8. A summary of the main principles is as follows:

1. Since World War Two there has been an increase in mobility and global interdependence leading to a problem of university entrance.
2. The IB should provide a point of comparison for admission by universities in any country.
3. The contemporary history course and first examination (June 1963) was well received by many ministries of education. Teachers of the International School of Geneva should visit London, Paris and Washington to present the IB project to governments and university authorities.
4. Contact is to be made with funding organisations and the Council of Europe (to align European teaching). UNESCO support should continue.
5. During the last school term of 1963/64 staff at the International School of Geneva worked very hard to prepare IB subjects.
6. The level of the pilot IB examination is higher than that in different countries to gain university acceptance during the trial period.

These principles constitute a general plan for administering the IB program. They address aspects of the problem definition (1 and 2), marketing to governments and universities (3), development of curricula and examinations (5, 6 and 7) and funding (4). While not all elements are addressed, this is an important planning document for action to be taken at the administration stage. As the project developed,
plans concerning marketing, program delivery, human and material resources and funding were reviewed and added where necessary during deliberations of the various committees and sometimes informally as a result of individual discussions.

Contact was established with international institutions in the field of education such as the International Bureau of Education and the Education Division of the Council of Europe. Universities, examination boards and Ministries of Education are being consulted to ensure that the standards of the new examination is generally acceptable (Cole-Baker 1965: 44).

**ISES Plan for 1964-1965**

The “ISES Files” dossier at the office of the IB Organisation (as it is now called) in Geneva contains an undated “Plan for 1964-1965” which briefly addresses three questions. The first is pedagogical and belongs to the earlier program design discussion of this chapter: the profile of the diploma and the place of European and world literature (to be discussed with Atlantic College). The second concerns planning for the delivery and marketing of the program. Well-qualified and respected specialists were to be appointed to check questions and mark examinations. ISES was to undertake a global presentation of the IB project to French language interests such as the universities of Geneva and Lausanne, the Centre Pédagogique National de Paris, the French Education Ministry and the Belgium Education Ministry. The third proposal was to promulgate the IB in developing countries. In connection with making French language interests more aware of the IB, approaches to the following were proposed: University of Dakar to influence the universities of Tananarive (now Antananarivo), Abidjan and Brazzaville; the Education Ministry of Senegal to influence the Education Ministries of Madagascar, the Ivory Coast and the Congo; and the Education Ministries in Rabat (Morocco), Algiers (Algeria) and Tunis (Tunisia).

The realisation of the first two proposals of this plan is to be found in the administration stage chapter as is the third proposal, but to a lesser extent. Although Francophone Africa had some representation at IB meetings (for example, a previous president of the IB Council of Foundation was the Recteur of the University of Dakar, Senegal), it is only in 1992 that the first IB school operating in the French language appeared on that continent (in Rabat, Morocco). A number of private English-speaking schools in Francophone and Anglophone Africa have been offering the IB quite independently of the government authorities of those countries.

**ISES: The Five Year Plan 1965-1969**

In the same dossier a document with the above title appears. It is undated but thought to be late 1964. It is a plan for the years 1965-1969 inclusive. For the first year, 1965, the following tasks were set:

- appoint secretariat to organise subject seminars and administer the
examination programs;
organise subject seminars for social studies, mathematics and science;
appoint a committee of regional coordinators to evaluate findings of the
above subject committees and to draw up a report to send to
universities, ministries of education and governments - the
coordinators are to represent different parts of the world.

During the second year, 1966, the following objectives were set:
coordinators are to organise regional seminars to discuss and publicise the coordinators’ report;
a study seminar is to take place on the implementation of the IB with regional coordinators, executive secretaries and chairmen of subject committees;
the executive and secretarial staff are to be enlarged and permanent headquarters and regional examination centres established.

The third year, 1967, was the first year in which a complete battery of examination papers were to be offered. After the May/June examinations a preliminary study of results and admissions to universities was to be undertaken. During the final two years of the five-year plan, 1968 and 1969, the progress of IB diploma students at universities where they were admitted was to be studied. The IB program was to be evaluated and its future evolution considered. By this time ISES should be self-supporting, perhaps with the help of national government funding.

This plan was realised with success as the discussion of the administration stage will show except that the full battery of trial examinations commenced in May/June 1969 (Leach interview 1991) and regional examination centres never materialised; all examination services are centrally located at the time of writing in Cardiff.

Other ISES and IBO Planning Documentation

A grant by the Twentieth Century Fund was secured in December 1964. This led to a document entitled “Work and Research Plan for M Mayer and F Wallach, January - April 1965.” Mayer was research director for the Twentieth Century Fund. He went to Geneva as consultant and author of a book on the IB project. Wallach was a science teacher at the International School of Geneva who contributed greatly to the project. The plan was essentially to do with marketing the IB by visits to UNESCO, Sevres, Luxembourg, Strasbourg, Germany and the USA.

A document dated the 22nd of April 1965, “Coordination of Projects (Confidential)”, provided planning in four project areas. The first was teacher training to ensure good pedagogical delivery of the program; this was to be controlled by the IB Research Unit at the Oxford Department of Education. This Research Unit was also responsible for the second project: evaluating curricula and examinations and standardising the latter. The third project was the preparation of syllabi and examinations by ISES. To
facilitate this aspect it was suggested that subject coordinators be seconded to ISES for a period of one or two years, and that these people would initially come from the International School of Geneva and Atlantic College. The final project was to organise fund-raising to enable the other three projects to take place; an advisory committee was to be established to coordinate this task.

From the 10th to the 23rd of July 1965 Tom Carter, a teacher at Atlantic College and member of an ISES IB subject committee, was the ISA delegate to an International Bureau of Education (IBE) Conference in Geneva. After his presentation of the IB proposal to a very interested audience he wrote a planning document entitled “Proposed Action as a Result of Contacts at an IBE Meeting.” He suggested the preparation of a pamphlet in French and English about the IB - its aims, structure, access to universities and other selling points. He noted that the IBE delegates were most impressed by the following, each of which should be continued and further developed:

- cooperation from organisations such as the Council of Europe, UNESCO and Oxford;
- support from the French ministry of education;
- the international nature of the ISES council and its committees;
- the calibre of examiners with international reputations.

A November 1965 planning document entitled “ISES Secretariat” saw as a first priority the editing, printing and distribution of subject committee reports and an ISES brochure explaining the IB project. The organisation of a Policy Conference to discuss aims, marketing, listing previous contacts and suggesting new ones was also a first priority. (This was the important Sèvres conference in 1967). The long-term planning section principally proposed increased communication with participating schools, prospective new schools, the ISS, the CIS, teacher associations, universities, governments, research institutes, UNESCO, IBE, UN, the Council of Europe, OECD. The emphasis of this document was on the design of marketing strategies.

When funding of US$ 300 000 was received in October 1966 from the Ford Foundation it specified some of the purposes of the grant; this constituted planning of the following action:

- to continue to devise educational programs responsive to international school needs and those of universities everywhere;
- to arrive at methods of examining and finding suitable examiners;
- to obtain universal IB recognition from universities;
- to persuade enough important international schools to abandon national curricula in favour of only the IB, as yet an unknown quantity (Peterson 1972: 13 and Ford Foundation Annual Report 1966: 34).

During the middle of the experimental period (1970-1976) of the IB, when the financial future of the project after 1976 was uncertain, planning by the IBO was outlined as follows. There was a need to maintain a strong
administrative apparatus to
. ensure permanent liaison with participating schools for the application of the program;
. organise meetings, particularly between examiners, experts and teachers;
. prepare and organise examination sessions;
. liaise with universities and other tertiary institutions; and
. produce and edit documents.

An international committee of chief examiners for each discipline must be permanently established, comprising principal and assistant examiners. Finally, a research staff, as in the Oxford Research Unit, would be an essential component to analyse results, ensure the follow-up of students and generally evaluate the whole operation (IBO Annual Bulletin n9 November 1973: 6-7).

The emphasis here was more on effective program delivery and less on marketing. For instance, these plans mention contact with schools already committed to the IB. This was important to ensure proper application of the program from two perspectives: that of the IBO providing the “treatment” and that of the teachers and school administrators delivering the program to the students. The meetings between educators and the production of teachers’ subject guides must continue to enhance this aspect. Increasing liaison with universities was to facilitate a smooth passage to these institutions by IB diploma holders as well as to seek IB recognition from universities not participating during the experimental period. The maintenance of academic standards acceptable to the best universities depended on the quality of the examination process and the individual examiners involved. Finally, the permanent adjustment and refinement of all aspects of the IB program would be assured by an organised evaluation process.

Summary of Planning for the Execution of the IB Program

For the planning part of the design stage, Cole-Baker (headmaster), Goormaghtigh (non-education professional) and Siotis were the main protagonists. The latter appears only at the design stage whilst the two former had been close to all of the policy formation stages. Cole-Baker, Goormaghtigh and Leach provide the main link between the policy formation and implementation phases. Such a link maintains the momentum and spirit of the formation stage and avoids interpretation by new actors of what has taken place. It ensures that policy formation stages can also be revisited by implementors who have been key actors during some or all of the problem definition, aggregation, agenda-setting and decision making stages. These are the binding or cohesive elements of the process. They ensure some continuity and enhance the implementation phase.

Table 8.3 summarises the significant action of the design stage related to planning for the execution of the IB program. Grants from the Twentieth
Century Fund and the Ford Foundation are included with an asterisk to indicate that these events actually occurred (and planning became more refined when the sums of money were promised) whereas all other items were planned and had not yet taken place. In other words the financial backing was closely linked with the planning of the design stage.

Significant Plans

**ISES Principles Document** February 1964
visits to London, Paris, Washington to promote IB (marketing)
contact foundations, Council of Europe & UNESCO (funding)

**ISES Plan 1964-65**
appoint well-qualified examiners (delivery)
present IB to French language interests in Europe & Africa (marketing)

*20th Century Fund Grant December 1964 - US$75 000 to be used for policy design action

**ISES Five Year Plan 1965-69**
1965: appoint secretariat (human resources)
arange subject seminars (program design)
appoint c’tee of regional coords to present the IB to univs & govs via a regional report (marketing)

1966: increase exec & sec staff, establish headquarters (human & material resources)
organise seminar on IB implementation (delivery)
establish regional exam centres (delivery)
organise regional seminars to promulgate information (marketing)

1967: June - offer complete battery of exams (delivery)
after June exams - study of results & univ admissions (to assist program design)

1968-69: evaluate univ progress of IB diploma-holders & evaluate IB program (to assist program design)
aim towards self-supporting organisation through financial contributions from schools with some gov assistance (funding)

January-April 1965
present IB to UNESCO, to schls & govs in France, Germany, USA (marketing)

**Coordination of Projects April 1968**
train teachers (delivery)
evaluate curricula & exams (program design)
prepare syllabi & exams (program design)
establish advisory c’tee on fund-raising (funding)

Proposed Actors

**teachers** at Int Schl of Geneva
ISES members univ staff, icks, non-ed profs (as above)

Mayer ed official plus ISES members (as above)

ISES members univ staff, teachers, non-ed professionals
regional coordinators teachers

examiners, curriculum developers teachers, univ staff
IB Oxford Research Unit univ staff (as above)

ISES members univ staff, teachers, non-ed profs

Mayer ed official & Wallach teacher

IB Oxford Research Unit univ staff (as above)
ISES c’ttees teachers
ISES members non-ed
IBE Conference July 1965
  Carter suggested IB brochure (marketing)
November 1965
  production & dissemination of subject c'ttee
  reports (program design)
  production of brochure to explain IB (materials)
  organise policy conference (marketing, program design,
  funding, planning)

*Ford Foundation Grant October 1965 - US$300 000
  develop good exams & appoint qualified examiners
  (program design & delivery)
  obtain universal IB recognition from univs (delivery)

*20thC Fund (US$75 000) & Ford Foundation
  (US$200 000) 1968
  second grants to undertake design stage action

IBO 1973
  liaise with participating schools
  org meetings between examiners, experts & teachers
  prepare & organise exam sessions & int c'ttee of chief
  examiners
  liaise with universities
  produce & edit documents
  maintain research staff to continually evaluate

* these events actually occurred

Table 8.3 Chronological Summary of Significant Plans and Proposed
   Actors Related to the Design Stage

The above table indicates proposed action to market, deliver, fund and
acquire the human and material resources necessary for implementing
the IB. The proposed actors to carry out each suggested activity are listed
on the right hand side of the table - these are not necessarily the actors
who suggested the action. The plans were drawn up principally by ISES
whose structure and membership is detailed in Chapter 9. The IBO later
confirmed this planning with minor adjustments as the result of
experience in putting the plans into practice. Carter, after his presentation
to the IBE 1965 conference, and the Ford Foundation, by virtue of its
financial investment, were also responsible for some written plans to
promulgate and deliver the IB.

ISES members, it is assumed, subscribed collectively to the rationale
which led to the creation of this organisation: to offer an international
educational experience and examination which would facilitate
university access for internationally mobile students (educational and
demographic factors). Some individuals within ISES, who have been
previously identified, were also particularly driven by cultural and
ideological factors related to intercultural understanding and avoiding
world conflict. As a teacher and ISES committee member, Carter formed part of the collectivity influenced by the factors just described. The Ford Foundation, represented sur place by Bowles and Tyler (education officials), was involved in the IB project for economic reasons but also because technical analysis had revealed a project of educational interest to international and national schools.

Factors influencing proposed actors is not discussed here since the action has not yet occurred. In the next chapter the plans are put into practice and individual actors identified where possible; it is then that influences on actor behaviour will be considered in the light of what has taken place.

Synthesis

Figure 8.1 provides a synthesis of actors and influential factors during the design stage. The Twentieth Century Fund and the Ford Foundation, AC6 AD5 and AC6 AD6, grants were divided between program design and administration. ISES, the major planning actor, comprises several categories of actors who do, in fact, follow through with the planned action during the administration stage. It would be repetitious to attempt to attribute influential factors to ISES individuals here and then again in Chapter 9; so this is left until the next chapter. This figure, then, concentrates almost entirely on actors concerned with program design and the reasons for their behaviour.

The next chapter looks at significant events, the actors and influential factors contributing to their behaviour during the administration stage of the policy process. It describes how the plans were put into action. The formation and structure of ISES and IBO, and then the activities which they instigated in terms of marketing, delivery and funding of the IB program are outlined. The appointment of individuals to administer this stage of the implementation phase is discussed with particular reference to Alec Peterson. The provision of material resources is also considered. To conclude there is a synthesis of the administration stage using the conceptual framework and its components.
AC1 AD7 Cols-Baker major motivating force concerned with int mobility (demographic)
AC2 AD7 Int Schls of Geneva & Atlantic College tchs - concern with int mobility (demographic)
AC2 AD6 "Draft Proposal for an IB" by teachers addresses IB content, assessment & profile
AC4 AD6 Studs participate in trial exams & Consultative C'tee through concern about univ
access
AC5 AD6 Stotis inspiring curr dev of IB
AC6 AD5 20thC Fund & Ford Foundation involvement for economic reasons
AC6 AD5 20thC Fund & Ford Foundation involvement for educational reasons
AC7 AD1 (1) Favourable response to Contemp history course after technical analysis by ed
officials around the world
AD Mayer impressed with academic potential of IB after technical analysis of the program
ACB AD1 UNESCO contracts for curriculum dev - technical aspect of ed
ACB AD5 UNESCO contracts allocate financial constraints concerned with program design
ACB AD6 UNESCO contract for “Coordination of Academic Standards & Curriculum in Int
Schs” - educational concern
ACB AD7 UNESCO prints Contemporary History Course under “Mutual Appreciation of
Eastern & Western Cultures” contract with ISA & funds for multicultural curriculum
development - intercultural understanding

Figure 8.1 The Design Stage of the Policy Process
CHAPTER 9

ADMINISTRATION

Introduction

Administration is the plan in operation. It is the action that occurred and the administrative procedures necessary to realise each element of the plan. This chapter discusses the creation of ISES, its transition to the IB Office, and then looks at action taken in each of the areas previously identified: marketing, program delivery, human and material resources, and funding. The boundaries between these divisions blur as a number of actions fall into two or more of these categories, but they serve to structure the discussion. The reader is reminded that the creation of the IB and the planning for its execution (design stage) occurred concurrently with the administration and execution stages; a comparison of the dates of the events will clearly show this parallel action (see Chapter 11).

Principal actors and the factors which influence them will be identified. The chapter concludes with a synthesis of this stage of the policy process.

International Schools Examination Syndicate (ISES)

As initial plans were developed it became obvious that here was an undertaking of some magnitude requiring the creation of a fixed administrative structure with professional educators and a secretariat, together with access to influential international figures. The ISA had existed since 1951 but it was not until February 1964 that a new organisation, the ISES, was established to develop the IB exclusively. In January 1965 ISES established individual legal identity as an "association" under the Swiss Civil Code but remained a part of ISA. In the spring of 1965 the ISES office moved from the International School of Geneva to a villa in nearby Cologny shared with ISA (Leach 1969a: 60). "If ISA had had the structure it should have had, ISES would not have been necessary" (Ritchie interview 1992). This is a reference to the preponderance of international civil servants giving voluntarily of their time to ISA. Professional educators employed full-time would be needed to launch the IB. ISES was, then, the offspring of the ISA.

ISES was created as a result of an agreement between ISA and the International School of Geneva to develop a common program and university admission examinations for the last two years of secondary school. The founding of ISES is the result of a recommendation to Cole-Baker from the staff in his school who wanted a structure to administer the work in which they were becoming deeply involved. Cole-Baker
agreed, although somewhat reluctantly; he would have preferred that the structure of ISA be strengthened and expanded to take on many aspects of international education, including the IB (Cole-Baker correspondence 1989). But the ISA did not have the structure to continue with such a large project as well as providing assistance in other ways to international schools. It was left to concentrate on primary and middle school curricula, two of the four originating schools of ISA being nursery schools (Leach 1969: 24).

ISES consisted of a Council, Administration Committee, Examinations Board and an Executive Committee. See Appendix 7 for the inaugural membership of the four strands of ISES. Goormaghtigh (non-education professional) eventually relinquished his chairmanship of the board of the International School of Geneva and his membership of the executive of ISA to become chairman of the eleven member council. Cole-Baker (headmaster) was treasurer and the only school representative on the council; all other members were university staff. This was understandable as the ISES was to ensure the credibility and appropriate standard of the IB exams leading to university entrance. Atlantic College (Wales) later joined the ISES council; this school was the most active promoter of the IB after the International School of Geneva (Leach 1969a: 42).

The Administration Committee was headed by Cole-Baker with three council members. One of their main tasks was to check the qualifications of the members of the Examinations Board.

The Examinations Board of six comprised all university academics. The president was a Greek academic, Dr Jean Siotis, Professor of the Graduate Institute of International Studies and lecturer in international law at the University of Geneva. All other members were from the University of Geneva with the exception of a professor of political science from the USA. This board was responsible for the conduct of the examinations - in particular the setting of papers and the appointment of examiners.

The Executive Committee comprised mostly teachers from the International School of Geneva. The president was E Wallach, deputy head of the department of history, with Bob Leach as secretary and Cole-Baker a member. This committee concentrated on curriculum development and worked with the Examinations Board in the preparation of examinations. It was very much a technical, not an administrative, committee.

So, although the title implied an interest only in examinations, from the inception of the International Schools Examination Syndicate a curriculum development committee existed. This group of actors comprised mostly university staff who were brought into the IB project
for the first time officially. They were attracted by the nature of the IB program and were therefore influenced by technical analysis of the "instrument"; its educational objectives, content, methodology and academic requirements were interesting to them.

The setting and correction of examinations was carried out by examiners who were initially university academics of standing in their own countries; this was essential to ensure acceptance of the IB by universities. As time went on, experienced IB teachers also became examiners but even today, the chief examiners are largely university staff. It is noteworthy that the curriculum development aspect was the province of actors who were teaching in schools (at the International School of Geneva initially). This enhanced the acceptability of the program: teachers in schools contemplating the introduction of the IB had faith in their colleagues who were closest to the needs of the international student. The teachers' interest in the IB stemmed from their belief in intercultural understanding and an education which would provide access to any university for the internationally mobile student.

International Baccalaureate Office (IBO)

The ISES council decided at the end of September 1967 to change the title to International Baccalaureate Office (IBO). This reflected more accurately the purposes of the organisation and avoided the term "syndicate" which had negative connotations in the USA and France - *syndical* means "trade union" in French. IBO officially changed status from "Association" to "Foundation," with its headquarters in Geneva, under articles 80 et seq of the Swiss Civil Code on the 25th October 1968 (Mowat 1968: 286). The IBO was created with a mission to administer the examination as had been agreed at the General IB Conference at Sévres in 1967 (IBO Semi-Annual Bulletin n1 Nov 1968: 3). It was affiliated with UNESCO as a non-governmental organisation (NGO) in category C (mutual information) in 1970 and moved to category B (information and consultative relations) in 1975 (IBO Annual Bulletin n11 Nov 1975: 11).

There were six full-time administrative staff of IBO when it was formed in September 1967:

- **Director** Alec Peterson
- **Deputy-Director** Gérard Renaud
- **Executive Secretary** Ruth Bonner
- **Examination Services** Elisabeth Adossidès
- **Conference Services** Juliane Willi
- **Documentation Services** Lucette Donche

Three of the office's main activities are evident in the above
distribution of staff. All aspects of examinations had to be carefully administered; there had to be regular meetings of teachers and examiners, and presentations of the IB to groups of universities, governments, examining boards and schools in different parts of the world. All of this required detailed organisation well in advance (fax machines were not available at the time). Production of regulations, subject programs and teachers' guides, examination papers, examiners' reports and publicity information was an increasing area of documentation activity.

Structurally the IBO consisted of a Council of Foundation of twenty members, with Goormaghtigh (non-education professional) as president, an Executive Committee and an Examinations Board. Their membership when IBO commenced appears in Appendix 7. This tripartite structure was a continuation from ISES, but the mix of actors was not as homogeneous as in each section of ISES. The first Council of Foundation comprised seven university staff, six education officials, four headmasters and three non-education professionals. All university academics were professors or directors of university departments in Sweden, Germany, Uganda, Cameroon, Switzerland and Oxford. All were acknowledged experts in their field and were principally attracted through technical analysis; this is not to deny that they may have been influenced by other factors such as an ideology concerning world peace and intercultural understanding, but for the majority these were secondary considerations.

Amongst the high-ranking education officials were Madame Hatinguais, Inspectrice Générale and Recteur Capelle, former director of Pedagogy in the French ministry of education. Harlan Hanson as director of the Advanced Placement Program, College Entrance Examination Board (CEEB), was an education official who commanded much respect from universities in the USA. These education officials were influenced by technical analysis of the IB program which they believed was of a very good standard, as well as providing an international experience.

The four headmasters were from schools involved in the project; two of them, Cole-Baker and Fischer-Wollpert, had been particularly active in curriculum development committees and marketing the IB for ISES. Cole-Baker's original impetus stemmed from concerns about world peace and tolerance of others (cultural), university access (educational) and the grave financial situation at the International School of Geneva (economic). Fischer-Wollpert was more attracted as a result of technical analysis of the IB program (Gellar interview 1991).

The standing of the three non-educational professionals is impressive. Goormaghtigh has already been discussed. Lord Hankey was former British Ambassador to the OECD and a close acquaintance of
Mountbatten (Peterson 1987: 26); he played an important role in promoting the UWCs and hence the IB for political (world peace) and cultural reasons. Louis Armand was a French engineer, former president of the SNCF (Société des Chemins de Fer, the government-owned equivalent of British Rail) and member of the prestigious Académie Française. Only individuals at the height of their profession are elected to this body founded in 1635 to protect the French language.

The Examinations Board of seventeen chief examiners (one for each discipline), had nine university staff, six teachers and two education officials (the latter both being Inspectors in the French ministry of education) from Britain, Germany, USA, Switzerland, France and Sweden. Halls of Oxford was president. Technical analysis of the IB had influenced these individuals to participate; none of them was involved in the original design of the program nor in planning how it should be put into operation.

The IBO Executive Committee was a sub-set of the IBO Council. It comprised one non-education professional (Goormaghtigh), two headmasters and two university staff. It operated very much as an executive committee of an association: considering meeting agendas, discussing the directions to be taken, formulating propositions for the full council, and so on.

A Consultative Committee was also established to give advice on all pedagogical questions; it arranged subject working committees as required, comprising predominantly practising teachers. The Oxford IB Research Unit was formed under the direction of W Halls (university staff) to monitor the IB project, particularly in terms of the level of examinations, the acceptance of the IB by universities and the extent to which the IB program adequately prepared students for university (IBO Semi-Annual Bulletin n1 Nov 1968: 3-5).

By November 1969 a director of examinations had been appointed to the IBO administration. On the 15th August 1970 the IBO moved to larger premises from the house in Cologny, Geneva which was "unhappily no longer able to meet the demands of the extension and rationalisation of our administrative work" (IBO Semi-Annual Bulletin n4 May 1970: preface).

Peterson (originally headmaster, then university staff) was director of the IBO from 1967 to 1976 during which time Renaud (originally a teacher) was deputy-director. The latter then became director from 1977 to 1983. Dr Roger Peel is the present incumbent of this position since 1983. Robert Blackburn was previously deputy-headmaster of Atlantic College and then Chief Staff Officer of the London UWC office under Lord Mountbatten (non-education professional) until he joined the London office of IBO as deputy-director from 1978 until his death in
North American IB Office

Some American headmasters were members of the CIS from 1949 and of the ISA which was formed in 1951, comprising mainly parents in its early years. Miss Julia Henderson (parent) of UNIS was on the ISA Committee in 1961 and some UNIS teachers had been involved in the Conference of Teachers of Social Studies in International Schools held at the Geneva school in 1962 when ideas about an international qualification for university entrance were discussed. Forbes went from the International School of Geneva (where he was head of the English Language Section from 1956-1961) as headmaster of UNIS in 1961-1962 and was succeeded by Desmond Cole who became headmaster of UNIS in the following year. Hence knowledge about the evolution of the IB started with UNIS in the USA. In addition many IB marketing missions took place to universities and schools in North America from 1962 to 1970 with assistance from Dr Harlan Hanson.

As a result of growing IB interest in the USA and Canada (UNIS was a trial examination school from 1967), and the implementation of the IB in a rapidly growing number of schools in that part of the world from 1970, the need for a North American IB Office began to emerge. In the 1973-74 school year Peterson was at UNIS to promote the IB and at the UN Staff Association, UN Headquarters. Members of the Hegeler Foundation were present at the latter exposé and agreed to provide US$15,000 to set up a North American Committee for the IB with Cole (headmaster of UNIS) as chairman and Hanson (director, Advanced Placement Program, College Entrance Examination Board) as secretary (IB Director-General’s Annual Report 1973-74). Hanson became involved because he saw an educationally interesting problem (university access for international students) which the IB had the potential to solve and which would provide an international education at the same time (Hanson interview 1992). The objectives of this committee were to

- provide information on the IB for North America;
- consult with schools and colleges regarding the IB program;
- select American teachers to join IB examiner teams; and
- arrange American participation in IB curriculum development (IB Director-General’s Annual Report 1973-74).

The formation of the IB North American Office (IBNA) and the promulgation of the IB in that part of the world owes much to Blouke Carus (non-education professional). As chairman of Open Court publishing house he had a strong commitment to lifting academic standards in American schools and had sponsored conferences on educational reform at which eminent educators spoke. The papers delivered were published in a regular series. Blouke had read about the
IB in the *Herald Tribune* and was quick to seize its potential for assisting education in national American schools; he also saw the need for an effective promotion campaign. It was he who negotiated the first grant from the Hegeler Institute of which he was a trustee; he became the first board chairman of IBNA when it was formed in 1976. Carus left the chairmanship in 1980 to devote more time to the IB Council of Foundation which he joined in 1977; he is still a member at the time of writing (Peterson 1987: 142-143). The chairmanship was then taken over by Tom Hagoort, an international lawyer (non-education professional), who had been involved in the founding of the Washington International School and the relocation of UNIS in New York (Hagoort interview 1991). At the time of writing, 1992, Hagoort is chairman of the IB Council of Foundation and has been a member since 1983.

Over the launching years of IBNA total contributions were received from other benevolent foundations as follows:

<table>
<thead>
<tr>
<th>Foundation</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andrew W Mellon Foundation</td>
<td>US$330 000</td>
</tr>
<tr>
<td>Exxon Education Foundation</td>
<td>US$100 000</td>
</tr>
<tr>
<td>Geraldine Dodge Foundation</td>
<td>US$85 000</td>
</tr>
</tbody>
</table>

Some corporate donors also contributed small amounts of approximately US$1 000 over a number of years: Dresdner Bank, New York Times Foundation, Western Electric. Interest in Canada also brought grants of approximately US$10 000 from Gulf Canada and Imperial Oil (Peterson 1987: 149).

The executive director for the first year 1976-77 was Dr Charles Rose, an art historian (non-education professional). He was succeeded in August 1977 by Gilbert Nicol who continued until 1985. He had a legal background, had spent a number of years in college and university administration (university staff) and was committed to the IB.

Financially IBNA collected IB school subscriptions, keeping one fifth and sending four fifths to Geneva. With the grants mentioned above and the rapid increase in schools in North America (where today there are 140 in the USA and 47 in Canada) IBNA was able to be financially solvent. Most IBNA schools are public, government institutions where the IB was accepted because of its academic rigour;
- potential to upgrade and enrich national school curricula;
- international perspective;
- integrated structure of studies;
- motivating effect on teachers and students; and
- facilitation of internal US (as well as international) mobility.

Some schools hesitated about adopting the IB because of:
- high cost;
- lack of recognition of the quality by some universities;
- complicated administration procedures;
- heavy workload for students; and
communication difficulties with Geneva (Fox 1985: 64). Except for the cost, the other problems diminished as IBNA expanded.

Table 9.1 indicates the principal actors involved in the first and early years of ISES, IBO and IB North America (IBNA).

<table>
<thead>
<tr>
<th>Significant Events</th>
<th>Actors</th>
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</thead>
<tbody>
<tr>
<td><strong>1964</strong></td>
<td></td>
</tr>
<tr>
<td>Feb: ISES created</td>
<td>teachers at Int Schl of Geneva, ISA exec</td>
</tr>
<tr>
<td>ISES Examinations Committee</td>
<td>Siotis (pres), 6 <em>univ staff</em></td>
</tr>
<tr>
<td>ISES Executive Committee</td>
<td>Wallach (pres), Leach &amp; others <em>teachers</em>, Siotis (Exam C’tee pres) <em>univ staff</em>, Cole-Baker (Council treas) <em>headmaster</em></td>
</tr>
<tr>
<td>ISES Administration Committee</td>
<td>Cole-Baker (chair) <em>headmaster</em>, 3 Council members</td>
</tr>
<tr>
<td><strong>1965</strong></td>
<td></td>
</tr>
<tr>
<td>Jan: ISES obtains association status</td>
<td>ISES Council</td>
</tr>
<tr>
<td>First full-time sec of ISES</td>
<td>Bonner <em>teacher</em></td>
</tr>
<tr>
<td><strong>1966</strong></td>
<td></td>
</tr>
<tr>
<td>First part-time ISES director</td>
<td>Peterson <em>univ staff</em></td>
</tr>
<tr>
<td><strong>1967</strong></td>
<td></td>
</tr>
<tr>
<td>Jan: first full-time ISES director</td>
<td>Peterson <em>univ staff</em></td>
</tr>
<tr>
<td>Sept: IB Office created director (until 1976)</td>
<td>ISES Council</td>
</tr>
<tr>
<td>deputy-director (until 1976)</td>
<td>Peterson <em>univ staff</em></td>
</tr>
<tr>
<td>IBO Council of Foundation</td>
<td>Renaud <em>teacher</em></td>
</tr>
<tr>
<td>IBO Executive Committee</td>
<td>Goormaghtigh (pres) <em>non-ed professional</em>, 2 <em>headmasters</em>, 2 <em>univ staff</em></td>
</tr>
<tr>
<td>IBO Examinations Board</td>
<td>Halls (pres) 9 <em>univ staff</em>, 6 <em>teachers</em>, 2 <em>ed officials</em></td>
</tr>
<tr>
<td>Oxford Research Unit (closed July 1974)</td>
<td>Halls (director to 1972) <em>univ staff</em>, Majoribanks (dir 1972-74) <em>univ staff</em></td>
</tr>
<tr>
<td>Year</td>
<td>Event</td>
</tr>
<tr>
<td>--------</td>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>1974</td>
<td>Nth American IB C’teec established</td>
</tr>
<tr>
<td></td>
<td>Hegeler Institute grant US$15 000</td>
</tr>
<tr>
<td>1976</td>
<td>IB Nth America (IBNA) formed</td>
</tr>
<tr>
<td>1977</td>
<td>IBO director (until 1983)</td>
</tr>
<tr>
<td></td>
<td>IBNA exec director</td>
</tr>
<tr>
<td>1978</td>
<td>IBO deputy-director (until 1990)</td>
</tr>
</tbody>
</table>

Table 9.1 Principal Actors in the Early Years of the ISES, IBO and IBNA

Marketing

Four main audiences were targeted: universities, schools, ministries of education and national governments, examining bodies. University authorities had to accept the proposed IB; parents, students, teachers and school administrators needed to be convinced that the curricula were appropriate to international students and acceptable by the best universities around the globe. While almost all international schools at the time were independent fee-paying schools, some were state-controlled institutions which necessitated the agreement of education ministry officials before the IB could be accepted. This also applied to some countries where the education ministry controlled university education, for example in France (although this is no longer as true as it was).

Contact with examination authorities was a delicate matter, because the IB could be seen as a threat to the quality of candidates presenting themselves for “A” levels, the French baccalaureate and Advanced Placement examinations, for instance, by drawing the best students away from these national examinations offered both within the country and in British, French and American schools overseas. However, the contact proved fruitful and also provided considerable expertise when it came to examination procedures and the setting and marking of exams. This particular marketing action is therefore also linked to program delivery in the administration stage by ensuring a quality examination process.

The most difficult marketing period was, of course, at the beginning when the IB was an unknown quantity and had yet to prove itself. By
1975 headmasters, teachers, university admissions officers and government ministries were accepting the IB because of its proven success in so many schools around the globe - the factor of international diffusion grew in importance.

Two early publications helped to diffuse information, particularly to educational audiences, about the development of the as-yet fully untried IB: Martin Mayer's *Diploma: International Schools and University Entrance* (1968) and Robert Leach's *International Schools and Their Role in the Field of International Education* (1969). Mayer's somewhat critical but objective approach complements Leach's more scholarly idealistic one.

This discussion relates to a time period from 1963 to 1978 during which the structure of the IB Office was gradually developed into its present form. Particularly after this period, international diffusion became a very important factor in the acceptance of the IB by schools and universities.

Each of the audiences for marketing will now be considered in turn.

*Universities*

Various initiatives took place in this regard. The researcher has reconstructed at least the major activities, relying principally on a collection of documents, including reports of meetings, in a large folder entitled "ISES Files" housed in the archives of the IB Organisation (as it is now called) in Geneva, on interviewees' recollections and on some primary and secondary sources of literature. Events which were destined to "sell" the IB to universities will now be detailed in approximate chronological order and actors and factors influencing their behaviour will be identified.

The first official action to convince universities was an ISES mission, headed by Cole-Baker, to the USA in March/April 1964 to introduce the IB idea. There was a very effective response from "highly placed government, education and foundation officials" (Leach 1969a:50). Cole-Baker (headmaster) visited a number of universities and schools to bring about an awareness of the Geneva project. From the 1st - 15th April of the same year Leach (teacher) and Siotis (university staff), president of the ISES Examinations Board, visited Harvard where the IB was favourably received (Report of USA Visit by R Leach to Introduce ISES, 1 -15 April 1964). This university had already accepted a student who had completed the contemporary history examination in June 1963. Factors influencing the behaviour of Cole-Baker and Leach have been discussed previously and remained the same at this stage of the policy process. Siotis was influenced by his technical analysis of the IB program although cultural, ideological and educational factors played
their part (Gellar interview 1991).

On the 10th July 1964 an information meeting on the IB was given to the International Conference of Public Instruction at the International School of Geneva. Various documents prepared by staff of the Geneva school were presented by Ruth Sonner (a former teacher at the school and then with ISES) and Gérard Renaud (teacher). Notable people present were Madame Bang (International Bureau of Education), Monsieur Delage (Sénégal) and Monsieur Legrand (UNESCO). This assisted diffusion of the IB proposal amongst university educators (as well as schools and ministries). Teachers, who were closer to the needs of students than other actors, were, then, playing an important role in the marketing of the IB. Moreover these were amongst the pioneers of IB curriculum development and their enthusiasm was infectious. They were involved for ideological, educational and cultural reasons as has been previously discussed.

In January 1965 Renaud undertook an ISES mission to Paris where he spoke with officials of the French ministry of education, the director-general of Overseas Cooperation and the director-general of Cultural and Technical Affairs. As a result, acceptance of the IB in French universities was viewed favourably (Renaud 1965). At the same time Recteur Capelle of the French Education Ministry joined the ISES Council; this was an important indication of interest by the French government authorities.

In June 1965 the ISES Council welcomed to its membership Harlan Hanson, director of the Advanced Placement Program of the College Entrance Examination Board. He advised asking American colleges and universities to recognise the IB not for admission but for advanced placement. At the same time Des Cole, headmaster of UNIS, joined the ISES Council. American support was now more manifest and official.

In July 1965 an important International Bureau of Education (IBE) Conference was held in Geneva. The ISA delegate, Tom Carter (a language teacher at Atlantic College and member of the ISES IB Modern Languages Curriculum Committee), presented the IB. This is another example of involvement by a teacher now working on IB curriculum development. Interest was expressed from many countries. As a result of this IBE conference he suggested that a number of actions would assist IB development and acceptance. (These plans appeared in the discussion of the design stage). In October of the same year Atlantic College members of the ISES executive were instrumental in gaining NATO Parliamentary Conference support for the IB in New York. This gave it status vis-à-vis American colleges (Leach 1969a: 61).

Dr Hans Fischer-Wollpert, headmaster of a school in Frankfurt, joined the ISES Council in November 1965; he established the IB in influential
German universities and education ministry circles (Leach 1969a: 61).

There were now teachers, headmasters and education officials engaged in promulgating the IB within a relatively short period of time.

February 1967 saw a landmark first IB conference at Sévres at the invitation of the French ministry of education. Much activity had taken place from 1964 to 1966 in syllabus design and examination proposals.

By the end of 1966 ... ISES was ready for the International Conference at Sévres. ... What we hoped to achieve over the next year or two, as a result of the conference, was the agreement of enough universities, whether autonomous or controlled by their ministries of education, to cooperate in the experiment by giving at least provisional recognition to the IB as an entry qualification (Peterson 1987: 30).

Education experts from the following countries, many of them university staff, were present: Belgium, Britain, Bulgaria, Cameroon, France, Federal Republic of Germany, India, Poland, Sweden, Switzerland, Tanzania, USA. Also present were representatives from CERN (Centre Européen de Recherche Nucléaire - the European Nuclear Research Centre), OECD, Oxford and Cambridge Examining Boards, Council of Europe, British Schools Council and the EC Market. The conference lasted three days and split into two groups. Commission A dealt with structure, standards, and syllabuses chaired by Dr Fischer-Wollpert with G Renaud as consultant. Commission B discussed the organisation and procedures of the examination and was chaired by R Blackburn (deputy headmaster Atlantic College) with W Halls (Oxford Department of Education) as consultant. "Selcom has a conference been as well-prepared and documented" (Leach 1969a: 71). The conference made recommendations concerning the structure and standards of the IB (which were treated in the design stage). Negotiations for preliminary IB recognition by universities began at the colloquium and were to be continued as follows. In England, Canada, Switzerland and the USA each independent university was to be approached. In Belgium, France, the Netherlands and Italy it was necessary to contact the education ministry as universities in those countries were centrally controlled. In the Federal Republic of Germany, Scotland and Sweden approaches would be made to the single, academic authority (not the ministry of education) which controlled universities. At the conference Mr Hampton, director of CERN, offered to submit ISES syllabuses to his well-qualified experts who would then press governments to validate the exam amongst their thirty member nations. Such recognition by a prestigious international organisation was another positive step towards world-wide IB acceptance.

When the Ford Foundation grant was given, two consultants were appointed to the project in 1967: Dr Tyler and Dr Bowles, both education
officials as they held doctorates in the field and worked for the Foundation. Tyler was also Professor of Education at the University of Chicago. The latter had undertaken extensive research in 1963 for UNESCO on access to higher education, revealing divergencies between national systems (Renaud 1975: 113). His support facilitated the “selling” of the IB to reduce the difficulty of university access created by the different requirements around the world. Universities were attracted by practical considerations which would be in the self-interest of admissions officers. They were willing to participate in the six year experiment (1970-1975) because the IB would reduce the difficult task of analysing and comparing many different national qualifications (Peterson 1987: 68).

In December 1967 the French and West German governments accorded university recognition to the IB except for their own nationals in their own countries. Fifteen universities in Britain - including Oxford, Cambridge and London - accepted the IB. In the USA Harlan Hanson’s College Board circular continued to recommend IB acceptance. McGill (Canada) and Australian and New Zealand universities accepted the IB together with the universities of Geneva, Zurich and St Gallen. Georges-Henri Martin, editor of the Tribune de Genève, member of the board of the International School of Geneva and trustee of the Twentieth Century Foundation assured recognition of the IB by the University of Geneva, as he was also chairman of their Academic Council (23rd IB Council of Foundation Meeting Minutes 1990: 14). In the following years more universities were gradually added to the list through personal contacts by the IBO directorate such as the Meeting of Experts on the Recognition of Diplomas in Higher Education in the Arab States, held in Beirut in December 1974 and attended by Renaud (education official) as IBO deputy-director (IBO Annual Bulletin n11 Nov 1975: 12).

Schools: Teachers, Students and Parents

In January 1964 Eugene Wallach, teacher at the International School of Geneva, funded by a UNESCO grant, visited international schools in Teheran, Belgrade, Vienna, Milan, Brussels and the Hague to discuss the proposed IB. The IB was presented to participants at the European Teachers Association Conference, French Section (funded by the French government) at Sèvres. Oxford, Atlantic College and French ministry representatives were present. Because of the European Baccalaureate (whose first examination occurred in 1959) European Community schools supported the IB. The educational context provided by the existence of the European Baccalaureate assisted acceptance of the IB.

Cole-Baker (headmaster) and Miss McDowell (primary section of the International School of Geneva) visited international schools in some African countries in July 1964: Liberia, Ghana, Tanganyika (Moshi and
Dar-es-Salaam). This led to ISA advisors being appointed to these schools and a greater awareness of the IB proposal. When Des Cole (headmaster) of UNIS joined the ISES Council he assisted the marketing of the IB in American schools. UNIS had wanted its own international diploma but saw the IB as the answer to their project and a program that other schools could adopt to enlarge students' horizons.

Marketing of the IB idea to schools throughout the world was greatly facilitated by UNESCO through its Associated Schools Project contract which commenced with ISA in 1963 to study the problems of coordinating academic standards and curricula amongst international schools. Via its own communications system UNESCO reached hundreds of schools around the globe (UNESCO Circular No 8 1964).

Martin Mayer (education official), consultant to the 20th Century Fund, and Mrs Bonner (former teacher, now education official), ISES executive secretary, made trips to contact governments and schools in Europe during May and June 1965 (Leach 1969a: 60). Mayer’s presence and interest was due to an economic factor: he came with the Twentieth Century Fund grant to write a book and perform a technical analysis of the IB program as it had thus far developed.

From June to July of the same year Cole-Baker sent sixteen teachers from his school to the USA and Canada to inform educators and schools of the IB and exchange ideas on international education. This was a very important mission from the International School of Geneva of teachers promulgating the IB. On the 31st of August 1965 Cole-Baker (headmaster), Poirel and Renaud, teachers at the International School of Geneva, met with John Sly of International Schools Services (ISS) in the USA to explain the IB. ISS had many member schools, particularly American schools overseas and had been founded in 1955 initially as a North American off-shoot of ISA.

In 1967 Dr Tyler (education official) of the Ford Foundation said the IB was not only for international schools but that it should have an innovatory influence on national education systems (Renaud 1974: 5). This was eventually felt very much in the USA where currently the majority of the 140 IB schools belong to the state and the IB has had a positive influence on national curricula. Like Mayer, Dr Tyler and Dr Bowles were involved for funding reasons to act as consultants to the IB project. At the second inter-governmental conference in London in 1978 mention was made of the positive effect the IB had had in “internationalising” national education rather than being a special program for a special group of students (Second Inter-governmental Conference Report 1978: 2).

After the 1967 Sèvres conference, the desirability of developing a common curriculum leading to examinations which would provide...
access to universities world-wide for internationally mobile students was not questioned. The concern was whether it was feasible. For this reason a six year experiment (1970 - 1975) had been declared at the Sèvres conference and only highly reputable international schools were admitted after careful negotiation. In addition to the International School of Geneva these included UNIS, Atlantic College, Goethe Gymnasium (Frankfurt), J F Kennedy School (Berlin), St Germain-en-Laye (Paris), International College (Beirut), Santiago College (Chile), the International Schools of Iranzamin (Iran) and Copenhagen (ISA Report on the International Baccalaureate August 1967 to July 1968). A number of these schools adopted the IB exclusively in 1968 or 1969.

Actors were differently influenced when they agreed to the six year experiment. Some members of the IBO, particularly university staff like Professor Panchaud of the University of Geneva, "initially conceived of the experiment as a piece of applied educational research" (Peterson 1987: 61). Ongoing technical analysis of the curricula, the examinations and the university performance of IB graduates was the main motivating factor. Others, notably headmasters and education officials representing schools, saw the six year experiment as the introductory phase of the permanent establishment of the IB. "To them, any opportunities for pedagogical research, either in curriculum or examinations would be a minor spin-off" (Peterson 1987: 61). Headmasters generally were motivated by cultural, educational and ideological factors like Charles Sa’d, headmaster of the National College, Choueifat, Beirut and member of the IBO Council, who was a "great believer in education as a builder of bridges between communities, religions and nations" (Peterson 1987: 74).

A problem arose at the International School of Geneva when, in 1970, the board decided to replace all national examinations by the IB. Competing interests led a certain number of parents to oppose this idea; they were worried about university acceptance of the IB for their children. The decision, however, stood and the opposition subsided when the students with IB diplomas were easily admitted to British, French and American universities (Ecole Internationale de Genève: 50e Anniversaire 1974: 276).

By 1975 headmasters, teachers, parents and students were attracted to the IB through international diffusion: it had proven successful in an increasing number of schools across continents. This did not mean that the IB was accepted blindly, but it was becoming apparent that the program was less susceptible to technical analysis by interested schools concerning content and standards - it was beginning to stand on its reputation. Ideological factors concerning intercultural understanding and the formation of world citizens certainly played their part, but it is difficult to imagine an international school
headmaster who would not automatically subscribe to and therefore be influenced by such a view. Assuming this to be the case, schools were waiting only for an appropriate international program which would ensure world-wide university access.

Along came the IB, already with a proven track record after five or six years; the international diffusion factor weighed heavily as heads, teachers, parents and students knew about other schools in the world successfully offering this program. The only negative factor which sometimes prevented a school, particularly in a developing country, from adopting the IB was an economic one: a sum of approximately 10 000 Swiss francs per annum may mean a lot or little depending on the school and the environment in which it operates. For example, a school of 900 students whose tuition fees are 50 000 Swiss francs per child per year would have little difficulty absorbing the cost whereas another school of 300 students with annual tuition fees of 2 000 Swiss francs would need to consider the adoption of the IB more carefully from a financial perspective.

Ministries of Education and National Governments

The approach to ministries of education and national governments is linked to program delivery: education authorities are not only invited to accept IB students but to participate in the examination process by providing examination expertise.

In some countries education ministry approval was essential for university acceptance of the IB and for it to be trialled in government schools. Even where this was not the case, education ministry approval would give credibility to the IB in private, independent schools and to its recognition in universities. The French ministry of education was the first to be involved; the highly centralised tertiary and secondary education sectors made it mandatory to have ministerial blessing for trialling the IB in a state lycée - St Germain-en-Laye (Paris) - and granting recognition in French universities. When ISES was formed it declared that English and French were to be the official languages for the IB examinations. This strengthened the support from the French ministry of education. In fact a French ISA Committee chaired by Monsieur Trouillé was in existence in 1964 (ISA 13th General Assembly Minutes 1964).

Madame Hatinguais (education official), Inspectrice Générale in the French ministry was a member of the Conference of International Schools and had been contacted by Leach about the IB through their connection as Quakers. She was a powerful figure in French education who, together with Recteur Jean Capelle (education official), director of pedagogy with the French ministry of education and creator of the National Institute of Applied Sciences at Lyon, represented two leaders
in educational reform in France. They both became very involved with ISES and the IB.

The cooperation of the French reflects their sensitivity to significant programs in education, and mirrors their appreciation of a bilingual English-French venture, by which an international clientele is offered relatively secure access to French universities and further appreciation of the culture they represent (Leach 1969a: 57).

In March 1964 French ministry officials were present at the French Section of the European Teachers Association Conference where the IB was presented. In January 1965 Recteur Capelle joined the ISES Council. Renaud’s January 1965 visit to French ministry officials in Paris has already been mentioned for its importance in gaining university recognition of the IB in that country.

On the 14th and 15th of April 1964 Leach (teacher) and Siotis (university staff), while on a mission to the USA to introduce ISES and the IB were received by Jack Eager (non-education professional), Assistant to U Thant, in New York. He agreed to promote ISES and the IB project for the International Year of Development, 1965 - that is, to send information to all governments, UN Associations, NGOs (Non-Government Organisations) and Branches of the UN in the Secretary-General’s name (Report of USA Visit by R Leach to Introduce ISES, 1-15 April 1964). This was a most significant step in promulgating IB project information at the highest levels.

On the 4th November 1964 Renaud (teacher) presented the IB program to the 13th General Session of UNESCO. This was supported by the Swiss and Belgium governments who asked the Director-General of UNESCO to recommend to the Secretary-General of the UN the inclusion of the IB project in the program of the International Year of Development, 1965. Leach and Siotis had paved the way in New York for the presentation by Renaud and the support of the Swiss and Belgium governments.

An event concerning a non-education professional of great international standing occurred on the 3rd of May 1965 when the Secretary-General of the UN, U Thant, visited the International School of Geneva. Picasso had donated a painting of his daughter for a UN stamp which was sold to raise funds for the International School of Geneva and UNIS; U Thant was there to launch the stamp (Thomas interview 1992). Although not uniquely associated with the IB, his presence added a distinct mark of credibility to its acceptance at government level in a number of countries. Headmasters Meyer (Roquette had retired in 1964 after 33 years at the school) and Cole-Baker, and the chairman of the board, Goormaghtigh, presented the IB proposal to him on the occasion of this official visit to the school which
had been originally created to educate the children of UN civil servants.

Mr Scherer (headmaster), proviseur of the state-owned Lycée of St Germain-en-Laye near Paris was an advocate of the IB in his school. He took up his position there in 1965 (until 1989) as preliminary work on the IB was taking place in Geneva. Scherer was greatly impressed by the quality of those working for the IB. He first became involved when an acquaintance introduced him in 1965 to Dorothy Goodman in Paris, an American educator who founded Washington International School in 1966. She spoke to Scherer about the IB (Scherer interview 1992). From 1967 the IB Office established exchanges with various international organisations (such as IBE and the Council of Europe). In France, the IB Office made contact with the Institut Pédagogique National which led to its association with the Centre International d’Études Pédagogiques at Sèvres where Madame Matinguais was director (Hayot 1984: 129). As a result, the French government agreed in 1969 to participate in a pilot project with the IB Office for 15 years until 1984 and to accept the IB diploma as a university entrance qualification in France for foreign students studying in France and for French students studying abroad, but not for French nationals studying in France (Hayot 1984: 128). The IB was accepted in France for educational reasons. At the time the French education ministry was working on reforms to the French baccalaureate and it was believed that “much of the support for the IB was due to the fact that the IB was very much on target in that it incorporated the commitment to general education while, at the same time, ensuring a great variety of choice, thus minimising early specialisation” (Hayot 1984: 130).

At the UNESCO Annual Conference in 1968, non-education professionals representing Switzerland, Cameroon and Chile referred to the work of IBO and its Oxford Research Unit and invited the Director-General of UNESCO to link the IBO with the corresponding part of the UNESCO project on comparability, equivalence and recognition of diplomas (Renaud 1974: 7). The involvement of actors with such diplomatic leverage was positive for the IB. While the researcher has been unable to find any primary source information to elucidate why these representatives took this action, one may speculate that, in the context of UNESCO, the IB was a means of providing equal educational opportunity to children of all nations; it would help to redress the imbalance between developing and developed countries. It is worth noting that two of the countries, Switzerland and Chile, each had a school participating in the six year experiment. The impetus therefore stems from educational and ideological factors.

In 1968 IBO was commissioned by CERN (Centre Européen de Recherche Nucléaire - European Nuclear Research Centre) to provide a theoretical curriculum model for an international school to be set up on the site of its new accelerator (Director-General’s Annual Report
1968-1969). This showed great confidence in the IB from an organisation with member governments scattered across the globe. In 1970 IBO submitted to CERN in Geneva a paper entitled “Design of a Theoretical Model for an International School at CERN II” (Director-General’s Annual Report 1969-1970). Hampton, director of CERN and a non-education official, was influenced by economic reasons: to attract the best researchers in the world he had to provide appropriate international education for their children (Renaud interview 1991).

In 1970, International Education Year, “IBO sent full information on all activities to education ministers of all member states of the UN, encouraging them to give their support to this international experiment” (IBO Semi-Annual Bulletin n4 May 1970: 17). The annual ISA conference was held at UN Headquarters, New York, where U Thant gave the opening address.

In 1972 Peterson addressed a number of meetings on the IB in the UK including the annual conference of Her Majesty’s Inspectors. He spoke on BBC radio about his book which was published in the same year by Harrap: International Baccalaureate (IBO Annual Bulletin n8 November 1972: 11).

In May 1974 Goormaghtigh (non-education professional), chairman of the IBO Council of Foundation, attended a Meeting of Ministries of Education in Europe held in Bucharest; solutions to student mobility, the content and duration of higher education and new trends in curricula and methods were among the issues discussed. This provided very useful contacts for IBO vis-à-vis European universities (IBO Annual Bulletin n11 Nov 1975: 13).

In 1974 Peterson, former university staff, and Renaud, former teacher, now both education officials of IBO as director and deputy-director respectively attended the Eighteenth General Conference of UNESCO and sought to establish the IBO under UN control from 1977 for economic reasons. (Peterson 1972: 31).

At the second inter-governmental IB conference in London in February 1978, the Secretary of State for Education and Science (a non-education professional since it was a political appointment) spoke of the flexibility and choice provided by the IB and the need to rethink English “A” levels as a result. This was a politically powerful message in favour of the IB.

Examining Bodies

Contact with the French ministry of education had also provided direct links with those in the ministry responsible for the French baccalaureate examination. Where an education system was highly
centralised, as in France, the task of promulgating the IB to the various educational layers - universities, examining boards and schools - was much less onerous on the ISES and the IB Office. A major drawback would occur, however, if the central authority rejected the idea; in this case its educational constituents must comply. (The reverse is, of course, equally true). This could mean, for instance, that the French baccalaureate examining board would not permit the IB to be taught in French government schools and would not recognise the IB for university entrance in France, even where the IB had been obtained in a school in another country.

A decentralised system, while requiring much more effort and expense to contact all relevant authorities, is able to accommodate different responses at different levels. For example, an education ministry in one state in Germany or Australia might not accept the IB to be taught in government schools, yet the universities in the same state might readily agree to accept IB diploma-holders from other states or countries. The independent components of a decentralised system reduce the possibility of total rejection but create a more complex and expensive marketing exercise. In a highly centralised system, the relevant authority, once it agrees, will ensure compliance through its own communication networks. The French baccalaureate examining board was, then, very interested as the French education ministry had accepted the idea in principle.

Education in the USA, while highly decentralised in many respects, did (and still does) have one recognised authority for college and university entrance examinations: the College Entrance Examination Board (CEEB). When Dr Harlan Hanson (education official), director of the Advanced Placement Program of the CEEB, joined the ISES Council in January 1965 the support of this examination board followed. The CEEB did not, however, control the colleges and universities; it provided a service across the USA which was accepted by the tertiary institutions. The CEEB suggested to its constituency that the IB be accepted for advanced placement and the colleges and universities agreed.

The February 1967 Sèvres IB Conference was a landmark in bringing together four education officials representing examining boards from different countries.

For the first time in history the director of the College Entrance Examination Board, the director of the French baccalaureate, the director of the Oxford-Cambridge Examination Board and the director of the Swiss Federal Maturité sat down to discuss educational matters; whether (Leach 1969a: 70).

The examining boards reached agreements to support the IB: these actors recommended trial examinations and provided examiners to ensure that the IB fulfilled national requirements. They were
influenced by technical analysis of the program; they saw the potential to improve their own national systems by being involved in the pooling of ideas on an international scale.

Program Delivery

Actors concerned with program delivery fall into three main categories: teachers who deliver the program in schools, examiners (mostly university staff) who examine the subjects and IB Office personnel (education officials) who produce and disseminate rules and regulations, subject syllabi and teachers guides. These human and material resources are shown in Figure 9.1. Teachers were not paid by ISES, nor were the examiners during the first years of the trial examinations. The diagram refers to the delivery only; the creation of the IB program and the writing of syllabus documents was discussed in the design stage.

![IB Program Delivery Diagram]

Figure 9.1 Components of IB Program Delivery

The ISES itself provided the administrative infrastructure necessary for the delivery of the program. From its inception an examinations board existed. During the developmental years, 1963 to 1970, program design and teacher training were a simultaneous activity. As the subject committees gradually expanded their membership beyond teachers from the International School of Geneva and Atlantic College, a wide cross-section of teachers in a number of countries became familiar with
the rationale of the IB, the content of their subject, and possible methodological approaches in keeping with the spirit of the whole program.

The 1967 IB Conference at Sèvres served a design and marketing function but was also important for recruiting quality examiners and developing rules and regulations for the diploma and its examinations. Chief examiners for each subject were appointed; they were all people of standing with long experience of examining at this level in national systems. They were responsible for approving examination papers, ensuring uniformity in standards of marking and settling any disagreement between examiners (Mowat 1968: 283-284). In December 1967 the IBO Examinations Board was established under the chairmanship of Dr W Halls; the chief examiners comprising this board are listed in Appendix 11. For the 1968-1969 year the following changes were made:

Prof Boesch (geography)  University of Zurich
Madame Dreyfus (philosophy)  Inspectrice d'Académie, France
Prof Mautschka (music)  Frankfurt Hochschule für Musik
Monsieur Troger (plastic arts)  Professor at the Conservatoire de Paris


The quality of the examiners was always an important consideration; it gave the IB the credibility it needed in its early days.

It was reported in 1968 that those teaching the IB courses were regularly brought together to ensure a harmonisation of methodology and level. Chief examiners regularly visited participating schools to ensure effective program delivery (IBO Annual Bulletin n1 Nov 1968: 4).

Teachers around the globe were influenced principally by technical analysis of the program; it responded to the needs of the international student in academic and cultural terms. Ideological (working towards a peaceful world) and educational (access to universities) concerns also played their part. Examiners were much further removed from the students than the teachers, most of them being in universities. Their reasons for becoming involved were based on technical analysis of the program; they were impressed with the standard and scope of work required. At the same time, examiners were not immune to the ideological, educational and cultural advantages of an IB. Until 1971 examiners were largely unpaid and formed, together with the teachers, a considerable group of actors on whose goodwill the IBO depended.

The first General Guide to the IB was published in 1970 in English and French for participating schools. It contained information about
university acceptance, general regulations, the profile of the diploma, and syllabus guides for nineteen subjects. A second edition was printed in 1972 covering examination sessions until 1978 and other guides followed.

The IB Office personnel had gradually increased over the years. People such as Ruth Bonner and Gérard Renaud were idealists working for a better world; they saw how increased international mobility could create friendships and understanding across nations, yet students were having difficulties being accepted at universities when they did not have the qualifications of the country in which the university was situated. The educational need of an international pre-university diploma was the means to realising, at least in part, their ideological goal and at the same time providing students with a program not confined to any one particular culture. They attracted people of the same ilk such as Peterson who initially was interested in the wide choice offered by the proposed IB as against the restricted choice of "A" levels; that is, he found the technical aspect exciting. Nevertheless he too had an ideology concerning world peace; he had seen active service in the Second World War and had a vision which encompassed global citizenship (Renaud and Bonner interviews 1991).

Human and Material Resources

This section refers to personnel and material supplied by ISES (and later the IB Office) to ensure execution of the IB program. These are items for which funding was essential. An administrative structure was necessary to put the IB into operation. At first, all involved with the ISES were unpaid enthusiasts for international education, but it soon became evident that a more formal structure with full-time administrators and a secretariat was needed. Ruth Bonner became the first paid employee of ISES in 1965 as executive secretary (having been full-time secretary of the ISA in 1964 and a teacher at the International School of Geneva before that).

Alec Peterson

The next paid appointment was in 1966 when Alec Peterson (university staff), director of the Department of Educational Studies at Oxford, became part-time director of ISES and full-time director from January 1967. The involvement of Peterson and Oxford extended the international dimension of the project beyond the group of visionaries at the International School of Geneva and gave an aura of prestige to the IB idea. From the late 1950s, the International School of Geneva had been engaged in a project with Oxford Department of Education whereby selected teachers in training were sent to Geneva for a term of teaching practice in an international school (Cole-Baker correspondence 1989). Alec Peterson was director of the Oxford Department of...
Education where, in the early 1960s, the two main research interests were the structure of the sixth form curriculum and a comparative study of upper secondary curricula and examinations in conjunction with the Council of Europe by Dr W Halls (university staff), a member of Peterson's staff. Hence the teacher training and research projects brought both Peterson and Halls into contact with ISA and later ISES in the early 1960s. Peterson visited the International School of Geneva for the first time in 1964 to attend an ISES meeting. In connection with his research W Halls had already visited Geneva and had had contact with ISES prior to Peterson's involvement.

During World War Two, having entered the teaching profession in 1932, Peterson was Deputy-Director of Psychological Warfare for South-East Asia Command, serving on Lord Mountbatten's staff; from 1952-54 he was Director-General of Information Services during the Malaysian emergency. This military background was to provide him with contacts at the highest levels - contacts which greatly assisted the acceptance of the IB by ministries of education and governments. Lord Mountbatten (non-education professional) was very influential in this regard and would provide Peterson with a brusque naval introduction: "Want to know something about the IB? Here's Alec Peterson, one of my wartime spies - always recognise him by his scruffy beard" (Blackburn 1988). Mountbatten was, of course, a legend in his own time. "Lord Mountbatten came often to the British Embassy in Paris and met with three or four French government ministers to promote the IB" (Scherer interview 1992). "Mountbatten perceived the potential of the IB without having any idea of its structure. He liked travelling around the world calling on his many contacts to promote UWCs and the IB" (Sutcliffe interview 1992). For Leach he was an "extremely important man who spoke beautiful French" (Leach interview 1991). Mountbatten was propelled by his ideology; in February 1968 he agreed to become chairman of the UWC organisation "as his final contribution to the avoidance of World War Three" (Peterson 1987: 66).

Peterson was headmaster of government and independent schools in England, the last of which was Dover College before he took up his post at Oxford in September 1962. He was a staunch campaigner against what he regarded as the over-specialisation of British education at pre-university level. (This debate about "A" levels continues today). This explains his enthusiasm for the IB which provides a broader base for students. He was a recognised expert in comparative education and a leading pioneer in international education in Britain and beyond (Blackburn 1988). Through his military connections he visited Atlantic College at St Donat's (Wales) for the first time in 1961 where Rear-Admiral Desmond Hoare had been appointed founding headmaster; Blackburn was deputy-headmaster. During the summer of 1962 Peterson worked with Blackburn to provide a broad academic curriculum to the students who were to enter this first of the United
World Colleges in September of the same year (Peterson 1987: 9). Atlantic College became involved in IB syllabus construction with teachers from Geneva in 1963. This provided another conduit of information about the Geneva project which raised Peterson's interest.

He was a person of high leverage in educational and diplomatic circles. Said the proviseur of the Lycée of St Germain-en-Laye (Paris), the first French school to offer the IB, "He was a great man of vision who had worked with Mountbatten" (Scherer interview 1992). "A visionary with charisma. He had the necessary academic standing to make the IB credible. He was very competent and convincing in public" (Ritchie interview 1992). Sutcliffe, currently headmaster of the United World College of the Adriatic in Trieste and a teacher at Atlantic College (where he later was headmaster) when it opened in 1962, described Peterson as "rational, imaginative, with fantastic persistence. He was a good speaker and writer who made an enormous contribution. He wanted to broaden the ‘A’ levels through the IB" (Sutcliffe interview 1992). "Peterson had a great reputation. The Ford Foundation accepted him; he had the contacts and the academic standing" (Leach interview 1991). "He was admired by his students. He was concerned about the whole person. He was un sage" (Renaud interview 1991). "Peterson was very impressive. He had a major role in developing the philosophical underpinnings of the IB. He was an outstanding international education figure" (Gellar interview 1991). Hanson (interview 1992) describes Peterson as a "bright, caring, civilised" person who "disliked the ‘A’ levels and was educationally attracted to the IB." Gathier (interview 1992) said "Peterson was the backbone, the mental father of the IB. He was devoted and zealous - a continuing source of inspiration. He knew everybody and had good ideas and international contacts." Cass (interview 1992) said he had "incredible energy and enthusiasm, and was a phenomenal chairman." The IB project became firmly established when Peterson became part-time director of ISES in 1966.

Other administrators, educational professionals and secretarial assistants were gradually appointed as the ISES expanded into the IB Office in 1967.

Oxford Research Unit

During Peterson’s first visit to the International School of Geneva in November 1964 collaboration with the Oxford Department of Education was established. It became a research centre for the IB project, working together with the ISES (and later the IB Office) administration in Geneva (Peterson 1987: 22). Prior interest had already been expressed by W Halls who had attended the March 1964 Sèvres Conference of the European Teachers Association, French Section, representing the Oxford Department of Education. Oxford had been there because of their research into sixth form curriculum in Britain and a comparative study
of pre-university courses across Europe; the Institut Pédagogique de Sèvres was interested in a broader-than-European baccalaureate.

The Oxford Research Unit was established within the Department of Educational Studies at Oxford in 1967. Dr W Halls, who had been working on an Oxford/Council of Europe study of curricula and examinations, was appointed director and remained so until 1972. The unit had a house at Oxford at its disposal, rent free. It had completed the following work as at May 1971: statistical analysis of IB examination results, comparisons of IB results with national examinations (for students who sat both), follow-up of students at university, the development of interdisciplinary courses, and the establishment of trial taxonomies of objectives for history and biology (IBO Semi-Annual Bulletin no May 1971: 7).

The IB Research Unit at Oxford continued with a number of activities during the 1972-1973 school year. The annual statistical analysis of IB examination results included reports on the distribution of marks, mean scores, variance, and the correlation between written and oral examinations and school assessment. The follow-up study of IB diploma holders was being done by Mr Stephens, IBO Universities Liaison Officer, using three questionnaires. In the first the student provided information concerning his or her personal record - previous schools, languages spoken, future plans for education - and an opinion on the value of his or her IB studies. The second questionnaire was completed by the student’s IB school to provide information concerning the student’s general background and health, choice of IB subjects, attitude and intellectual standard. The third questionnaire was completed by the student at the end of the first year at university; it sought comments on progress and the advantages and disadvantages of the IB program as compared to the national programs of fellow students. A test of ethnocentricity was given to diploma candidates. Information on the creative, aesthetic and social activities of diploma candidates compared with those who had followed national programs was also pursued.

For 1972-1973 the Research Unit was reorganised under the direction of Dr Kevin Majoribanks replacing W Halls who had to devote time to the increasing amount of research in other fields. A steering committee was set up under the chairmanship of Alec Peterson. Other members of staff included Mr I. Stephens, universities liaison officer and Mrs A Hampton, curriculum development officer who worked in Geneva (IBO Annual Bulletin n° Nov 1973: 12-13). The Research Unit consisted of paid personnel who were almost all university academics.

Halls and Majoribanks were particularly interested through technical analysis of the IB program and its examinations. They were university researchers and were therefore academically attracted to the IB project.
Halls had already undertaken research for the Council of Europe on university entrance criteria across Europe; the IB project fitted very well with what he had been doing.

In July 1974 the Oxford Research Unit closed down although it was to have monitored the IB during the six year trial period from 1970 to 1975. Majoribanks left to take up the Chair of Education at Adelaide University, Australia (where he is currently vice-chancellor) and the responsibility for evaluating the final year of the project was transferred to Geneva (IBO Director-General's Annual Report 1973-1974).

By 1976 some decentralisation had occurred. IB North America was formed in 1976, there was a London office of IBO and the Oxford Research Unit. Regional offices gradually appeared in the years to come in South America, South East Asia and India for organising teacher seminars, for visits to schools by regional officers and to generally provide a closer contact with IBO in Geneva through local representatives. All materials such as examination papers, teachers guides and course statements were not, however, (and are still not) part of the decentralisation action; the exception is the distribution of examination papers (from masters provided) to the large number of North American schools by the IB North American Office (IBO Annual Bulletin n12 November 1976: 31).

Funding

Without financial assistance to pay salaries and travel, to set up an office and to supply materials the project would not have proceeded. The Twentieth Century Fund and the Ford Foundation gave the most support to the IB project. Other benevolent foundations gave assistance at a later stage. The Ford Foundation funding was the most substantial. UNESCO provided a number of small contracts to ISA, and later to the IB Office which related to program design and were discussed in Chapter 8. While individually small, these contracts amounted to a considerable sum over time.

There are two levels of actors here: those who belong to ISES or the IB Office and seek funding, and those who respond on behalf of funding organisations. The factors influencing ISES and IBO actors have been discussed. They were motivated by an ideological vision of world peace, by the need for mutual understanding of different cultures, by the problems of university access associated with international mobility (demographic factor) and by the educational desirability of offering a program with a truly international perspective, unconstrained by national imperatives. Comment will therefore focus on the responsive actors and the factors which influenced their behaviour or that of their organisation.
This section discusses attempts to have UNESCO give a long-term commitment of support, and to oversee and underwrite the whole IB operation.

In November 1974 Peterson and Renaud attended the 18th General Conference of UNESCO asking for the IB to come under UN control from 1977 (Peterson 1972: 31). Fourteen countries proposed that the Director-General UNESCO examine the possibility of contributing to the continuation of the IB Office and submit a proposal to the next (nineteenth) General Conference. The countries were Canada, Egypt, UK, Iran, Switzerland, Uruguay, Malta, Morocco, Mauritius, Mexico, Nigeria, Tanzania and Togo. The 70 delegations present accepted this with a unanimous vote. The actual resolution recognised the considerable progress in devising a common program and standards across nations at upper secondary level, and access to universities world-wide. The proposers hoped that this service to many nations could be reinforced under the international control of UNESCO.

This did not occur and a number of reasons have been suggested. For Leach, UNESCO's main work was to compare national education systems and to provide means of improving the education system in individual countries through the exchange of information and people. From its beginning in 1945 one of its principal projects had been to eradicate illiteracy. “Although an international organisation, UNESCO recognised education as a national prerogative” (Leach 1969a: 6). Peterson agrees with Leach and thought UNESCO rejected incorporating IBO into its structure

... possibly because there is no tradition within UNESCO of actually operating in the field of education as it does in the fields of science and culture, through independent organisations either existing or set up for the purpose. UNESCO seems always to have regarded education as a matter for the member states (Peterson 1972: 31).

At the second IB inter-governmental conference in London in 1978 the Secretary of State for Education and Science said that UNESCO did not have the resources to take on the IB project (Inter-governmental Conference Report 1978). At the third IB inter-governmental conference in 1981 in Brussels, Goormaghtigh said: “UNESCO, the only relevant inter-governmental organisation, decided the IB was better left to a separate foundation” (Inter-governmental Conference Report 1981, Annex III). UNESCO certainly had other priorities. Moreover the IB might not have developed as independently as it had if it had been controlled by UNESCO. Its political, ideological and cultural context prevented it from engaging in an international education venture when its main purpose was to assist national education in each country through exchanges of information and ideas. To have taken on the IB
would have been to deny, to some extent, the value of the national systems UNESCO set out to improve.

While UNESCO support was much appreciated, Cole-Baker, Goormaghtigh and Leach realised in the early 1960s that it was inadequate and too uncertain if the IB project was to develop. Funding on a much larger scale had to be sought. Approaches were made to various organisations including the Twentieth Century Fund and the Ford Foundation.

The Twentieth Century Fund

After the ISA General Assembly of 1962, that association submitted a research project to the Twentieth Century Fund. Finance was sought for the creation of a series of international examinations starting with contemporary history and assessing reactions in different parts of the world. The research would:

- assess actual conditions in international schools;
- evaluate work on standardised curricula;
- investigate the possibility of international syllabi; and
- assess reaction in various countries to an international examination and its acceptance for university entrance.

The project should lead to the publication of a book; hence a first-rate author should accompany the research team. A full-time secretariat and a team of teachers were needed. The team, with the author, would visit groups of countries to allow practical assessment of the need for such an international examination. The budget forecast was for US$ 75,000 (Research Project Submitted to the Twentieth Century Fund by ISA, 1962).

Leach made contact with Georges-Henri Martin (a Swiss national), member of the board of the International School of Geneva and editor of the Tribune de Genève newspaper (Leach correspondence 1991 and Cole-Baker correspondence 1992). Martin recalls receiving a visit from Leach to discuss a common history program for international schools and the preparation of the ISA funding proposal (written largely by Leach) to the Twentieth Century Fund (Minutes of the 23rd Meeting of the IB Council of Foundation 1990: 15). Martin, a former foreign correspondent in Washington for French and Swiss newspapers, had two boys at the International School of Geneva. He was very influential, with important links to the USA. (Before retirement he was president of the Academic Council of the University of Geneva). His enthusiasm secured the first major financial support for the IB project (Peterson 1972: preface). As a trustee of the Twentieth Century Fund, Martin arranged for August Heckscher, the director, to meet with a committee from the International School of Geneva to discuss the IB proposal in the autumn of 1964. Heckscher was President Kennedy's
adviser on the arts.

Heckscher, after visiting Geneva in September 1964 and speaking with Cole-Baker, Goormaghtigh and others, sent Martin Mayer to Geneva from the 26th to the 28th of November 1964. Mayer, an education official, had been a consultant to the American Council of Learned Societies and a member of the President's Panel on Educational Research. He had published three books on education and was research director for the Twentieth Century Fund (Twentieth Century Fund Annual Report 1965: 38).

Mayer reported that the IB proposal was fascinating but that the organisation was very weak and needed considerable financial support to strengthen it (Mayer 1968: 1). On the 8th of December 1964, ISES received a letter from Heckscher granting US$ 75 000 for the next three years - 1965 to 1968 - and commissioning Mayer to write a book on the project. The funding proposal as originally presented by the ISA was, then, accepted. The grant was for "administrative costs, travel, and conferences and workshops" (Twentieth Century Fund correspondence 1990). The Twentieth Century Fund responded because its representatives were influenced by actors of high leverage such as Georges-Henri Martin of the Tribune de Genève and they saw the educational potential which technical analysis of the program had thus far revealed.

In 1968 the Twentieth Century Fund gave a further grant of US$ 75 000 for three more years. "Although this did allow us to extend our curriculum studies and to employ some permanent staff, we still needed a much more substantial income to get the project off the ground" (Cole-Baker correspondence 1989). The Ford Foundation then proved to be a major benefactor.

The Ford Foundation

The reader will remember that the Ford Foundation had already demonstrated an interest in international education with its grant of US$ 85 000 to UNIS to develop international primary school curricula and to study the application in the USA of the UNIS experience in international education (ISA Fourth Assembly Minutes 1955). In August 1963 Knight (of the International School of Geneva) unsuccessfully visited the Ford Foundation in New York "on behalf of the embryonic ISES to promote the IB idea and seek funding" (Knight correspondence 1992).

In March and April 1964 an ISES mission went to the USA to introduce the IB. Foundation officials were interested. Leach and Slotis had sent letters to the Carnegie, Ford and Rockefeller foundations and followed this up with a visit from the 1st to the 15th of April 1964. The 9th and
10th of April they spent at the offices of the Ford Foundation. There was interest, and the Foundation said they would visit Geneva with a consultant. This foundation was investing several million US dollars in providing a new building for UNIS and thought that the new curriculum development emanating from Geneva would suit the school (Peterson 1987: 22).

During June and July of 1965, Cole-Baker persuaded the board of the International School of Geneva to send sixteen teachers to an education conference in Denver, Colorado. “Members went in pairs on different routes in Canada and the USA, some going a few weeks before the conference, others after the meeting (Cole-Baker 1990: 38). The visit had two objectives: to broaden the pedagogical and curriculum outlook of the teaching staff and to inform schools and universities of IB developments in Geneva.

The consultant did go to Geneva in June 1965 and spoke with Cole-Baker (who had not joined the sixteen staff in North America). Cole-Baker gave him details of the IB program.

(The consultant) considered the project worthy of consideration and advised me that the Ford Foundation would be meeting it in a few weeks to make grants for the coming year. ... My secretary and I worked virtually non-stop for three days to put together the facts and the future developments. I received a letter from the Ford Foundation asking me to attend a lunch in New York to put forward the case. A reception was also arranged for the evening in order that a number of interested people might question me on the project (Cole-Baker 1990: 38-39).

Cole-Baker went to New York and asked Nansi Poirel and Gérard Renaud (who were part of the Geneva staff visiting Canada and the USA) to join him at the evening reception and give their views.

Although interested, the Ford Foundation had some doubts about the capacity of the ISES and the teachers at the school in Geneva to be able to undertake such a huge project. Firm and credible leadership was needed. In a report to the Twentieth Century Fund, Mayer described some of the reasons which may have contributed to uneasiness by the Ford Foundation:

From mid-1965 to mid-1966, ISES staggered through a series of personal crises, questionable financial allocations and unsatisfactory panel meetings, while the Council resisted any expansion of the membership which would diminish the influence of Geneva (Mayer 1968: 225).

Leach reports that ISES was almost without funds at that time (Leach 1969a: 61). Peterson, of unquestionable educational stature and with diplomatic connections, agreed to become part-time (and later full-time) director of ISES. Together with Harlan Hanson they met for one hour with Shep Stone in the New York offices of the Ford Foundation
in late 1966. The preliminary overtures dating back to Knight in 1963 had ensured that the IB project was well known. Peterson and Hanson gave the reassurance that the Ford Foundation needed: a solid commitment by Oxford and the College Entrance Examination Board (Peterson 1987: 23).

They were successful, as the following extract from the “International Understanding” section of the Ford Foundation Annual Report 1966 shows.

One problem of international education is the wide difference in college entrance requirements in various countries, which often makes it difficult for a high-school graduate in one country to qualify for a university in another. For this reason, the Foundation made a grant of US$ 300 000 to the International Schools Examination Syndicate, in Geneva, for design of an international examination; a student who passed it would be entitled to enter most of the world’s colleges and universities. Funds will also be used to improve the examination through consultation with national experts, negotiate its acceptance, and establish standards for grading it (Ford Foundation Annual Report 1966: 34).

This quotation provides evidence of factors which influenced the Foundation to grant the money. Obviously its representatives were attracted to the idea of a project which would alleviate difficulties of access to universities, but they were also attracted by the educational potential of the IB program as a result of technical analysis. This is not to say that they were disinterested in the ideological and cultural aspects, but the pedagogical spin-off for national American schools loomed large in their decision to provide assistance. In addition Shep Stone was impressed by the high educational leverage of Peterson and Hanson who represented two of the most prestigious universities in the world – Oxford and Harvard (Hanson had a Harvard PhD and had lectured there) – and who held highly influential positions.

The grant was for three years and was made in October 1966. Cole-Baker saw the clinching of this grant as the turning point of the whole exercise. “With these funds we were able to enlarge the whole operation to cover the entire spectrum of subjects and employ a complete secretariat (Cole-baker correspondence 1992). Moreover, the awarding of the Ford Foundation grant meant that UNIS would be more involved in the IB project. Forward planning was now able to proceed.

The continuation of the Ford Foundation grant depended on raising other funds which the Foundation would match. During the 1967 and 1968 school year benefactors included the following:

- UK Department of Education and Science: £4 800 for 4 years
- Dulverton Trust: £12 000 for 6 years
- Calouste Gulbenkian Fund: $12 000 for 3 years
Wenner Gren Foundation $6 000 for 3 years
Twentieth Century Fund $25 000 for 3 years
UNESCO $2 000

To these should be added grants from the Netherlands Government, the Federal German Government, UNESCO and some contributions from banks and industrial corporations (Peterson 1972: 31). In 1969 Mountbatten secured an audience for Peterson with the Shah of Iran which resulted in a grant of US$100 000 to IBO. Blouke Carus, who soon became a Council member, negotiated US$20 000 from the Hegeler Institute in the USA in 1974-75 (Peterson 1987: 90) which helped the establishment of the IB North American office (IBNA). Shortly after, Hanson secured funding up to a total of US$330 000 from the Andrew W Mellon Foundation and Gil Nicol (executive director of IBNA) US$100 000 from the Exxon Education Foundation, all for IBNA.

The Ford Foundation gave a further $200 000 in 1968 up to July 1972. This, with other grants, ensured continuation of the project but with some limitations in proposed research. New fund-raising initiatives needed to be considered (ISA Report on the International Baccalaureate August 1968 to July 1969).

Funding by National Governments

In 1964 Russell Cook, ISA chairman, suggested stimulating national government support for international schools (Minutes of the ISA 13th General Assembly 1964: 10-11). This marks the first recorded initiative by ISA to seek national government sponsorship for international schools on the basis that the citizens of particular countries are living abroad and this is therefore a legitimate expense. Cook suggested that it would be necessary to ascertain the number of governments subsidising national schools abroad and to what extent such subsidies might conflict with those to be attributed to international schools. At the time the idea went no further but it was later revived by the IBO and, for some years, provided a substantial part of the funding for that organisation.

Piet Gathier, director-general of secondary education in the Netherlands, joined the IBO Council in 1974 at the invitation of Fernig of UNESCO. When it became increasingly unlikely that integration with UNESCO would take place, Goomaghtigh looked at alternative methods of securing inter-governmental support. Piet Gathier persuaded the Netherlands's minister of education to call the first Inter-governmental IB Conference in the Hague in February 1976. Nine countries pledged funding for the next two years: Belgium, Canada, Denmark, Italy, Morocco, Netherlands, Switzerland, UK, USA, Finland.
and Germany. This meant that a third of IBO’s budget was provided by a group of UNESCO member states; it marked the beginning of a period of government funding (IB Director-General’s Annual Report 1975-1976). An important political development had now occurred: IBO moved from being a totally independent foundation in Geneva to an organisation partly supported by UNESCO member states.

In February 1978 the second Inter-governmental IB Conference was held in London at the invitation of Shirley Williams, Secretary of State for Education and Science. Opened by HRH the Prince of Wales, this conference attracted twice the number of governments as in the Hague two years before. Delegations at ministerial or other high official level attended from: Australia, Belgium, Canada, Denmark, Finland, France, Federal Republic of Germany, Greece, Hong Kong, Hungary, Italy, Japan, Kenya, Malaysia, Mexico, Morocco, Netherlands, Nigeria, Norway, Poland, Portugal, Saudi Arabia, Senegal, Spain, Sri Lanka, Tanzania, Sweden, Switzerland, United Kingdom, USA, USSR and Venezuela - 32 countries in all.

At this meeting Goormaghtigh proposed the creation of a Standing Conference of Governments (SCG) whose members would each contribute a sum of US$15 000 per year to the IBO. This suggestion was adopted as a resolution. Eight of the members of the SCG would be nominated to the IBO Council of Foundation, thus forming a third of that body, the other two thirds being representatives of the Standing Conference of Heads of IB School (HSC) and the Executive Committee of the IBO. Delegates welcomed this resolution “as setting a new precedent for structuring international cooperation in education without creating a new network of legal obligations or a new bureaucracy” (Peterson 1978: 164). At the conference dinner speeches were made by Lord Donaldson, Minister for the Arts, by the Minister for Education of Senegal, by the Deputy Secretary-General of the Commonwealth and by Earl (as he then was) Mountbatten of Burma (Peterson 1978: 165). The creation of the Standing Conference of Governments had the blessing of some very influential people and there was now the promise of a much more stable financial base than that provided only by funding organisations. The influential factor in creating the Standing Conference of Governments was economic.

A significant number of governments saw the IB as an innovation of great service to both international schools and national schools by providing fresh ideas on curriculum development and examining which could prove to be important for national systems.

**School Contributions**

In June 1976 the financial situation of IBO was critical. Peterson appealed to IB schools to assist and held a meeting of heads of some IB
schools in his London office. He suggested schools contribute 3 000 Swiss francs per year but Gellar, head of the International School of Copenhagen, said that it should be 10 000 Swiss francs. This was accepted and school funding of the IBO began (Gellar interview 1991).

In March 1977 the Standing Conference of Heads of IB Schools was formed at the Palais des Nations at the initiative of Monsieur Lejeune, head of the International School of Geneva, following the 1976 London meeting with Peterson to discuss funding (Annual IB Bulletin n13 1977: 25). School heads came together to determine the mode of financial participation together with the government group which had met for the first time in 1976. Pedagogical and administrative exchanges were also facilitated.

During the 1978 London Inter-governmental Conference Peterson reported on progress during the last two years. Exam entries were at almost 2 400 per year and rising. Since 1970 almost 9 000 students of 108 nationalities had taken the IB examinations and approximately 6 000 students were following the IB curricula (Peterson 1978: 163). This increase in participating schools gave more financial stability to the IB Office.

Headmasters saw the educational potential of the IB in gaining university access and in offering an international program which they needed for the internationally mobile student body in their schools. They wanted the IB to continue and valued its service to such an extent that they were willing to pay for it (Gellar interview 1991).

**Synthesis**

**Events and Principal Actors**

Table 9.2 is a chronological summary of events and principal actors in the administration stage related to activities such as marketing, program delivery and funding. ISES operated from 1964 until August 1967 after which it became the IBO. The IB North American office (IBNA) commenced in 1976.

<table>
<thead>
<tr>
<th>Significant Events</th>
<th>Actors</th>
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<tbody>
<tr>
<td>1962</td>
<td></td>
</tr>
<tr>
<td>ISA submits proposal to 20th Century Fund</td>
<td>Leach teacher</td>
</tr>
<tr>
<td>1963</td>
<td></td>
</tr>
<tr>
<td>Influence for ISA proposal to 20th C Fund</td>
<td>Martin non-ed professional</td>
</tr>
<tr>
<td>April: approx US$2 000 grant to ISA for coordination of academic standards &amp; curricula</td>
<td>UNESCO</td>
</tr>
<tr>
<td>Year</td>
<td>Event</td>
</tr>
<tr>
<td>------</td>
<td>--------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1964</td>
<td>Jan: visit to int schls in Belgrade, Brussels, the Hague, Milan, Teheran, Vienna</td>
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<tr>
<td></td>
<td>March: IB presentation to European Tchs Assoc Conf, Fr Section, Sèvres</td>
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<tr>
<td></td>
<td>March/April: ISES mission to US univs &amp; schls</td>
</tr>
<tr>
<td></td>
<td>April: to Harvard &amp; U Thant's office</td>
</tr>
<tr>
<td></td>
<td>July: Int Conf of Public Instruction, Geneva</td>
</tr>
<tr>
<td></td>
<td>ISA visit to int schls in Africa</td>
</tr>
<tr>
<td></td>
<td>Nov: IB presentation to 13th General Session of UNESCO</td>
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<tr>
<td></td>
<td>Dec: US$75 000 to ISES</td>
</tr>
<tr>
<td></td>
<td>IB project promulgated world-wide</td>
</tr>
<tr>
<td></td>
<td>Approx US$2 000 grant to IAS/ISES re exchange of Eastern &amp; Western cultures</td>
</tr>
<tr>
<td>1965</td>
<td>Jan: French ed ministry, Paris</td>
</tr>
<tr>
<td></td>
<td>May: UN Sec-Gen visits Int Schl of Geneva</td>
</tr>
<tr>
<td></td>
<td>May/June: contact with European govs &amp; schls</td>
</tr>
<tr>
<td></td>
<td>June: ISES new Council members</td>
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<tr>
<td></td>
<td>Fr ministry of ed USA interests</td>
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<tr>
<td></td>
<td>June/July: visit to schls in US &amp; Canada</td>
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<tr>
<td></td>
<td>IBE conf, Geneva</td>
</tr>
<tr>
<td></td>
<td>July: presentation of IB to Ford Foundation in NY</td>
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<tr>
<td></td>
<td>Aug: meeting in USA with Sly of ISE</td>
</tr>
<tr>
<td></td>
<td>Sept: new proviseur of St Germain-en-Laye</td>
</tr>
<tr>
<td></td>
<td>Nov: German interests on ISES Council</td>
</tr>
<tr>
<td></td>
<td>Sept: further presentation to Ford Foundation in NY</td>
</tr>
</tbody>
</table>
Oct: US$300 000 to ISES

1967
Feb: IB Conf, Sèvres
syllabus & standards commission

exam procedures commission

CERN to validate IB
Directors of Exam Bd together for first time:
CEEB, Fr Baccaulação, Oxford-Cambridge,
Swiss Federal Maturité

Consultants to IB project from Ford Foundation

Dec: univ recognition of IB to date -
France
West Germany
15 univs in England
Aust, New Zealand, Switzerland (Zurich &
Geneva), Canada (McGill) & some US univs

Funding & Ford Foundation funding
org

Fischer, Wollpert (chair) headmaster,
Renaud (consultant) ed official
Blackburn (chair) headmaster, Halls
(consultant) univ staff
Hampton (dir) non-ed professional
Exam Board Directors ed officials

Bowles & Tyler ed officials

Ministry of ed official
Central univ authority univ staff
individual univ staff

representatives non-ed professionals of
UNESCO to link IBO with its projects

Hampton (dir CERN) non-ed professional

UNESCO

Ford Foundation funding org

1970-1975: Six Year Experiment including Int
Schl of Geneva, Copenhagen, Iranzamin
(Iran), UNIS, Atlantic Coll, Goethe
Gymnasium, Kennedy Schi (Berlin),
St Germain-en-Laye (Paris), Int College
(Beirut), Santiago College

1970
By 1970 IB taught exclusively in ...

First General Guide to IB pub in Eng & Fr

Int Ed Yr: IB information to all UN members

ISA Ann Conf at UN headquarters, NY-
Sec Gen UN gave the opening address

1922
Second Gen Guide to IB pub

Praise for IBO & recommendation to D-G
Switzerland, Cameroon, Chile

IBO commissioned to produce curriculum
model for an int schl

Approx US$2 000 to ISA/IBO to study comparability of univ-entrance exams

US$75 000 to IBO (2nd grant)

US$200 000 to IBO (2nd grant)

20th C Fund funding org

Ford Foundation funding org

headmasters, teachers & students in the schl

Int Schl of Geneva, Atlantic Coll

IBO staff ed officials

IBO staff ed officials

U Thant non-ed professional

IBO staff ed officials
<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
<th>Actor</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>1974</td>
<td>April: US$10,000 to IBO</td>
<td>UNESCO</td>
<td>Goormaghtigh (pres IBO) non-ed prof</td>
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<tr>
<td></td>
<td>May: participation at Meeting of Ministries of Ed in Europe, Bucharest</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Oct: asked 18th Gen Conf UNESCO to take IBO under UNESCO control</td>
<td>Peterson (IBO dir), Renaud (IBO dep-dir) ed officials</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dec: Meeting of Experts on higher ed, Beirut</td>
<td>Renaud (dep-dir) ed official</td>
<td></td>
</tr>
<tr>
<td>1975</td>
<td>May: US$10,000 to IBO</td>
<td>UNESCO</td>
<td></td>
</tr>
<tr>
<td>1976</td>
<td>Feb: 1st IB Inter-gov Conf, the Hague: 9 countries pledge funding for IBO</td>
<td>Gathier ed official, Netherlands Mins of Ed non-ed professional</td>
<td></td>
</tr>
<tr>
<td></td>
<td>June: meeting of heads of IB schls, London - each IB schl to give 10,000Swiss frs per annum</td>
<td>Peterson (dir IBO) ed official, Gellar headmaster</td>
<td></td>
</tr>
<tr>
<td></td>
<td>May: US$2,000 to IBO</td>
<td>UNESCO</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Oct: US$2,000 + US$1,500 to IBO</td>
<td>UNESCO</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Nov: US$4,000 to IBO</td>
<td>UNESCO</td>
<td></td>
</tr>
<tr>
<td>1978</td>
<td>Feb: 2nd IB Inter-gov Conf, London</td>
<td>HRH Prince of Wales, Sec of State for Ed &amp; Sc (England), Mountbatten, other dignitaries non-ed professionals, IBO staff ed officials</td>
<td>Goormaghtigh (pres IBO) non-ed professional</td>
</tr>
<tr>
<td></td>
<td>Standing Conf of Govs formed - US$15,000 per annum to IBO from each member</td>
<td></td>
<td>Sec of State for Ed &amp; Sc non-ed prof</td>
</tr>
<tr>
<td></td>
<td>IB offers breadth &amp; flexibility</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Aug: US$4,000 to IBO</td>
<td>UNESCO</td>
<td></td>
</tr>
<tr>
<td>1979</td>
<td>Feb: US$2,500 to IBO</td>
<td>UNESCO</td>
<td></td>
</tr>
</tbody>
</table>

*Table 9.2 Chronological Summary of Major Events and Actors Related to the Administration Stage*

Not every single event is recorded, but those that are considered most significant according to their frequency of occurrence in the literature and in interviews with actors. Numerous informal networks of acquaintances operated to market the IB and to ensure delivery of the
program. Many of these remain unknown but cumulatively they supported and enhanced the more official missions and other formal action.

*Organisation of the IB Office*

The structure of IBO changed with the creation of the Standing Conference of Heads of IB Schools (HSC) in 1977 and the Standing Conference of Governments (SCG) in 1978, both established initially for the economic survival of the organisation. Figure 9.2 shows the structure from 1978 to the present. The Council of Foundation became a larger policy making body comprising three parts: eight representatives of each of the SCG, HSC and Ad Personam members. The director-general of IBO and the chairman and vice-chairman of the Examining Board are ex-officio members making a total of twenty-seven. Non-voting observers from the SCG, HSC, the IBO Office and invited guests attend each annual meeting. The Council is guided by an Executive Committee comprising two representatives from each of the SCG, HSC and Ad Personam Council members, and two ex-officio members - the director-general and the chairman of the Examining Board.

The director-general is responsible for the administration of the IB Organisation (as it is now called) with its headquarters in Geneva and its Examinations Office in the UK (in Cardiff since 1990). The latter, the Examining Board, the Curriculum Board and the directors of the five regional offices report to the director-general. The five regional representatives are responsible to the directors of each of the regional offices. The growth of the administrative offices is shown in Table 9.3 while that of the regional offices is in Table 13.1 (Chapter 13) in connection with the geographical context.

The lines with arrowheads in Table 9.3 indicate the years during which each administrative office operates. Slashes after arrowheads indicate a new time segment until the end of the next arrowhead along the same line. These segments correspond in order to the textual information on the left which is separated by slashes. The Language Centre at the University of Southampton existed from 1973 to 1980; from 1980 to 1983 this became the Language Section of the IB Examinations Office at the same address. After 1983 this office no longer existed. The London Office began in 1976, changed address from 1985 and was closed down in 1990. The Examinations Office was at the London Institute of Education from 1980 to 1983, then at the University of Bath until 1990, and finally in Cardiff. The Language Section at the University of Southampton and the London Office were subsumed by a gradually expanding Examinations Office.
Figure 9.2 Organisation of the IBO after 1978
Table 9.3 Growth of IB Administration Offices to 1992
Actors and their Roles

There was no parental or student involvement in the administration stage; most of the action was left up to the ISES and IBO staff with assistance from other actors.

For the first time some actors change roles; the category of actor reflects the major position the incumbent held at the time the action took place. For example, Renaud was a teacher at the International School of Geneva when he presented the IB to the French Section of the European Teachers Association Conference in March 1964 at Sèvres whereas from 1967 Renaud acted in his capacity as deputy-director of IBO and is therefore classed as an education official. Similarly Peterson was originally a headmaster, then university staff when he first visited Geneva in 1964; in 1967 he was full-time director of ISES, then IBO, and hence an education official. Bonner also was a teacher at the International School of Geneva but became an education official with ISES in 1964 as executive secretary.

It is interesting to note that these actors changed into roles in the organisational structures that they themselves had a hand in creating or caused to be created to implement their vision. This also indicates the shift from a group of teacher idealists working informally at the International School of Geneva to a structure of formal education officials who administered the program. Although teachers continued to play a major role in designing the IB courses after 1965, they ceased to have any significant formal role in the administration stage - those who did continue to be involved (like Renaud and Bonner) relinquished teaching and took up new administrative positions in ISES and IBO. Leach very actively marketed the IB (as well as being a major contributor to the design of the contemporary history syllabus) from its very dawning in 1962 until about 1965 on behalf of ISES. He is a notable example of a teacher who wished to remain in the classroom and did not become involved in administration with IBO at all.

I was a teacher who had the vocation to continue to teach. I knew Russell Cook, head of ISA, was amazed that after a year’s consultancy (1961-1962) I went back to teaching. I enjoyed too much what one of my students said at the final graduation in 1981 when I retired, ‘the Bob Leach Show’ in class (Leach correspondence 1991).

Cole-Baker was active in ISES and IBO until 1968 when he resigned from his position at the International School of Geneva. He did not seek to become a permanent education official in ISES or IBO because he was interested in international education as a whole from primary to the end of secondary and not in any particular part of it. He felt disillusioned that ISA could not become an independent international education authority which would have included the IB without the necessity for a separate body and he had had internal financially-related
problems at the school (Cole-Baker correspondence 1989).

**Actors and Reactors**

In the administration stage there are initially two types of actors: those who act for the providing organisation, ISES or IBO, and those who react as clients - people in universities, schools, governments, examining bodies and funding organisations. Some actors are originally clients and then become active proponents of the IB such as Capelle, Hanson and May-r. Eventually the satisfied clients become informal actors (or formal actors if they join the Council of Foundation or an IBO committee) on behalf of the IBO.

The following actors represent ISES/IBO interests:

**teachers:** Leach, Wallach; Renaud, Poirel, and others from the International School of Geneva and Atlantic College (for example, Carter)

**university staff:** Siotis, Halls, Peterson

**non-educational professionals:** Martin, Goormaghtigh, Netherlands Minister of Education, HRH the Prince of Wales, Secretary of State for Education and Science (England), Mountbatten, Hankey, and others

**headmasters:** Cole-Baker, Cole, Scherer, Fischer-Wollpert, Blackburn, Cellar, Lejeune

**education officials:** Bonner, Mayer, Hanson, Capelle, Hatinguais, Peterson (when director ISES/IBO), Gathier, Renaud (when deputy director IBO), other IBO staff

Goormaghtigh and teachers such as Renaud, Leach, Wallach, Poirel and Bonner along with headmasters Cole-Baker and to a lesser extent Cole and Blackburn, had been involved in a number of other policy process stages. Their motives for acting as they did had not changed: they were urged on by ideological, cultural and educational factors. Economic necessity also influenced Goormaghtigh and Cole-Baker.

Newcomers were Carter, the teacher from Atlantic College, Siotis, the Greek Professor at the University of Geneva (who had addressed teachers at the International School of Geneva on curriculum development during the “ISES Day” in May 1964), Halls from Oxford and four headmasters - Scherer, Fischer-Wollpert, Cellar and Lejeune. New non-education professionals were the Netherlands Minister for Education who responded to Gathier’s influence and the British Secretary of State for Education and Science who was approached by Peterson and Mountbatten; they both had the status to convene inter-governmental meetings on behalf of IBO. Most importantly, HRH the Prince of Wales (non-education professional) addressed the Second Inter-governmental Conference in London in 1978 at which the Standing Conference of Governments (SCG) was formed and ongoing
financial support was pledged. The Prince of Wales had taken over the chairmanship of the UWC International Council from Lord Mountbatten as from the beginning of 1978 and so had a good appreciation of the IB.

Amongst the education officials, Peterson (originally university staff) was new; he had not been involved in any previous stages but was to become a key figure. Mayer was there for an economic reason as consultant and writer of the Twentieth Century Fund book on the IB project. Hanson, Capelle, Hatinguais and Gathier were quickly converted to the cause and became members of the IBO Council, acting efficiently and effectively on its behalf.

All of the reactors were new "clients" at this administration stage of the policy process and had not been involved in previous stages except UNESCO which continued to respond with contracts. Headmasters and teachers were attracted by technical analysis of the program; students were interested in access to universities (educational and demographic factors) - both groups responded when a number of schools took part in the six year experiment. Education officials included the four directors of examination bodies in the USA, England, France and Switzerland, and education ministry officials - technical analysis of the program was the important influential factor here. Mayer (Twentieth Century Fund), and Bowles and Tyler (Ford Foundation) acted for economic reasons: they were entrusted to see that the funding from the foundations they represented was being put to good use. As university researchers they had educational reasons such as a positive effect on national curriculum development and assessment techniques, but what brought them to the IB project was funding from their organisations. U Thant, UNESCO representatives of various countries and Hampton (director of CERN) were among the new non-education professionals to play a role. UN personnel shared the same ideological, cultural and political vision as the early proponents of the IB - hence their involvement. Hampton had a demographic reason. To attract the best researchers from the world market he needed to offer security of education and university access for the children of his employees; the IB responded to his organisation's needs (Renaud interview 1991). Finally a number of new university staff reacted by accepting students with the IB; the influential factors involved here have been previously discussed.

Figure 9.3 provides a conceptual framework synthesis of the administration stage. It incorporates both actors and reactors, and the influential factors impinging upon them.

The next chapter treats the execution stage of the policy process. It deals primarily with trial examinations from 1967 during the exploratory period and then the examinations of the experimental period, from 1970 to 1976.
AD1: influenced by technical analysis of the IB program
AC1: headmasters; AC2: teachers; AC3: university staff (IB examiners); AC6: 20th Century Fund, Ford Foundation & others
AD2: ideological concerns of world peace
AC7: Peterson, Renard, Bonsor - ed officials; AC8: UNESCO, AC9: Mountbatten, Gormaghfh - non-ed officials
AD3: setting for economic reasons
ACI: Leysne - founding of the HEC 1977; Geisser & other headmasters, contributing funds to IBO
AC5: funding organisations: 20th C Fund, Ford Foundation & others
AC7: Mayer (20th C Fund), Baines & Tyler (Ford Foundation) - education officials
G1: Geisser, ed officials, persuades Netherlands Minister of Ed to call the 1st international conference 1976
AC9: Gormaghfh, non-ed professional, cousin to G1 1976
AD5: acting to provide an international ed % improve national ed
AC1: headmasters; AC2: teachers; AC5: 20th C Fund, Ford Foundation & others; AC9: Gorman, Hagoort IBNA - non-ed officials
AD6: influence of the ed context of the European Baccalauréate
AC1: headmasters; AC7: ed officials in ministries
AD7: influenced by the demographic factor of univ success for internationally mobile students
AC1: headmasters; AC2: teachers; AC4: students; AC5: non-ed professionals; Hamilton (Director CERN) wishes to attract the best researchers by having the IB validated & offered to their children: Gorman & Hagoort IBNA
Influenced by AD7 cultural and AD8 political contexts
AC8: UNESCO, AC9: U Thant, UN representatives of countries
AD8: leverage - political factor
AC9: French Ed Ministry employees - influenced by Capelle & Hatinguais, AC8 UNESCO staff influenced by U Thant & Ferron (Assist Dir Gen); AC9 French Ministers & others influenced by Mountbatten
AD10: influenced by international market of the IB
AC1: headmasters; AC2: teachers; AC3: parents; AC4: students
AD4: AC5: top admissions offices acting out of self-interest to reduce difficulties of equating diplomas
AD9: AC1, BO staff (ed officials) able to maintain contact worldwide with the increasing efficiency of air transport and communications systems - technological advances

Figure 9.3 The Administration Stage of the Policy Process
Individuals within each of the categories of actors are then discussed: headmasters, teachers, parents, students, university staff, funding organisations, education officials, UNESCO, non-education professionals.

The analysis endeavours to identify the length of involvement of particular actors, the extent to which they provide continuity throughout the policy process, and the factors which influenced their participation. A number of funding organisations are discussed along with their individual rationale for granting financial assistance to the IBO. Some private benefactors are included. UNESCO’s funding and supportive role is treated in a separate section. The degree of leverage of individual actors is explored as appropriate, particularly in the section dealing with non-education professionals, and reputation, position and social participation are taken into account.

Conclusions from this discussion appear in Chapter 14.