

Queensland



**EDUCATION (OVERSEAS
STUDENTS) BILL 1996**

Queensland



**EDUCATION (OVERSEAS STUDENTS)
BILL 1996**

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1996

A BILL

FOR

An Act to provide for the registration of persons providing courses to overseas students and for registration of the courses, and for related purposes

The Parliament of Queensland enacts— 1

PART 1—PRELIMINARY 2

Short title 3

1. This Act may be cited as the *Education (Overseas Students) Act 1996*. 4

Commencement 5

2. This Act commences on a day to be fixed by proclamation. 6

Dictionary 7

3. The dictionary¹ in the schedule defines particular words used in this Act. 8
9

Object and guiding principles 10

4.(1) This Act's object is to seek to ensure that education and training for overseas students is provided in an orderly and appropriate way. 11
12

(2) Principles intended to guide the achievement of this Act's object include the following— 13
14

(a) courses delivered to overseas students should have appropriate Queensland accreditation and should have stated and demonstrable educational outcomes for the students; 15
16
17

(b) providers of courses should have staffing and resources of adequate quality and quantity to achieve the stated outcomes for the overseas students who take the courses; 18
19
20

(c) courses delivered to overseas students should be suitable, having 21

¹ In some Acts, definitions are contained in a dictionary that appears as the last schedule and forms part of the Act—see *Acts Interpretation Act 1954*, section 14(4).

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regard to the qualifications, abilities and aspirations of the overseas students;	1 2
(d) management policies and practices of course providers should be designed, and should operate, to protect—	3 4
(i) the educational interests of overseas students; and	5
(ii) the reputation of other providers of courses to overseas students, including persons in other States who provide overseas students with educational services; and	6 7 8
(iii) the financial interests of overseas students (including intending overseas students); and	9 10
(iv) the access of overseas students to timely and appropriate dispute resolution processes, having regard especially to their status as persons only temporarily in Australia;	11 12 13
(e) information given to prospective overseas students about courses and about the conditions attaching to enrolment in the courses—	14 15
(i) should be appropriate to allow the prospective overseas students to make informed decisions about enrolling in the courses; and	16 17 18
(ii) should be given at appropriate stages of the application and enrolment process.	19 20
 Achievement of object	 21
5.(1) This Act includes provisions for the following—	22
(a) registration of persons who provide courses for overseas students;	23 24
(b) registration of the courses;	25
(c) attaching conditions to registration;	26
(d) administration of the registration regime.	27
(2) Under part 2, the chief executive decides applications for registration and the conditions of the registration.	28 29
(3) In deciding about registration, the chief executive must apply the registration criteria.	30 31

- (4) The registration criteria are prescribed under a regulation. 1
- (5) In general terms, this Act's object is to be achieved through the 2
application of registration criteria that— 3
- (a) promote this Act's object; and 4
- (b) are consistent with the principles intended to guide the 5
achievement of this Act's object. 6

Act binds all persons 7

6. This Act binds all persons, including the State and, so far as the 8
legislative power of the Parliament permits, the Commonwealth and the 9
other States. 10

PART 2—REGISTRATION 11

Division 1—Applications 12

Registration, and amendment, renewal and transfer of registration 13

- 7.(1) A person may apply— 14
- (a) for registration as a provider; or 15
- (b) if the person is or is to become a registered provider—for 16
registration of a course; or 17
- (c) to change a registration mentioned in paragraph (a) or (b); or 18
- (d) to renew a registration mentioned in paragraph (a) or (b); or 19
- (e) to transfer the registration of a course from a registered provider 20
to another registered provider. 21
- (2) The application must be— 22
- (a) made in the way the chief executive approves; and 23
- (b) accompanied by the fee prescribed under a regulation. 24

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(3) Without limiting subsection (1), if a person makes an application, the person must give the chief executive all the cooperation, information and help reasonably necessary for the chief executive to investigate whether, and to be satisfied that, approval of the application is consistent with the registration criteria.

(4) The chief executive must apply the registration criteria for deciding—

(a) whether to approve the application; and

(b) if the application is approved—the conditions to apply to the registration (including a changed, renewed or transferred registration).

Statutory conditions

8.(1) It is a condition of a registered provider's registration that the registered provider complies with all reasonable requests by the chief executive to give the chief executive information or records (or a copy of the records) the registered provider is keeping, or has control of, that are relevant to deciding the ongoing financial viability of the registered provider.

(2) It is a condition of a course's registration that the holder of the registration complies with all reasonable requests by the chief executive to give the chief executive information or records (or a copy of the records) the holder is keeping, or has control of, that are appropriate for deciding the suitability of the content or conduct of the registered course.

Registration certificates

9.(1) This section applies if the chief executive approves an application for registration, or for the change, renewal or transfer of a registration.

(2) The chief executive must, for approval of—

(a) a registration—give the applicant a registration certificate; or

(b) a change or renewal of a registration—give the applicant a new registration certificate; or

(c) a transfer of a registration—give the transferee a new registration certificate.

(3) A registration certificate may be in the form the chief executive

- considers appropriate. 1
- (4) However, a registration certificate must include— 2
- (a) for registration of a person as a provider, the following— 3
- (i) the registered provider’s name; 4
- (ii) the registered provider’s central or head office or campus; 5
- (iii) the day the application was approved; 6
- (iv) the conditions (including the statutory conditions) of the 7
 registration as a provider, including the period of the 8
 registration; and 9
- (b) for registration of a course, the following— 10
- (i) the name of the registered course; 11
- (ii) the registered provider for the registered course; 12
- (iii) the day the application was approved; 13
- (iv) the conditions (including the statutory conditions) of the 14
 registration of the course, including— 15
- (A) if practicable, the places where the registered course 16
 may be delivered; and 17
- (B) the period of the registration. 18

Division 2—Suspension or cancellation of registration 19

Grounds for suspension or cancellation 20

- 10.** Each of the following is a ground for the suspension or cancellation 21
 of a registration— 22
- (a) the registration was obtained because of incorrect or misleading 23
 information; 24
- (b) the holder of the registration contravenes a condition of the 25
 registration; 26
- (c) the holder of the registration is found guilty of an offence against 27
 this Act; 28

- (d) the holder of the registration does not pay fees or other amounts payable to the chief executive under this Act. 1
2

Procedure for suspension or cancellation 3

11.(1) If the chief executive believes a ground exists to suspend or cancel a registration (the “**proposed action**”), the chief executive may give the holder of the registration written notice— 4
5
6

- (a) stating the proposed action; and 7
(b) stating the ground for the proposed action; and 8
(c) outlining the facts and circumstances forming the basis for the chief executive’s belief; and 9
10
(d) if the proposed action is suspension of the registration— 11
(i) stating the proposed suspension period; and 12
(ii) explaining the effect of suspension under this part; and 13
(e) inviting the holder to show, within a stated reasonable time of at least 28 days, why the proposed action should not be taken. 14
15

(2) If, after considering all representations made within the stated time, the chief executive still considers a ground to take the proposed action exists, the chief executive may— 16
17
18

- (a) if the proposed action was to suspend the registration for a stated period—suspend the registration for no longer than the proposed suspension period; or 19
20
21
(b) if the proposed action was to cancel the registration—either cancel the registration or suspend it for a period. 22
23

(3) The chief executive must inform the holder of the decision by written notice. 24
25

(4) The notice must be given within 10 days after the chief executive makes the decision. 26
27

(5) If the chief executive decides to suspend or cancel the registration, the notice must state— 28
29

- (a) the reasons for the decision; and 30

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-
- (b) that the holder may appeal against the decision to a Magistrates Court within 28 days. 1
2
- (6) The decision takes effect on the later of— 3
- (a) the day when the notice is given to the holder; and 4
- (b) the day of effect stated in the notice. 5
- (7) However, if the ground for the suspension or cancellation of the registration is that the holder of the registration has been found guilty of an offence against this Act— 6
7
8
- (a) the suspension or cancellation does not take effect until— 9
- (i) all periods for available appeal against the finding have ended; and 10
11
- (ii) all appeals about the finding are finally decided; and 12
- (b) the suspension or cancellation has no effect if the finding is quashed on appeal. 13
14

Division 3—Immediate suspension 15**Immediate suspension pending formal suspension or cancellation procedure** 16
17

- 12.(1)** This section applies if— 18
- (a) the chief executive intends to take action (the “**proposed action**”) to cancel a registration, or suspend a registration other than under this section, on the ground that— 19
20
21
- (i) the registration was obtained because of incorrect or misleading information; or 22
23
- (ii) the holder of the registration has contravened a condition of the registration; and 24
25
- (b) the chief executive believes it is necessary to immediately suspend the registration to protect the interests of overseas students, intending overseas students or persons who might become overseas students, until the formal suspension or cancellation procedure is completed. 26
27
28
29
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- (2) The chief executive may immediately suspend the registration by written notice given to the holder of the registration. 1
2
- (3) The suspension takes effect immediately the notice is given to the holder. 3
4
- (4) If, within 14 days after the chief executive suspends the registration, the chief executive takes the proposed action, the immediate suspension of the registration lasts until the first to happen of the following— 5
6
7
- (a) the chief executive cancels the immediate suspension; 8
 - (b) a decision to suspend or cancel the registration other than under this section takes effect; 9
10
 - (c) a decision is made not to suspend or cancel the registration otherwise than under this section. 11
12
- (5) However, if the proposed action is not taken within the time mentioned in subsection (4), the immediate suspension lapses at the end of the time unless the chief executive has already cancelled it. 13
14
15

Immediate suspension after charging with offence 16

13.(1) This section applies if— 17

- (a) the holder of a registration is charged with an offence against this Act (the “**offence**”); and 18
19
 - (b) the chief executive believes it is necessary immediately to suspend the registration to protect the interests of overseas students, intending overseas students or persons who might become overseas students or intending overseas students, while the charge is dealt with. 20
21
22
23
24
- (2) The chief executive may immediately suspend the registration by written notice given to the holder of the registration. 25
26
- (3) The suspension takes effect immediately the notice is given to the holder. 27
28
- (4) The immediate suspension of the registration lasts until the first to happen of the following— 29
30
- (a) the chief executive cancels the immediate suspension; 31

-
- (b) proceedings (including appeals) about the offence are finished and result in the holder being found not guilty of the offence; 1
2
- (c) proceedings (including appeals) about the offence end and result in the holder's being found guilty of the offence, and 14 days elapse without the chief executive taking action to suspend or cancel the registration otherwise than under this section because of the finding; 3
4
5
6
7
- (d) proceedings against the holder of the registration for the offence end otherwise than because of the holder being found guilty, or not guilty, of the offence. 8
9
10

Division 4—Form of suspensions 11

Suspensions 12

14.(1) A suspension under division 2² can only be a limited suspension. 13

(2) A suspension under division 3³ can be either a limited suspension or a suspension that is not limited. 14
15

Suspension of registration as a provider 16

15.(1) If the registration of a person as a provider is suspended, the person is taken not to be a registered provider. 17
18

(2) However, if the suspension is only a limited suspension, the suspension does not make it unlawful for the person to provide a course to an overseas student if, before the suspension started, the person entered into an agreement to provide the course to the student. 19
20
21
22

Suspension of registration of a course 23

16.(1) If a person's registration of a course is suspended, the course is taken not to be a registered course. 24
25

² Division 2 (Suspension or cancellation of registration)

³ Division 3 (Immediate suspension)

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(2) However, if the suspension is only a limited suspension, the suspension does not make it unlawful for the person to provide the course to an overseas student if, before the suspension started, the person entered into an agreement to provide the course to the student.

Division 5—Major offences

Acting without or contrary to registration

17.(1) A person must not provide a course to an overseas student, or arrange or promote a course, if—

- (a) the person—
 - (i) is not a registered provider; or
 - (ii) is a registered provider, but is in breach of a condition of the person’s registration as a provider; or
- (b) the course—
 - (i) is not a registered course; or
 - (ii) is a registered course, but the person is in breach of a condition of the registration of the course.

Maximum penalty—200 penalty units.

(2) For subsection (1)—

- (a) a person (the “**arranger**”) arranges a course if the arranger, in Australia or elsewhere, enters into an agreement to provide the course to a person as an overseas student; and
- (b) a person (the “**promoter**”) promotes a course if the promoter, in Australia or elsewhere—
 - (i) makes an offer to provide the course to a person as an overseas student; or
 - (ii) invites a person to undertake the course as an overseas student; or
 - (iii) invites or accepts an amount for the course from or for an overseas student or intending overseas student; or

- (iv) if the promoter is not a registered provider—holds the promoter out as able or willing to provide the course to a person as an overseas student, but does not take reasonable steps to ensure that a person who is, or might become, interested in taking the course is aware the promoter is not a registered provider; or 1
2
3
4
5
6
- (v) if the course is not a registered course—holds the promoter out as able or willing to provide the course to a person as an overseas student, but does not take reasonable steps to ensure that a person who is, or might become, interested in taking the course is aware the course is not a registered course. 7
8
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12

PART 3—APPEALS

Definition for pt 3

18. In this part— 15

“**decision**” means— 16

- (a) a direction, order or action of the chief executive, including the suspension (whether immediate or not) or cancellation of a registration; or 17
18
19
- (b) a failure (including a refusal) of the chief executive to give a direction, make an order or do an action. 20
21

Appeals to court

19. A person whose interests are affected by a decision under this Act may appeal against it to a Magistrates Court. 23
24

Starting appeals

20.(1) A person must start an appeal by— 26

- (a) filing a written notice of appeal with a Magistrates Court; and 27

(b) serving a copy of the notice on the chief executive. 1

(2) The appeal may be made to a Magistrates Court in the Magistrates Court district in which the person resides or carries on business. 2
3

(3) However, subsection (2) does not limit the jurisdiction of another Magistrates Court to hear the appeal. 4
5

Time for making appeals 6

21.(1) An appeal may be started at any time. 7

(2) However, if written notice is given of a decision, and reasons for the decision are included in the notice, an appeal against the decision by a person to whom the notice was given must be started within 28 days after the person receives the notice. 8
9
10
11

(3) A Magistrates Court may at any time extend the period for filing a notice of appeal. 12
13

Stay of operation of decision 14

22.(1) An appeal does not affect the operation or carrying out of a decision, but a Magistrates Court may grant a stay of the operation of the decision to secure the effectiveness of the appeal. 15
16
17

(2) A stay— 18

(a) may be granted on the conditions the court considers appropriate; and 19
20

(b) applies for the period the court states, but must not extend beyond when the court makes a decision on the appeal; and 21
22

(c) may be revoked or amended by the court. 23

Powers of court on appeal 24

23.(1) In deciding an appeal, a Magistrates Court— 25

(a) has the powers of the chief executive; and 26

(b) is not bound by the rules of evidence; and 27

(c) must comply with natural justice; and 28

(d) may hear the appeal in court or in chambers.	1
(2) An appeal is by way of rehearing.	2
(3) The court may—	3
(a) confirm the decision; or	4
(b) set aside the decision and substitute another decision that the court considers appropriate; or	5 6
(c) set aside the decision and return the issue to the chief executive with the directions the court considers appropriate.	7 8
Effect of decision of court on appeal	9
24. If a Magistrates Court substitutes another decision, the substituted decision is, other than for appealing against the decision, taken to be that of the chief executive.	10 11 12
Appeal to District Court on question of law only	13
25. An appeal to a District Court may be made from a decision of a Magistrates Court made under this part, but only on a question of law.	14 15
PART 4—MISCELLANEOUS	16
<i>Division 1—Matters supporting registration</i>	17
Register to be kept	18
26.(1) The chief executive must keep a register of registered providers and registered courses.	19 20
(2) The register must contain the information prescribed under a regulation.	21 22

Return of cancelled registration certificate

27.(1) If the chief executive cancels or suspends a registration for which the chief executive has given a registration certificate, the chief executive may, by written notice, require the holder of the registration to return the registration certificate to the chief executive within a stated reasonable time of at least 14 days.

(2) The holder must comply with the notice, unless the holder has a reasonable excuse not to comply with it.

Maximum penalty—40 penalty units.

(3) If a registration certificate returned to the chief executive under subsection (1) includes information about a registration that has not been the subject of the suspension or cancellation, the chief executive must—

- (a) return to the holder the certificate suitably amended; or
- (b) give the holder a suitable new registration certificate.

Surrender of registration

28.(1) The holder of a registration may surrender the registration by giving the chief executive written notice of the surrender.

(2) The surrender of the registration takes effect—

- (a) 14 days after notice is given to the chief executive; or
- (b) if the chief executive agrees in writing with the holder to a day earlier than 14 days after the notice is given—on the earlier day; or
- (c) if a later day is stated in the notice—on the later day.

Changing a registration

29. A person (other than the chief executive) must not change a registration certificate.

Maximum penalty—20 penalty units.

Division 2—Monitoring compliance with Act

1

General power to seek information

2

30.(1) This section applies if the chief executive believes, on reasonable grounds, that a person (the “**provider**”) is providing a course to an overseas student, and that—

3

4

5

(a) the person is not a registered provider; or

6

(b) the course is not a registered course.

7

(2) The chief executive may, by written notice, require the provider to give the chief executive information or records (or a copy of the records) the provider is keeping, or has control of, relating to—

8

9

10

(a) the student’s identity; or

11

(b) the content or conduct of the course.

12

(3) The provider must comply with a requirement made under subsection (2), unless the provider has a reasonable excuse.

13

14

Maximum penalty—100 penalty units.

15

(4) It is a reasonable excuse for the provider not to give information or reasonable records if giving the information or records might tend to incriminate the provider.

16

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18

Release of information and making of recommendations

19

31. The chief executive may make available to a corresponding chief executive (however called) of another State or of the Commonwealth information about a registered provider or a registered course.

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21

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Division 3—Amounts in trust accounts

23

Amounts in trust accounts unavailable for debts

24

32.(1) A trust account amount—

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(a) is not available for the payment of the account trustee’s debts to a creditor of the trustee; and

26

27

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- (b) must not be attached or taken in execution in a proceeding taken by a creditor of the trustee. 1
2
- (2) In this section— 3
- “**account trustee**” means, for a trust account amount, the trustee of the trust account into which the amount was paid. 4
5
- “**creditor**”, for subsection (1), does not include an overseas student if the trust account amount represents an amount paid by or for the overseas student. 6
7
8
- “**trust account**” means an account for which a registered provider is the trustee, and that is— 9
10
- (a) a notified trust account established under the Commonwealth Act; 11
or 12
- (b) a trust account operated under a regulation made under this Act. 13
- “**trust account amount**” means an amount that, under the Commonwealth Act or a regulation made under this Act, is paid into a trust account. 14
15

Division 4—Delegations 16**Delegation** 17

33. The chief executive may delegate the chief executive’s powers under this Act to an officer or employee of the department. 18
19

Division 5—Regulations 20**Regulation-making power** 21

34.(1) The Governor in Council may make regulations under this Act. 22

(2) A regulation may— 23

(a) impose fees; or 24

(b) create offences and prescribe penalties of not more than 25
20 penalty units for each offence. 26

(3) A regulation may require registered providers to put in place, or participate in, arrangements directed at ensuring that overseas students are financially protected from default of registered providers, including arrangements for registered providers—

(a) to hold policies of indemnity insurance or guarantees; and

(b) to participate in indemnity schemes; and

(c) to operate trust accounts.

(4) Subsection (3) does not limit by implication the conditions the chief executive may decide for a registration.

PART 5—TRANSITIONAL

Transitional registration

35.(1) This section applies if, immediately before the commencement of this section, a person (or an institution or other entity for the person) was, under the Commonwealth Act, a registered provider for a course and, on the commencement, the course became a course under this Act.

(2) On the commencement—

(a) the person is taken to be a registered provider; and

(b) the course is taken to be a registered course; and

(c) the person is taken to be the registered provider for the course.

(3) As soon as practicable after the commencement, the chief executive must give the person registration certificates for—

(a) registration of the person as a provider; and

(b) registration of the course.

(4) For giving a registration certificate under subsection (3), the registration is taken to have been approved under this Act.

(5) This part expires 1 year after it commences.

PART 6—AMENDMENT OF EDUCATION (GENERAL PROVISIONS) ACT 1989

Act amended in pt 6

36. This part amends the *Education (General Provisions) Act 1989*.

Repeal of s 76 (Restriction on overseas persons receiving instruction)

37. Section 76—

omit.

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SCHEDULE	1
DICTIONARY	2
section 3	3
“Commonwealth Act” means the <i>Education Services for Overseas Students (Registration of Providers and Financial Regulation) Act 1991</i> (Cwlth).	4 5 6
“course” means any type of full-time, or substantially full-time, education, instruction or training provided or mainly provided in Queensland.	7 8
<i>Example 1—</i>	9
If a student undertakes studies for a qualification from a Queensland educational institution by attending at the institution for all or a substantial part of the studies, the studies could be a course under this Act.	10 11 12
<i>Example 2—</i>	13
If a student undertakes studies for a qualification from a Queensland educational institution by doing research work in another State under supervision from the institution, the studies could be a course under this Act.	14 15 16
<i>Example 3—</i>	17
If a student living in another country undertakes studies for a qualification from a Queensland educational institution by correspondence forwarded to the student in that country, the studies could not be a course under this Act, even if the student attends the institution personally for a compulsory or optional vacation school.	18 19 20 21
“intending overseas student” means a person who intends to become an overseas student.	22 23
“overseas student” means a person who holds a student visa issued under the <i>Migration Act 1958</i> (Cwlth).	24 25
“registered course” means a course registered under this Act.	26
“registered provider” means a person who is registered under this Act as a provider.	27 28
“registration certificate” means—	29
(a) a certificate of the registration of a person as a provider; or	30

SCHEDULE (continued)

- (b) a certificate of the registration of a course. 1
- “registration criteria”** means the registration criteria prescribed under a 2
regulation. 3
- “statutory conditions”** means the conditions mentioned in section 8. 4
5