

Council of Australian Postgraduate Associations (CAPA)

**Submission to the Senate Education, Employment and
Workplace Relations Committee**

Inquiry into the Welfare of International Students

August 2009

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Postgraduate Associations (CAPA) and its affiliated member organisations.

CAPA is the national representative body for Australia's 270,000+ postgraduate students.
Incorporated in 1979, CAPA is a membership based non-profit association.

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Summary of Recommendations

- Recommendation 1:** That efforts to recruit international students be matched by measures to ensure a safe, welcoming and collegial atmosphere while studying in Australia.17
- Recommendation 2:** That efforts to recruit international students be matched with adequate investment in quality facilities and support services.....17
- Recommendation 3:** That higher education providers be required to account transparently for their use of international student fees, and for their investment in support of international students.17
- Recommendation 4:** That Australian student visa application costs be reduced so they are at least as affordable as comparable destinations for international students.19
- Recommendation 5:** That the Australian student visa application and renewal process be reviewed, and that unnecessary financial and administrative burdens (including any undue medical examination requirements) be removed.19
- Recommendation 6:** That Overseas Student Program Assessment Levels be determined by transparent, just and equitable criteria for all student visa applicants.20
- Recommendation 7:** CAPA recommends that student visa duration of stay provisions following completion of a course of study be extended to at least 60 days.....20
- Recommendation 8:** That reduction of study load criteria be broadened to allow international students greater flexibility to study part-time.....21
- Recommendation 9:** That Standard 9 of the National Code be amended to allow greater flexibility for international students to study part-time.21
- Recommendation 10:** That advice on student management of study load be included in pre-departure, induction and ongoing information available to international students.21
- Recommendation 11:** That Bridging Visas for students be amended to include a “multi-entry” provision, allowing applicants the opportunity to leave and re-enter the country while their visa application is being considered.....21
- Recommendation 12:** That Skilled Occupation List requirement be removed from the Skilled Graduate Temporary Visa (Subclass 485).....23
- Recommendation 13:** That eligibility criteria for the Skilled Graduate Temporary Visa (Subclass 485) be reformed to bring the scheme in line with comparable professional training visas internationally.23
- Recommendation 14:** That working conditions for international students and their partners be made more flexible in order to relieve excessive financial and related stresses on students and their families.23
- Recommendation 15:** Institutions should make comprehensive orientation programs available to all commencing international postgraduate students. .27

Recommendation 16: That published estimates of costs associated with studying in Australia be revised to more accurately reflect the expenses that international students will actually be met with.....	27
Recommendation 17: Universities need to expand housing infrastructure located on or close to campus to provide better accommodation options for international students, especially in the first year of studies.....	28
Recommendation 18: All students living in accommodation provided by universities, including on-campus university accommodation, residential colleges and halls of residence, should be afforded the basic rights of all tenants.	28
Recommendation 19: Better information needs to be provided on accommodation issues specific to the needs and circumstances of international students.	28
Recommendation 20: Better protection is needed for the rights of international students as prospective tenants.	28
Recommendation 21: That the Committee recommend a national review of campus security standards, with a view to the development of minimum standards and guidelines for institutions.	29
Recommendation 22: Universities should engage in collaborative efforts in support of student safety and safety awareness, working with police, student associations and the local community.	29
Recommendation 23: Universities need to support structured, collaborative programs to support better engagement between universities, international students and the local community.	30
Recommendation 24: That planning for the provision of childcare services recognise the needs of international students studying in Australia with dependents.	30
Recommendation 25: That international students be eligible for subsidised childcare services.....	30
Recommendation 26: That the availability and standard of information on school tuition fees for dependents of international students be significantly improved.	33
Recommendation 27: That primary and secondary education be provided free to the dependents of international students studying in Australia.	33
Recommendation 28: Where public school tuition fees for dependents of international students are not free, they should be made consistent and affordable across all Australian States and Territories, with fee waivers available wherever possible.	33
Recommendation 29: IELTS and TOEFL results should not be relied on as proxy indicators of academic language proficiency for postgraduate studies.	36
Recommendation 30: English language development and support programs need to be available throughout the degree program, especially the first semester of studies.	36
Recommendation 31: Education providers need to be able to demonstrate they have taken reasonable steps to ensure international students understand the assessment requirements of their course.....	36

Recommendation 32: Education providers need to guard against irregular or inconsistent assessment practices, especially in relation to international students.....	36
Recommendation 33: Education providers need to ensure they respond to assessment queries and appeals in a constructive and timely manner, mindful of international student visa constraints.	37
Recommendation 34: Remedies (including fee refunds and visa extensions) need to be available to international students found to have been disadvantaged or treated unfairly due to errors or inconsistencies in assessment.	37
Recommendation 35: That all providers be required to adopt a clear and detailed institution-wide policy on minimum resource standards for all coursework higher degree students.	39
Recommendation 36: That the implementation of a clear and detailed policy on minimum resource standards for research higher degree students be a Commonwealth requirement of providers for the receipt of funding for research places.....	39
Recommendation 37: That a comprehensive audit be conducted of all fees and charges levied by higher education institutions, including all course and non-course related costs.	39
Recommendation 38: That the Higher Education Support Act (HESA) be amended with the effect of compelling all providers to commit to a fixed fee schedule for the full duration of all fee paying courses (for both domestic and international enrolments).....	41
Recommendation 39: That the Higher Education Support Act (HESA) be amended with the effect of compelling all providers to reinvest revenues from all fee paying courses directly into teaching, facilities and support services for those same programs, and describe detailed reporting requirements accordingly.	41
Recommendation 40: That a comprehensive review be conducted into the quality of postgraduate coursework programs and their fees.....	41
Recommendation 41: That the Commonwealth fully fund the IPRS scheme, to include course costs and the living allowance stipend.	43
Recommendation 42: That the fitness for purpose of the IPRS for the needs and circumstances of international research postgraduates be reviewed.	43
Recommendation 43: That the IPRS be maintained as a separate scheme for international research postgraduates.	43
Recommendation 44: All research candidates (including both international and domestic students) should remain nominally enrolled on submission of their thesis until the conferral of their degree.	44
Recommendation 45: That visa conditions for higher degree by research students be amended to allow greater opportunities for research and employment.....	44
Recommendation 46: All tertiary students should have access to concession travel on public transport, regardless of their location, residency status or type of enrolment.	46

Recommendation 47: That the Committee give consideration to the establishment of a student ombuds office at either a national or a state/territory level.	50
Recommendation 48: That the importance of specialised services for particular groups of students is recognised, and measures be taken to restore quality specialist student services on campus.	51
Recommendation 49: That the Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 be returned to the Parliament.	53
Recommendation 50: That the Student Services and Amenities Bill and Guidelines be amended to ensure 100% of revenues from the proposed fee are independently administered by student associations.	53
Recommendation 51: That the scope provided by the Student Services and Amenities Bill and Guidelines ensures all revenues from the proposed fee are invested support of student services and representation for all student groups, including postgraduates and international students.	53
Recommendation 52: Higher Education Providers must be required to account transparently for all fees levied in support of student services, in the case of both international and domestic students.	53

Overview

[There were] two inquiries into the overseas student programs in 1982: the Committee of Review of Private Overseas Student Policy (the Goldring Committee) and the Committee to Review the Australian Overseas Aid Program (the Jackson Committee)...The Goldring and Jackson committees reported in 1984. Jackson recommended the end of the aid approach to international education and the introduction of unrestricted numbers of full-fee-paying international students. A full-fee program for overseas students began in 1985. This was in addition to a program under which the costs of a limited number of overseas students were subsidised by the Commonwealth and the students paid about one-third of the cost of their tuition. Institutions were encouraged to open their doors to overseas students who would pay the costs of their education.

In 1990, intakes of subsidised students ceased and from that time all new overseas students have been required to pay the full cost of their education except in certain circumstances, for example, where fees are covered by a government or university scholarship. Institutions could only accept overseas students if they charged fees at full cost. The number of foreign 'aid' students subsidised by the Australian Government fell from 20,000 in 1986 to 6,000 in 1991 while the number of full-fee students rose from 2,000 to 48,000 over the same period.

Sources: Smart, Volet and Ang 2000, Cuthbert, Smith and Boey 2008, Smart and Ang, 1996

Review of Australian Higher Education: Final Report¹

Australia has seen significant growth in international education since the deregulation of the late 1980's, and has also yielded significant benefits since that time. Beyond the fee revenue upon which institutions have become increasingly reliant, international students have made a significant contribution to our academic environment and local community. Many opportunities have been created, and many lives have been changed. Many lasting friendships, and significant international ties have been forged in the process.

To a large extent this growth, along with its many benefits, has been taken for granted.

Reinvestment in and positive reform of international education is now required if Australia is to remain a preferred destination for international students. Although the Commonwealth Government bears overall responsibility for Australia's higher education system, responsibilities in support of international education also extend to State and Local Governments. Universities themselves have a prudential interest in ensuring the sustainability of Australian International Education. Responsibilities in doing so extend beyond aggressive (and sometimes questionable) marketing practices and recruitment strategies, to include a broad range of quality, equity and welfare concerns.

¹ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.90)

Australia remains among the most popular international education destinations for good reasons. International students on the whole offer positive evaluations of their experience of living and studying in Australia. We have the opportunity to continue be a leader internationally in providing a safe, welcoming and vibrant academic culture for many of the world's aspiring leaders in government, industry and research. However, this can only be achieved through genuine investment in quality, and through ensuring flexibility, affordability, opportunity and a genuine approach to resources and support for international postgraduate students.

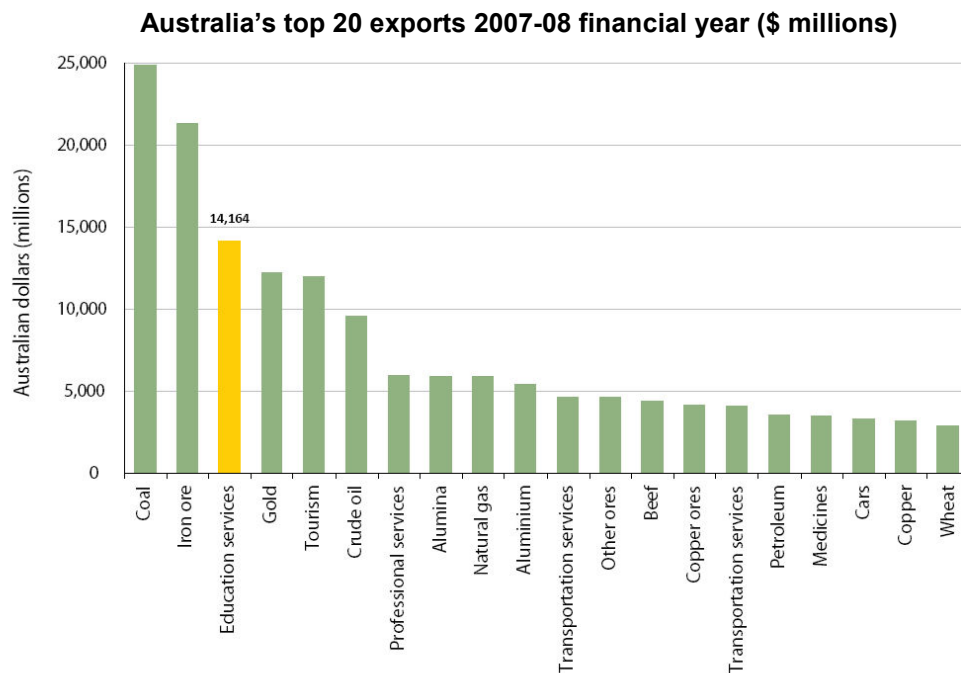
This submission outlines some of the key issues from the perspective of international postgraduate students. The following sections address the attractiveness of Australia as a destination for study, the interests and needs of international postgraduate students and outlines opportunities for positive reform.

There were several major reviews in 2008 addressing matters relevant to the terms of reference for this inquiry. These include the Review of Australian Higher Education, Review of the National Innovation System, and the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities. These reviews have already played a major role in shaping the higher education environment, and will continue to do so. In recognition of this, and to assist the Committee's efforts in the course of this inquiry, extracts from each of these reviews are included in this submission where relevant.

1 International Students in Australia

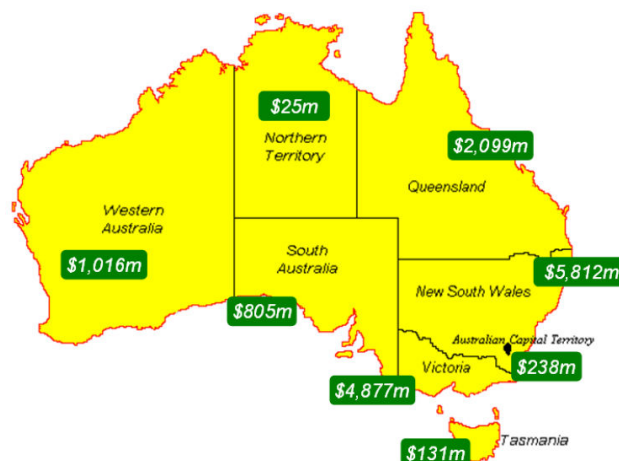
1.1 Educational Exports

Few references to international education in Australia fail to mention its success as an export over the last 10 years. Education services are now Australia's third largest export behind coal and iron ore, with higher education accounting for 60% of educational exports.²



ABS trade data on DFAT STATS database and ABS catalogue 5368.0 in Review of Australian Higher Education: Final Report³

All Australian States and Territories have benefited from this growth (as shown below), with New South Wales and Victoria in particular recording \$5.8 and \$4.9 billion in 2008 educational exports respectively.⁴



AEI Research Snapshot: Export Income to Australia from Educational Services in 2008⁵

² Ibid.(p.12)

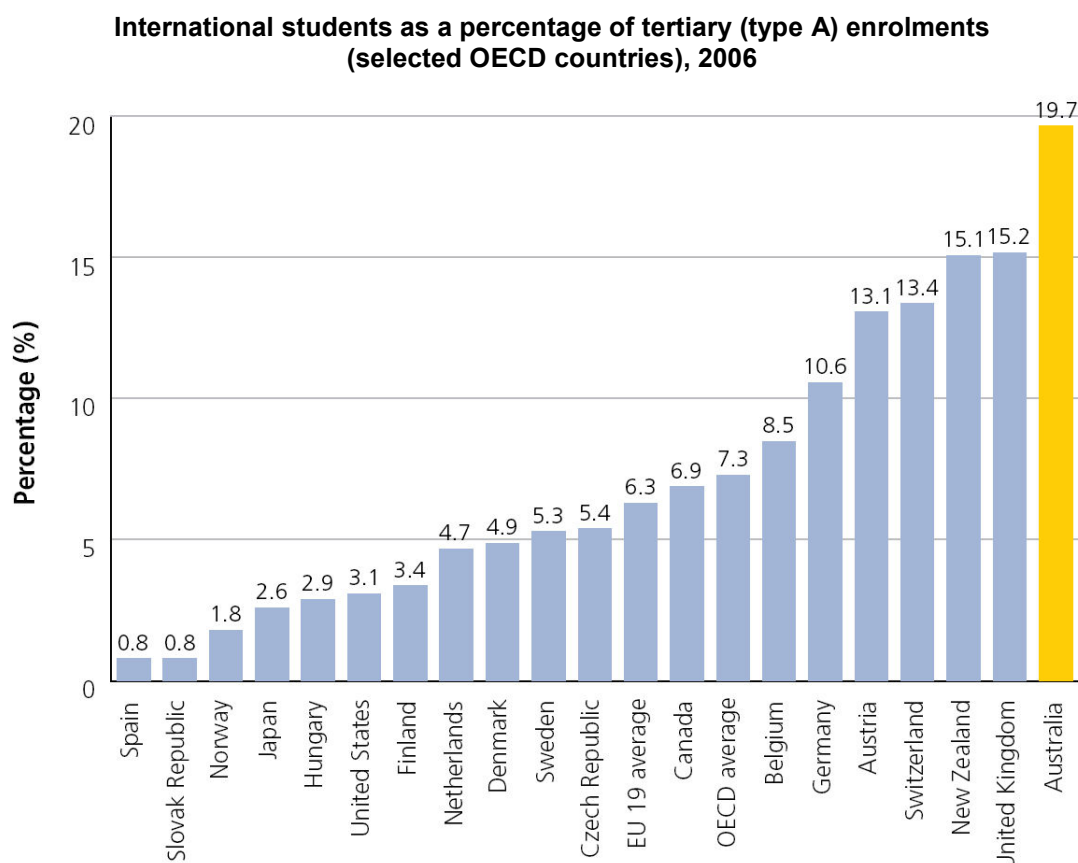
³ Ibid.(p.88)

⁴ Australian Education International (AEI) (2009). *Research Snapshot: Export Income to Australia from Educational Services in 2008*. Australian Education International, Canberra, ACT: http://www.aei.gov.au/AEI/PublicationsAndResearch/Snapshots/50SS09_pdf.pdf.

International student expenditure also supports the equivalent of an estimated 122,000 full time jobs to the Australian economy, with 33,482 of these being in the education sector.⁶

1.2 International Higher Education Enrolments

Australia leads the OECD in the proportion of international enrolments in the tertiary system.⁷ Australia accounts for one tenth of the global market for higher education, ranks fifth among OECD nations in overall enrolments, and is the third most popular English speaking destination for international students behind the United States and the UK.⁸



Education at a Glance: OECD Indicators 2008, Table C3.1, p. 366
in Review of Australian Higher Education: Final Report⁹

Locally, Victoria has both the highest overall number and proportion of international students in higher education, with 86,896 students comprising 33% of students enrolled with higher education providers. New South Wales has the highest number of international postgraduate students, with 28,381 international postgraduates comprising 31% of NSW postgraduates.

⁵ Ibid.

⁶ Access Economics (2009). *The Australian Education Sector and the Economic Contribution of International Students*. www.accesseconomics.com.au.

⁷ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.91)

⁸ Ibid.(p.89)

⁹ Ibid.(p.91)

Queensland has the highest proportion of international postgraduate students at 43%, closely followed by South Australia at 42% (as shown below).¹⁰

**International and Domestic Higher Education Students by State and Course Level
(Number and Proportion)**

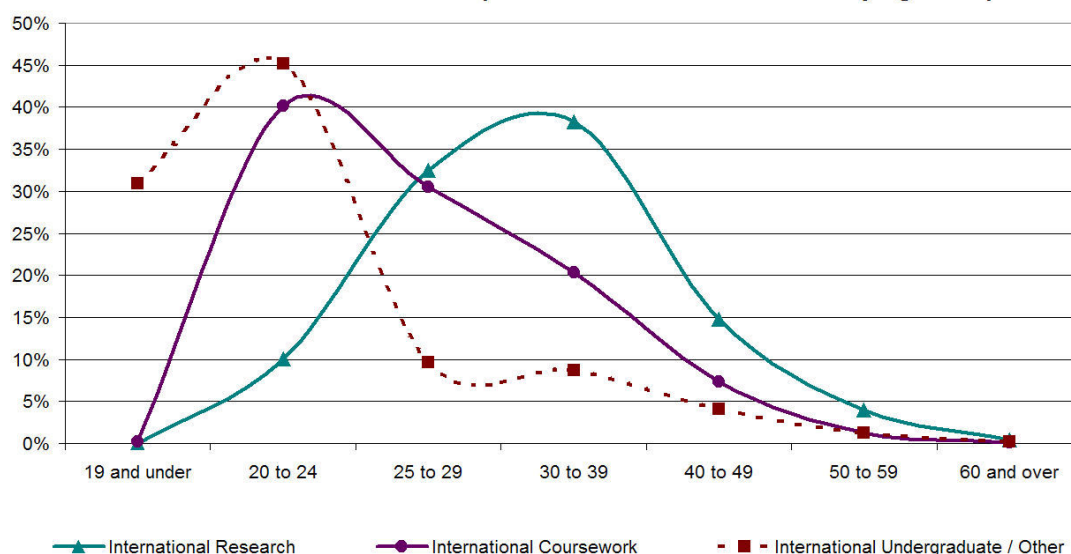
capa	PG	Domestic		Intl		All	Domestic		Intl	
	#	#	%	#	%	#	#	%	#	%
Victoria	76,071	48,685	64%	27,386	36%	266,842	179,946	67%	86,896	33%
Western Australia	22,930	15,734	69%	7,196	31%	106,167	74,465	70%	31,702	30%
South Australia	19,463	11,201	58%	8,262	42%	72,949	52,302	72%	20,647	28%
Queensland	48,460	27,521	57%	20,939	43%	192,262	144,134	75%	48,128	25%
Aust Capital Territory	9,160	6,273	68%	2,887	32%	26,138	20,442	78%	5,696	22%
Tasmania	3,447	2,566	74%	881	26%	19,531	15,087	77%	4,444	23%
New South Wales	92,428	64,047	69%	28,381	31%	321,574	249,556	78%	72,018	22%
Multi-State Providers	5,153	4,522	88%	631	12%	17,784	14,550	82%	3,234	18%
Northern Territory	1,145	1,012	88%	133	12%	6,599	6,265	95%	334	5%
Totals:	278,257	181,561	65%	96,696	35%	1,029,846	756,747	73%	273,099	27%

Compiled by the Council of Australian Postgraduate Associations (CAPA)
From *Students 2007: Selected Higher Education Statistics*. DEEWR (www.deewr.gov.au)

The following outlines the international student enrolment profile, with an emphasis on features which have implications for services, support and opportunities for improvement for international postgraduate students.

1.2.1 Age

2006 International Students: Proportion of Broad Level of Course by Age Group



Compiled by the Council of Australian Postgraduate Associations (CAPA), from *Selected Higher Education Statistics* (DEEWR); www.dest.gov.au capa

As reflected above, international postgraduates, particularly research students, are likely to come to study in Australia later in life. Many study here while also supporting dependents. This certainly has implications for their expectations and their needs while here, and these should certainly be reflected in the programs and support services available to them.

¹⁰ Department of Education Employment and Workplace Relations (DEEWR) (2008). *Students 2007 (full year), Selected Higher Education Statistics*. www.deewr.gov.au.

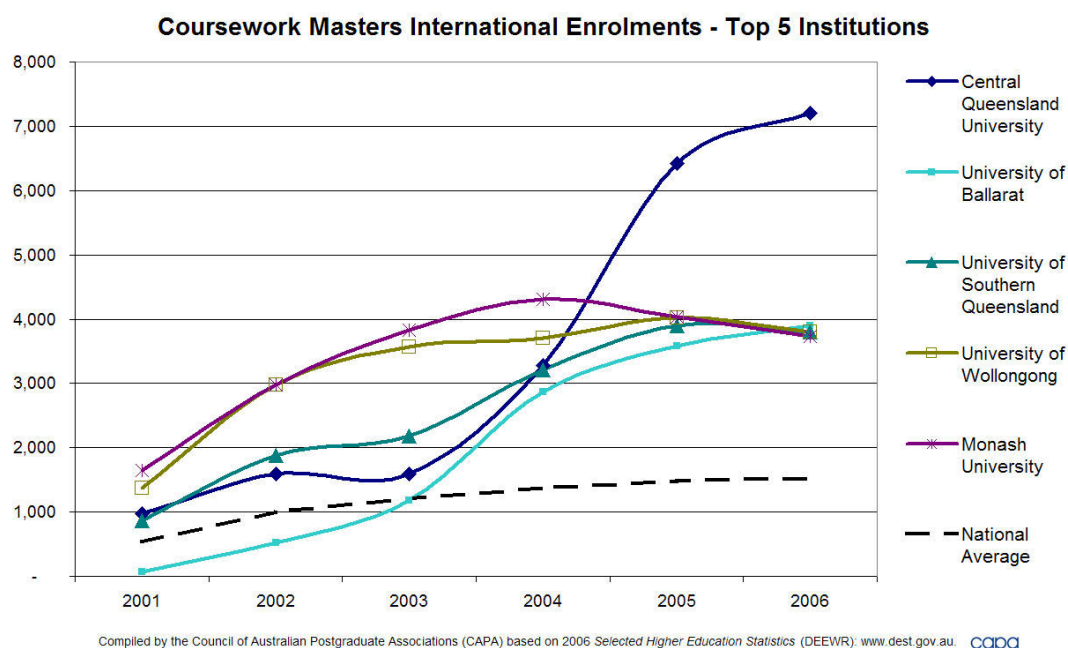
1.2.2 Broad Level of Course

In 2006 there were 8,981 international research students, with 7,658 enrolled in PhDs and 1,323 in research masters. International students make up 17% of the research student population overall, comprising 51% of research students at Bond University down to 5% at ACU.¹¹

capa	2001	2002	2003	2004	2005	2006
Doctorate by Research	4,126	5,361	5,856	6,436	6,932	7,658
Masters by Research	935	1,131	1,163	1,259	1,326	1,323
Doctorate by Coursework	348	782	802	894	882	807
Masters by Coursework	25,963	48,949	59,397	67,195	72,729	74,457
Graduate Certificate	914	2,656	2,843	2,611	2,385	2,900
Graduate Diploma	4,905	7,400	6,679	6,117	5,890	6,009
Postgrad Qualifying	88	168	137	98	87	66
Bachelor Honours	724	943	906	947	878	1,008
Bachelor Graduate Entry	637	975	1,111	1,187	1,332	1,554
Bachelor Pass	69,699	106,101	118,505	128,715	131,531	138,705
Associate Degree	50	67	47	70	56	157
Advanced Diploma	125	121	133	157	752	524
Diploma	22	92	262	440	660	968
Other undergrad Award	402	817	1,262	914	1,337	823
Enabling Course	-	-	-	-	120	64
Non-Award Course (incl OS bridging)	3,404	9,495	11,294	11,515	12,598	13,771
Overall	112,342	185,058	210,397	228,555	239,495	250,794

Compiled by CAPA based on 2006 *Selected Higher Education Statistics*. Department of Education, Employment and Workplace Relations (DEEWR)

The distribution of international enrolments reflects patterns of demand for Australian degrees. In higher education, this is most notable in the growth of international enrolments in coursework masters degree programs.



¹¹Department of Education Employment and Workplace Relations (DEEWR) (2007). *Students 2006 (full year), Selected Higher Education Statistics*. www.deewr.gov.au.

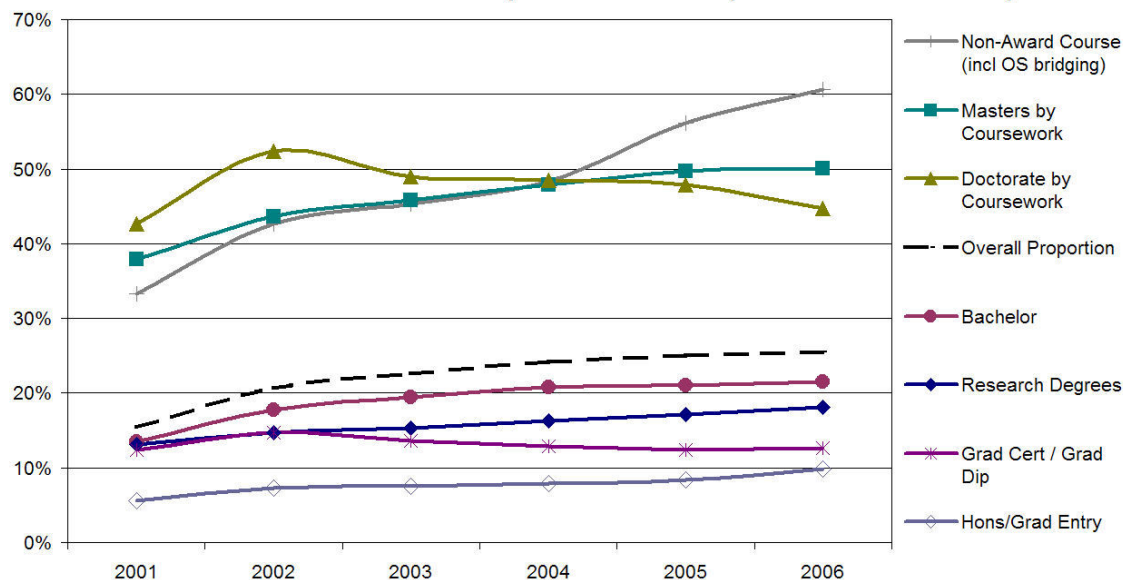
In 2006 there were 84,257 international coursework postgraduates, of which 74,457 (88%) were enrolled in coursework masters programs. International students make up 38% of the coursework postgraduate student population overall, comprising less than 5% among most non-self accrediting institutions up to 85% of coursework postgraduates at Central Queensland University.¹²

Distribution of International Enrolments by Level of Course 2001 - 2006

capa	2001	2002	2003	2004	2005	2006
Doctorate by Research	3.7%	2.9%	2.8%	2.8%	2.9%	3.1%
Masters by Research	0.8%	0.6%	0.6%	0.6%	0.6%	0.5%
Doctorate by Coursework	0.3%	0.4%	0.4%	0.4%	0.4%	0.3%
Masters by Coursework	23.1%	26.5%	28.2%	29.4%	30.4%	29.7%
Graduate Certificate	0.8%	1.4%	1.4%	1.1%	1.0%	1.2%
Graduate Diploma	4.4%	4.0%	3.2%	2.7%	2.5%	2.4%
Postgrad Qualifying	0.1%	0.1%	0.1%	0.0%	0.0%	0.0%
Bachelor Honours	0.6%	0.5%	0.4%	0.4%	0.4%	0.4%
Bachelor Graduate Entry	0.6%	0.5%	0.5%	0.5%	0.6%	0.6%
Bachelor Pass	62.0%	57.3%	56.3%	56.3%	54.9%	55.3%
Associate Degree	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%
Advanced Diploma	0.1%	0.1%	0.1%	0.1%	0.3%	0.2%
Diploma	0.0%	0.0%	0.1%	0.2%	0.3%	0.4%
Other undergrad Award	0.4%	0.4%	0.6%	0.4%	0.6%	0.3%
Enabling Course	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%
Non-Award Course (incl OS bridging)	3.0%	5.1%	5.4%	5.0%	5.3%	5.5%
Total	100%	100%	100%	100%	100%	100%

Compiled by CAPA based on 2006 *Selected Higher Education Statistics*, Department of Education, Employment and Workplace Relations (DEEWR).

International Enrolments as Proportion of Course (selected course levels)



Compiled by the Council of Australian Postgraduate Associations (CAPA) based on 2006 *Selected Higher Education Statistics* (DEEWR). www.dest.gov.au [capa](http://www.capa.edu.au)

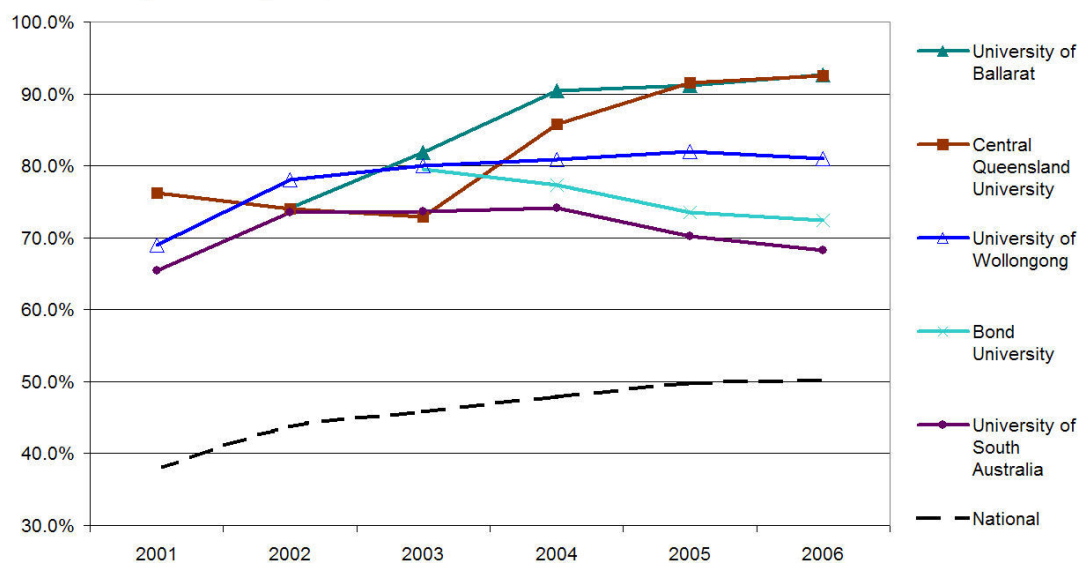
¹²Department of Education Employment and Workplace Relations (DEEWR) (2007). *Students 2006 (full year), Selected Higher Education Statistics*. www.deewr.gov.au.

International Enrolments as Proportion of Level of Course 2001 - 2006

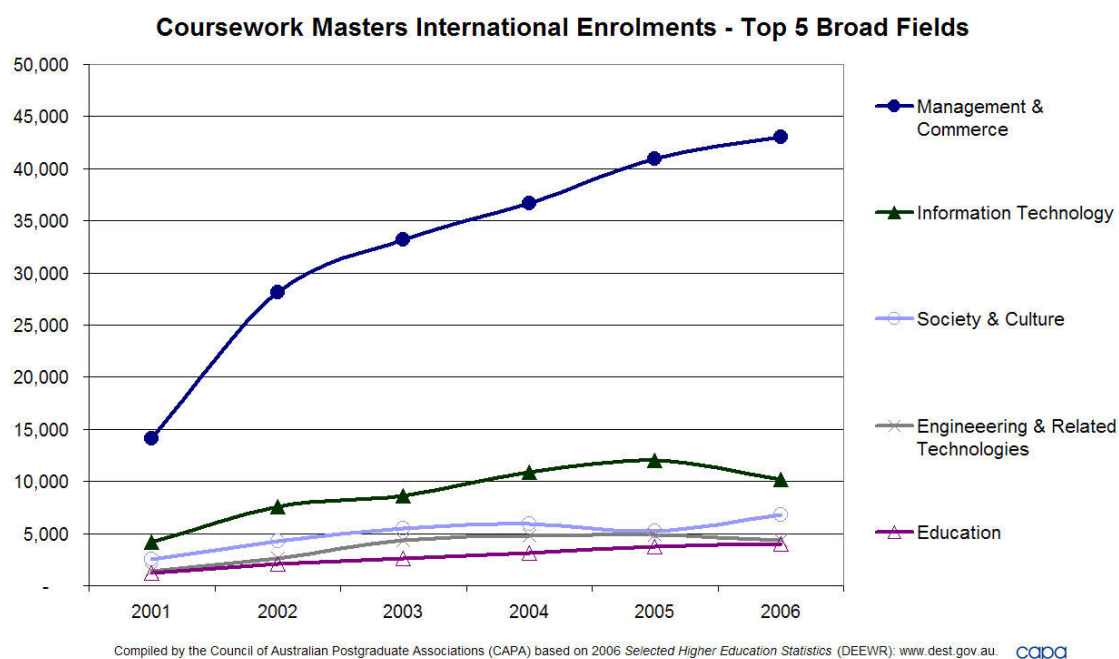
capa	2001	2002	2003	2004	2005	2006
Doctorate by Research	14.10%	15.75%	16.32%	17.08%	17.80%	18.90%
Masters by Research	10.12%	11.12%	11.89%	13.08%	14.34%	14.77%
Doctorate by Coursework	42.70%	52.34%	49.02%	48.43%	47.91%	44.68%
Masters by Coursework	37.89%	43.69%	45.86%	47.89%	49.71%	50.07%
Graduate Certificate	7.18%	11.55%	11.36%	10.61%	10.10%	11.25%
Graduate Diploma	14.36%	16.40%	14.91%	14.19%	13.67%	13.53%
Postgrad Qualifying	14.97%	22.92%	19.27%	17.13%	18.28%	24.44%
Bachelor Honours	6.06%	7.48%	7.18%	7.62%	7.44%	8.69%
Bachelor Graduate Entry	5.15%	7.02%	7.95%	8.13%	9.21%	10.86%
Bachelor Pass	13.44%	17.76%	19.44%	20.83%	21.00%	21.54%
Associate Degree	2.35%	2.78%	2.18%	3.58%	1.96%	3.19%
Advanced Diploma	4.29%	3.18%	3.56%	4.81%	22.69%	18.22%
Diploma	0.33%	1.34%	4.54%	9.81%	15.60%	22.52%
Other Undergrad Award	16.65%	21.96%	32.96%	27.05%	55.85%	46.76%
Enabling Course	0.00%	0.00%	0.00%	0.00%	2.10%	0.88%
Non-Award Course	33.35%	42.62%	45.36%	48.38%	56.14%	60.63%
Overall	15.47%	20.64%	22.62%	24.19%	25.02%	25.48%

Compiled by CAPA based on *Selected Higher Education Statistics* (2006) Department of Education, Employment and Workplace Relations (DEEWR): www.deewr.gov.au

Top 5 Unis by Proportion of International to Domestic CW MA Enrolments



Compiled by the Council of Australian Postgraduate Associations (CAPA) based on 2006 *Selected Higher Education Statistics* (DEEWR): www.dest.gov.au [capa](http://www.capa.edu.au)



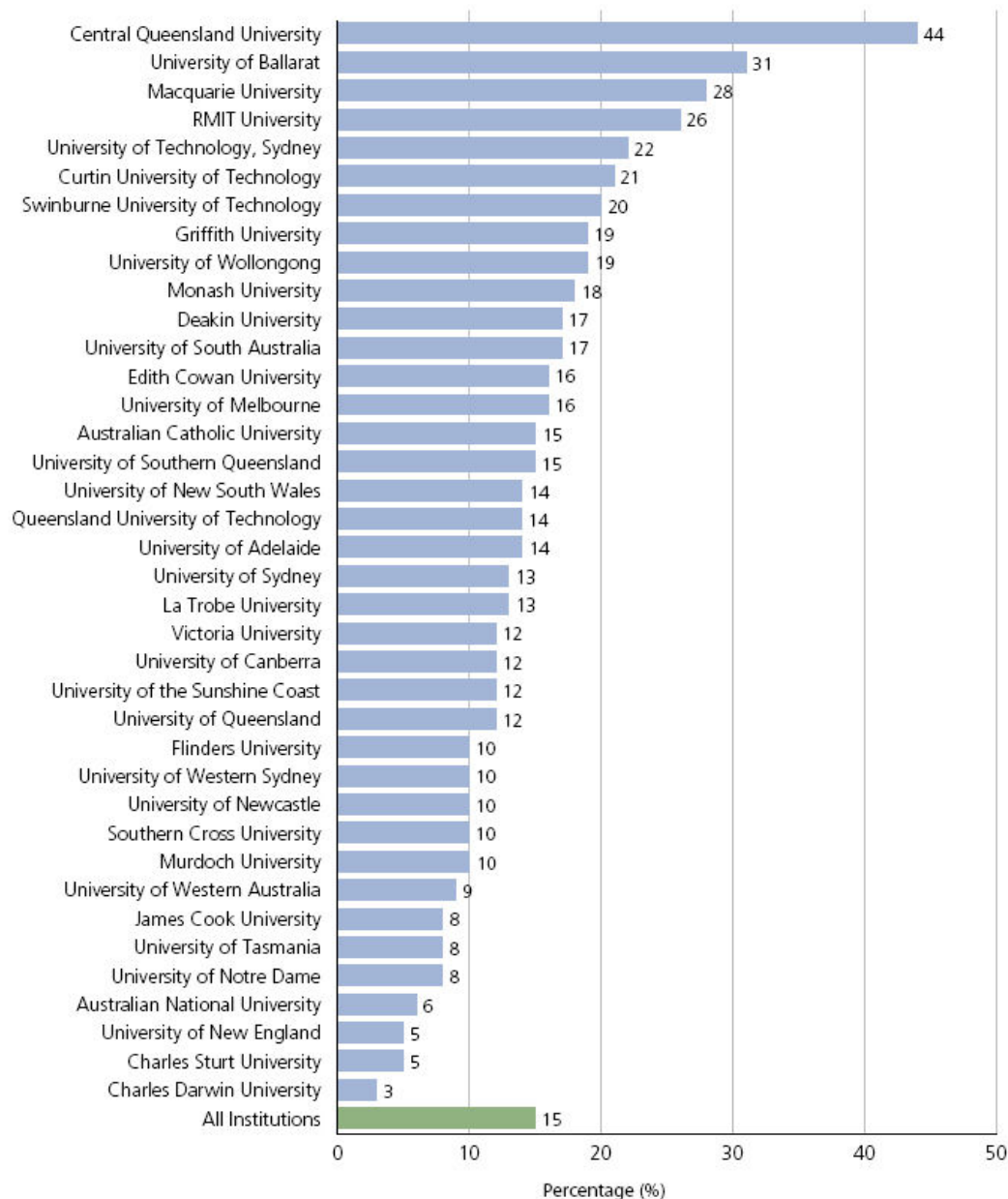
1.3 International Student Fees

International student fee revenue has increased in parallel with the growth in international enrolments, with higher education providers benefiting from extraordinary fee revenue growth in the 10 years 1996-2006. International student fees now comprise a significant proportion of overall university income. Higher education providers have also become increasingly reliant on international students to subsidise their broader activities.

International Student Fees - All Institutions		
Year	Revenue (actual dollars)	Annual increase
1996	\$ 530,947,000	20%
1997	\$ 627,204,000	18%
1998	\$ 700,805,000	12%
1999	\$ 791,479,000	13%
2000	\$ 945,273,494	19%
2001	\$ 1,160,896,254	23%
2002	\$ 1,419,452,000	22%
2003	\$ 1,675,170,000	18%
2004	\$ 1,912,189,000	14%
2005	\$ 2,135,265,000	12%
2006	\$ 2,341,500,000	10%

Source: 2006 Financial Reports of Higher Education Providers.
Department of Education, Employment and Workplace Relations.

Overseas student fee revenue of universities as a proportion of total revenues



DEEWR (Finance 2007 - Financial Reports of Higher Education Providers)
in Review of Australian Higher Education: Final Report¹³

A study commissioned for the review (Barlow 2008) noted that, while Australian Government funding for competitive research grants has grown significantly in recent years, this has not been matched by growth in block grants programs which underpin institutions' research and research-training efforts. The university sector suggests that this has led to a pattern of cross-subsidisation of research from other revenue sources, such as grants for teaching and, in particular, fees from international students. The panel is concerned about the possible effects of excessive use of cross-subsidies on the quality of teaching and learning provided to students and on Australia's education export industry.

Review of Australian Higher Education: Final Report¹⁴

¹³ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.92)

The 2008 Review of Australian Higher Education (or 'Bradley' Review) clearly identified increasing reliance on international student fee revenue as a significant risk factor for higher education providers and, in turn, for the Australian higher education system. The Review Report specifically identified the cross-subsidisation practices of providers as potentially compromising the quality of teaching and learning offered by Australian universities, and that this decline in quality itself poses a threat to the viability of Australia's education export industry.¹⁵

It appears that many institutions use international student revenue to support services to domestic students and bolster research infrastructure. While the panel supports the right of institutions to manage their own affairs, it is concerned that there appears to be a systematic pattern across institutions of cross-subsidisation to supplement other institutional activities.

*This suggests that funds available for teaching of domestic students and for research activities may be insufficient and that services for international students would improve if more funds were made available to institutions.... **If higher education institutions receive appropriate public funding this would enable them to focus on developing a sustainable base for their international activities. It would ensure that more of the income generated from international students could be used to improve services for those students,** in addition to using the funds generated from this activity for other quite appropriate purposes, such as increasing the institution's research effort.*

(Emphasis added) Review of Australian Higher Education: Final Report¹⁶

The Final Report from the Bradley Review was clear that, if higher education providers benefit from improvements in public funding for domestic teaching and research, they would be able to turn their attention to developing a sustainable base for their international activities, and specifically that "more of the income generated from international students could be used to improve services for those students".¹⁷

In light of the significant increases in Commonwealth funding for higher education announced in the 2009-10 Federal Budget, and with the current focus on international student issues, it is time to move beyond the "free ride" approach to international education, and open serious discussion on the issue of reinvestment in international education in Australia.

1.4 The Need for Reinvestment in International Education

It is time to rethink the underlying industry strategy and restructure the way it is governed and supported by government. The panel recommends establishment of a whole-of-government approach, in partnership with the providers in the industry and the movement of regulation of the industry to an independent body.

Review of Australian Higher Education: Final Report¹⁸

¹⁴ Ibid.(p.11)

¹⁵ Ibid.

¹⁶ Ibid. (p.93)

¹⁷ Ibid.

¹⁸ Ibid. (p.15)

There is a need to move to what is being called a 'third phase' of internationalisation characterised by a more holistic approach which would include:

- maintaining a sustainable 'trade' agenda with a more diverse international student body and a greater proportion of higher degree research students;*
- better supporting students (both domestic and international) to improve their experience on campus and ensure their work readiness in the global environment;*
- improving coordination across government to ensure an alignment of policies to support industry development, regulation and skilled migration; and*
- focusing more on international research collaborations.*

Review of Australian Higher Education: Final Report¹⁹

In having oversight of the Australian higher education system, the Federal Government has broad responsibilities in support of quality, equity and sustainability, and this extends to the aspirations, expectations and safety of international students. There are also issues like Australia's international relationships and knowledge capital capacity at stake. The Federal Government must act to ensure the quality and integrity of Australian higher education, and ensure Australia remains a preferred destination for international students.

Although some institutions invest significantly in programs, facilities and support services for students enrolled in these courses, it is difficult to avoid the conclusion that the benefits of the growth in international education have not been matched by a corresponding investment in quality. This includes the quality of academic programs, the quality of support services, and the quality of the student experience.

The unconstrained manner in which institutions are able to increase international student enrolments, and student fees, without any obligation to reinvest in the quality of those same programs, poses a serious threat to the reputation of Australian higher education internationally.

Recommendation 1:

That efforts to recruit international students be matched by measures to ensure a safe, welcoming and collegial atmosphere while studying in Australia.

Recommendation 2:

That efforts to recruit international students be matched with adequate investment in quality facilities and support services.

Recommendation 3:

That higher education providers be required to account transparently for their use of international student fees, and for their investment in support of international students.

¹⁹ Ibid.(p.87)

2 Coming to Australia: Immigration and Visa Conditions

The restrictive and inflexible nature of visa policies relating to international students was cited by many submissions as an obstacle to promoting Australia as an educational and research destination.

The Committee heard evidence from international students at a public hearing of the costly and bureaucratic experience of extending, renewing, or changing a student visa.

University of Western Australia noted that the visa arrangements permit less flexibility [in managing their candidature] than that enjoyed by domestic students, such as the ability to suspend their study for a period of up to 12 months or to undertake their higher degree by research on a part-time basis. Thus, international students are unable to supplement their income with part-time employment, suspend their studies for family reasons, or make flexible arrangements for child-caring.

According to Victoria University's submission to the inquiry, international students must return home if taking personal leave of more than four weeks, or when ill.

University of Wollongong explained that the rigid visa regime also affects Australia's ability to enhance international research collaboration, given the difficulty in organising visas for brief visits or academic exchanges.

The Committee recognises that the imposition of current visa policies for international postgraduate research students detracts from Australia's ability to compete effectively in attracting high-quality international research students, and recommends that the policies be amended.

Building Australia's Research Capacity²⁰

The attractiveness of Australia as a destination for international students is now being recognised as an issue of national importance. Australia has yielded tremendous benefits from the growth of international education over the last 10 years. The time has come for universities, and Governments both State and Federal, to reciprocate through genuine investment in the quality of the international student experience, and in reforms to help ensure Australia remains a preferred destination for international students.

International postgraduates should be allowed greater flexibility and opportunity both during and after their course of study. One simple way of achieving significant improvements in this area is to reform the restrictive visa conditions that severely constrain opportunities for international postgraduates on completion of their degree.

2.1 Applying for and Renewing Australian Student Visas

Australia currently has the least competitive student visa application costs among OECD education destinations. The non-refundable fee of \$A540 fares

²⁰ House of Representatives Committee on Industry Science and Innovation (2008a). *Building Australia's Research Capacity (Final report of the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities)*. Parliament of Australia, Canberra, ACT. December 2008: www.aph.gov.au/house/committee/isi/research/report.htm. (pp.102-103)

poorly against the UK at \$A312, and the majority of other comparable destinations where fees average around \$A130 (as outlined below).²¹

Student visa application costs: Selected OECD Countries²²

Country	Visa Type	Student visa fee (\$AUD) ¹
New Zealand	Study Permit	\$130
US	F1, J1, M1 + SEVIS I-901	\$386.50 (\$136.50+\$250)
Canada	Study Permit	\$140
EU ²	Student Visa	\$120-\$180
UK	Student Visa	\$312
Australia	Higher Education (subclass 573)	\$540
	Postgraduate Research (subclass 574)	

¹ All amounts shown in Australian Dollars (July 2009). ² EU costs vary by country – consulate pages are a useful preliminary resource in confirming actual costs.

Additional costs also need to be taken into consideration by prospective international students. The United States requires all applicants to pay the \$250 SEVIS I-901 fee to the US Department of Homeland Security. Other costs include fees for medical examinations, and in some cases vaccinations, which can easily run to \$300 per person for international students who seek to apply or renew from within the destination country.

The Australian student visa application process requires a thorough medical examination of all applicants *and their dependents* each time they apply for or renew their visa. This requirement is in place *regardless of whether or not they have travelled internationally during their stay*. While this adds an additional administrative and financial burden on all international students, it places a particular burden on those studying here with dependents.

Reform of student visa costs, and the unnecessary financial and administrative burdens associated with the student visa application process, is among the practical measures the Federal Government could take that would have an immediate and direct positive effect on ensuring Australia remains a preferred destination for international students.

Recommendation 4:

That Australian student visa application costs be reduced so they are at least as affordable as comparable destinations for international students.

Recommendation 5:

That the Australian student visa application and renewal process be reviewed, and that unnecessary financial and administrative burdens (including any undue medical examination requirements) be removed.

²¹ Pechenkina, E. & Palmer, N. (2009b). *Federal and State Government Responsibilities in Support of International Students*. Council of Australian Postgraduate Associations (CAPA) Carlton, VIC: www.capa.edu.au.

²² Ibid.

2.2 Overseas Student Program Assessment Levels

Overseas Student Program Assessment Level criteria are based on assumptions about an individual's future behaviour made with reference to a generalisation about the behaviour of nationals of their country of origin. The government's justification for the program is that it ensures that "the integrity of the student visa program is maintained by using objective measures of risk to determine visa requirements".²³

Current requirements of students at the various assessment levels vary widely: students must provide different supporting documentation depending on assessment level, course and nationality. They must also provide evidence of ability to meet expenses. These requirements are more or less stringent depending on assessment levels.²⁴ CAPA is concerned that some of the distinctions made in determining assessment levels (and associated requirements) lack justification, and are in fact discriminatory and inequitable, and therefore call for a review of the scheme.

Recommendation 6:

That Overseas Student Program Assessment Levels be determined by transparent, just and equitable criteria for all student visa applicants.

2.3 Visa status on completion of studies

Once an individual ceases to be an enrolled student on an Australian student visa (including on completion of the degree or submission of a higher degree thesis), their visa is automatically cancelled. Individuals then have 30 days to leave the country or change their immigration status by applying for a new visa.

CAPA recommends that student visa duration of stay provisions following completion of a course of study be extended to at least 60 days. This arrangement will especially benefit those students who do not intend to apply for a further visa to stay in Australia and wish to return home. More flexible provisions following the completion of a course of study will also allow students to attend their own graduation ceremony, and plan their departure home.

Recommendation 7:

CAPA recommends that student visa duration of stay provisions following completion of a course of study be extended to at least 60 days.

²³ DIMIA, 2004, in Bexley, E. (2004). *Equity of Conditions for International Postgraduate Students*. Council of Australian Postgraduate Associations (CAPA), Melbourne, VIC: www.capa.edu.au.

²⁴ Ibid.(pp.3-7)

2.4 Visa Status and Part Time Study

International students sometimes report difficulties adjusting to an unfamiliar academic and social environment with the host institution and in the local community, particularly in their first year of study. Difficulties can be exacerbated where students are in the process of acquiring English as a second language. Other personal circumstances may also interfere with the ability to keep pace with a full time study load, especially in cases where students are studying here with partners or dependents.

Currently a variation of study load is only available to students who are able to demonstrate specific circumstances. Students are required to visit a counsellor or advisor as part of an application process so that their situation may be assessed. The option of applying for a reduction in study load is often not widely publicised, and many students are unaware that they have this option.

Recommendation 8:

That reduction of study load criteria be broadened to allow international students greater flexibility to study part-time.

Recommendation 9:

That Standard 9 of the National Code be amended to allow greater flexibility for international students to study part-time.

Recommendation 10:

That advice on student management of study load be included in pre-departure, induction and ongoing information available to international students.

2.5 Bridging Visas

All international graduates applying for a change of visa status are placed on the “Bridging Visa A”. This visa grants applicants the rights of the visa they have applied for, however they may not leave and re-enter the country until their final visa determination is made.

To be able to leave and re-enter Australia visa holders must qualify on professional or compassionate grounds for a “Bridging visa B”, which allows applicants to leave and re-enter the country for up to 30 days.

Recommendation 11:

That Bridging Visas for students be amended to include a “multi-entry” provision, allowing applicants the opportunity to leave and re-enter the country while their visa application is being considered.

2.6 Employment Opportunities for International Students

International education is a recognised source of skilled labour. The OECD notes that immigration policies that target international students and scholars can yield positive results and can be critical in building the necessary skilled workforce for the future. In many OECD countries, '... the recruitment of international students is part of a broader strategy to recruit highly skilled immigrants on the hope that some of them remain in their host country after their studies and at least stimulate academic life and research while they study' (OECD, 2008, vol. 2, p. 264).

in Review of Australian Higher Education: Final Report²⁵

Based on Department of Immigration and Citizenship data, currently about 40 per cent of those who obtain skilled migration to Australia have an Australian qualification of at least two years' duration. However, Australia lags behind the United States (50 per cent) in the number of international students it retains in the workforce after graduation.

Marginson (2008), in Review of Australian Higher Education: Final Report²⁶

CAPA has long argued that Australia should allow international students greater opportunities for work in their field following graduation. Examples exist in the schemes offered in Canada and the United States (as outlined below).

Post-graduation Work Permit (Canada):

To qualify for this permit, a student:

- *must be engaged in full-time studies at a university, community college, CEGEP, publicly funded trade/technical school or private institution authorised by provincial statute to confer degrees;*
- *must have a job offer from an employer for a job that is related to your studies;*
- *must apply for a Work Permit within 90 days of graduation from college or university, and*
- *must have a valid Study Permit when applying for the Work Permit.*

Department of Citizenship and Immigration, Canada, 2004

In Equity of Conditions for International Postgraduate Students (CAPA)²⁷

Optional Practical Training (United States):

Students may take advantage of Optional Practical Training (OPT) once the degree is completed. During OPT, a student can work for up to 29 months. Many international students obtaining a bachelor or master's degree in the United States go on to be sponsored by their employer for an H-1B Work Visa.

U.S. Citizenship and Immigration Services, 2009²⁸

²⁵ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.99)

²⁶ Ibid.(p.99)

²⁷ Bexley, E. (2004). *Equity of Conditions for International Postgraduate Students*. Council of Australian Postgraduate Associations (CAPA), Melbourne, VIC: www.capa.edu.au.(p.9)

²⁸ U.S. Citizenship and Immigration Services <http://www.uscis.gov>

The Canadian Post-Graduation Work Permit allows international students to remain in the country and work in an area related to their degree for up to 12 months following graduation. In the U.S., recent graduates are able to apply for an Optional Practical Training (OPT) which allows them to work for up to 29 months in an area related to their studies.

Until 2007, the two main options for recent graduates interested in gaining professional experience in Australia were to apply for a permanent residency under Graduate Skilled Migration program, or seek an Australian working visa through employer sponsorship. The Skilled Graduate Temporary Visa (Subclass 485) introduced in 2007 offered international graduates the opportunity to gain professional experience for up to 18 months upon completion of their course, without the need to apply for a Permanent Residency visa.

Requirements of the Australian Skilled Graduate Temporary Visa (Subclass 485) professional working visa are much more demanding than comparable schemes in the U.S. and Canada. Applicants must be under 45 years of age, must meet English language requirements, and must achieve the appropriate number of points on the Skilled Occupation List (SOL). Here the criteria are the same as for Permanent Residency visas, where student need to demonstrate they are satisfying an “occupation in demand”. The U.S. and Canada have less demanding criteria by contrast, and do not discriminate by profession or field of study.

Recommendation 12:

That Skilled Occupation List requirement be removed from the Skilled Graduate Temporary Visa (Subclass 485).

Recommendation 13:

That eligibility criteria for the Skilled Graduate Temporary Visa (Subclass 485) be reformed to bring the scheme in line with comparable professional training visas internationally.

Recommendation 14:

That working conditions for international students and their partners be made more flexible in order to relieve excessive financial and related stresses on students and their families.

3 Studying in Australia: Quality of the International Student Experience

If international students do not receive full value for the fees they are paying, they will tend to choose other countries for their studies. In addition, there are many international market factors that can affect overseas student income that are independent of the research sector. A decline in overseas student income would, under the current funding system, play havoc with universities' research activities.

Venturous Australia: The Final Report of the Review of the National Innovation System²⁹

A 2006 survey found that overseas students' rates of overall satisfaction with the study experience in Australia and with their course were somewhat lower than for a comparison group of Australian students. The report concluded that there is 'room for improvement' (p. 55) in terms of the international student experience. Particular areas highlighted in the survey included the quality of education and course content; involvement with, and commitment to, international students by staff; the cost of courses; and opportunities for more interaction with Australians.

Australian Education International (2007)
in Review of Australian Higher Education: Final Report³⁰

High levels of student satisfaction will also help maintain global competitiveness by attracting international students. By international standards, the satisfaction of students with the quality of Australian higher education teaching and learning is of concern. It is significantly behind that of the United Kingdom, United States and Canada.

Review of Australian Higher Education: Final Report³¹

For Australian universities to be attractive for international students, they must compete on quality. Not just in terms of demonstrable quality research outcomes or on perceptions of marketable prestige, but also, importantly, on the quality of the student experience. In seeking to attract international postgraduates, universities and government must avoid the worst excesses of previous efforts in exploiting the "market" for international coursework postgraduates.³²

²⁹ Cutler, T. (2008). *Venturous Australia: The final report from the Review of the National Innovation System*. Cutler & Company, Melbourne Vic:
www.innovation.gov.au/innovationreview/Pages/home.aspx. (p.68)

³⁰ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.93)

³¹ Ibid.(p.11)

³² Hare, J. (2007). CQU seeks to end partnership. *Campus Review*, Vol.17; No. 48, p.5. ;
Rood, D. (2006). 'Cash cow' students take stand against uni. *The Age*. Melbourne, Vic, March 14: www.theage.com.au/news/national/cash-cow-students-take-a-brief-stand-against-uni/2006/03/13/1142098405192.

3.1 Reliability and Integrity of Information Provided

"The information I received about the course was entirely misleading – to the point that I wouldn't have enrolled in the course if I had [known]."

"...the curriculum of my course keeps changing and therefore some topics that I intended to take when looking at the course description before enrolment into the Uni became unavailable."

"1. A lot of hidden costs. 2. Promotional materials absolutely misleading. 3. Care [for] Aussie students much more than international students. 4. Absolutely bureaucratically run. In general a very bad experience."

"Not one of the estimated living or university costs from the University of Wollongong or Newcastle were close to the actual costs (government taxes, food, extra school fees, etc)."

"Cost of living is higher than I expected and to find work is almost impossible and far more additional costs such as parking and the cost of course materials and books."

"Information regarding the quantity and duration of fees, resulting in financial hardship, was inaccurate and incomplete prior to arrival in Australia, and even faculty at the university were not aware of the real policies until they had to reach them for my benefit, many were shocked by extreme financial demands placed on international students."

Comments from individual respondents to
CAPA's 2003 Survey of International Postgraduate Students³³

The registered provider must take immediate corrective and preventative action upon the registered provider becoming aware of an education agent being negligent, careless or incompetent or being engaged in false, misleading or unethical advertising and recruitment practices including practices that could harm the integrity of Australian education and training.

Outcome 4.5 under Standard 4 of the National Code of Practice for Registration Authorities and Providers of Education and Training to Overseas Students 2007³⁴

Higher education providers have obligations to international students in regard to the provision of information under the National Code of Practice for Registration Authorities and Providers of Education and Training to Overseas Students, and in the Education Services for Overseas Students (ESOS) Act. They also have a fundamental duty of care to each individual through the entire course of student engagement with the institution (*and its agents*).

³³ As featured in *What students say*, in Skinner, S. (2004). *Evaluation of the Education Services for Overseas Students Act 2000: Submission by the Council of Australian Postgraduate Associations (CAPA)*. Council of Australian Postgraduate Associations (CAPA), Melbourne, VIC: www.capa.edu.au.

³⁴ Department of Education Science and Training (DEST) (2007). *National Code of Practice for Registration Authorities and Providers of Education and Training to Overseas Students 2007*. Commonwealth of Australia, Canberra, ACT: http://aei.gov.au/AEI/ESOS/NationalCodeOfPractice2007/National_Code_2007_pdf.pdf.(p.12)

Examples where international postgraduates in particular have encountered difficulties include the following:³⁵

- (a) Housing information, including local cost and alternative forms of accommodation; especially for students with families
- (b) Academic practices, including expectations of independent learning (and, for research students, the nature of the student-supervisor relationship), assessment practices and standards of English required;
- (c) Admission criteria, ensuring students are correctly informed of the equivalence and acceptability of foreign qualifications and the possibility of credit transfers;
- (d) Program information, including accurate and up to date information on the qualifications available to the student on completion of that specific program
- (e) Employment information, including an overview of standard work rights and entitlements for students and their partners;
- (f) Local school fees for the children of international students;
- (g) Information about support services provided by student associations;
- (h) Information on the availability of childcare, health insurance, visa fees, transport and living expenses; and
- (i) The general rights and responsibilities of international students.

The international student experience with a higher education provider does not begin on arrival at an onshore university campus. It begins with the information available to the student “pre-departure” while still in the home country.

Among key findings in CAPA’s 2003 survey of international postgraduate students was the very poor level of information provided to students prior to their arrival in Australia. While universities sometimes recruit students directly, much of this work is done by agents in the students’ home country. Comments made by the students surveyed indicates that these agents may not be giving students realistic information, or that students may not be informed to the point where they are in a position to ask the ‘right’ questions. There are also frequent reports of students being offered poor quality or misleading information, and of the practice of selective “errors of omission”, where such errors rarely appear to be in students’ favour.

Errors or misinformation received by students pre-departure often leads to disappointment and unnecessary distress on arrival. CAPA strongly encourages universities to ensure that students are given the best possible information prior to arriving in Australia, and that they are encouraged to contact the university directly for information rather than relying on agents. Universities must provide prospective international students with appropriate information to at least a minimum standard. Any such standard should include the provision of unambiguous, up to date information, well presented and in simple language, prior to the time of the offer of enrolment.

Irregularities with important correspondence can also cause significant distress for individuals, most notably in the case of enrolment information.

³⁵ Palmer, N. (2008c). *Submission to the Review of Australian Higher Education*. Council of Australian Postgraduate Associations, Carlton, VIC: www.capa.edu.au.(p.54)

International postgraduates report having to re-schedule travel and accommodation arrangements, often at significant expense, simply because enrolment correspondence necessary for finalising visa arrangements has been irregular or incomplete.

Recommendation 15:

Institutions should make comprehensive orientation programs available to all commencing international postgraduate students.

Recommendation 16:

That published estimates of costs associated with studying in Australia be revised to more accurately reflect the expenses that international students will actually be met with.

3.2 Basic International Student Welfare

3.2.1 Accommodation

Many of the 273,099 international students studying in Australia live on campus, and are often therefore dependent on campus facilities and amenities, and, in turn, on security provided by their institution to ensure a safe, welcoming and collegial campus environment.³⁶ Education providers must also provide international students with accurate information on real costs of accommodation, both on and off campus.

All students living in accommodation provided by universities, including on-campus university accommodation, residential colleges and halls of residence, should be afforded the basic rights of all tenants. These rights, and measures for ensuring appropriate general tenancy standards, should also be extended to accommodation providers recommended by institutions, even where they do not hold a direct interest in the provider.

High rental costs, scarcity of student-appropriate accommodation within reasonable distance from the university's campuses and main facilities and students' lack of awareness of their rights and responsibilities as tenants are among the issues international students report difficulty with.

International student difficulties with accommodation issues are often associated with a lack of experience with the rules and practices associated with the Australian rental and real estate market. Many are unfamiliar with the kind of tenancy agreements, reports and financial arrangements necessary in securing accommodation in the private rental market. This can often lead to situations where international students are prone to taken advantage of, and

³⁶ Department of Education Employment and Workplace Relations (DEEWR) (2008). *Students 2007 (full year), Selected Higher Education Statistics*. www.deewr.gov.au.

are vulnerable to discrimination, exploitation and bullying by unscrupulous real estate agents and private landlords.

There is a clear need for better information on accommodation that specific to the needs and circumstances of international students. There is also a clear need for better protection for the rights of international students as prospective tenants.

Recommendation 17:

Universities need to expand housing infrastructure located on or close to campus to provide better accommodation options for international students, especially in the first year of studies.

Recommendation 18:

All students living in accommodation provided by universities, including on-campus university accommodation, residential colleges and halls of residence, should be afforded the basic rights of all tenants.

Recommendation 19:

Better information needs to be provided on accommodation issues specific to the needs and circumstances of international students.

Recommendation 20:

Better protection is needed for the rights of international students as prospective tenants.

3.2.2 Safety

Institutions must take full responsibility for the security and safety of students and staff on campus. Adequate investment is required to ensure appropriate standards of safety and security are maintained. Institutions must also ensure adequate access to phones, alarms and security posts, escort and bus services. Security staff should include both men and women, and be sensitive to specific campus security needs. Institutions should provide security that extends beyond the institution's campus boundaries, including surrounding areas such as residential colleges and nearby parking.

Focus groups of Indian students hosted by the LaTrobe University Postgraduate Association found that safety was a major concern for students both on and off campus, and students believe there are important steps that

government, universities and the police should be taking to help improve the international student experience. The study found that Indian postgraduates:³⁷

- Believed that police did not take effective measures to stop criminal activity after they receive initial reports.
- Strongly believed that police were responsible for the safety of everyone in Australia, that international students were no exception, and that police have a responsibility to ensure people's safety whether attacks are racially motivated or not.
- Felt that efforts to recruit international students should be matched by efforts to ensure their safety.
- While some believe that all international students face similar threats to their safety, others felt the threat was greater for Indian students.
- Indicated that feeling unsafe made them resentful of the high costs of studying in Australia.
- Strongly believed that more should be done by governments, police and universities to help ensure their safety.
- Felt that although the university environment was safer than other areas, that universities had a strong obligation to ensure international students felt secure on campus.
- Stressed the need for 24 hour security on campus, that security patrols should be able to respond quickly to incidents, and that a 5-minute response time to incidents was not unreasonable.
- Stressed the importance of the university library as a safe environment for students, and recommended extending library hours, especially during peak assessment times.
- Identified railway stations as particularly dangerous areas at night, and recommended that regular night-bus services linking local railway stations with the university campus form part of regular security patrols.
- Stressed the need for social functions and cultural events to help ensure a harmonious environment for both domestic and international students on campus.

Recommendation 21:

That the Committee recommend a national review of campus security standards, with a view to the development of minimum standards and guidelines for institutions.

Recommendation 22:

Universities should engage in collaborative efforts in support of student safety and safety awareness, working with police, student associations and the local community.

³⁷ Palmer, N. (2009a). *Media Release: Quality, equity and safety for international postgraduates a priority*. Council of Australian Postgraduate Associations (CAPA), Carlton South, VIC: www.capa.edu.au.

Recommendation 23:

Universities need to support structured, collaborative programs to support better engagement between universities, international students and the local community.

3.2.3 Care for the Dependents of International Students

Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages.

The Universal Declaration of Human Rights (Article 26)
in Equity of Conditions for International Postgraduate Students³⁸

3.2.3.1 Recognition of and Support for Carer Responsibilities

Postgraduates should be able to commit to study and family simultaneously, and should not be forced into a position of having to decide between the two. While the welfare of children is ultimately the responsibility of parents, the care of children is also a broader social responsibility.

Students often point out the high cost of childcare, its availability on or close to campus, and its affordability for international students. A lack of flexible and affordable childcare facilities on campus has a particular impact on international students, who are likely to have limited alternative care opportunities open to them.

Recommendation 24:

That planning for the provision of childcare services recognise the needs of international students studying in Australia with dependents.

Recommendation 25:

That international students be eligible for subsidised childcare services.

3.2.3.2 Education for the Dependents of International Students

Recommendation 15: *That the Australian Government liaise with states and territories to ensure consistent policies for school-fee waivers for the dependants of international research students in government-subsidised places and examine its visa arrangements to improve the conditions for spouse work visas.*

Review of Australian Higher Education: Final Report³⁹

³⁸ Bexley, E. (2004). *Equity of Conditions for International Postgraduate Students*. Council of Australian Postgraduate Associations (CAPA), Melbourne, VIC: www.capa.edu.au.

³⁹ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations

Recommendation 2: *That the Australian government work with the States to ensure that all international research students enrolled at Australian universities do not have to pay fees for their children attending government schools in order to increase Australia's competitiveness as international research training destination.*

James Cook University Submission (#22) to the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities⁴⁰

Recommendation 5: *[That the] State governments to introduce policies to provide full exemption from tuition fees in government primary and secondary schools for dependents of international research students.*

Innovative Research Universities Australia Submission (#51) to the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities⁴¹

[N]on-visa, measures can be put in place to attract international postgraduate students to Australia. The Committee commends the Victorian Government's policy of waiving primary and secondary public school fees for dependents of international students enrolled in higher degree by research programs in Australian universities.

University of New South Wales and the Group of Eight noted that school fees are a financial disincentive to international students with children. James Cook University recommended that the waiving of such fees be implemented as a national policy.

The Committee supports a national policy of fee-exemption at public schools for dependents of international postgraduate research students.

Recommendation 31: *The Committee recommends that the Australian Government work with the States to ensure that the dependents of all international higher degree by research students enrolled at Australian universities are subject to the same fee levels as local students at government primary and secondary schools.*

Building Australia's Research Capacity⁴²

State and Local Governments have managed to remain "under the radar" when it comes to their responsibilities in support of international students, yet they have quietly managed to reap the rewards from the extraordinary growth in this area.⁴³

(DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.xx)

⁴⁰ House of Representatives Committee on Industry Science and Innovation (2008b). Inquiry into Research Training and Research Workforce Issues in Australian Universities. Parliament of Australia. Accessed March, 2009:

www.aph.gov.au/house/committee/isi/research/index.htm.

⁴¹ (p.14)

⁴² House of Representatives Committee on Industry Science and Innovation (2008a). *Building Australia's Research Capacity (Final report of the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities)*. Parliament of Australia, Canberra, ACT. December 2008:

www.aph.gov.au/house/committee/isi/research/report.htm.(pp.103-104)

⁴³ Palmer, N. (2008a). *House of Representatives Industry, Science and Innovation Committee Inquiry into Research Training and Research Workforce Issues in Australian Universities: Supplementary Submission*. Council of Australian Postgraduate Associations (CAPA), Carlton South, VIC: www.capa.edu.au.(p.11)

Public School Tuition Fees for Dependents of International Students Enrolled in Higher Education Courses

<u>State</u>	Course/Level	Annual Fees (AUD)*
South Australia	Primary (Years 1-7)	3,600
	High School (Years 8 -12)	4,500
New South Wales	Primary (Years 1-6)	4,500
	Junior Secondary (Years 7-10)	4,500
	Senior Secondary (Years 11-12)	5,500
Tasmania	Any course/level	5,500
Western Australia	Kindergarten	3,000
	Primary (Years 1-7)	5,600
	Junior Secondary (Years 8-10)	6,500
	Senior Secondary (Years 11-12)	7,500
Queensland	Prep Year	8,000
	Primary (Years 1-7)	8,000
	Junior Secondary (Years 8-10)	8,000
	Senior Secondary (Years 11-12)	8,800
Victoria*	Primary (Years 1-6)	6,790
	Junior Secondary (Years 7-10)	8,998
	Senior Secondary (Years 11-12)	10,053
Northern Territory	Primary (1-6)	7,500
	Middle (7-9)	9,000
	Senior Secondary (10-12)	10,000
Australia Capital Territory	Primary (Years K-6)	9,500
	Junior Secondary (Years 7-10)	12,000
	Senior Secondary (Years 11-12)	13,000

* All amounts shown in Australian Dollars (July 2009).

International postgraduate students frequently express concerns about the financial burden associated with supporting school-age dependents at school.⁴⁴ The recent House of Representatives Inquiry Report, *Building Australia's Research Capacity*, supports a national public school fee exemption policy for dependents of all international postgraduate research students.⁴⁵

⁴⁴ Schooling costs also include school uniforms, school activities, administrative fees (often in the range of \$400-\$500), and public transport costs (New South Wales and Victoria are the only states to deny concession fares on public transport to school-aged dependents of international students studying in Australia).

⁴⁵ House of Representatives Committee on Industry Science and Innovation (2008a). *Building Australia's Research Capacity (Final report of the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities)*. Parliament of Australia, Canberra, ACT. December 2008:

www.aph.gov.au/house/committee/isi/research/report.htm. (p.103). Recipients of AusAID, IPRS or comparable awards covering the full cost of the education component of their degree are exempt from state/territory school tuition fees for dependents. [Private school tuition fees](#) for dependents of international students are generally double those for domestic students, as private schools rarely discount fees for those enrolled in a tertiary degree.

South Australia, Tasmania and New South Wales stand out as preferred destinations for international students with school-age dependents, in offering the most affordable primary and secondary school fees.

Victoria outranks NT and the ACT in being the only state to offer a primary and secondary public school fee waiver for dependents of all international research students. There is no discount offered in the ACT or Northern Territory for the dependants of international students enrolled with a higher education provider.

Recommendation 26:

That the availability and standard of information on school tuition fees for dependents of international students be significantly improved.

Recommendation 27:

That primary and secondary education be provided free to the dependents of international students studying in Australia.

Recommendation 28:

Where public school tuition fees for dependents of international students are not free, they should be made consistent and affordable across all Australian States and Territories, with fee waivers available wherever possible.

3.3 Academic Duty of Care

3.3.1 English Language Requirements and Support Services

[T]he OECD has praised the New Zealand approach to addressing concerns about quality by strengthening 'language admission requirements and foundation program to ensure that students are adequately prepared to begin their studies, both academically and linguistically' (OECD 2008a, vol. 2, p. 285). Professional development programs for their staff focusing on improving delivery in classes with large international enrolments have also become a feature of the New Zealand approach. The Code of Practice for the Pastoral Care of International Students requires institutions to ensure minimum skills, and proposes minimum standards.

Review of Australian Higher Education: Final Report⁴⁶

⁴⁶ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.103)

**AUQA Good Practice Principles for English language proficiency
for international students in Australian universities**

1. *Universities are responsible for ensuring that their students are sufficiently competent in the English language to participate effectively in their university studies.*⁴⁷
2. *Resourcing for English language development is adequate to meet students' needs throughout their studies.*
3. *Students have responsibilities for further developing their English language proficiency during their study at university and are advised of these responsibilities prior to enrolment.*
4. *Universities ensure that the English language entry pathways they approve for the admission of students enable these students to participate effectively in their studies.*
5. *English language proficiency and communication skills are important graduate attributes for all students.*
6. *Development of English language proficiency is integrated with curriculum design, assessment practices and course delivery through a variety of methods.*
7. *Students' English language development needs are diagnosed early in their studies and addressed, with ongoing opportunities for self-assessment.*
8. *International students are supported from the outset to adapt to their academic, sociocultural and linguistic environments.*
9. *International students are encouraged and supported to enhance their English language development through effective social interaction on and off campus.*
10. *Universities use evidence from a variety of sources to monitor and improve their English language development activities.*

AUQA Good Practice Principles for English language proficiency for international students in Australian universities⁴⁸

Changes to migration policies now allow graduates to remain in Australia to undertake intensive English-language tuition prior to their applying for permanent migration. This is a welcome step but more needs to be done during their courses of study to ensure such tuition is unnecessary.

Review of Australian Higher Education: Final Report⁴⁹

English-language support '...should not be seen as a remedial program ... but as part of the teaching which the university offers international students to prepare them for work in the global economy'

IDP Education submission (p. 7), in Review of Australian Higher Education: Final Report⁵⁰

⁴⁷ Authors' note: "For international students studying in Australia, it is a requirement of the National Code's standard 2 under the Education Services for Overseas Students Act 2000 that 'registered providers ensure students' qualifications, experience and English language proficiency are appropriate for the course for which enrolment is sought'. This requirement is also relevant to Principle 4". Australian Universities Quality Agency (AUQA) (2009). *Good Practice Principles for English language proficiency for international students in Australian universities*. Department of Education, Employment and Workplace Relations (DEEWR), Canberra, ACT:

www.deewr.gov.au/HigherEducation/Publications/Pages/GoodPracticePrinciples.aspx.

⁴⁸ Ibid.(p.3)

⁴⁹ Ibid.(p.103)

International students who pass English language proficiency tests, such as the Test of English as a Foreign Language (TOEFL) or International English Language Testing System (IELTS), may still encounter varying degrees of difficulty with the fluency of their academic English. TOEFL and IELTS scores required to obtain a student visa are often less than what would be indicative of a level adequate to reading, writing, listening and speaking English appropriate for academic discourse at a postgraduate level.

International postgraduate students often make the reasonable assumption that passing the English-language entry test required for a course is an indication that their academic language skills are sufficient. Many students experience extreme distress where language test requirements for entry are significantly below the actual level of ability they find they need when commencing their studies. Up to that point, through a range of pathways, it is very likely to have been conveyed to them that given their current English language proficiency, coping with the level of language proficiency required for studying in Australia should be “no problem”. This is often misleading, and students end up having to pay the price.

Some universities display evidence of good practice in providing English language support services. For example, Curtin University of Technology has an extensive range of resources to assist international students in improving their English skills⁵¹.

Positive examples for English language development initiatives have been suggested by the Monash Postgraduate Association⁵²:

- Offer a 1-2 week long orientation program, similar to the IAP program to all commencing international students, including language modules, acculturation components and academic skills development, fully funded by the university (a set percentage of international student fees and local amenities fees could be earmarked for the program)
- Embed language development programs, in core units, to build on and extend modules taught during the orientation program. Make them part of the first semester curricula for all postgraduate programs.
- Offer ongoing conversation groups for international students focusing on topics and communication skills that enables more collegial and informed discussions with postgraduate colleagues and staff inside and outside the classroom. This could be organized by faculties or a central university body
- Employ EFL pronunciation training specialists and make them available for one-on-one sessions for both research and coursework

⁵⁰ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx. (p.103)

⁵¹ UniEnglish, Curtin University of Technology, <http://unienglish.curtin.edu.au/>

⁵² Momberg C., Comments on the Project “Good Practice Principles for English language proficiency for international students in Australian universities” (commissioned by AUQA in 2007), Monash Postgraduate Association; in press

postgraduates. University should advertise this service as a professional skills development program rather than a remedial service

- Publish research and information on examples of good practice in a national database widely accessible to all universities with postgraduate programs. Research grants will be made available to those academic and non-academic staff (including staff in support organisations such as learning skill units, student associations, advisors of international students) which initiate and participate in research projects focusing on ongoing language development for international students.

Recommendation 29:

IELTS and TOEFL results should not be relied on as proxy indicators of academic language proficiency for postgraduate studies.

Recommendation 30:

English language development and support programs need to be available throughout the degree program, especially the first semester of studies.

3.3.2 Assessment practices

Irregular and inconsistent assessment practices are a clear indicator of a poor quality course, and a poor quality education provider. Problems can extend to a lack of transparency or accountability in use of assessment criteria, poor quality feedback on assessment, and inconsistencies in assessment measures and practices within and between comparable courses. Problems in this area also extend in the time taken to review and respond to even the simplest student queries and appeals. Difficulties in this area have particular implications for international students, given the nature of student visa requirements.

Recommendation 31:

Education providers need to be able to demonstrate they have taken reasonable steps to ensure international students understand the assessment requirements of their course.

Recommendation 32:

Education providers need to guard against irregular or inconsistent assessment practices, especially in relation to international students.

Recommendation 33: Education providers need to ensure they respond to assessment queries and appeals in a constructive and timely manner, mindful of international student visa constraints.

Recommendation 34:

Remedies (including fee refunds and visa extensions) need to be available to international students found to have been disadvantaged or treated unfairly due to errors or inconsistencies in assessment.

3.3.3 Facilities, Resources and Study Related Costs

"Only after arriving here did I realise publishing every year is encouraged and for the most part conference registration, hotel accommodation and plane tickets must be paid for by the student..."

"...the school mislead me generally regarding the infrastructure and particularly supervision and facilities for international students... The area where the school showed most punctuality was the collection of huge sums of my fees for the program..."

"The university I study in charges a horrendous amount of tuition fees yet the facilities, especially computers, are not enough. We have to make long queues in order to use a machine."

[The university had no] expertise in the selected field of study and no laboratories or facilities to conduct the research. I rely on what the student can find through his studies, finding suitable facilities in local industry and expertise from other universities. The supervision was terrible, my supervisor is totally lost in my field of study and can't help me.

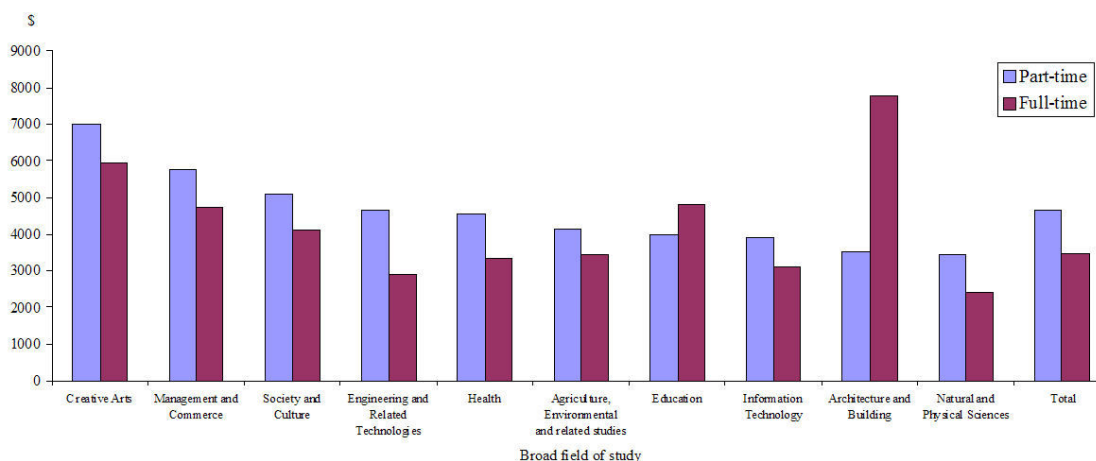
Comments from individual respondents to
CAPA's 2003 Survey of International Postgraduate Students⁵³

The provision of adequate resources is vital to the effective delivery of postgraduate programs across all modes of study. The adequate resourcing of all postgraduate students is an important factor in supporting the completion of research and coursework degrees for both domestic and international students. In recognition of this, clear and transparent standards for Minimum Resources should be in place for all postgraduates at every higher education institution.

International students in particular struggle to cope with course related costs they must bear themselves. Standards of available resources, which help alleviate some of the financial pressure of study related costs, vary significantly both across and within universities (and even within departments). Many coursework postgraduate programs require additional equipment such as lab materials, specialised tools, art supplies, medical instruments and other equipment. These are not optional and in many cases the costs are not covered by the provider.

⁵³ As featured in *What students say*, in Skinner, S. (2004). *Evaluation of the Education Services for Overseas Students Act 2000: Submission by the Council of Australian Postgraduate Associations (CAPA)*. Council of Australian Postgraduate Associations (CAPA), Melbourne, VIC: www.capa.edu.au.

**Private funds provided for their doctorate according to
respondents to a 2005 national survey,
by Broad Field of Study (n = 4,960).**



Despite the disparity of resource standards in their favour, research students still need to draw significantly on their own funds to support the costs of research. Evidence from Pearson et al indicates research candidates are likely to have spent around \$5,000 of their own funds on research related activity within the first 18 months of candidature (and this holds for both domestic and international research students).⁵⁴

It is vital to ensure adequate support to enable individuals to be able to successfully complete their degree. The quality of university infrastructure is integral to the culture of the university, and the overall student experience. If universities are unable to provide students with adequate work spaces, equipment or other basic facilities, the entire campus culture and student experience suffers.

Staff at institutions with large numbers of postgraduate students often confess they do not have the resources to adequately support students, and that there are chronic shortages of available study spaces and equipment on-campus. Students report having to compete for available computers and study spaces on a daily basis, often using stairways and building corridors as improvised working spaces. This scarcity reaches its peak during examination periods.

International students are becoming increasingly concerned with the distribution of the tuition fees they pay. Students frequently question how their fees are being used when they have difficulty accessing basic resources such as printing facilities, study spaces, computer access and lab facilities.

Under-investment in this area poses a serious reputational risk for Australian higher degree programs.

⁵⁴ Pearson, M., Cumming, J., Evans, T., Macauley, P. & Ryland, K. (2008). Exploring the extent and nature of the diversity of the doctoral population in Australia: a profile of the respondents to a 2005 national survey. Presented at *Quality In Postgraduate Research Conference: Research Education in the New Global Environment*. Adelaide (in press): www.qpr.edu.au.

Recommendation 35:

That all providers be required to adopt a clear and detailed institution-wide policy on minimum resource standards for all coursework higher degree students.

Recommendation 36:

That the implementation of a clear and detailed policy on minimum resource standards for research higher degree students be a Commonwealth requirement of providers for the receipt of funding for research places.

Recommendation 37:

That a comprehensive audit be conducted of all fees and charges levied by higher education institutions, including all course and non-course related costs.

3.3.4 Issues for International Coursework Postgraduates

[T]his important export industry runs the risk of being undermined, with significant consequences not just for international and domestic students but for the broader Australian community. International students are concentrated in a narrow range of subject fields, in levels of study and by country of origin...

A concentration of international students in particular courses may ... lessen the value of the [educational] experience for both international and Australian students. While surveys show that overseas students are satisfied with their study experience in Australia, they express concerns about some aspects such as interaction with Australian students and involvement with staff. This poses a potential threat to an industry heavily dependent on the reported experiences of students.

Review of Australian Higher Education: Final Report⁵⁵

Although some institutions invest significantly in programs, facilities and support services for Coursework Masters students, it is difficult to avoid the conclusion that for the most part this extraordinary growth has not been matched by a corresponding investment in quality. This includes the quality of academic programs, the quality of support services, and the quality of the student experience.

⁵⁵ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx.(p.12)

The increasing dependency of Australian universities on the revenue raised from fee-paying students creates real potential for the standards of coursework masters degrees to be compromised. Concerns raised include:

- inconsistent prerequisites and admission procedures for similar courses;
- inconsistent and unreliable information on course and credit transfer
- inconsistent course length and assessment requirements for similar courses;
- the use of outdated content or the replication of undergraduate material;
- classes combining both undergraduate and postgraduate students which fail to provide the advanced level of education required at postgraduate level;
- lack of facilities such as computer labs or common rooms;
- a teaching format employing very large class sizes to exploit economies of scale

Competition alone offers no guarantee of quality, and in fact may encourage the development of courses with lower entry standards and less rigorous assessment requirements in order to attract a greater number of students (and thus increased revenue).

There is the very real risk that international postgraduates may find their qualifications become less credible as a mark of advanced study. This can only have a negative impact on the international standing of Australian postgraduate qualifications, and poses a reputational risk for Australian Higher Education more broadly.

The unconstrained manner in which institutions are able to increase international student enrolments, and student fees, without any obligation to reinvest in the quality of those same programs, poses a serious threat to the reputation of Australian higher education internationally.

Concerns to this end are nothing new. In 1995 McInnis, James and Morris observed that:

*...while the proliferation of new masters programs continues to be market driven within the context of the deregulation of postgraduate fees, the standards of the masters degree are potentially compromised.*⁵⁶

Ensuring the quality of postgraduate coursework programs in exchange for the fees being charged is among the core concerns for CAPA and its member organisations. The extraordinary increases in international postgraduate coursework fees per course (which regularly occur for individual students within programs, and in some instances, even within semesters), have continued un-checked for too long. A comprehensive review of the quality of programs offered coursework postgraduates, and the fees they are compelled to pay, is a matter that is long overdue.

⁵⁶ McInnis, C., James, R. & Morris, A. (1995). *The Masters Degree by Coursework: Growth, Diversity and Quality Assurance*. Evaluation and Investigations Program, Department of Employment, Education and Training, Canberra, ACT. (p. ix).

Recommendation 38:

That the Higher Education Support Act (HESA) be amended with the effect of compelling all providers to commit to a fixed fee schedule for the full duration of all fee paying courses (for both domestic and international enrolments).

Recommendation 39:

That the Higher Education Support Act (HESA) be amended with the effect of compelling all providers to reinvest revenues from all fee paying courses directly into teaching, facilities and support services for those same programs, and describe detailed reporting requirements accordingly.

Recommendation 40:

That a comprehensive review be conducted into the quality of postgraduate coursework programs and their fees.

3.3.5 Issues for International Research Postgraduates

There are several advantages to Australia's investing in international students. One is an ambassadorial force of students who return to their homelands, spreading Australia's higher education reputation and strengthening global academic ties. Second, graduates who choose to remain and work in Australia help fill the pipeline that feeds a growing research environment.

Building Australia's Research Capacity⁵⁷

The cost of research training at Australian universities is relatively high and is a considerable barrier to participation as, in general, international students in Australia enrol on a full-fee basis. Some countries have elected to grant domestic status to some categories of international students. For example, New Zealand grants domestic status to research and doctoral students as a way of attracting such students (and at the same time the New Zealand Government has introduced policies to exempt children of doctoral students from school fees and to give their spouses work visas). The New Zealand initiative has been very successful with its proportion of international advanced research enrolments to all tertiary enrolment increasing from 16.6 per cent in 2005 to 22.2 in 2006.

OECD (2007; 2008) in Review of Australian Higher Education: Final Report⁵⁸

⁵⁷ House of Representatives Committee on Industry Science and Innovation (2008a). *Building Australia's Research Capacity (Final report of the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities)*. Parliament of Australia, Canberra, ACT. December 2008:
www.aph.gov.au/house/committee/isi/research/report.htm.(p.98)

⁵⁸ Ibid.(p.101)

If Australia is to attract greater numbers of international students into research programs, and find ways in which to retain graduates to stay and work in Australia, research programs need to become more attractive to these high-performing students. High-quality research students will go where the money is in terms of support – scholarships and living allowances – and where there are high-quality research facilities and researchers... Compared to the United States and the United Kingdom, there are relatively few scholarships which attract these students and conditions to their visas hinder their spouses and dependants from working and studying in Australia....

There have been no specific policies implemented to attract and retain higher degree research students in Australia. Despite the focus on the knowledge economy and forecast shortages of highly skilled workers in Australia, research higher degree students have been given a relatively low priority and little support is provided to them....

Australia will need to introduce significant programs of support if it is to compete with other countries for international research students. Scholarships must include both tuition and living expenses and better support for spouses and families must be addressed.

Review of Australian Higher Education: Final Report⁵⁹

3.3.5.1 Scholarship and International Program Students

Recommendation 14: That higher education providers use a proportion of their international student income to match the Australian Government tuition scholarships by providing financial assistance for living expenses for international students in higher degrees by research.

Review of Australian Higher Education: Final Report⁶⁰

Recommendation 27: The Committee recommends a doubling in the annual number of IPRS awards to accommodate a greater number of international students.

Recommendation 28: The Committee further recommends that the value of the IPRS be increased to fully fund the tuition fees for each course of study.

Recommendation 29: The Committee recommends that Endeavour international postgraduate scholarships be rationalised and simplified for greater accessibility and competitiveness.

Building Australia's Research Capacity⁶¹

Alongside AusAID and comparable programs, the International Postgraduate Research Scholarships (IPRS) scheme is the main international student scholarship scheme funded by the Australian Government. There is currently a mis-match between degree requirements, conditions of award and the visa

⁵⁹ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx. (pp.100-101)

⁶⁰ Ibid. (pp.xix-xx)

⁶¹ Palmer, N. (2008c). *Submission to the Review of Australian Higher Education*. Council of Australian Postgraduate Associations, Carlton, VIC: www.capa.edu.au. (p.53)

constraints which international students are challenged with negotiating. The IPRS program has aims distinct from other Commonwealth funded awards. Commonwealth award programs are directed at different constituencies with different needs, for different purposes, and needs to fit with the needs of international students as a distinct group. For these reasons CAPA does not support incorporating the IPRS program with domestic APAs, or any other Commonwealth funded award scheme.

Recommendation 41:

That the Commonwealth fully fund the IPRS scheme, to include course costs and the living allowance stipend.

Recommendation 42:

That the fitness for purpose of the IPRS for the needs and circumstances of international research postgraduates be reviewed.

Recommendation 43:

That the IPRS be maintained as a separate scheme for international research postgraduates.

3.3.5.2 Visa Considerations for Research Postgraduates

Recommendation 30: The Committee recommends that international student visa policies relating to higher degree by research programs be amended to allow greater flexibility for further research and employment.

Building Australia's Research Capacity⁶²

The Committee recognises that international research graduates can continue to enhance Australia's research and innovation output by remaining in Australia upon completion of their studies. Anecdotal evidence suggested that many do in fact stay in Australia and acquire permanent residency and citizenship.

University of New South Wales suggested that Australia should more seriously consider retaining international research graduates:

"While we invest very heavily in the three or four years of training that we actually put into these students, it is a pity that we do not capitalise on the investment by actually having more of them encouraged to stay in Australia beyond their term."

Flinders University recommended that:

⁶² House of Representatives Committee on Industry Science and Innovation (2008a). *Building Australia's Research Capacity (Final report of the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities)*. Parliament of Australia, Canberra, ACT. December 2008: www.aph.gov.au/house/committee/isi/research/report.htm. (pp.102-103)

"A specific scheme to retain the best international higher degree graduates in Australia as postdoctoral fellows would also help to build Australia's research capacity and performance."

Building Australia's Research Capacity⁶³

Much of the Australian research output in terms of publications, discoveries, patents and technology transfer arises from the research work of HDR students. Yet, our ability to ensure that this output is made generally available is inhibited by the counterproductive practise of de-enrolling an HDR student as soon as they submit their thesis. This results in students entering a "no-man's-land" while waiting for examiners' deliberations on their work; they typically must find paid work to survive and thus cannot devote time to the preparation of publications or presentations of their findings. Their effective removal from the academic community occurs at a time when they need that engagement most. This is particularly problematic for international students whose visas terminate with their enrolment.

University of Wollongong Submission to the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities⁶⁴

Postgraduate research students who submit their thesis for examination immediately cease to be considered as enrolled students. It is important to realise however that at submission their course of study is not yet complete.

Student may apply for an extension of their student visa for up to six months. Sometimes referred to as "marking visa", applicants in fact need to apply for a renewal of their student (Subclass 574) visa (paying the renewal fee and providing relevant supporting documentation).⁶⁵

Recommendation 44:

All research candidates (including both international and domestic students) should remain nominally enrolled on submission of their thesis until the conferral of their degree.

Recommendation 45:

That visa conditions for higher degree by research students be amended to allow greater opportunities for research and employment.

⁶³ House of Representatives Committee on Industry Science and Innovation (2008a). *Building Australia's Research Capacity (Final report of the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities)*. Parliament of Australia, Canberra, ACT. December 2008:
www.aph.gov.au/house/committee/isi/research/report.htm.(p.121)

⁶⁴ In Ibid.(p.80)

⁶⁵ Department of Immigration and Citizenship;
www.immi.gov.au/students/students/extending_your_stay/

3.4 Concession Travel on Public Transport

Am I eligible for concession travel on public transport?

capa Rating	State/Territory	Separate travel ID card required?	Health Care Card Holders Eligible?	Full time tertiary students					Part time students	External	Visting interstate tertiary student
				Undergraduate	Postgraduate		International				
					Research			Coursework			
					Scholarship	non-scholarship					
Preferred Destinations	Northern Territory	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes (bus only)	Yes	Yes
	South Australia	No*	Yes (additional card required)	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes (additional card required)
	Tasmania	No	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No
Good	Australian Capital Territory	No	Yes (additional card required)	Yes	Yes	Yes	Yes	Yes	No	Yes	Some (NSW eligibility applies for NSW students)
	Western Australia	Yes	Yes (WA residents only)	Yes	Yes	Yes	Yes	Yes	No	Yes	No
	Queensland	Yes* (Varies by region)	No	Yes	Yes	Yes	Yes	Yes	No	No	No
Farical	New South Wales	No (Providers issue Student ID stickers)	Yes (additional card required)	Yes	Yes	Some*	Some*	some (approved programs only)	No	No	Some (ACT students only)
Embarrassing	Victoria	Yes	Yes (VIC residents only)	Yes	No	No	No	Some (approved programs only)	No	No	No

Compiled by the Council of Australian Postgraduate Associations (CAPA) 2009. * Additional conditions apply. Full details available at www.capa.edu.au/transportconcessions.

Concession travel on public transport in Australia⁶⁶

International postgraduates struggle with living expenses, and the costs associated with studying in Australia. When you are surviving on a very low income, every cent counts. That is just one reason why access to concession travel on public transport is so important.

As shown above, access to student concession travel varies for each state and territory in Australia. The Northern Territory has the most equitable approach to student concessions in the nation, closely followed by South Australia and Tasmania. At the bottom of the list are New South Wales and Victoria, where postgraduate and international students are denied the level of access to concession travel enjoyed by other students.⁶⁷

It is an indictment on the Governments of New South Wales and Victoria, with educational exports at \$5.8 and \$4.9 billion dollars respectively, that they continue to refuse international students the same public transport concession entitlements enjoyed by their domestic peers. New South Wales and Victoria get a free ride on export revenue from international education while the international students themselves pay double. If state and local governments want to continue to enjoy the substantial benefits from the export of education, it is well and truly time they owned up to their responsibilities in support of international students.

⁶⁶ Pechenkina, E. & Palmer, N. (2009a). Concession travel on public transport in Australia. Council of Australian Postgraduate Associations (CAPA). Accessed June, 2009: www.capa.edu.au/transportconcessions.

⁶⁷ As a general rule, all passengers travelling on a concession fare are required to present proof of their entitlement at the time of purchase or when requested.

*CAPA, in its supplementary submission to the inquiry, highlighted the uneven nature by which state governments support postgraduate research students through access to transport concessions **The Committee considers it absurd that there is such considerable variation in access to transport concession between the states.***

Recommendation 19: *The Committee recommends that the Australian Government work with State Governments to support postgraduate students through the reduction of certain living expenses, in particular, through the provision of concessions for public transport travel. Access to transport concessions should be made available to all full-time tertiary students, regardless of type of enrolment or the level of course in which they are enrolled.*

(Emphasis added) Building Australia's Research Capacity⁶⁸

Topping the list as a preferred destination for international students on transport concessions is the Northern Territory. Students at Charles Darwin University and the Batchelor Institute of Indigenous Tertiary Education enjoy the nation's fairest arrangements for concession travel on public transport.

Postgraduates, international students, part-time and externally enrolled students all have access to concession travel simply by presenting a current student ID. Concession fares are also available to tertiary students visiting from interstate, marking the Territory as the most student friendly destination in the nation.

Other preferred destinations for students include Flinders University, UniSA, The University of Adelaide and The University of Tasmania. Concession travel is available to full-time students in South Australia and Tasmania on presentation of a current student ID. South Australia also welcomes visiting tertiary students who are currently enrolled interstate. Western Australia, Queensland and the ACT fare well, with most postgraduates and international students enjoying full access to concession travel.

New South Wales and Victoria rank lowest for access to student concession travel, with Victoria being the worst for completely excluding all postgraduates and full-fee paying international students from access to concession travel. It is common practice internationally to offer student concessions on public transport, in recognition of the financial position of students. New South Wales and Victoria stand out internationally in being discriminatory in this area.

Recommendation 46:

All tertiary students should have access to concession travel on public transport, regardless of their location, residency status or type of enrolment.

⁶⁸ House of Representatives Committee on Industry Science and Innovation (2008a). *Building Australia's Research Capacity (Final report of the House of Representatives Inquiry into Research Training and Research Workforce Issues in Australian Universities)*. Parliament of Australia, Canberra, ACT. December 2008: www.aph.gov.au/house/committee/isi/research/report.htm. (pp.85-86)

3.5 Services and Support for International Students

[T]he OECD noted in its final report on the Thematic Review of Tertiary Education that international students have unique needs that require support beyond immigration formalities and suggested that there be better support and pastoral care for international students. The organisation has praised New Zealand in particular for its code of practice [below].

New Zealand Code of Practice for the Pastoral Care of International Students

This code covers a broad range of areas where international students need support:

educational and linguistic preparation; assistance to adapt to a new cultural environment; advice in relation to accommodation, travel, health and welfare; information and advice on addressing harassment and discrimination; monitoring of student attendance and course progress; and mandatory communication with the families of students at risk.

The enforcement of the code is assured through an independent public agency – the International Education Appeals Authority – which receives and arbitrates complaints from students.

OECD 2008a, vol. 2 pp. 274-275, in Review of Australian Higher Education: Final Report⁶⁹

Institutions and government also have an interest in maintaining a quality student experience, not least in ensuring that our universities remain attractive destinations for prospective students from overseas. If we want to sustain a world class higher education system, we need to be clear that world class student support services and representation form part of that goal.

Submission to the Senate Inquiry into the Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009⁷⁰

International postgraduate students are attracted to quality facilities and quality programs (and, in the case of research postgraduates, quality supervision). They are also attracted to an academic destination with a collegial atmosphere, one where they feel safe and one with adequate support services in place. Activities to promote social networks along with other services are also critical in attracting international students and supporting them while here.

3.5.1 Student Engagement and Social Inclusion

Australia has much to gain from encouraging international students to study here, not just financially but culturally also. In order to be an attractive option for overseas students, Australian universities must have well-developed and accessible student services and amenities.

Inquiry Report: Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 [Provisions]⁷¹

⁶⁹ Bradley, D., Noonan, P., Nugent, H. & Scales, B. (2008). *Review of Australian Higher Education: Final Report*. Department of Education Employment and Workplace Relations (DEEWR), Canberra, ACT. December 2008: www.deewr.gov.au/HigherEducation/Review/Pages/ReviewofAustralianHigherEducationReport.aspx. (p.98)

⁷⁰ Palmer, N. (2009b). *Submission to the Senate Inquiry into the Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009*. Council of Australian Postgraduate Associations (CAPA), Carlton South, VIC: www.capa.edu.au. (p.3)

Student engagement is not limited to engagement in the assessment tasks required to graduate from a course of study. A quality student experience is characterised by engagement in a broader range of activities, including academic and professional development activities, skills development, professional and social network building and other activities that support a quality student experience.⁷²

Discussion around international students and social inclusion can sometimes convey the false sense that it is an “either-or” problem – that is – international students must either be socially integrated somehow with the domestic student population, or rely exclusively on peer networks formed based on their country of origin.

Importantly, international students benefit from being able to participate in a diverse range of peer networks, in a variety of ways. These include networks formed around academic or professional interests, degree program, extra curricular or sporting interests *in addition* to those formed based on their country of origin. A rewarding international student experience can be characterised by a broad range of opportunities for social, cultural and academic engagement. None of these need come at the expense of any other, and together they represent precisely what is so often promised in the glossy marketing brochures employed in international student recruitment.

The risk of social isolation is, unfortunately, a factor common to both the postgraduate and international student experience. Where inadequate support services are in place, or where institutions fail to ensure reasonable measures to support a collegial environment, isolation remains a significant risk factor for international students: personally, professionally and academically. It follows therefore that one of the most important and effective means of facilitating a broader positive student experience is through supporting opportunities for students to build social networks around a variety of activities and interests. Students may be able to create these opportunities themselves, but it stands to reason that if improving the student experience is a priority, then supporting students to engage with their university experience in a variety of ways should also be a priority. Certainly not something it makes sense to pass a law against.

(Recommendations relevant to 3.5.1 are included at the end of this section.)

⁷¹ Senate Education Employment and Workplace Relations Committee (2009). *Inquiry Report: Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 [Provisions]*. Parliament of Australia, Canberra, ACT: www.aph.gov.au/Senate/committee/eet_ctte/higher_ed/report/report.pdf. (p.16)

⁷² Australian Council for Educational Research (ACER) (2008). *Attracting, Engaging and Retaining: New Conversations about Learning*. Australian Council for Educational Research (ACER), Melbourne, VIC.

3.5.2 Advocacy, Support and Advice

The committee is concerned that these complaints may lead to a significant decline in the numbers of overseas students who choose to study here. Evidence to the committee also indicates that many foreign students suffer severe depression while studying in this country, and are in need of strong support groups and counselling.

Inquiry Report: Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 [Provisions]⁷³

There is no clear line between activities in support of a quality student experience and support services for students. In many cases these are one and the same. Support services are central to efforts in retaining and supporting candidates through to the successful completion of their degree.

Academic advocacy and advice sits alongside health and welfare services as an important part of the duty of care obligations of universities. Students need somewhere to go if they have questions or concerns, especially where they may lead to a potential grievance or dispute with the university.

International students are high-frequency users of student organisation services. This is partly a result of their being on campus full-time, and also because they are in greater need of services and support.⁷⁴ At universities with a relatively high international postgraduate student enrolment they often comprise a very high proportion of the local postgraduate association advocacy load.⁷⁵

Universities have internal grievance process in place. Students receive great benefit, however, where they have access to independent assistance in negotiating those processes. Where students wish to file a complaint or seek a resolution of an issue (academic or otherwise), independent student organisations are well placed to advise them on the issues relevant to their concerns. Typically grievances that are actually progressed involve a series of consultations between the student and university representatives. These range from seeking a resolution at the school/faculty level all the way up to the final internal grievance assessor, committee or university Ombudsman, where they exist.

Where students feel they have been dealt with unfairly, or have a complaint the university grievance resolution process was unable to adequately address, students are often unclear about their remaining alternatives. To address this, and facilitate broader monitoring and improvements in quality, consideration should be given to the establishment of a student ombuds office at either a national or a state/territory level.

⁷³ Senate Education Employment and Workplace Relations Committee (2009). *Inquiry Report: Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 [Provisions]*. Parliament of Australia, Canberra, ACT: www.aph.gov.au/Senate/committee/eeet_ctte/higher_ed/report/report.pdf. (p.16)

⁷⁴ Burke, Kelly and Jopson, Debra, 'Stressed-out students queue up for sick notes at exam time', *The Sydney Morning Herald*, 16 May 2005, available online at: <http://www.smh.com.au/news/National/Stressedout-students-queue-up-for-sick-notes-at-exam-time/2005/05/15/1116095857419.html>

⁷⁵ Council of Australian Postgraduate Associations (CAPA), *The Impact of VSU on Postgraduate Students*, CAPA, Melbourne, 2007, p.17. Available at www.capa.edu.au.

Recommendation 47:

That the Committee give consideration to the establishment of a student ombuds office at either a national or a state/territory level.

(Other relevant recommendations are included at the end of this section.)

3.5.3 The “Mainstreaming” of Student Services

*VSU has particularly affected certain groups of students. CAPA notes that postgraduate students are one of the most disadvantaged groups of students following the introduction of VSU. One reason for this is the risk of isolation for postgraduate students. CAPA noted that inadequate student services and support for a ‘collegial research environment’ can lead to isolation and declining completion rates. **Postgraduate and international students are students that we should be encouraging into universities; yet, the decline of student services and amenities as a result of VSU has been a disincentive for them.***

Inquiry Report: Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 [Provisions] (emphasis added)⁷⁶

Providers of support activities identified by PhD students⁷⁷

Training type/providers	Department / faculty	Graduate school	PG student association	Professional organisation	Other
Seminar series	69	13	7	6	5
Social activities	45	4	26	6	19
Discussion group	60	11	8	7	14
Electronic network	27	11	12	23	27
Writing group	33	29	16	3	19
Other doctoral group	40	11	11	7	31

Student organisations play an important role in creating a sense of community for student groups. Postgraduate associations organise programs and events, as well as providing their own academic and professional development programs. Despite the impact of “VSU” on postgraduate-specific services and representation and those dedicated to international students, many student organisations continue to offer social activities, advocacy and support services.⁷⁸ They also play an important representative function for

⁷⁶ Senate Education Employment and Workplace Relations Committee (2009). *Inquiry Report: Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 [Provisions]*. Parliament of Australia, Canberra, ACT: www.aph.gov.au/Senate/committee/eet_ctte/higher_ed/report/report.pdf.

⁷⁷ Pearson, M., Cumming, J., Evans, T., Macauley, P. & Ryland, K. (2008). Exploring the extent and nature of the diversity of the doctoral population in Australia: a profile of the respondents to a 2005 national survey. Presented at *Quality In Postgraduate Research Conference: Research Education in the New Global Environment*. Adelaide (in press): www.qpr.edu.au. (p.22)

⁷⁸ Skinner, S., Chenco, C. & Palmer, N. (2007). *The Impact of VSU on Postgraduate Students*. Council of Australian Postgraduate Associations, Carlton, VIC: www.capa.edu.au; Palmer, N. (2008a). *The Impact of VSU on Services, Amenities and Representation for Australian Students (Response to Discussion Paper)*. Council of Australian Postgraduate Associations, Carlton, VIC: www.capa.edu.au.

students: elected student representatives participate on relevant academic committees and work with faculties, administration and schools of graduate studies in providing the university with important feedback on the postgraduate experience, in support of retaining and supporting postgraduates at their institution.

One of the unfortunate consequences of the former Federal Government's "VSU" legislation however was the amalgamation of service providers into larger organisations.⁷⁹ Among the implications of these mergers has been a move toward a generic model of student service provision. Evidence of "mainstreaming" niche services into a one-size-fits-all approach can be found among both student organisations and university service providers. The pressure to mainstream services is normally motivated by false assumptions regarding "efficiencies". While it may appear more "efficient" to have fewer organisations and service providers on campus, in reality much of this thinking simply based on amalgamated arrangements appearing "neater", not being more efficient, and is certainly not based on the needs and interests of students.

Cost sharing is often offered as a justification, but estimated savings in some areas are often outweighed by increased administrative and managerial costs in others. The major "costs" of amalgamation of course lie in the dramatic decline in service standards for particular groups of students, with postgraduates and international students at the top of this list.

Much valuable knowledge and staff expertise is lost through the mainstreaming of student services – knowledge and experience that is instrumental in supporting quality student services and a quality student experience. The impact of mainstreaming is most critical when it comes to the provision of advocacy and advice for international students.

The New Zealand Code of Practice for the Pastoral Care of International Students offers a good example of the appropriate recognition of the value of specialised student services. The Code of Practice recommends that education providers build support services around the idea that international student have specific interests and needs, and therefore support services work best when they are specialised.⁸⁰

Recommendation 48:

That the importance of specialised services for particular groups of students is recognised, and measures be taken to restore quality specialist student services on campus.

(Other relevant recommendations are included at the end of this section.)

⁷⁹ {Palmer, 2008 #41}

⁸⁰ Code of Practice for the Pastoral Care of International Students, New Zealand Ministry of Education
<http://www.minedu.govt.nz/NZEducation/EducationPolicies/InternationalEducation/ForInternationalStudentsAndParents/CodeOfPracticeInfoForStudents/AboutCodeOfPractice.aspx>

3.5.4 International Students and Compulsory Non-Academic Fees

...the department noted that universities can charge tuition fees which include the costs of providing the services that are required under the Education Services for Overseas Students Act. However, the department assured the committee that there is no duplication of services and amenities fees for international students, and denied that there is any provision in the bill which would result in an international student paying two sets of service and amenities fees....

The act provides that a provider can include within the tuition fee for an overseas student the costs of the provider meeting their obligations under the Education Services for Overseas Students Act. So the cost of providing the things that have to be provided under the national code under that act can be bundled into the tuition fee ... the national code is largely about providing access to services rather than providing the services themselves. In the guidelines for the fee, under this bill, we say that in respect of special services for overseas students they have to be over and above what is required under the national code.

Inquiry Report: Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 [Provisions]⁸¹

Currently international students already support services, amenities and representation as a component of the fees they pay at enrolment⁸². CAPA supports the call by Universities Australia in response to the discussion paper that “any new arrangement should give consideration to ensuring no duplication of funding impost is levied on international students who currently contribute to student services through the tuition fees”⁸³. CAPA also believes that international students are entitled to greater transparency than currently exists in regard to the student services fees they are levied as part of their enrolment costs.

The ESOS Act aims to ensure that international students are guaranteed access to a range of support services at no additional cost to them. Before Voluntary Student Unionism (VSU) came into effect in 2007, both international and domestic students were charged a Compulsory Services and Amenities fee, which was distributed among student representative bodies, sporting facilities and various support services. Under the VSU, students are denied many important services, including independent student representation on campus.

In view of this, and in light of the fact that international students draw significant support from student organisations broadly, this component should therefore be administered transparently along with other funds for student services to ensure international students also have the transparency and accountability they are entitled to, and to help ensure those fees are used to support quality services and amenities for students.⁸⁴

⁸¹ Ibid.(pp.15-16)

⁸² AUS/ ACUMA estimate this works out to around \$50 per student per annum. See *Matched Capitation Grants for University Student Amenities and Services*, p.4

⁸³ Submission: *The Impact of Voluntary Student Unionism* (March 2008), available at www.universitiesaustralia.edu.au/content.asp?page=/publications/policy/submissions/index.

⁸⁴ Palmer, N. (2008b). *The Impact of VSU on Services, Amenities and Representation for Australian Students (Response to Discussion Paper)*. Council of Australian Postgraduate Associations, Carlton, VIC: www.capa.edu.au.

It is worth noting that the Commonwealth does not currently regulate International Student fees directly. This means that providers already can (and do) charge international students a compulsory amenities fee; this fee forms part of the fees already charged of international students. Providers must account for all fees they levy in support of student services, in the case of both international and domestic students.⁸⁵

Recommendation 49:

That the Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009 be returned to the Parliament.

Recommendation 50:

That the Student Services and Amenities Bill and Guidelines be amended to ensure 100% of revenues from the proposed fee are independently administered by student associations.

Recommendation 51:

That the scope provided by the Student Services and Amenities Bill and Guidelines ensures all revenues from the proposed fee are invested support of student services and representation for all student groups, including postgraduates and international students.

Recommendation 52:

Higher Education Providers must be required to account transparently for all fees levied in support of student services, in the case of both international and domestic students.

⁸⁵ Palmer, N. (2009b). *Submission to the Senate Inquiry into the Higher Education Legislation Amendment (Student Services and Amenities, and Other Measures) Bill 2009*. Council of Australian Postgraduate Associations (CAPA), Carlton South, VIC: www.capa.edu.au.

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Appendices

Appendix I: Additional Resources

Additional resources available via the CAPA website:

- CAPA White paper on International Students (2002)
- Options for Regulating Migration Agents Overseas and the Immigration Related Activities of Education Agents (2004)
- CAPA Background Paper on Equity of Conditions for International Postgraduate Students (2004)
- Evaluation of the Education Services for Overseas Students Act 2000 (2004)
- Inquiry into the Education Services for Overseas Students Amendment Bill (2005)
- Response to recommendations of the Evaluation of the General Skilled Migration Categories Report (2006)

Appendix II: International Students in Higher Education (Summary)

Number and Proportion of International and Domestic Students by State, Higher Education Provider and Broad Level of Course (From Students 2007: Selected Higher Education Statistics, DEEWR, www.deewr.gov.au)

2007 TOTAL 278,257 181,561 65% 96,696 35% 9% 18% 82% 50,140 9,873 20% 228,117 86,823 38% 1,626 650 40% 152,766 76,654 50% 73,725 9,519 13% 1,029,846 273,099 27%



State	Provider	Domestic			Postgraduate			RHD: CWHD			KPIs			Total CWHD			Coursework			Other Postgraduate			TOTAL			
		All	#	%	All	#	%	All	#	%	All	#	%	All	#	%	All	#	%	All	#	%	All	#	%	
QLD	Central Queensland University	7,723	1,732	22%	5,991	78%	28%	288	23	8%	7,435	5,968	80%	37	20	54%	5,709	5,149	90%	1,689	799	47%	21,052	9,797	47%	
	VIC University of Ballarat	6,294	956	15%	5,338	85%	44%	3%	97%	197	32	16%	6,097	5,306	87%	-	-	-	4,817	4,543	94%	1,280	763	60%	12,162	7,449
NSW	The University of Sydney	15,566	10,386	67%	5,180	33%	11%	3,959	614	16%	11,607	4,566	39%	44	4	9%	9,495	4,336	46%	2,068	226	11%	46,934	10,429	22%	
	VIC Monash University	15,817	10,382	68%	4,985	32%	9%	3,455	708	20%	12,362	4,277	35%	-	-	-	8,624	3,937	46%	3,738	340	9%	55,765	17,813	32%	
NSW	Macquarie University	11,721	6,744	58%	4,977	42%	15%	1,591	430	27%	10,130	4,547	45%	-	-	-	7,878	4,104	52%	2,252	443	20%	32,180	11,208	35%	
SA	University of South Australia	8,968	4,550	51%	4,418	49%	13%	1,084	331	31%	7,884	4,087	52%	239	196	82%	4,974	3,404	68%	2,671	487	18%	34,391	11,536	34%	
NSW	University of Wollongong	6,907	2,552	37%	4,355	63%	20%	1,198	275	23%	5,709	4,080	71%	6	1	17%	4,677	3,766	81%	1,026	313	31%	22,306	8,582	38%	
VIC	The University of Melbourne	15,633	11,685	75%	3,948	25%	9%	4,812	842	17%	10,821	3,106	29%	146	18	12%	6,870	2,608	38%	3,805	480	13%	44,251	11,191	25%	
QLD	University of Southern Queensland	7,291	3,428	47%	3,863	53%	16%	269	66	25%	7,022	3,797	54%	41	13	32%	5,381	3,319	62%	1,600	465	29%	24,368	7,655	31%	
NSW	The University of New South Wales	15,094	11,366	75%	3,728	25%	9%	3,227	824	26%	11,867	2,904	24%	10	3	30%	8,419	2,673	32%	3,438	228	7%	42,933	9,399	22%	
VIC	RMIT University	10,068	6,593	65%	3,475	35%	8%	1,592	337	21%	8,476	3,138	37%	19	-	0%	6,124	2,804	46%	2,333	334	14%	43,251	19,827	46%	
NSW	University of Technology, Sydney	10,556	7,237	69%	3,319	31%	10%	1,276	241	19%	9,280	3,078	33%	-	-	-	6,980	2,835	41%	2,300	243	11%	32,254	8,148	25%	
WA	Curtin University of Technology	9,033	5,775	64%	3,258	36%	8%	1,743	488	28%	7,290	2,770	38%	1	-	0%	4,644	2,464	53%	2,645	306	12%	40,374	16,655	41%	
QLD	Griffith University	7,527	4,563	61%	2,964	39%	8%	1,373	210	15%	6,154	2,754	45%	30	2	7%	4,606	2,556	55%	1,518	196	13%	36,350	8,847	24%	
VIC	Swinburne University of Technology	6,193	3,300	53%	2,893	47%	15%	628	180	29%	5,565	2,713	49%	-	-	-	3,830	2,400	63%	1,735	313	18%	18,754	7,047	38%	
QLD	The University of Queensland	9,933	7,070	71%	2,863	29%	8%	3,666	733	20%	6,267	2,130	34%	111	8	7%	4,695	1,988	42%	1,461	134	9%	37,950	6,987	18%	
VIC	La Trobe University	7,957	5,144	65%	2,813	35%	10%	1,374	214	16%	6,583	2,599	39%	8	1	13%	3,995	2,278	57%	2,580	320	12%	28,684	6,048	21%	
VIC	Deakin University	8,991	6,729	75%	2,262	25%	7%	907	108	12%	8,084	2,154	27%	9	2	22%	5,303	1,854	35%	2,772	298	11%	34,281	6,776	20%	
SA	The University of Adelaide	5,705	3,465	61%	2,240	39%	11%	1,851	284	15%	3,854	1,956	51%	6	3	50%	2,606	1,765	68%	1,242	188	15%	20,154	5,445	27%	
WA	Edith Cowan University	5,882	3,671	62%	2,211	38%	10%	539	112	21%	5,343	2,099	39%	76	11	14%	2,796	1,771	63%	2,471	317	13%	23,241	5,256	23%	
NSW	The University of Newcastle	5,854	3,833	65%	2,021	35%	7%	1,060	165	16%	4,794	1,856	39%	398	309	78%	3,156	1,318	42%	1,240	229	18%	26,956	5,017	19%	
QLD	Queensland University of Technology	9,001	7,105	79%	1,896	21%	5%	1,610	306	19%	7,391	1,590	22%	25	1	4%	3,745	1,418	38%	3,621	171	5%	39,359	5,442	14%	
NSW	University of Western Sydney	5,620	3,891	69%	1,729	31%	5%	652	64	10%	4,968	1,665	34%	1	0	0%	3,462	1,418	41%	1,505	247	16%	32,811	3,727	11%	
ACT	The Australian National University	6,027	4,305	71%	1,722	29%	11%	2,246	582	26%	3,781	1,140	30%	16	3	19%	2,280	960	42%	1,485	177	12%	15,416	3,372	22%	
QLD	James Cook University	3,496	1,906	55%	1,590	45%	10%	699	205	29%	2,797	1,385	50%	72	17	24%	1,949	1,227	63%	776	141	18%	15,575	3,887	25%	
VIC	Victoria University	4,148	2,565	62%	1,583	38%	8%	653	165	25%	3,495	1,418	41%	47	4	9%	2,443	1,278	52%	1,005	136	14%	20,944	5,847	28%	
SA	Flinders University	4,325	2,767	64%	1,558	36%	10%	858	109	13%	3,467	1,449	42%	64	7	11%	2,246	1,347	60%	1,157	95	8%	15,715	3,045	19%	
NSW	Charles Sturt University	8,501	7,190	85%	1,311	15%	4%	463	96	21%	8,038	1,215	15%	75	16	21%	4,961	1,093	22%	3,002	106	4%	33,773	4,847	14%	
ACT	University of Canberra	3,133	1,968	63%	1,165	37%	11%	282	40	14%	2,851	1,125	39%	1	0	0%	1,918	1,077	56%	932	48	5%	10,722	2,324	22%	
WA	The University of Western Australia	4,473	3,316	74%	1,157	26%	6%	2,007	400	20%	2,466	757	31%	4	0	0%	1,591	632	40%	871	125	14%	18,650	3,763	20%	
QLD	Bond University	1,697	655	39%	1,042	61%	19%	91	49	54%	1,606	993	62%	21	3	14%	1,294	915	71%	291	75	26%	5,344	2,676	50%	
NSW	Southern Cross University	2,833	1,804	64%	1,029	36%	7%	551	122	22%	2,282	907	40%	-	-	-	1,816	828	46%	466	79	17%	14,631	3,282	22%	
TAS	University of Tasmania	3,243	2,434	75%	809	25%	4%	1,270	166	13%	1,973	643	33%	-	-	-	1,074	603	56%	899	40	4%	18,108	4,177	23%	
QLD	University of the Sunshine Coast	1,468	742	51%	726	49%	11%	115	18	16%	1,353	708	52%	-	-	-	687	474	69%	666	234	35%	6,570	1,350	21%	
Multi	Australian Catholic University	4,009	3,415	85%	594	15%	4%	334	16	5%	3,675	578	16%	15	1	7%	1,853	461	25%	1,807	116	6%	15,279	3,165	21%	
NSW	The University of New England	5,261	4,737	90%	524	10%	3%	742	117	16%	4,519	407	9%	3	0	0%	2,023	370	18%	2,493	37	1%	17,394	1,125	6%	
WA	Murdoch University	2,787	2,333	84%	454	16%	3%	903	137	15%	1,884	317	17%	20	4	20%	788	231	29%	1,076	82	8%	15,320	3,348	22%	
NT	Charles Darwin University	1,114	981	88%	133	12%	2%	205	20	10%	909	113	12%	13	0	0%	370	97	26%	526	16	3%	5,873	334	6%	
WA	University of Notre Dame Australia	753	638	85%	115	15%	2%	49	7	14%	704	108	15%	-	-	-	453	98	22%	251	10	4%	6,224	540	9%	
TAS	Australian Maritime College	194	122	63%	72	37%	5%	27	9	33%	167	63	38%	-	-	-	40	13	33%	127	50	39%	1,329	267	20%	
NSW	Avondale College	162	106	65%	56	35%	4%	2	0	0%	160	56	35%	-	-	-	130	53	41%	30	3	10%	1,283	170	13%	
VIC	Melbourne College of Divinity	771	717	93%	54	7%	4%	220	24	11%	551	30	5%	-	-	-	215	15	7%	336	15	4%	1,378	102	7%	
NSW	Sydney College of Divinity	866	815	94%	51	6%	2%	19	1	5%	847	50	6%	8	0	0%	706	46	7%	133	4	3%	2,121	240	11%	
SA	Carnegie Mellon University	102	57	56%	45	44%	44%	-	-	0%	102	45	44%	-	-	-	102	45	44%	-	-	-	102	45	44%	
Multi	Australian College of Theology	1,144	1,107	97%	37	3%	1%	40	3	8%	1,104	34	3%	50	3	6%	491	26	5%	563	5	1%	2,505	69	3%	
VIC	Melbourne Institute of Technology	34	-	0%	34																					