LEGAL ISSUES AND RISKS OF INSTRUCTION VIA MASSIVE OPEN ONLINE COURSES (MOOCS): SMALL MACAO VS. SOME MAJOR JURISDICTIONS

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ABSTRACT

From the standpoint of a MOOC practitioner (i.e., a MOOC provider) instead of a rigorous comparative law researcher, this article attempts to analyze the potential legal issues and risks underlying instruction via MOOCs and compare these legal issues and risks between the small jurisdiction Macao and such major jurisdictions as the United States, the United Kingdom, Australia, and the European Union. These legal issues and risks so identified concern the three perspectives intellectual property, privacy, and accessibility. Supported by academic literature, statutes, acts, and court cases, this article elaborates on these three perspectives with respect to MOOC providers, quotes the key legal statutes and acts in these three perspectives in the context of MOOC providers, elucidates the statutes' and acts' emphases and the related remedies and penalties for breaches, and probably other details, and compares them across the aforesaid jurisdictions. Some prominent findings are that Macao, the United Kingdom, Australia, and the European Union appear to practice clearly defined and compendious laws to protect privacy whereas the United States' counterparts seem to be circumscribed by, for example, the ages of the individuals to protect. As such, for MOOC providers, the former four jurisdictions sound to be more critical than the latter jurisdiction in the perspective of privacy. As for accessibility, Macao's, the United States', the United Kingdom's, and Australia's laws focus on educational institutions. Nonetheless, whether the majority of MOOC providers can be regarded as such "education institutions" under such laws may likely be disputable. In contrast, the European Union more generically enacts a law on accessibility of digital products and services. Even so, to what extent and how MOOCs are supposed to conform to such a law may arguably still be contingent upon each particular scenario.

KEYWORDS

Massive Open Online Courses, MOOC, Legal Issues and Risks, Intellectual Property, Privacy and Data Protection, Accessibility

1. INTRODUCTION

Massive open online courses (MOOCs) are a relatively new form of online education that has become increasingly popular over the last decade, and have revolutionized the educational landscape, offering unprecedented access to high-quality education for millions of learners around the world. They are characterized by online courses for a potentially huge number of students. While MOOCs potentially democratize education, they also pose some potential legal issues and thus risks for educators, instructors, and course providers. Here, legal issues and risks refer to the possibility of legal liability and litigation arising from the operation of MOOCs. In fact, whenever the feasibility and thus risks of any project is considered, there are a five major aspects, namely, technical, economic/financial, legal, operational, and scheduling (Mukherjee and Roy, 2017). Any educator, instructor, or MOOC provider cannot afford ignoring legal feasibility and thus risks given the grave and costly consequences of legal liability (e.g., in the forms of damage claims and criminal law penalties) and litigations. In short, for MOOCs and virtually all projects in society, legal feasibility and risks are at least as crucial and determining as any of the remaining four aspects of feasibility and risks.

This article begins by defining MOOCs and discussing their popularity, and moves on to examine the key potential legal issues and risks of instruction via MOOCs in the small jurisdiction Macao in comparison with some major jurisdictions like the United States, the United Kingdom, Australia, and the European Union. In particular, from a MOOC practitioner's (i.e., a MOOC provider's) standpoint instead of a rigorous comparative law researcher's viewpoint, the article identifies and focuses on the three perspectives intellectual property, privacy and data protection, and accessibility. The key legal statutes and acts in these three perspectives in the context of MOOC providers are quoted, and the statutes' and acts' emphases, the related remedies and penalties of breaches, and probably other details are elucidated. They are compared across the aforesaid jurisdictions. The article is supported by not only these statutes and acts but also academic literature and court cases. Finally, the article concludes with a summary of the findings from the comparison.

MOOC provisioning is inherently international and cross-jurisdiction in that any MOOC uploaded for access is open to online learners from all around the globe. It would be all too parochial for MOOC providers to pay heed solely to their own jurisdictions' legal systems when it comes to potential legal issues and risks. In this practical dimension, this article additionally serves as preliminary guidelines and a checklist for MOOC operators striving to minimize any potential legal issues and risks of theirs generally, if not literally universally, applicable to most major jurisdictions around the world as well as some small jurisdictions as typified by Macao. In particular, for all the jurisdictions covered, it outlines the key laws that MOOC providers need to take heed of.

2. WHAT ARE MOOCS?

MOOCs are online courses that are open to anyone with an internet connection. They are designed to be accessible to a large number of learners and are often but not necessarily free of charge. MOOCs typically consist of video lectures, interactive quizzes, and discussion forums. They are offered by universities, colleges, and other educational institutions around the world. (Ho et al., 2014)

MOOCs have become increasingly popular over the last decade. According to Class Central, a website that tracks MOOCs, there were 150 million MOOC courses in August 2023 (Class Central, 2023), and the number of learners increased to 220 million in 2021 from just 35 million in 2015 (Shah, 2015; Shah, 2021). The popularity of MOOCs has been driven by a number of factors, including the increasing availability of high-speed internet, the rising cost of traditional higher education, and the growing demand for lifelong learning.

3. POTENTIAL LEGAL ISSUES AND RISKS ASSOCIATED WITH MOOCS

There are a number of potential legal issues and risks associated with instruction via MOOCs. The most significant ones of them include intellectual property, privacy and data protection, and accessibility, which are detailed in the following sections.

3.1 Intellectual Property

Intellectual property is a significant concern for educators and educational institutions offering MOOCs. The content of MOOCs, including video lectures, quizzes, slide presentations, and reading materials, and other materials, is often protected by copyright law. This means that educators and educational institutions must themselves be the copyright owners or obtain permission to use copyrighted materials in their courses. In addition, MOOCs often involve the creation of new intellectual property, such as course materials and assessments. Educators and educational institutions must ensure that they own the intellectual property rights to any materials they create or that they have obtained permission to use them.

3.2 Privacy

Privacy is another significant concern for educators and educational institutions offering MOOCs. MOOCs often collect data from learners, such as their names, email addresses, and performance data. This data can be used to personalize the learning experience for learners, but it also raises privacy concerns. Educators and educational institutions must ensure that they are collecting only the data that is necessary for the operation of the course and that they are using the data in a way that is consistent with applicable privacy laws. They must also inform learners about the data that is being collected and how it will be used. Moreover, they must ensure that third-party vendors and subcontractors also comply with applicable privacy laws. In addition, educators and other staff should be trained on data privacy.

3.3 Accessibility

Accessibility is a third significant concern for educators and educational institutions offering MOOCs. MOOCs are designed to be accessible to a large number of learners, but they must also be accessible to learners with disabilities. In general, educators and educational institutions must ensure that their MOOCs are accessible to learners with disabilities, including those with visual and auditory impairments. This may involve providing captioning or transcripts for video lectures and ensuring that assessments are designed to be accessible to all learners.

4. MACAO AND ITS LEGAL LANDSCAPE

Macao, also spelled Macau, is a Special Administrative Region of the People's Republic of China with a distinctive legal system that is based on Portuguese civil law. The legal landscape in Macao is influenced by a number of factors, including the Basic Law of the Macao Special Administrative Region, the Macao Civil Code, and the Macao Penal Code. Macao is a focus of this article not only because of the author's being with a university there but also because the enclave epitomizes small jurisdictions/economies, so findings from a comparative study between it and some major jurisdictions/economies provides analogy to quite some other small jurisdictions/economies in the world.

4.1 Intellectual Property

Intellectual property is protected in Macao by the Industrial Property Code (IPC): Decree-Law no. 97/99/M of 13 December (Macao Special Administrative Region, 2023a) and the Decree-Law No. 43/99/M of August 16, 1999: Copyright Law (Macao Special Administrative Region, 2023b). The IPC protects inventions, trademarks, and industrial designs, while the Copyright Law protects literary, artistic, and scientific works. The IPC and the Copyright Law both provide for civil and criminal remedies for infringement. Civil remedies include injunctions, damages, and account of profits, while criminal remedies include fines and imprisonment.

Having said that, the Copyright Law establishes the principles of exceptions, allowing certain exceptions for educational purposes together with research and news reporting purposes (Macao Special Administrative Region, 2023b). MOOC providers may readily take advantage of such exceptions.

4.2 Privacy

Privacy is protected in Macao by Act 8/2005: Personal Data Protection Act (PDPA) (Macao Special Administrative Region, 2023c). The PDPA regulates the collection, use, and disclosure of personal data in Macao. It also provides individuals with certain rights, such as the right to access and correct their personal data.

The PDPA provides for both civil and criminal remedies for violations. Civil remedies include compensation for damages, while criminal remedies include fines and imprisonment.

4.3 Accessibility

Accessibility in education is protected in Macao by the Law no. 11/91/M, 29th of August: Macao education system (Education and Youth Development Bureau, 2023), which requires educational institutions to provide equal access to education for all students, including those with disabilities. Nevertheless, whether MOOC providers belong to this "education system" and thus whether this law applies to MOOC providers are considerably disputable. If this law is ruled not to be applicable to MOOC providers, the author is not aware of any other laws relevant to MOOCs' accessibility. If the ruling is to the contrary, MOOCs must ensure that their materials and methods are accessible to all learners, regardless of their abilities or disabilities. For example, audio materials exclusively on MOOC platforms may be implicated as discrimination against deaf learners.

5. COMPARISON WITH OTHER MAJOR JURISDICTIONS

5.1 United States

5.1.1 Intellectual Property

Intellectual property is protected by federal law, including the Copyright Act of 1976 (U.S. Copyright Office, 2023) and Title 35: Patents (U.S. Government Publishing Office, 2023). Civil remedies for infringement include injunctions, damages, and account of profits, while criminal remedies include fines and imprisonment.

However, the United States has a fair use doctrine, which allows for the limited use of copyrighted materials for educational purposes without the copyright holder's permission. The fair use doctrine has been the subject of several court cases involving MOOCs. For example, in Authors Guild, Inc. v. Google, Inc., No. 13-4829-cv (2d Cir. Oct. 16, 2015), the United States Court of Appeals for the Second Circuit held that Google's digitization of books for its Google Books project constituted fair use. While the case did not directly involve MOOCs, it provides useful guidance on the application of the fair use doctrine to educational technologies.

5.1.2 Privacy

Privacy is protected in the United States by a range of federal and state laws, including the Children's Online Privacy Protection Act of 1998, 15 U.S.C. 6501–6505: Children's Privacy (COPPA) (U.S. Federal Trade Commission, 2023). COPPA imposes certain requirements on operators of websites or online services directed to children under 13 years of age, and on operators of other websites or online services that have actual knowledge that they are collecting personal information online from a child under 13 years of age. Nonetheless, most learners attending MOOCs are aged over 13 years, so the Act merely applies to very rare cases.

5.1.3 Accessibility

The Americans with Disabilities Act of 1990 (Title 42) (ADA) (U.S. Department of Justice, 2023) requires that educational institutions provide reasonable accommodations to students with disabilities. However, whether the majority of MOOC providers fall into the definition of the "educational institutions" as per the Act may be subject to dispute.

5.2 United Kingdom

5.2.1 Intellectual Property

Intellectual property is protected by the Copyright, Designs and Patents Act 1988 (The National Archives, 2023a) and the Trade Marks Act 1994 (The National Archives, 2023b). Civil remedies for infringement

include injunctions, damages, and account of profits, while criminal remedies include fines and imprisonment.

Also, the Copyright and Rights in Performances (Research, Education, Libraries and Archives) Regulations 2014 (The National Archives, 2023c) permits fair dealing with and thus use of a copyrighted work for sole instruction purposes, which likely applies to MOOC providers.

5.2.2 Privacy

Privacy is protected in the United Kingdom by the Data Protection Act 1998 (The National Archives, 2023d). It regulates the collection, use, and disclosure of personal data. The Act requires that, for example, MOOC providers collecting personal data must do so in a lawful, fair, and transparent manner. This means that MOOC providers must inform learners about the data that is being collected and how it will be used. The Act also gives learners, or in fact any individuals, certain rights with respect to their personal data, such as the right to access and correct their data. MOOC providers must ensure that they are collecting only the data that is necessary for the operation of the course and that they are using the data in a way that is consistent with the Act. Failure to comply with the Data Protection Act can result in civil and criminal penalties.

5.2.3 Accessibility

The Equality Act 2010 (The National Archives, 2023e) requires that educational institutions make reasonable adjustments for students with disabilities. Again, whether the majority of MOOC providers fall into the definition of the "educational institutions" as per the Act may be subject to dispute.

5.3 Australia

5.3.1 Intellectual Property

Intellectual property is protected by the Copyright Act 1968 (No. 63, 1968) (Australian Government, 2023a) and the Patents Act 1990 (AustLII, 2023). Civil remedies for infringement include injunctions, damages, and account of profits, while criminal remedies include fines and imprisonment.

Also, the act includes provisions addressing the use of copyrighted materials for educational purposes under the "fair dealing" exception (s 40 and s 41).

5.3.2 Privacy

Privacy is protected by the Privacy Act 1988 (Office of the Australian Information Commissioner, 2023), which includes 13 Australian Privacy Principles (APPs), and regulates the handling of personal information, for example, learners' data on MOOC platforms.

5.3.3 Accessibility

The Disability Discrimination Act 1992 (No. 135, 1992) (Australian Government, 2023b) requires that educational institutions make reasonable adjustments for students with disabilities. Again, whether the majority of MOOC providers fall into the definition of the "educational institutions" as per the Act may be subject to dispute.

5.4 European Union

5.4.1 Intellectual Property

The primary legislation governing intellectual property rights is Directive 2001/29/EC of the European Parliament and of the Council of 22 May 2001 on the harmonisation of certain aspects of copyright and related rights in the information society (European Parliament & Council, 2023a), which harmonizes copyright laws across European Union (EU) member states. It provides for civil remedies, such as injunctions, damages, and account of profits, and criminal penalties, such as fines and imprisonment. In addition, Directive (EU) 2019/790 of the European Parliament and of the Council of 17 April 2019 on copyright and related rights in the Digital Single Market and amending Directives 96/9/EC and 2001/29/EC

(European Parliament & Council, 2023b) grants educators the right to use copyrighted materials for teaching purposes, provided that certain conditions are met (e.g., only small portions of works are used, the use is non-commercial, and clearly attributed to the copyright holder). MOOCs for free may readily make use of this grant of right.

5.4.2 Privacy

The primary legislation governing privacy and data protection is Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation or GDPR) (European Parliament & Council, 2023c), which imposes various obligations on data controllers, such as MOOC providers and educators, including the requirement to provide transparent information about the processing of personal data, obtain consent for certain processing activities, and implement appropriate security measures.

5.4.3 Accessibility

Directive (EU) 2019/882 of the European Parliament and of the Council of 17 April 2019 on the accessibility requirements for products and services (European Parliament & Council, 2023d) mandates that digital products and services be accessible to individuals with disabilities. Notwithstanding, from the viewpoint of a MOOC provider, the extent to which and how this Directive applies in a particular setting is again rather subject to dispute.

6. CONCLUSION

MOOCs are delivered on the Internet, and they concomitantly reach out to learners worldwide. Wherever the MOOC providers are based, they are in essence obliged to comply with the laws of all jurisdictions on the planet except the presumably small number of jurisdictions to which access is deliberately excluded by the providers by means of technological or non-technological measures. From another point of view, MOOC providers are susceptible to legal issues and risks of almost all jurisdictions around the world on top of those of the providers' home jurisdictions, and thus are impelled to be aware of such legal issues and risks in the global context. With emphasis on small jurisdictions as exemplified by the author's hometown Macao, this article explores such legal issues and risks of most major and representative jurisdictions though not meant to be exhaustive geographically.

By and large, the potential legal issues and thus risks associated with MOOC provisioning are roughly the same across most major jurisdictions as well as Macao, which exemplifies small jurisdictions with less technological and non-technological resources than major counterparts. These potential legal issues and risks confronting MOOC operators are chiefly related to intellectual property, privacy, and accessibility. In the aspect of intellectual property, the similarity between jurisdictions, be they major or small, is apparent at least as far as MOOC operators are concerned. Even the types of remedies and penalties for infringement and the "exceptional" permission to use copyrighted materials by educators and educational institutions resemble each other across jurisdictions. Therefore, MOOC operators may choose to manage intellectual property in an almost unified manner for multiple jurisdictions. When it comes to privacy, Macao, the United Kingdom, Australia, and the European Union appear to practice clearly defined and compendious laws to protect personal data whereas the United States' counterparts seem to be circumscribed by, for example, the ages of individuals to protect. Hence, it may be worthwhile for MOOC operators to be more meticulous in dealing with the privacy of the learners in the former four jurisdictions. As for accessibility, Macao's, the United States', the United Kingdom's, and Australia's laws (see Sections 4.3, 5.1.3, 5.2.3, and 5.3.3) focus on, inter alia, educational institutions. Nonetheless, whether the majority of MOOC providers can be regarded as such "education institutions" under such laws may likely be disputable. In contrast, the European Union more generically enacts a law on accessibility of products and services (see Sections 5.4.3). Even so, to what extent and how MOOCs are supposed to conform to such a law may arguably still be contingent upon each particular scenario. Table 1 summarizes the major distinctions between the above jurisdictions in regard to intellectual property, privacy, and accessibility that might concern MOOC providers.

The author earlier undertook a study on the legal risks associated with e-learning platforms (basically, referring to learning management system platforms or LMS platforms) (Chan and Lei, 2023). Whilst there is some commonality between the findings from that study and those from the current study, there is a prominent difference. Many e-learning platform operators are physical universities and other physical educational institutions adopting the e-learning platforms to support and/or facilitate their traditional programs' delivery, so the odds are that these universities and educational institutions are quite likely to be subsumed under the "educational institutions" as defined in Macao's, the United States', the United Kingdom's, and Australia's relevant laws on accessibility. In contrast, MOOC providers are far more diverse by nature, some being new breeds of companies or organizations totally running virtually online for the sole purpose of MOOC provisioning and being sometimes composed of blends of collaborators with disparate backgrounds. Quintessential examples of such MOOC providers include Canvas Network (Instructure, 2023), FutureLearn (FutureLearn, 2023), etc. Whether such MOOC providers are considered as "educational institutions" under Macao's, the United States', the United Kingdom's, and Australia's accessibility laws is far more subject to judicial interpretation than the case of e-learning platforms.

Table 1. The major distinctions between Macao and some major jurisdictions in regard to intellectual property, privacy, and accessibility that might concern MOOC providers

	Macao	United States	United Kingdom	Australia	European Union
Intellectual property	Nil	Nil	Nil	Nil	Nil
Privacy	Clearly defined and compendious laws	Circumscribed by, for example, the ages of individuals to protect	Clearly defined and compendious laws	Clearly defined and compendious laws	Clearly defined and compendious laws
Accessibility	The laws focus on, inter alia, educational institutions. Applicability to MOOC providers dubious.	The laws focus on, inter alia, educational institutions. Applicability to MOOC providers dubious.	The laws focus on, inter alia, educational institutions. Applicability to MOOC providers dubious.	The laws focus on, inter alia, educational institutions. Applicability to MOOC providers dubious.	The laws generically applicable to all products and services. Applicability to MOOC providers dubious.

Finally, it is necessary to pronounce the disclaimer that whereas this article may serve as practical guidelines or a checklist for MOOC operators striving to minimize any potential legal issues and risks globally, formal consultation with appropriate legal professionals of the corresponding jurisdictions is strongly advised whenever specific legal issues and risks arise.

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