# PRELIMINARY REPORT

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# PUBLIC UNIVERSITIES OF THE REPUBLIC OF VIETNAM

Higher Education Survey Team

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# INTRODUCTION: The Task of the Survey Team

2 The United States of America, at the request of the Republic of Vietnam, agreed to sponsor a study of the public universities in 3 4 Vietnam and to include in its study a survey of the present status of higher education, a determination of the needs to be met through 5 the program of higher education, a definition of a development 6 program to meet those needs, a definition of an organizational structure, 7 suggestions for financing the programs recommended, identification of 8 steps to be taken, and a projection for a periodic review of progress. 9 Wisconsin State University-Stevens Point accepted the invitation 10 11 to make the study on behalf of the United States government, members of the survey team were selected and briefed, and the team spent 12 13 approximately three months in Vietnam from January to April, 1967. 14 Methods of study employed by the team included a review of the 15 literature on higher education in Vietnam and South East Asia; tours 16 of the physical facilities of the several universities; analysis of available demographic data; extended dialogue with Vietnamese col-17 18 leagues, officials and students; interviews and consultation with 19 American and other foreign officials and advisors; analysis of 20 responses to statistical and data forms completed by Vietnamese colleagues; study of Vietnamese responses to a series of questions 21 22 dealing with substantive issues; drafting a preliminary report which was distributed to and discussed with Vietnamese colleagues; 23 24 and writing of the final report.

Members of the team also visited facilities and talked with
 personnel at the private universities and the non-university post
 secondary school institutions.

The success of public higher education anywhere in the world 4 depends on the ability of institutions to serve the needs of the 5 6 nation and, at the same time, to meet the needs of individual citizens. In functional terms, the university needs to transmit usable 7 knowledge to its citizens as it provides continuing critique of the 8 society and its standards. Where transmission is emphasized at the 9 expense of critique, the quest for new knowledge is limited; if 10 critique is overemphasized, the university becomes irrelevant to 11 the needs of society it purports to serve. 12

A perfect balance of these two concerns probably eludes nations h and institutions, but structures can be devised to prevent overwhelming domination of one by the other.

At the policy-making level of national government, intelligent and representative citizen participation can be included to insure that the goals of the nation are reflected in programs of the university. To serve this purpose, a later section of this report will recommend the establishment of a governing board, as well as other structures, to shape the basic policies of the public universities of Vietnam.

23 Vietnam is a developing country in one of the important under-24 developed areas of the world, Southeast Asia. The people of Vietnam 25 must be served by programs that free them from disease, ignorance,

archaicism, anarchy and tyranny. Education and training programs 1 are the major means of developing the human resources, the leader-2 ship, and the expertise needed to overcome such problems. Education 3 is the highest priority in the building of a healthy national economy. 4 Thus the training programs of higher educational institutions must 5 be related directly to the economic development of the country. With 6 severely limited trained manpower and unlimited needs in such fields 7 8 as health, agriculture and engineering, Vietnam cannot afford surpluses in other and less crucial training areas. 9

10 The problems defined and the solutions offered in the remaining 11 sections of this report are based on this perspective of the study 12 team, that a national university exists by enhancing the freedom 13 and well-being of its faculty and students and of the nation as 14 well.

#### PROBLEMS AND RECOMMENDATIONS

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2 A. The Relations of Higher Education and Government.

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The problems of Vietnamese higher education demonstrate the need for definitions of the relationships of government and the various institutions in the system and of the roles of officials who serve at all levels. Such definition should have constitutional and other legal status in order to assure permanence and stability in the exercise of governing powers.

Problems. The growth of the system in an age of turmoil and in 9 response to immediate needs and demands has resulted in an ambiguous 10 11 status for higher education in Vietnam. No unit of the national government has the responsibility for continually setting goals for 12 higher education and no way exists for readily translating the 13 people's needs into higher education programs. Decisions affecting 14 15 programs, organization and funding are made on the basis of shortterm problems rather than on careful definitions of the long-term 16 national interest. A lack of clarity in the purposes of the various 17 18 institutions deprives the country of the high regard that a people should have for the education and training of their leaders and 19 20 experts.

21 The absence of a clear system of governance tends to discourage 22 strong leadership and to make effective coordination of the work of 23 various institutions a difficult task. Unpacked crates of equipment,

unused buildings, and unfilled faculty positions are testimony to 1 the absence of well-defined and effective coordination at the govern-2 ment level. Other unused and misapplied resources testify to the ab-3 sence of well-defined coordination and administrative leadership in 4 5 the institutions. One example is the duplication of effort in offering the same courses separately to students of different Faculties. 6 Another is the less-than-optimal use of many foreign professors who 7 receive only minor teaching assignments in a country that gravely 8 needs their services. 9

10 Styles and systems of administration and control vary from person to person and from institution to institution. The ambiguity 11 of the situation creates anxiety on the part of students and teachers. 12 13 The knowledge that arbitrary decisions can be imposed in given sit-14 uations stifles the initiative of people who know they have no re-15 course to legal definitions of authority. For some faculty members 16 and students rigidity and caution are refuges; for others demonstra-17 tion and defiance are used as outlets.

Against great difficulties, universities and some university programs do move forward. The heroic efforts of a number of Vietanamese officials who have taken initiative and who have stood fast in adversity encourage the sruvey team to believe that careful definitions of the authority and responsibility of boards, rectors, deans and other officials, accompanied by a stabilizing of their roles will enhance the possibilities of their leadership.

Recommendations. A charter for Vietnamese higher education should embrace and govern all publicly-owned and publicly-financed institutions having programs of higher education. The governing system defined in the charter should include the present universities at Cantho, Hue, and Saigon and all publicly-owned institutions outside the universities, including the National Institute for Administration, the Agricultural College, the School of Fine Arts, and the National Oceanographic Institute.

9 None of the recommendations in this document are to be inter-10 preted as calling for the end of cooperation between the government 11 and private institutions of higher education such as the Universities 12 of Dalat and Van Hanh. On the contrary, the survey team believes it 13 can be in the interest of nation and the regions and the publics of 14 these institutions to provide them support and cooperation in their 15 quests for status and stability.

16 Relationships between levels of government and institutions should be included in the educational section of the Constitution 17 for Vietnam now in preparation; other relationships including the 18 roles of officials in various institutions should be defined and 19 passed as statutes by the national legislature when it is created. 20 In the interim, all of the provisions recommended in this section 21 22 of the report can be promulgated into law by the Council for 23 National Defense.

24 The legislature of the country should have the ultimate author-25 ity for public higher education, exercising its power through its

1 approval of the planned financing of higher education as part of 2 the budget for all of the nation's public education. The legisla-3 ture should further exercise its ultimate responsibility for higher 4 education through its authority to approve the appointments of 5 members of the Governing Board of the University of Vietnam, after 6 nomination by the Chief of State. The Governing Board, in turn, should have the authority to direct all public higher education in 7 the country. The term University of Vietnam would be used, there-8 9 fore, to describe the whole of public higher education in Vietnam which is the purview of the Governing Board. The legislature should 10 11 also have the rights and prerogatives of making periodic reviews of higher education in the country, including its programs, with a 12 13 view to determining whether or not it is meeting the needs of the 14 country.

15 Primarily the task of the Governing Board of the University of 16 Vietnam should be one of setting the goals of higher education for the country, reinforced by the power to recommend new institutions 17 18 and programs and to appoint officials for the implementation of 19 goals. The Governing Board should have the responsibility periodi-20 cally to review present programs and propose new ones, to appoint 21 rectors and other administrative heads of university and independent 22 units in the system, and to approve the appointment of all life 23 members of the teaching and administrative staffs of the various 24 institutions. The Board should also review and approve the annual 25 budget requests of each institution before the submission of an over-26 all budget for higher education to the legislative and executive 27. authorities of the national government.

The Covernming Board of the University of Vietnam should include 1 2 nine members to be appointed by the legislature for terms of six years each. To provide a full board forthwith, the first board 3 should consist of three members with terms of two years, three mem-4 bers with terms of four years and three members with terms of six 5 years. Thereafter, all appointments should be for six years. No 6 7 more than three members should be residents of the city of Saigon and a minimum of two members should represent each of the present 8 Corps Areas of Vietnam or regions coterminous with the present under 9 any district changes to be made by the government hereafter. Members 10 should represent a number of social, economic and political strata, 11 as well as the regions of the country. No members should be eligible 12 to serve more than two consecutive terms. 13

The Governing Board should have the services of a secretary-14 15 general and staff, as well as the right to include in its annual budget for higher education funds for consultation and special research projects. 16 The cabinet officer with the responsibility for education 17 should be viewed as the advocate of higher education policy in the 18 executive branch of the central government. He should make recom-19 mendations to the legislature on the annual budget of the Governing 20 21 Board of the University of Vietnam. The appropriate cabinet officer should expect to consult regularly with the Governing Board and to 22 recommend policies and programs for the Board's consideration. He 23 24 should have the power and budget resources to conduct research, make studies, carry on experiments in higher education, and to de-25 velop positions on the higher education needs of the country. The 26

cabinet officer for education should be, <u>ex-officio</u>, a tenth member
 of the Governing Board of the University of Vietnam.

3 Rectors of the University's units of Saigon, Hue and Cantho and the officials of other public higher education units in Vietnam 4 should be viewed as the chief and full time administrative officers 5 of their institutions. The chief administrative officer should 6 have the responsibility for informing the Governing Board of the 7 University of Vietnam on the status of his institution and to submit 8 plans for its development. The Rector or chief administrative offi-9 cer should approve all full-time appointments to the Faculties and 10 administrative positions in his institution. He should recommend 11 12 all life appointments to the Governing Board and should appoint all academic deans with the advice and consent of the relevant Faculty. 13 14 The Rector should work with the continuing cooperation, advice and counsel of the University Council. He should discuss 15 and develop with the University Council the annual budget of the 16 17 institution, and the Rector should approve the budget prior to submitting it to the Governing Board. 18

19 The Rector should be appointed by a simple majority of the Governing Board and continue in office at the discretion of the 20 21 Board. The Rector should be a citizen of Vietnam and might be appointed from among the faculty and administration of the institution 22 23 he is to lead or from among scholars and administrators in other in-24 stitutions or similar positions in Vietnam and other countries. 25 The University Council should have the responsibility of ad-26 vising and consulting with the Rector on matters of institutional

policy, including budget, long range planning, and faculty appointments. University Councils should include as members all deans and other heads of Faculties. Professors and administrators of various ranks might also be members with the assent of the Rector and the membership of the University Council. The Rector should be the permanent chairman of the University Council and he should have the authority to appoint a secretary-general and such other administrative assistants as he might require.

Advisory Committees for each of the institutions under the 9 Governing Board of the University of Vietnam should be established, 10 consisting of representatives of the public who live in the area 11 served by each of the university units and from responsible constit-12 uencies of each of the special institutions in the university system. 13 14 Each Advisory Committee should consist of seven members, selected for five-year terms. Members should be nominated by the Rector or 15 16 administrative head of each unit with the advice of the respective University Council and be approved by the Governing Board of the 17 18 University of Vietnam.

The duties of the Advisory Committees should be to advise the 19 rectors and university councils on the higher educational needs of 20 their regions and constituencies. Members of the Advisory Commit-21 22 tees should discuss the formulation of plans and budgets. Periodic meetings should be held each year by the Rectors and University 23 Councils of the various units with their Advisory Committees. Pro-24 25 vision should be made for the Advisory Committees to visit annually 26 and inspect their respective institutions and to make known their

findings and recommendations to the Rector and University Councils
 and to the Governing Board of the University of Vietnam.

Deans should be viewed as chief administrative officers of 3 particular Faculties, of special professional training units, and 4 5 of schools within the University of Vietnam. Deans, as previously indicated, should be appointed by their rectors with the advice and 6 consent of their Faculty Councils. Deans should serve at least 7 three years and should be eligible to succeed themselves. Deans 8 should have the assistance of secretarial and clerical staffs. With 9 the approval of the Rector, Deans might also appoint associate and 10 assistant deans. Deans should have the authority to nominate members 11 12 of their Faculties. Life members should be approved by the Rector and the Governing Board; other appointments should require the ap-13 14 proval of the Rector.

Deans should plan the future of their academic programs, including research and instruction. With the advice of the Faculty Councils, they should develop their budgets and take a leading part in the recruitment and training of new faculty. Annual reports on the status, needs and plans of their faculties should be made by each dean to the Rector.

Faculty Councils should serve their institutions and Deans as advisors on plans and budget matters. Each Faculty Council should include all life members of the teaching faculty. Each council should be representative of the total faculty.

Deans and Faculty Councils should meet periodically with representative members of their student bodies, elected by their peers,

1 to discuss student problems and needs and the long range needs of 2 the respective faculty. A record should be made of meetings with 3 students and transmitted with recommendations to the Rector and 4 University Council for their use in developing long-range plans for 5 the institution.

Conclusion. It should be evident that the foregoing recommendations 6 make use of the structural preferences that inhere in the present 7 system. What few structural changes are recommended are in the 8 9 establishment of a Governing Board and Advisory Committees. The strengthening of the roles of Rectors and deans has its basis in the 10 11 need for defining those people who are expected to be initiators of change and formulators of policy as well as implementors of their 12 faculties' ideas. Through the exercise of the authority of the 13 14 Governing Board, it is expected that the needs of the nation will 15 give impetus and focus to change.

16 The interests of higher education cannot be framed merely as 17 definitions of responsibilities of particular boards and officials. 18 In other sections of this report will be found recommendations which should be part of the constitution and statutes of Vietnam. For this 19 section, it is recommended that all matters pertaining to the powers, 20 methods of selection and composition of the Governing Board, Advisory 21 Committees and of the Rector be given permanent status in the Con-22 23 stitution, but that other definitions of roles be left to the pro-24 mulgation of statutes and university by-laws. This latter recommendation is made in the event that experience demonstrates the need 25

for changes in the responsibilities and obligations of Deans,
 Secretaries-General, University Councils, and Faculty Councils,
 which become too pressing to allow for change through the difficult
 process of constitutional amendment.

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#### 1 B. Programs in University Education

2 <u>Definition</u>. University programs must serve both the needs of nations 3 and of individuals. In Vietnam they can only do so by becoming im-4 mediately responsive to the country's problems.

It is hard to know and perhaps irrelevant to consider the 5 Problems. extend to which the wide gap between the economic needs of Vietnam 6 7 and its programs in the universities is due to the nation's pre-8 occupation with war, the shortage of resources, the relative newness 9 of its institutions, or to the academic customs that have been inherited by the country. Whatever its root causes, between 90 and 10 97% of the students who entered the country's universities in recent 11 12 years, according to available statistics, have failed to complete 13 their education within the prescribed period of time. The survey team interprets this as an indication of a waste of manpower, 14 15 traceable in part to present university policies and programs. 16 Rigid standards applied in the form of examinations have the 17 effect of controlling the numbers of students entering occupations 18 for which there is a surplus such as lawyers, pharmacists, and 19 architects. Custom also dictates a similar reduction in the number 20 of students in occupations badly needed by the country, for instance, 21 medicine and dentistry. Not only is the country deprived of the services of more leaders and experts under such a system, but the 22 23 catastrophy to individuals is immeasurable. The duplication of 24 some programs, such as law in two universities and planned in a

third, and the absence of other programs anywhere in the system
 means that Vietnamese universities have not undergone the reorienta tion to essential needs that the country requires.

The success of the faculties of pedagogy in graduating a large 4 5 proportion of students preparing for careers as secondary school 6 teachers is an encouraging sign. Since this represents a joint 7 effort between the government and the universities, it means that 8 such cooperation can help to reduce deficiencies of national need. Agriculture, the various fields of engineering education and business 9 10 and public administration need to be elevated to university status. 11 Morever, the universities need new programs and reorientation of 12 their methods of selecting students to avoid the waste of manpower 13 which occurs through duplication of effort and the lack of articu-14 lated purposes.

15 <u>Recommendations</u>. In order to meet needs for skills and specializa-16 tions, the University of Vietnam should incorporate programs of 17 agriculture, engineering and administration.

Agriculture, in normal times, is the basic economic occupation of a majority of the citizens of Vietnam and in the renewal of Vietnam's status as a food producer and exporter lies important potential for the nation's future. A fully recognized Faculty of Agriculture should be established at Cantho with programs of research, training and extension devoted to the development of the food producing economy of the nation, not merely of the western provinces or of the Cantho region. The goals of the new program

should, therefore, be national in scope and should also be
 aimed at the realization of the enormous potential of the Mekong
 Delta. The present School of Agriculture should be elevated to
 faculty status and moved as soon as the physical plant can be com pleted at Cantho.

6 Vietnam's long travail in war has deferred the development of the kind of leadership needed to create for its people the material 7 8 advantages of developed nations. Improvements in transport, the 9 creation and utilization of power resources, the development of an 10 industrial capacity and, the use of mechanical and electronic technology require the education of substantial numbers of applied 11 12 scientists. Engineering programs of faculty status should be established at the universities in Saigon and Hue. However the distri-13 bution is finally made, programs in mechanical, electrical, chemical, 14 15 industrial, and civil engineering should be allocated to either university campus. Present training functions in engineering in 16 17 the Higher School of Architecture at Saigon should be upgraded and 18 transferred to the new Faculty of Engineering.

Expert administration is a vital function in both the public and business sectors of a developing nation. The University of Vietnam should incorporate administrative training with full faculty status at Saigon by combining the present public administration functions of the National Institute for Administration with certain programs in business training. Programs of less-than-degree status may be required to meet the needs of the country.

1 As new programs are created, ways must be found to eliminate inefficiencies in the use of student and faculty resources within 2 the university structures. The centralization of all student reg-3 istration within each university and beginning the careers of all 4 students in a common academic program prior to their pursuit of 5 6 more specialized training are, in the view of the survey team, 7 necessary reforms in the ordering of existing and new programs. 8 All students should be admitted to a balanced program of studies, 9 including some electives, at the beginning of their university 10 careers. To accomplish this will require combining the present Faculties of Letters, Science and some of the functions of the 11 Faculty of Law into a common program combining humanities. social 12 13 sciences, foreign languages, mathematics, and natural sciences. Professional faculties should then establish criteria in terms of 14 15 numbers of years to be required as preparation for specific programs 16 to take place in their faculties. The individual programs of stu-17 dents in the preparatory years should be planned in view of their 18 ultimate career aspirations, in short, to make them eligible for 19 admission to the professional faculty of their choice.

Four year programs in the arts, sciences, social sciences, and humanities must still be a vital concern of the university. The tasks of the combined faculties to provide liberal arts education and to promote scholarship in its several fields must be reemphasized in order to avoid leaving the impression that this reorganization is primarily a way of preparing for professional studies.

The combination of letters, sciences, and some present functions
 of law is also intended to centralize scarce faculty and material re sources. Under this plan, it should be unnecessary to offer the
 same courses in different faculties; the combined faculty can thus
 be viewed as a teaching resource for the entire university.

6 In this scheme, the opportunities for the individual student 7 would be increased; he could prepare for admission to a professional 8 training program in the university; he could continue studies begun 9 in the common program toward degrees in letters, sciences or social 10 sciences; or he could delay a decision and continue a broad program 11 of studies toward the License until he is motivated for more speci-12 fic training.

13 The survey team believes that a core program in each university which offers a basic education to undergraduates can provide a more 14 15 efficient way of utilizing the human resources which it is the 16 university's responsibility to train and educate. From the students! 17 points-of-view it is a more orderly transition to higher education 18 that provides a necessary period of exploration of the career possibilities of university training. From the points-of-view of facul-19 20 ties, it provides an important basis on which to estimate the probabilities of the success of individual students in particular 21 22 programs such as law, medicine, architecture, dentistry, and pharmacy. 23

24 The professional schools of the university should be viewed25 as programs which admit students only on the basis of preestablished

criteria. Thus it will be necessary for each program to make esti mates of the need for its speciality in the national context, to
 estimate the capability of its own resources to meet these needs,
 to estimate the probable percentage of students who will not com plete their studies, and finally to admit that number of students
 who qualify and are fitted for the program.

7 The interdisciplinary nature of much of modern program plann-8 ing is at the basis of the belief that the social sciences, includ-9 ing political economy and economics, have a necessary place in the 10 arts and sciences programs of modern universities. In this connec-11 tion the survey team views programs in the Faculty of Law as opti-12 mized when the obligations of the Faculty are restricted to the 13 training of lawyers.

14 The present first year that is required for students admitted 15 to the Faculty of Pedagogy is to some extent a model for the plan 16 that should be broadened to include all faculties. The other professional faculties should be allowed to decide whether the pre-17 paratory period for admission to their faculties should be of one, 18 two or three years duration and to make known what course experiences 19 in the preparatory years will be required for admission to a parti-20 cular program. 21

22 To give adequate attention to the proper utilization of the 23 manpower requirements of university training, changes in the 24 teaching and learning process must be made in the universities. 25 The survey team's ideas on these points will be treated in a

later section of the report. For the present, it is necessary to 1 point out that a university program directed at the conservation 2 of human resources must explain its purposes and programs clearly 3 and give careful attention to the problems and needs of individual 4 students. Of higher priority should be a program of information 5 6 dissemination carefully planned and implemented under the Governing Board of the University of Vietnam to explain its programs and ad-7 8 mission requirements to the general public. All media -- newspapers, periodicals, radio and television -- should be used and a corps of 9 university staff and alumni and friends of the university should 10 be organized to visit and address students in all secondary schools 11 in the country on an annual basis. The Governing Board should also 12 organize public meetings for adults throughout the country during 13 the period in which changes are to be made in the university's pro-14 grams and policies. The remote areas of the country, which presently 15 send few students to the universities, should be special subjects 16 for a public information campaign in order to insure that the bene-17 fits of public higher education become available to the country as 18 19 a whole.

For the success of this program it is imperative that attention be given to the problems of individual students. In addition to general information, the university should include in its organization the personnel and the means needed to give information and provide guidance and counseling for all students. The programs and organizational changes which are intended to conserve manpower must

be supplemented by services that are very responsive to the personal
 requirements of students who can be lost in a process that orders
 people and programs solely in terms of numbers.

The creation of new programs in agriculture, engineer-4 Conclusions. 5 ing and administration and the reordering of present university programs are recommended as a means of closing the wide gap that 6 exists between the needs of Vietnam and the purposes manifested by 7 public higher education. The careful selection of students for 8 professional programs, the opportunity to select careers wisely, 9 10 and the adjusting of numbers of students to program needs in the 11 country are the outcomes expected of the centralization of undergraduate study. Combined with attention to individual problems, 12 13 the university should be these means reduce drastically the very 14 high percentage of students who do not now complete their higher 15 education.

#### 1 C. The Learning Process in Higher Education

2 <u>Definition</u>: University education depends not only on the transmission 3 of information but on a process that includes criticism, investigation, 4 and experimentation to elicit new ideas and increase the possibilities 5 of discovery. In Vietnam's higher education there is need to apply 6 the principle that learning takes place in a variety of ways. Viet-7 namese scholars and teachers need to expand the traditional concept 8 of teaching that dominates higher education.

Problem: The quest for knowledge in the higher education of Vietnam 9 is hampered by conditions that originate in war, underdevelopment and 10 11 custom. There are few resources for research or for teacher improvement and few exceptions to the dominant teaching method of lectures 12 which become student's notes and the subjects of annual examinations. 13 14 As a result there is little breadth to teaching styles and the process, to a great extent, has become predictable, uniform, and for 15 the student unexciting. Accomplishment, for the student, is almost 16 17 totally in terms of passing of examinations; there exist too few opportunities to analyze or compare ideas, to discover meaning for 18 oneself, or to create anew, all of which are requirements of maturing 19 20 scholarship.

21 Students' attitudes, as they have been gathered and analyzed by 22 the survey team, reflect not only the feeling of deprivation of ma-23 terial resources, but also discouragement at the formalism and lack 24 of practicality of many of their experiences. The learning process

for too many of these in too many courses consists only of regis tration, memorization of notes, and the taking of examinations.
 They do not know the excitement that can come from learning itself,
 its process and its quest as an end in itself.

5 The survey team talked to fine teachers who broaden their 6 students' opportunities to study and who challenge them to give 7 dimension to their work, but those who took such initiative were 8 often unsupported by administration and faculty. Moreover, such 9 teachers are in opposition to the expectations of students whose 10 ingrained motivation is to pass examinations and who have no other 11 models aticulated to them as alternatives.

12 The survey team is not sanguine that the teaching methods in 13 Vietnamese universities or the traditional pattern of student ex-14 periences can be changed easily or quickly. A beginning must be 15 made, however, so that students can come to regard higher education 16 as the vital, changing, engrossing, challenging experience it should be.

Recommendations: Academic freedom requires that individual faculty 17 18 members make the decision as to how their subjects should be presented and their courses taught. But institutions should assume 19 responsibility for encouraging innovation and self criticism in 20 teaching methods. Where it is most dynamic university life is 21 22 typified by such functions and the leadership of the process which rests in the faculty. Experimental programs relating to methods 23 24 of instruction should, therefore, be the responsibility of special 25 Curriculum Committees to be established in each university unit

and special institution in the University of Vietnam. It should
 be the primary duty of each committee to initiate and give support
 to improvement of teaching methods as well as in the content of
 courses. The committee should be representative of all faculties
 and programs in the university and of all instructors from the
 most senior to the most junior members.

7 Some of the techniques that should be tested as part of the 8 program to improve instruction are small classes in which student 9 participation in discussion is the dominant method, divisible 10 classes in which large groups separate into smaller ones periodical-11 ly to discuss lecture topics and themes, and the writing and pre-2 sentation of position papers by students on topics in courses.

The Curriculum Committee might also consider the use of the 13 practicum, a field experience in which students gain part of their 14 15 training in supervised experiences. While this technique is widely used in professional training, it is relatively new to undergraduate 16 17 experience in Western countries in courses such as sociology and 18 political science. A distinction should be made between the field trip and the field experience; the former is generally an observation 19 of short duration and is an authentic way of bringing reality to 20 learning. The field experience is much more in that it involves 21 the student in performing tasks related to his studies and learning 22 23 from them.

24 The committee should also explore the possibility of organizing 25 units of instruction smaller than those now planned, but which allow

students to take more of them, thus permitting greater latitude in
 student programs. In such experimentation, course-credit systems
 would undoubtedly be required in lieu of the present system of
 annual examinations as qualification for the License.

5 It should be recognized that a more flexible æademic program .6 including such innovations will require the attendance of students 7 in all university classes. The survey team recommends that minimum 8 standards for student attendance be made part of all university pro-9 grams as an early step in the implementation of changes recommended 10 in this survey.

It is important, whatever changes are planned and implemented, they be the subjects of continuing faculty discussions and critiques.
The Curriculum Committee should organize regular faculty seminars and periodically report progress to all faculty members in formal meetings and in printed reports.

16 Courses offered in any single unit of the university should be 17 transferable to other faculties and units of the system. Recent 18 analyses of professional training in the West show that, contrary 19 to requirements for narrowly specialized preparation for professions, 20 the most successful students in such fields as medicine and law were 21 those who had broad backgrounds of undergraduate studies.

A lamentable shortage exists in Vietnam of the basic tools that instructors and students needs as resources for study -- texts, libraries, laboratory equipment, teaching aids, periodicals. Being without such necessary equipment seems to have inculcated the habit on the part of students of expecting all relevant materials to be
 transmitted by way of lecture notes. Professors who have shown
 initiative in gathering and making materials available have expressed
 discouragement at the unwillingness of students to use them. The
 inculcation of a more braod-minded approach to study will require
 a concerted and explicit statement of this expectation on the part
 of the faculty and institutional administration. Where resources
 do exist, students should be expected and required to use them.

9 No far-reaching change in the learning process can be expected 10 without the enhancement and reinforcement of the role of the uni-11 versity teacher in Vietnam. Accomplishing this will require a de-12 liberate program of which economic security, freedom and opportuni-13 ties for self-improvement are important considerations.

Present differentials in salaries for French-trained and other senior professors should be discontinued without reducing the salaries of present faculty members who benefit from their status. Instead, senior professors from different backgrounds in training should have their salaries raised to the amounts now earned by their French-trained colleagues.

The relatively inflexible standards used in raising university teachers to senior professorial rank should be amended. The problems of Vietnam cannot wait for their solution until enough young scholars endure and survive the ordeals of junior rank under the present system. Three major ranks of university teachers should be adopted and salary schedules devised for them. University teachers and

administrators should be separated from the Civil Service and placed 1 under the Governing Board of the University of Vietnam. All full-2 time and life appointments can be upgraded using the highest salaries 3 now paid as the upper limit of the schedule. Permanent teaching 4 ranks can be considered roughly equal to the status of associate and 5 6 full professorships in American universities and colleges. Minimum salaries paid teachers of less than senior rank should be increased 7 by fifty percent in the immediate future. Salaries should be ad-8 justed annually on the basis of the inflationary spiral. 9

Means must be found to advance the careers of young scholars 10 in the university. The American Ph. D. or its equivalent, includ-11 ing specialized degrees, should qualify a person for promotion to 12 13 senior rank, all other possible qualifications being considered. In this same context, the American Master of Arts and Master of 14 Science degrees and their equivalents should be viewed as the same 15 as the French doctorate of the third cycle. The distinguished 16 thesis or dissertation, successful experience in comparable insti-17 18 tutions, capable performance in junior roles for limited times, and demonstrated leadership in a field of specialization (a great archi-19 tect or fine lawyer, for instance) must be used as criteria for 20 21 appointment and promotion in a university system that so badly needs to hold and make use of the contributions of its intellectuals. 22 23 Policies can be devised to assure and extend the freedom of 24 faculty members to determine how their courses should be taught. 25 The university system should be governed and its institutions

1 organized to protect this freedom and it can be optimized in a number of ways including opportunities for study abroad through 2 sabbaticals and exchange programs. Time and opportunity should be 3 allowed faculty to conduct and publish research in their fields. 4 5 In this connection, teaching schedules should make it possible for instructors of junior rank to carry on research. It should be 6 recognized, also, that schedules which reduce the teaching obli-7 gations of senior professors deprive students of the contributions 8 of the university's most experienced faculty members. 9

10 To make better use of faculty time, every effort should be 11 made to provide full schedules in particular institutions, rather 12 than requiring some to travel extensively in order to fill the 13 needs of several student groups. The university should also pro-14 mote the recruitment of new faculty members from among its most 15 able students.

16 Combined with better salaries, improved opportunities for promotion and leaves of absence, clarification of the draft status of 17 18 young faculty members is a necessity. The survey team believes that the military obligations of young Vietnamese faculty should 19 20 be minimized or deferred, especially in areas of greatest national need. For the many Vietnamese scholars abroad, deferrment of their 21 military service should be guaranteed for men past a given age on 22 condition that they accept positions as faculty members on the 23 24 staffs of the University of Vietnam.

Implementing these changes in the status and reward systems
 affecting younger faculty members should be attractions for the
 reservoir of manpower abroad that is presently of no use to the
 country.

5 Consideration of the attitudes and welfare of students is im-6 portant in the improvement of the learning process in higher education. Much remains to be done in providing the physical means 7 8 for improvement, including housing, libraries, and instructional materials. However, current practices should not be ignored; for 9 10 example, student health services need considerable improvement. 11 In each university unit, a full-time medical staff, consisting of a physician-in-charge, assistants, and nurses should be established. 12 13 At Hue and Saigon infirmary facilities might be organized in conjunction with the Medical Faculties' programs and facilities. 14 15 There should be more frequent reporting to students. At 16 present they have only the results of infrequent examinations by 17 which to measure their progress. The Curriculum Committee should 18 study ways of reporting which might include more frequent testing. faculty-student conferences, tutorials, and permanent advisors. 19 20 The present level of isolation and anxiety on the part of students might be significantly reduced by the faculties! acknowledgement 21 of a student's need to be able to determine his own status in terms 22 23 of the university's expectations.

Conclusions: To a major extent the problem of the relevance of 1 the university's programs can only be solved by its faculties. 2 3 Changes in organization can be made more easily than can those of style and process which are the products of experience and long 4 habit. The needs of the country require, however, that this task 5 be undertaken by the faculties of the University of Vietnam. In-6 stitutional and personal styles must change and greater use must 7 8 be made of a variety of teaching methods.

9 At the same time, the role of the university teacher must be 10 enhanced through improvements in rewards, promotions, opportunities 11 for further study, and greater security. Such changes should also 12 make it possible to attract more able people into the field.

13 The ways of obtaining money, facilities, and equipment needed 14 to improve conditions for students and faculty have still to be 15 developed in this report. Nothing can be gained by vastly increased 16 investment in materials unless their use is optimized by the pur-17 poses and practices of the people who will use them.

# D. The Scarcity of Material Resources for Higher Education in Vietnam

<u>Definition</u>. The process of higher education in Vietnam is impeded by limitations in material resources which have resulted in the disrepair and deterioration of buildings, terminated construction programs and insufficient supplies and equipment. No extensive reforms in higher education are possible without infusions of substantial new money utilized in major areas of need according to a carefully arranged system of priorities.

10 Problems. The annual cost of educating a Vietnamese student in the 11 present universities at Cantho. Hue and Saigon has been calculated at \$54 American dollars, a figure which is based on the number of 12 13 students registered and the annual expenditure of each institution. 14 The figure conveys less of the state of Vietnamese education to a 15 native of the country than it does to Americans who are accustomed 16 to spending between 20 and 30 times that amount in educating under-17 graduates of their own country. What it means in terms of the con-18 ditions of higher education has been alluded to in previous sections of this report; its implications for the funding of physical and 19 20 material resources are the subjects of the present section.

21 The root cause, of course, is the inability of the country to 22 support needed programs that arises from the underdeveloped nature 23 of the economy and the heavy burdens of war. The leaders of the 24 universities have had their plans curtailed and restricted by annual

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budget cuts which allow them the means for funding little more than
 salaries at minimum levels. For fiscal 1967, the University of
 Saigon requested 250 million plasters and received 168 million (about
 \$141,000 American dollars); the University of Cantho for the same
 year requested 474 million plasters and received less than 174
 million.

7 The effects of inflation have seriously impeded the development 8 of physical facilities for the nation's higher education. Sorely 9 needed student housing at Saigon and a wing of the medical faculty 10 at Hue have stood since 1964 and 1965 in half-finished condition, 11 at the point where money allocated for their construction ran out. 12 There are no ways to provide the means in Vietnam for rapid 13 and efficient access to printed materials in the national language. 14 Not only are university libraries small and texts scarce but book 15 collections that do exist require fluency in a foreign language on 16 the part of the user. The 20,000 volume central library at Hue, 17 assembled with great difficulty, is more than 50% in French, 18 Chinese and English. Moreover students without fluency in a 19 foreign language are restricted in their programs by the fact that several courses taught by foreign professors are given in the native 20 21 language of the instructor.

22 Money must be made available for a large number of program needs, 23 including construction and new equipment. But sources of funds are 24 too few and Vietnam's needs too great to permit a response to needs 25 at all levels at once. A master plan must be devised which includes

a system of priorities strategically planned and scheduled to have
 the greatest impact for improvement of higher education in the
 country.

4 Recommendations. The development of central campus facilities must be resumed at Saigon, continued at an accelerated pace at Cantho and 5 6 started at Hue. Centralization means, in effect, that each component of the university is readily accessible to all other parts. Campuses 7 8 can be conceived as occupying single sites as are planned for the University of Saigon campus at Thu Duc or as occupying several ad-9 10 jacent or nearby sites as will be necessary at Hue for some time 11 to come.

The Thu Duc campus will undoubtedly provide the means to uti-12 13 lize university resources -- people as well as facilities -- much more efficiently. Moreover, the acceleration of the completion of 14 15 the construction should facilitate needed organizational changes in 16 the university. Along with completion of the delayed equipping of 17 the new Pedagogy building, the government and the Governing Board 18 of the University of Vietnam should implement a ten-year plan for 19 campus development, the first step of which should be provision of space for the basic Arts and Sciences Faculty from a combination of 20 21 the present Faculties of Letters, Science and the social science 22 functions of the Faculty of Law. This core building or complex of buildings should also house the university's central library which 23 24 should have the capacity for ultimately circulating a quarter of a 25 million volumes.

Completion of this unit would make it possible to abandon, for 1 2 university purposes and sell the aforementioned faculties' inadequate buildings, none of which were designed for their present pur-3 poses. As rapidly as possible, professional faculties should then 4 be added to the Thu Duc campus until it is completed. Also essential 5 6 for inclusion on the Thu Duc site are substantial amounts of student 7 housing, which will be necessary in view of the remote location of Thu Duc from Saigon. Major repairs and up-graded maintenance should 8 9 be effected in the present male student quarters in Saigon. Much of this housing is presently unfit for habitation in terms of hygiene 10 11 and ammenities. Eventually it should be sold, but the survey team 12 feels it should be a high priority of the university to create 13 liveable quarters for students there now.

14 The commitment already made to dentistry and medicine, the need 15 for proximity of these faculties to clinical facilities and the 16 nature of their programs makes it sensible to view these faculties 17 as permanent occupants of their present sites.

At Cantho, necessary centralization can be thwarted by commitments to building programs on two widely separated sites. The university has acquired or hopes to acquire a third site of 80 hectares which is large enough to accommodate all of the facilities needed on this campus. The survey team believes that the laboratory facilities under construction next to the classroom building should be completed and used for its intended purposes. Faculty housing on the 20-hectare
1 site on the outskirts of Cantho should also be completed, thereby providing badly needed accommodations for faculty. The development 2 of the 80-hectare site should then be begun by constructing a centra-3 lized library and the space for the Basic Arts and Sciences Faculty 4 followed by the professional schools as at Saigon. The laboratory 5 6 and classroom buildings should then be transferred or sold for use as public secondary education facilities. As in the case of the 7 Saigon campus, it should be anticipated that the construction program 8 will take no more than 10 years. 9

At Hue the unfinished wing of the medical school should be completed. Next, the development of the university should begin on or near the present medical school site with construction of buildings for the basic Arts and Sciences Faculty (combined Faculties of Letters, Science, and part of Law). Careful attention should be given to the possibility of providing a limited number of hospital and clinical facilities for the medical school at this site.

The principles recommended here should be incorporated in a master plan for the development of campuses of the University of Vietnam. It is very important that the plan for physical facilities be under the supervision of an experienced campus developer. There are such experts in several countries, Great Britain, for instance, who have had considerable experience and outstanding success in campus development planning.

24 The enormous investment in buildings called for in this report 25 necessitates increases in the funding and status of maintenance

functions in the universities. In some places, but by no means all, 1 maintenance has been almost totally neglected with the resultant 2 3 accumulation of dirt, disrepair and deterioration, conditions detri; 4 mental to effective learning. It is interesting to note that only 5 two custodians have been hired to care for the new complex of 6 buildings for the Faculties of Medicine and Dentistry at Saigon. 7 Five times that number are needed to protect the investment of 8 money and the people's interest in this facility.

9 As necessary as is the building and stocking of libraries, 10 their use will be limited until more trained librarians are provided 11 for the institutions. This makes it imperative that male and female 12 college graduates be trained abroad as librarians or that accelerated 13 programs in library science be instituted in Vietnam at once under 14 the direction of the University of Vietnam.

15 Texts and books in the Vietnamese language will undoubtedly be 16 in short supply for a long time. Texts are being supplied for ele-17 mentary school children through close cooperation of the United 18 States Agency for International Development, the Vietnamese govern-19 ment and several countries of Southeast Asia. A separate, but non-20 competitive agency, should be established for the translation of 21 foreign works at the higher education level. The United States government should contract with publishers for rights to translate 22 into Vietnamese and republish in photo-offset from at least 25 basic 23 24 texts a year, most of which at the outset should be allocated to 25 reproducing works in the applied sciences.

The necessity for Vietnamese students to have fluency in either 1 2 French or English will continue for a long period of time. For a majority of students English appears to be the most useful reference 3 4 language tool at the present time and for the foreseeable future. It has the widest currency of second languages in the world and the 5 6 English texts available to Vietnam are likely to be increasing through American aid programs. The government should exert every 7 effort to emphasize studies in Vietnamese but, especially in tech-8 9 nical studies, encouragement should be given to students to study English as a reference language in preparation for careers in 10 11 higher education.

12 The inclusion of language laboratories in the university campuses 13 as part of a centralized language study and translation facility is 14 a necessity. As part of the combined faculty buildings centrally 15 located on the new campuses, a divisible auditorium with staff and 16 equipment for simultaneous translations of Vietnamese, English and French lectures and conferences should also be included. The ability 17 18 of foreign professors to communicate readily would be considerably 19 improved by the addition of this service, as should the use of these 20 important resource people to the university. It will also add 21 some flexibility to the programs of students who must study English 22 or French in order to study at all.

23 The survey team believes the centralized translation facility 24 to be a high priority of need whose inclusion early in the building

program will have considerable impact on the quality and breadth of
 the university program.

The question of where the money is to come from for all of the 3 4 recommended changes in this report is undoubtedly in the reader's 5 mind by this time. Wholesale changes of the kind recommended here 6 would at least double Vietnam's public higher education budget at 7 the outset. Unquestionably the fiscal outlay of the national govern-8 ment will have to be increased substantially, probably from potential 9 tax sources that are presently yielding no revenues. The United 10 States government will also have to make substantial outlays, 11 especially in capital funding, over the next several years. The 12 American government should also be prepared to enlist help from other governments. In addition, a campaign among American and other 13 14 foreign foundations should be inaugurated for aid in categories such as teaching salaries, publication and applied research and for the 15 16 establishment of particular programs such as engineering, agricul-17 ture and administration.

18 <u>Conclusion</u>. New money and new sources of it are vital needs in the 19 improvement of Vietnamese higher education. New construction pro-20 grams should be based on a concept of centralization which permits 21 and enhances the use of scarce personnel as well as materials. 22 Centralized systems of translation of lectures, new central libraries 23 and text book reproduction are high priority needs for universities. 24 New construction programs should facilitate needed changes in the

process of higher education as exemplified in the way that completion of the central facility for the combined Faculty of Arts and Sciences will make it possible for the university system to leap rather than crawl forward.

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## THE SCHEDULE AND ORGANIZATION FOR CHANGE

Important as money is to the recommendations in the preceding 1 section it is not necessary to the first steps that must be imple-2 mented in programming the changes to be made. No funding of parti-3 cular sections of the report should be made before a clear commitment 4 to a master plan. Money should be used strategically -- in ways that 5 make possible the achievement of the major goals of the program to 6 revise higher education in Vietnam. Thus, for example, some of the 7 most important uses of money in the master plan are for increases in 8 faculty salaries, strategic needs because they will open up recruit-9 ment possibilities; for the construction of buildings for the new 10 11 undergraduate Faculties of Arts and Sciences which will facilitate 12 reorganization; and for the centralized translation and library 13 services because they will expand considerably the learning resources 14 of students.

15 As prologue to the first steps of the master plan the Vietnamese 16 government should issue a policy statement supporting, modifying or 17 rejecting this report. The government's policy position should be made publicly and given the widest possible dissemination in the 18 19 country. The statement should include the main points of this report 20 or alternative solutions to the problems of higher education. Im-21 mediately after his articulation of a basic policy the Chief of 22 State, without waiting for the new constitution, should appoint the members of the Governing Board of the University of Vietnam with 23 24 the powers described in section I A of this report.

II

Following the statement by the government, the Governing Board
 should supervise rapid implementation of the report in the following
 sequence:

4 First, university rectors should appoint Advisory Committees
5 and reorganize University Councils.

Second, Curriculum Committees should be formed to develop specifications for the establishment of the new undergraduate faculty
organizations.

9 <u>Third</u>, an experienced campus planner should be selected to work
10 with Curriculum Committees in designing new facilities for each
11 campus.

12 Fourth, advisory staffs should be organized to program the 13 financing of new construction.

14 In reference to the fourth step of the sequence, the United States Agency for International Development in Vietnam should contract 15 16 with an independent group of higher education specialists for advisory 17 and liaison functions throughout the time scheduled for completion of the master plan. The advisory group should be composed of one member 18 19 of the Wisconsin Survey Team, an appointment whose purpose is to 20 give continuity to the higher education planning process; the secretary-general of the Governing Board of the University of Viet-21 22 nam; and an outstanding former Fulbright or visiting professor who has had recent experience in Vietnam. The advisory team should appoint 23 24 specialists to serve as liaison officers to the staffs of each uni-25 versity rector in Vietnam.

It should be the function of the independent higher education 1 2 advisory team to explain and interpret this survey and the resulting master plan to the Vietnamese and American governments. Moreover it 3 should be their function to negotiate modifications in the plan as 4 they seem required and annually to evaluate its progress and report 5 6 to the Vietnamese and United States governments. Based on progress demonstrated the team should have wide latitude to recommend financial 7 aid programs and should be allowed to develop proposals and programs 8 9 for funding from private, foundation and government sources.

10 The independent team ought to be viewed as the point of contact 11 between the University of Vietnam on the one hand and various agencies 12 of the United States, private foundations and foreign sources on the other. Members of the team ought to view it as their function to 13 14 advise, stimulate and support the progress of the growth of the University of Vietnam in all areas and to allocate non-Vietnamese 15 16 funding of projects on the basis of demonstrated commitments by the 17 government of Vietnam and its higher education agencies and officials. 18 The purposes of foreign and foundation aid should be to give im-19 petus to the development of the national public higher education program. As the master plan is effected, the Government of Vietnam 20 21 should assume an increasing share of its cost with the objective of financing all of it by the terminal point of the plan which, hope-22 23 fully, will be realized in a decade. In the meanwhile, the govern-24 ment's share of the funding should increase with the development of new revenue sources, including taxes. 25

The independent group of higher education specialists should be 1 2 funded and staffed to work closely with the secretary-general of the University of Vietnam in organizing all the resources of the university 3 in graduate programs in arts and sciences and in applied sciences. A 4 5 program for advanced study should be organized to make use of all faculty available in the country's masters' and doctoral programs. 6 7 The independent team should be able to hire consultants to inventory 8 existing resources in needed programs, to analyze needs and to attempt to solve logistical problems in bringing the services of such programs 9 to scholars in various parts of the country. A program should be 10 11 established, at least on an experimental level, to allow young university teachers to resume studies which have been terminated for 12 lack of resources in the country. It appears possible that valuable 13 14 contributions to graduate study resources can be gained from Fulbright professorships and other foreign exchange programs by establishing 15 16 tutorials and reading courses in connection with their specialities 17 for graduate students in Vietnam.

18 There is some need for immediate clarification of the roles and 19 purposes of the units of the University of Vietnam. For instance, 20 the survey team acknowledges the reasoning that led to the termination 21 of USAID supplies and services of personnel in the University of Hue 22 a year ago. The destruction of United States property and risks to 23 the lives of its citizens are properly the concern of the officials 24 who made and still enforce this decision. But the team believes

1 that continuing the withholding of United States aid and participation can only lead to further alienation of United States and Vietnamese 2 3 officials whose goals for the institution are synonomous. We do not 4 believe that the civilian sector, and especially those who are entrusted with the implementation of purposes articulated at Honolulu, 5 6 can be exempted from the normal hazards involved in creating a better 7 life in Vietnam. The resumption forthwith of normal relations with, and the immediate delivery of delayed supplies and personnel to the 8 University of Hue will do much to strengthen the position of the 9 10 current leadership of that institution which has striven valiantly 11 to keep its programs progressing under very difficult circumstances. 12 Due in great part to its location and in part to its older age. 13 the University of Saigon presently has more personnel resources and 14 better prospects for keeping them does either Cantho or Hue. Every 15 effort should be made to allocate senior faculty more equitably among 16 the various units. Hue and Cantho must be brought up to the level 17 of Saigon in terms of resources available to them, even as all three 18 receive more of all kinds of resources.

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From the beginning of the University of Cantho its leadership has been strong, articulate and innovative. All signs are that there was some genuine grass roots initiative taken in the creation of this new campus, an unusual, if not unique, occurrence in an underdeveloped country. The government will need to nurture this institution which, through its training functions, is the focus of the

aspirations of the people of the Mekong Delta. Strengthening the
 bonds between the university and its people should have the continu ing attention of all officials and boards of the University of
 Vietnam.

The members of the survey team have tried to hold before them-5 selves a vision of the unique needs of Vietnam as they formulated 6 7 these recommendations. It is difficult not to reach for corrective devices simply because they have worked in one's own experience. 8 The team has resorted to this only when in its judgement they applied 9 10 to Vietnamese situations. The team believes this report to be both pragmatic and eclectic, based on the pressing and primary needs of 11 12 the country and using what has worked in a number of relevant 13 settings. It makes use of American experience in emphasizing applied 14 sciences in new programs, but this is a direction already taken by 15 Vietnamese universities in their most recently created programs. If 16 the team seems to take issue with the style which is the heritage of the universities, it should be remembered that French universities 17 18 have themselves undergone reform and change in recent years.

More than any other single requirement, implementation of this report will require leadership of the university which will be able to convey to the public a clear statement of aims and purposes. Courage will be required, too, for implementation will necessitate a divorcement from self-interest and a countering of the claims of many groups whose theories of higher education do not include service

1 to the people and nation. The institution's leaders must be willing
2 to take the university into the future by leaps, to place it at the
3 forefront of Vietnam's progress toward full-stature among nations,
4 and to lead the country by the hand, which is the fundamental obli5 gation of a nation's intellectuals in the modern world.

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