

our **business**

brothel licensing

→ To date, there have been 54 brothel licences⁷ and 119 managers' certificates granted, with 34 individual applications currently under active investigation (refer to Tables 3 and 4). The overall number of operational brothels in Queensland remained the same this financial year. This was due to the closure of a brothel on the Gold Coast and the opening of a second brothel in Townsville. We also licensed another three brothels that have not yet opened for business (see Table 5).

Applications received	Brothel licences		Managers' certificates	
	New	Renewal	New	Renewal
Received during 2000–01	12	-	11	-
Received during 2001–02	18	-	35	-
Received during 2002–03	14	11	32	11
Received during 2003–04	10	17	41	22
TOTAL	54	28	119	33

Table 3: Applications received by the PLA to 30 June 2004

Status	Brothel licences		Managers' certificates	
	New	Renewal	New	Renewal
Approved	27	23	89	28
Withdrawn prior to consideration	11	0	22	0
Under investigation	16	5	8	5
Refused	0 ⁸	0	0	0
TOTAL	54	28	119	33

Table 4: Status of all applications received to 30 June 2004

Note: Numbers represent individual people rather than brothel sites.

⁷ Brothels may be owned by more than one individual, each of whom must have a brothel licence and each of whom must renew their licence each year. The number of brothel

licences therefore exceeds the number of licensed brothels.
⁸ A previous decision to refuse a brothel licence application was subsequently vacated by the PLA.

Address	Name of brothel	Date opened	Telephone contact
Brisbane City Council			
175 Abbotsford Rd, Bowen Hills	Purely Blue	17.08.01	3854 0366
120 Robinson Rd, Geebung	Truely Elegance	02.05.02	3856 6010
945 Fairfield Rd, Yeerongpilly	The Viper Room	17.05.02	3392 7070
88 Logan Rd, Woolloongabba	88 on Logan	13.06.03	3891 1198
12 Nile St, Woolloongabba	Cleo's on Nile	Not yet in operation	
Redcliffe Shire Council			
22 Brewer St, Clontarf	Intimate Encounters	20.08.03	3283 6111
Gold Coast Shire Council			
44 Upton St, Bundall	Silks on Upton	12.03.02	5538 2088
30 Jade Dve, Nerang	Pentagon Grand	12.04.02	5597 0777
12 Greg Chappel Dve, Andrews	Black Orchid	09.03.02	5522 1400
Rockhampton City Council			
17 Bush Crescent, Parkhurst	Ishtars	Not yet in operation	
Gladstone City Council			
48 Callemondah Drive	Whispers in Paradise	Not yet in operation	
Maroochy Shire Council			
14 Avian St, Kunda Park	Scarlet Harem	13.12.02	5476 5044
13 Cessna St, Marcoola	Intrigue of Marcoola	14.02.03	5450 7577
Mackay City Council			
39 Enterprise St, Paget	Club 7 on Enterprise	08.07.02	4952 6767
Townsville City Council			
17 Hugh Ryan Dve, Garbutt	Australian Maid	01.07.02	4725 5888
13 Carmel St, Garbutt	Bluebirds on Carmel	01.10.03	4779 9555

Table 5: Licensed brothels

The licensee of the brothel Marilyn's Gentleman's Retreat which operated at 29 Expansion St, Nerang, did not renew the brothel licence.

development approval

In Queensland, the location of brothels is a matter for local government, subject to the provisions of the Act. Under the Act, the assessment manager for a development application must grant approval for development of a brothel in an industrial area if the premises are:

- greater than 200 metres distance (measured according to the shortest lawful route) from a residential area or an area intended to be residential
- greater than 200 metres distance (measured according to the shortest lawful route) and greater than 100 metres (measured in a straight line) from any residential building, place of worship, hospital, school, kindergarten, or any other place regularly frequented by children for recreational or cultural purposes

- have no more than five working rooms
- comply with the Integrated Development Assessment System (IDAS) Code for development applications for a brothel (the code includes requirements about car parking, lighting, signage and the like).

By the end of the 2003–04 financial year there were 45 applications made to local governments in Queensland for development approval for a brothel. The majority of applications were for premises in the Brisbane and Gold Coast region (see Table 6). Of all these applications, just over half were granted. There are eight premises in Queensland which have been granted development approval for a brothel which have either not yet been licensed by the PLA to operate as a brothel (Table 7 lists these locations) or for which a brothel licence application has not yet been lodged.

Council	Approved	Refused	Withdrawn/ Lapsed	Pending	TOTAL
Brisbane	8	3	3 ⁹	1	14
Gold Coast	5	2 ¹⁰	3	-	9
Townsville	3	-	1	-	4
Cairns	1	1	2	1	5
Logan	2	-	1	1 ¹¹	3
Maroochy	2	-	-	-	2
Toowoomba	-	2	-	-	2
Redcliffe	1	-	-	-	1
Rockhampton	1	-	-	-	1
Mackay	1	-	-	-	1
Gladstone	1	-	-	-	1
Noosa	-	-	1	-	1
Douglas	-	-	1	-	1
TOTAL	25	8	12	3	45

Table 6: Development approval applications for brothel premises

⁹ indicates that an appeal was lodged with the independent assessor and subsequently refused.

¹⁰ indicates that the application was refused by council and an appeal subsequently lodged with the independent assessor and upheld.

¹¹ indicates that the application was approved and then reassessed upon lodgement of final plans with consideration pending.

→ Almost half of the people surveyed in areas that have licensed brothels didn't realise they were there. In fact, 99% of all people surveyed

Local authority	Address
Brisbane	1/9 Alton St, Coopers Plains 1090 & 1110 Kingsford Smith Dve, Eagle Farm 476 Boundary Rd, Archerfield
Logan	24 Magnesium Dve, Crestmead 3509 Pacific Hwy, Slacks Creek
Gold Coast	37 Upton St, Bundall
Townsville	28 Leyland St, Garbutt
Cairns	7 Owen Cl, Portsmith

Table 7: Council approved brothel premises which have either not been licensed by the PLA or for which a brothel licence application has not yet been lodged.

The independent assessor was established and appointed in December 2001 to hear and decide appeals regarding local government decisions on development applications for brothels. The independent assessor, Mr Stephen Keim, decided four appeals during 2003–04. One appeal was upheld with amended conditions and two appeals were dismissed. A further appeal was lodged in relation to council’s refusal to amend plans for a site already approved as a brothel. It is worth noting that in one of the independent assessor’s decisions he wrote that the independent assessor had no jurisdiction in any matters involving appeals from refusals to change or cancel conditions in the case of development approvals for code assessable brothel uses. The independent assessor respectfully suggested that the Parliament should consider this matter.

This year we developed an APM to document the role of the registrar for appeals to the independent assessor.



mr stephen keim

Stephen Keim is a barrister of 19 years’ experience and has practised in Brisbane throughout that time. In addition to his professional work as a barrister, he has served in a number of positions including as president of the Legal Aid Commission, member of the Queensland Anti-Discrimination Tribunal, member of the Land Court and deputy chairperson of the Land Tribunal. Mr. Keim is currently a member of the Council of the QUT. Mr Keim has also chaired a task force addressing the fisheries management needs of Moreton Bay. He is a member of the committee of the Kedron Districts Lions Junior AFL Club.

exempt towns

The Act allows the local government of towns with a population of 25,000 or less to make an application to the Minister for Police for the right to refuse any development application for a brothel in their local government area. To date there are 204 towns in Queensland that have received approval from the Minister for Police to refuse development approval for a brothel (see appendix 1 for a full list of all towns who may refuse an application for development approval for a brothel).

reported no impact at all on either their business or personal lives. (Source: *Selling Sex in Queensland*)



the advertising of prostitution

→ In its annual report 2001–02 the PLA reported 205 requests for advertising approval were submitted of which 128 were approved. In the year under review that number has almost doubled. There were 386 applications for approval in respect of specific advertising material lodged with the PLA of which 335 were approved.

Advertising prostitution is a sensitive issue. It is an offence to advertise prostitution unless the advertisement has been approved. The PLA, in approving advertising, needs to balance, on the one hand the commercial rights of licensed brothels and of service providers to advertise their business, and on the other hand, the need to ensure that advertising material is not presented in publications in a way which is offensive or indiscreet or potentially so.

The PLA's role in granting approval for the advertisement of prostitution is not only a regulatory one. It has also been educative, by ensuring that the PLA's policies are well known to those who seek to advertise, and by regular contact with the various advertising media interests, to ensure that only approved advertisements are published and that the statutory prohibitions are well understood.

As with other aspects of the PLA's regulatory function it has to ensure compliance with advertising requirements. Not only must the PLA approve or refuse the various advertising proposals, it must ensure that material advertised in the media, or elsewhere either accords with any approval, or otherwise does not offend legislative provisions.

As a result of the PLA's communication strategies, most of those who now seek to advertise, and most of those who now publish advertisements, are generally

familiar, with both the provisions of the Act and with PLA policies for sole operator advertisements and/or for licensed brothel advertisements. Monthly print media surveillance of published advertisements is undertaken by compliance officers and the results reported at each meeting of the PLA. Typically, in any one month, up to 600 published advertisements are reviewed by the relevant officers. There is also a regular review of those websites or alterations to those websites which have been the subject of prior approval.

The worth of this process can be demonstrated.

Most advertisements now comply either with the Statute or with PLA policies. One recent review of 130 advertisements under the "Adult Services/Products" column in the *Courier Mail* found that all were compliant. Of 163 advertisements in various columns in the *Gold Coast Bulletin*, two were found to require further investigation by police. A review of 46 advertisements in a provincial daily found that one had referred to "massage" which is prohibited under Section 95 of the Act. This was drawn to the attention of the newspaper management and the situation rectified.

Compliance officers are continuing their consultative approach with media personnel to give guidance in recognising inappropriate words or phrases. There is good reason to conclude that such an approach has much to commend it.

The creative ingenuity of the advertising agencies, particularly in relation to internet advertising, presents as a continuing challenge, a matter which will be addressed in further reviews by the PLA of its current advertising policies.

→ The Queensland community accepts the existence of licensed brothels which demonstrates that the licensing regime currently operating under

Outcome	Number	Per cent
Approved	335	87
Approved with conditions	8	2
Refused	43	11
TOTAL	386	100

Table 8: Advertising approvals, 2003–04

Under the Act, the PLA is responsible for approving all advertising for prostitution in Queensland. During the year we received 386 requests for PLA consideration; most applications complied with our policy concerning prostitution advertising and 89 per cent of advertisements were approved, two per cent of which were subject to conditions (see Table 8).

the *Prostitution Act 1999* is effective in meeting the expectations of the community. (Source: *Selling Sex in Queensland*)



the role of compliance

→ The legislative initiatives for the proper regulation and control of prostitution vary from state to state. Queensland's legislative scheme for regulation is modelled on the Victorian scheme but has significant differences, however, in each, the ongoing process of regulation and control involves the need for effective oversight and compliance. The licensing system which is integral to the Queensland scheme necessarily requires the regulatory body – the PLA – to ensure compliance.

Compliance in Queensland therefore requires the regulatory body to ensure that the licence which it issues to each brothel licensee is operated in accordance with the conditions which the PLA attaches to each licence and with the relevant statutory requirements. Further, the clear and unmistakable logic of the legislation, which is the source of the statutory licensing scheme, is to ensure that prostitution which is permitted in accordance with a licence is conducted in a manner and in an environment which is compatible with and acceptable to the community rather than be seen to operate in a way which is confronting, offensive and which challenges, rather than conforms with, the mind of the community.

In January 2003, when there were 12 licensed brothels operating in the state, the PLA, to achieve these objectives, appointed two specialist compliance officers to undertake the effective and ongoing regulatory oversight of the developing licensed brothel industry. The persons selected for this challenging role come from professional backgrounds in environmental health with an emphasis on communicable disease control, premises compliance, complaint handling and the auditing of regulatory requirements to identify and reduce hazards and at the same time ensure the development and maintenance of requisite standards.

In the year under review these valued officers, subject to PLA oversight, have developed the necessary procedures and protocols for the development of an effective and professional compliance program. Audits are conducted routinely at the time of annual licence renewal and at approximately six monthly intervals. As the occasion requires, random unannounced inspections are also undertaken.

Unannounced inspections are usually designed to address a specific issue, to assess compliance at any given time or to determine the validity of a specific complaint. Routine audits are designed to examine compliance with licence conditions and legislative requirements to ensure the ongoing maintenance of the required standards envisaged by the licence and the Act.

That is not to say that the execution of the compliance program has always been enthusiastically accepted by all licensees. Reluctance in this respect is merely an incident of any regulatory process undertaken by any regulatory body in relation to any industry.

The PLA can, however, say that in the year under review brothel licensees are generally accepting of the need for a process of compliance and are mostly cooperative with the execution of the compliance officers brief to ensure the continued maintenance of the standards which are either expressly or impliedly required and which are inherent in any system for the effective regulation and control of prostitution.

The PLA is satisfied not only with the professional efforts of its compliance officers but also with the licensees' response to the compliance program.

→ Street based sex workers distrust the criminal justice system whereas those who work in licensed brothels or sole operators would report violence to

Brothels not so legal: Minister

State Political Correspondent

EVERY YEAR 34,000 brothels are audited by the Professional Licensing Authority but only a handful of operators have been found to be in breach of regulations, according to State Police Minister July Spence.

Mr Spence made the comment in response to a question asked by Opposition member John Deacon at a public hearing on 11 June.



July Spence

compared with 12 last financial year, seven in 2001-02 and one in 2000-01.

At the same time, the number of illegal prostitutes arrested was significantly higher than in previous years.

Mr Spence said the Professional Licensing Authority employed 120 compliance officers last financial year, compared with 100 in 2001-02.

He said the Authority had a high level of compliance with the law and with the conditions of licence. Because the law and the conditions of licence are being complied with both generally and in particular cases, a headline that asserts the contrary, and attributes that to the responsible Minister, is apt to mislead.

year 22 had been completed. To date, all audits have identified, in varying degrees, areas of non-compliance which have resulted in the issue of either conditions or advisory notices to licensees.

The PLA has indicated that it will continue to work with licensees to ensure they are compliant with the law and with the conditions of licence.

The Crime and Misconduct Commission's report on Queensland's prostitution law and PLA's compliance officers last financial year revealed that 100% of brothels are in compliance with the law.

measured with 100% compliance and even the best operators.

For the financial year to April 27, police reported the number of illegal prostitutes arrested was 101, compared with 791 the year before, and 1000 the year before that.

Brothel claim fury

Breaches made to sound more serious

By HAYLEY SEENEY

A TOWNVILLE brothel owner is outraged at Police Minister July Spence's comments that all audits of the Professional Licensing Authority carried out found varying degrees of non-compliance.

Lizette of Australian Maid, one of Townsville's two brothels, told this week that the breaches were made to sound more serious than they were.

Mr Spence said his business had been audited four times in just under two years of operating.

"My haven't had a breach yet," he said.

"I don't know where they got this."

Mr Spence said a minor breach could be as little as a smudge on a sign that could have appeared minutes before inspectors arrived.

Authority chairman Bob Carter also defended the brothels, saying the real situation was not as serious as it was made out to be.

There are fundamental requirements with respect to core issues in brothel management that the PLA considers non-negotiable," Mr Carter said.

"There is a high level of compliance in the regard and the PLA are generally satisfied with the results."

There are however, many other requirements which are perhaps lesser importance, in relation to the regulation of licensed brothels that the PLA monitor.

Mr Carter said there had been no major breaches.

He said he would not release details of minor breaches but he did release information on the breaches that were found.

From June 2001, there was one non-compliance notice issued each for licence

and minor keeping and brothel facilities and operation.

Three breaches for workplace health and safety and 12 notices for preventative health measures.

Mr Spence released such and breach figures in State Parliament this week after being given a question on notice.

Opposition Leader Lawrence Springborg said the figures, which show double the number of people had been caught with licences in the past two years, meant prostitutes and brothel owners were breaking the law.

"I find it staggering that 44 audits found that brothel businesses were not complying with the law," Mr Springborg said.

But the Queensland Anti-Business Alliance slammed Mr Springborg for his "double-barrelled snare".

“The fact is that brothel licensees are complying with the law and with the conditions of licence.”



monitoring and compliance

→ the compliance program

Monitoring of licensed brothels is achieved through the functions of the compliance program, established in January 2003.

The core role of the compliance unit is to ensure brothel licensees and managers meet their obligations in managing Queensland's licensed brothels. The compliance officers provide guidance to licensees during and beyond the initial application process to ensure that the requirements of the Act, the *Prostitution Regulation 2000*, brothel licence conditions and the *Health and Safety Guidelines for Brothels* are being met.

The compliance unit has completed operational audits for each licensed brothel in Queensland and provided full reports on these to the PLA.

In addition the compliance officers provide technical and compliance related reports to the PLA on relevant emergent issues.

In the 2003–04 year PLA officers undertook 202 compliance activities. As a result of audits and inspections during the year, 101 recommendations for improvements were made and 18 notices of non-compliance were issued.

These compliance activities include:

Compliance activities

- Renewal and interim audits of licensed brothels. Audits include the examination of financial records, review of policies and procedures, assessment of facilities and security arrangements within the brothel, examination of brothel records and interviews with staff and sex workers
- Unannounced inspections
- Management of complaints, and the introduction of a complaints database to record and monitor complaints about prostitution
- Management of the prostitution advertising surveillance program
- Development of recommendations relating to brothel policies and operational procedures
- Identification of strategies for the ongoing development of the compliance program
- Reports on technical or emergent issues relating to the compliance program

Table 9: Compliance activities

→ In reality, there are two sex industries, and workers in only one are currently protected. Policies and strategies to support the health and human

→ development of the compliance program

- The compliance officers have reviewed all compliance protocols and established administrative systems to facilitate an effective compliance program. To support the effectiveness and equity of the compliance functions and program transparency, a comprehensive compliance manual is being developed for consideration by the PLA.
- The compliance officers continue to liaise on a range of issues with key stakeholders including the DIR, Queensland Health and the PETF.
- Final implementation of the relevant recommendations arising from the CMC review of probity and compliance functions.

→ future developments for the compliance program

- Develop and establish a handbook for brothel managers and increase the awareness of managers about their roles and responsibilities.
- Develop a protocol for the handling of complaints of a particularly sensitive nature, which will balance the rights of the individual with community needs.
- Liaise with the DIR, Queensland Health and PETF to promote best practice through development of a comprehensive document to provide guidance and directives in the operation of best practice in licensed brothels.

rights of street based sex workers are urgently needed. (Source: *Selling Sex in Queensland*)

There are four areas of focus for the compliance program.

1. Infectious disease control

Measures are in place to control the spread of infectious disease and to provide harm minimisation strategies in relation to clinical waste.

Compliance function	Outcomes
→ Infection control procedures in the maintenance of the premises and general facilities	→ Infection control measures are maintained to appropriate standards
→ Provide advice to licensed brothel staff in the identification of STI's	→ Increased staff knowledge in the identification of STI's
→ Appropriate provision of personal protective equipment (PPE) (eg prophylactics)	→ PPE is freely available and stored according to requirements
→ Promotion of safe sex practices	→ Clients and workers engage only in safe sex practices
→ Monitoring of sexual health checks for workers	→ Sex workers have current sexual health certificates while working at licensed brothels
→ Provision of information to sex workers and their clients	→ Enhanced community knowledge on the control of STI's
→ Monitoring of clinical waste disposal protocols to achieve best practice	→ Harm minimisation principles are adopted through the appropriate disposal of clinical waste and sharps
→ Identification of emergent issues relating to infectious disease control	→ Best practice and currency of knowledge is promoted and maintained

Table 10: Infectious disease control

→ The PLA has in the past advocated that the *Prostitution Act 1999* does not assist the proper regulation of street based sex workers. *Selling Sex in*

2. Policies and procedures

Operational plans, policies and procedures are developed by the licensee to address all operational and management areas.

Compliance function	Outcomes
Assess and provide advice on the development of policies and procedures for the following general areas:	
→ Business operations	→ Promotion of best practice
→ Employment of staff and engagement of sex workers	→ Comprehensive operational policies and procedures are established
→ Workplace health and safety	→ Information contained within the policies and procedures is actively adopted by licensees, managers, staff and workers
→ Sexual health management	
→ Cleaning/sanitising procedures	
→ Waste management	

Table 11: Policies and procedures

3. Safety and security

Risks to safety and security are identified within and external to the brothel.

Measures are required to be adopted by the licensee to control risks to sex workers, staff and clients.

Compliance function	Outcomes
Assess control measures for:	
→ Risk reduction measures including: video surveillance, lighting external to the brothel, availability and operation of duress alarms within the working rooms and other relevant areas, policies for, and training of, staff and workers to manage safety and security matters	→ Risk assessments are completed annually for each licensed brothel → Safety and security of persons working at the licensed brothel are maintained or enhanced as required
→ Personal danger to workers from clients in the working rooms	→ Policies concerning matters of safety and security are available and reviewed regularly
→ Risks to workers arriving and leaving the premises	→ Incident and accident reports document safety and security breaches and action taken
→ Violent or dangerous behaviour from clients entering the brothel, including alcohol and drug-induced behaviours	→ Duress alarms, video equipment and lighting are operational and maintained → Safety for sex workers is maximised and maintained

Table 12: Safety and security

4. Rooms provided for prostitution

Facilities for the provision of prostitution are appropriate.

Compliance function	Outcomes
→ Assess the suitability of duress alarms and other safety measures to provide safety to workers	→ Safety measures in the working rooms are in place and operational
→ Policies, procedures and lighting are available to assist workers in the assessment of clients for the presence of STI's	→ Workers can assess clients for the presence of STI's and provide general information regarding places for treatment if required
	→ Workers can refuse to provide sexual services where a risk is identified
→ PPE is readily available at no charge/cost to workers in the working rooms	→ Safe sex is practised at all times
→ Suitable disposal facilities are available for the disposal of clinical waste	→ Disposal of clinical waste complies with approved standards

Table 13: Rooms provided for prostitution

police entries to licensed brothels

During the year we received advice from QPS, as required under section 61 of the Act, regarding 18 police entries to six licensed brothels, detailed below.

Brothel	Number of visits
Purely Blue	3
Viper Room	1
Club 7	4
88 on Logan	4
Scarlet Harem	4
Truely Elegance	2
TOTAL	18

Table 14: Police entries to licensed brothels

→ The community – both in areas where licensed brothels currently operate and in areas where they do not – were consulted as to how they

liaison and assistance

→ communicating with members of the public

Considering the sensitive nature of our core business, opportunities to communicate directly with members of the general public about the PLA and its activities are limited. We have been acutely conscious that any active public education campaign may appear to be promoting prostitution – a public impression we are careful to avoid. To date we have simply responded to a small number of invitations from community groups to speak about the sex industry and brothel licensing (see Table 15).

Date	Subject	Forum
21.05.04	The role and function of the PLA	Rotary Club of Toowoomba
27.05.04	The role and function of the PLA	Rotary Club of Port of Brisbane

Table 15: External presentations by staff, 2003–04

The PLA website (see Figure 9) communicates pertinent information to the public. The site was redesigned during 2003–04.

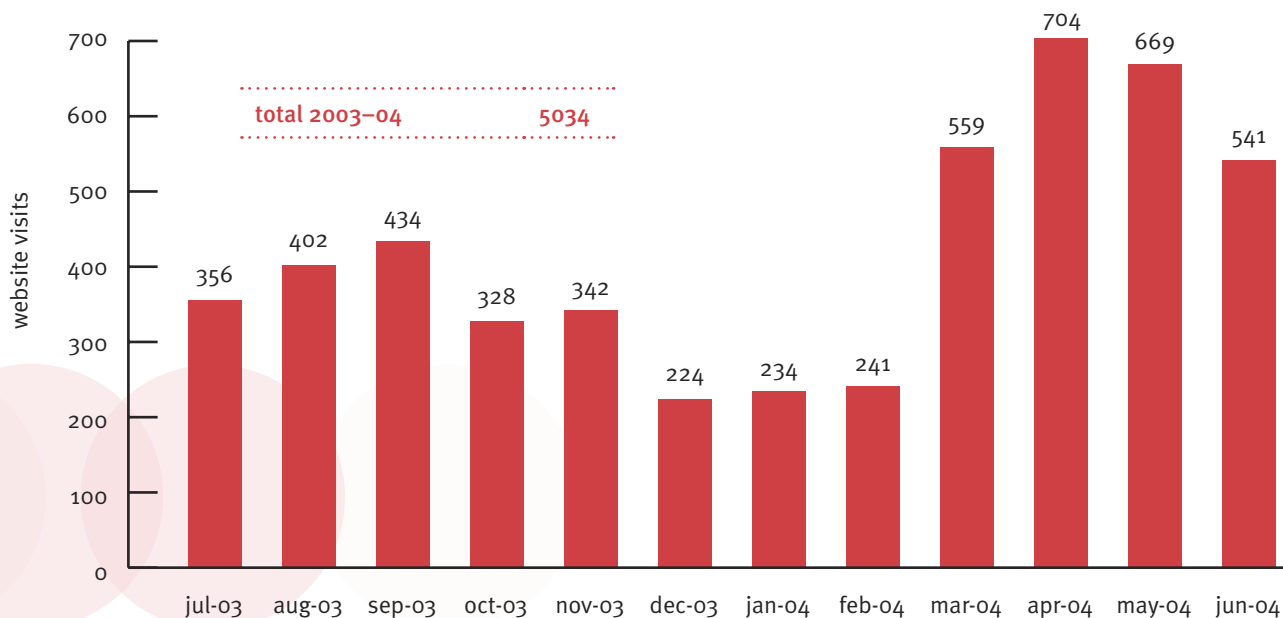


Figure 9: PLA website statistics 2003–04

thought the legalisation of brothels had impacted their business and personal lives. (Source: *Selling Sex in Queensland*)

Our multimedia presentation was updated and again, the presentation was very successful at Sexpo as well as in other smaller forums.

In addition to responding to invitations from community groups, the PLA established an information booth in the “Sexual Health and Education” section of Sexpo to distribute information about brothel licensing and the legal framework for prostitution in Queensland. Sexpo is an annual health, sexuality and lifestyle exhibition staged in Melbourne, Sydney and Brisbane which is open to members of the public aged over 18 years. Sexpo provides a useful forum to disseminate information to the general public about the PLA and its activities in an appropriately adult only forum. The PLA joined other government and non-government agencies, in an effort to emphasise sexual health.

During the year we have continued to add to our small library which contains publications, reports, media articles and other material on the sex industry and brothel operation. The library is accessible to members of the public and applicants and has been particularly useful to students in their preparation of university assignments.

communicating with the sex industry

During 2003–04 we published four editions of our industry newsletter *In Touch*. *In Touch* was developed because while we had good contact and liaison with brothel licensees and managers through the compliance unit and through the annual renewal of applications, our communication with sex workers and other brothel staff needed improvement. We distribute *In Touch* to brothels for the general interest of workers in licensed brothels, to SQWISI’s five Queensland offices for other sex workers and to a quickly expanding mail out list. *In Touch* has included articles on industrial relations issues, the role of the independent assessor, prostitution law reform in other states of Australia and compliance issues as well as items considered of interest to sex workers.

During the year we continued our contact with SQWISI and maintained a formal monthly meeting with the state manager to discuss the operation of the Act.

communicating with other key stakeholders

We met regularly with our key stakeholders and have assisted other agencies perform their functions with regard to industry related issues. Table 16 shows the number of meetings we held with our key stakeholders.

Group	Number
Licensees and managers, applicants, potential applicants	29
QPS	41
CMC	6
SQWISI	13
Government agencies	43
Sex workers	4
Media	1
Ministerial	8
Members of the public/students	2
TOTAL	147

Table 16: Meetings held by the PLA with key stakeholders, 2003–04

→ Sex workers in licensed brothels rarely risk their sexual health and are rarely or never asked by clients for unprotected sex whereas street based

complaints

During the 2003–04 year we received 94 complaints about prostitution, a slight increase on the 92 complaints received for the previous year. Figure 10 shows that most of these complaints fell into two main categories – complaints about advertising and complaints about brothel operation. Most complaints were resolved by our PLA staff or by referral of the complaint to PETF for criminal investigation (Figure 11).

We believe the number of complaints made to us over the past year are the result of an increasing awareness of the role and function of the PLA and that over the years we have demonstrated our ability to properly investigate a wide range of complaints received about the sex industry.

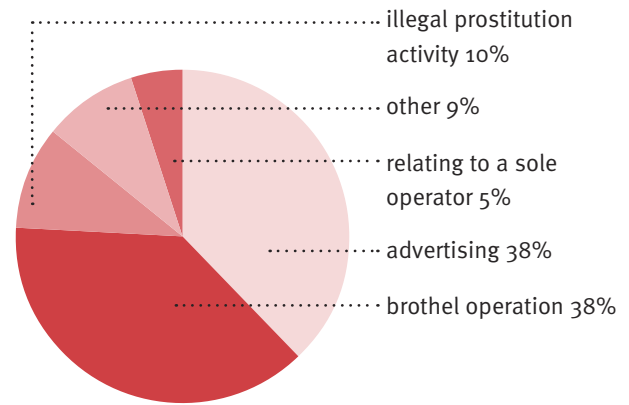


Figure 10 Nature of complaints, 2003–04

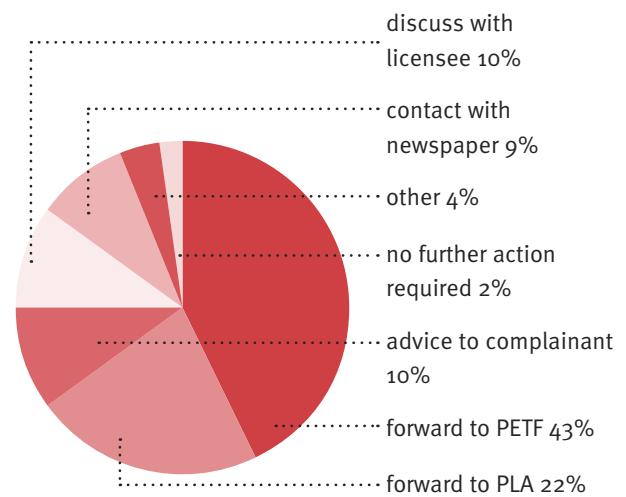


Figure 11 Resolution of complaints, 2003–04

sex workers are mostly or always asked to provide unprotected sex. (Source: *Selling Sex in Queensland*)

complaint case studies

Here are some examples of the complaints we received during the year.

Complaint 1 – Illegal prostitution

The complaint We received information from a complainant about an illegal brothel that had been previously prosecuted, continuing to operate and advertise in local newspapers. The complainant, while happy to disclose the details to us, wished to remain anonymous to the QPS.

What we did We were able to gather and forward the information provided to us by the complainant to PETF without disclosing the identity of the complainant.

The outcome The complaint provided useful information in the investigation and prosecution of a significant illegal prostitution operation which resulted in six arrests on seven criminal charges including knowingly participating in the provision of prostitution, persons found in places reasonably suspected of being used for prostitution and tainted property.

Complaint 2 – Illegal prostitution occurring at an adult entertainment venue

The complaint A complaint was received from a member of the public who claimed that illegal prostitution was occurring at an adult entertainment venue.

What we did We referred all information to PETF for investigation.

The outcome PETF commenced investigation based on the information provided by us and together with proactive investigations and intelligence assessments confirmed that female staff were providing massage and sex shows to clients in private rooms. Police officers acting in a covert capacity obtained evidence that constituted the offence of knowingly participating in the provision of prostitution. As a result nine females were detained on the premises. Four persons were charged with knowingly participating in the provision of prostitution and five persons were charged with being persons found in places reasonably suspected of being used for prostitution. Enquiries are continuing in relation to the persons responsible for organising and benefiting from the illegal prostitution taking place at the venue.

→ Street based sex workers have extremely problematic, health-compromising drug consumption and a far lower level of mental health compared

Complaint 3 – Illegal prostitution

The complaint	Complaint of illegal prostitution occurring in residential areas involving suspected illegal immigrants was received from a concerned member of the public. A resident had observed a number of females arriving and leaving a unit and observed that these persons were reluctant to be seen.
What we did	We referred the complaint to PETF for investigation of a possible offence against the Act or the <i>Criminal Code 1899</i> . After investigations PETF confirmed suspicions that a number of sex workers were operating illegally from several locations.
The outcome	<p>PETF investigators, along with the Australian Federal Police and Department of Immigration and Multicultural and Indigenous Affairs (DIMIA) attended the addresses in question and executed warrants. Detectives located four female sex workers, one transsexual and one male. The male made admissions to being the lessee of the three premises, placing and paying for the escort advertising, paying the rent and having a controlling interest in the illegal enterprise.</p> <p>Two of the sex workers were identified as illegal immigrants. Deportation proceedings were commenced by DIMIA. Six persons were charged with 14 offences related to knowingly participating in the provision of prostitution, having an interest in premises used for the purposes of prostitution and possession of tainted property.</p>

Complaint 4 – Brothel operation

The complaint	An anonymous complaint was received that a sex worker within a licensed brothel was providing sexual intercourse or oral sex without a prophylactic.
What we did	We referred the matter to PETF who attended the licensed brothel in a covert capacity. The officer requested the services of that particular sex worker. The sex worker subsequently offered an extra charge to provide and receive oral sex without a prophylactic.
The outcome	The sex worker pleaded guilty and was convicted under s 77A of the Act.

Complaint 5 – Advertising/Fraud

The complaint	The PLA lodged a complaint with the QPS that an interstate licensee had forged a PLA advertising approval.
What we did	We referred the matter to PETF who attended interstate premises.
The outcome	PETF investigations indicated that while the offences constituted fraud they were committed interstate. Ongoing legal advice is being sought and the complaint may be forwarded to interstate police for investigation.

to other sex workers. (Source: *Selling Sex in Queensland*)

enquiries

During the year we responded to 2,103 enquiries about prostitution and related issues. Figure 12 shows that enquiries generally come from brothel licensees and managers, other agencies and sex workers. The most common categories of enquiry are legal or brothel licensing questions, questions about prostitution advertising, and questions about brothel operation (Figure 13).

In the majority of cases we were able to respond to the enquiries over the phone (see Figure 14).

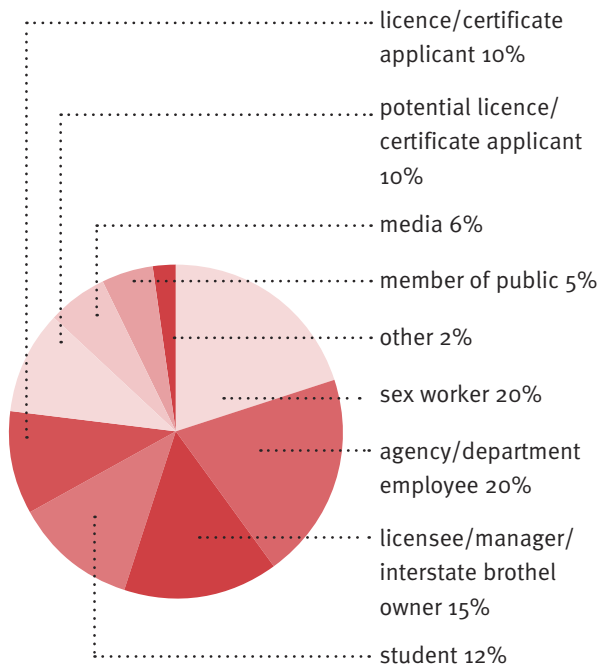


Figure 12 Source of enquiries 2003-04

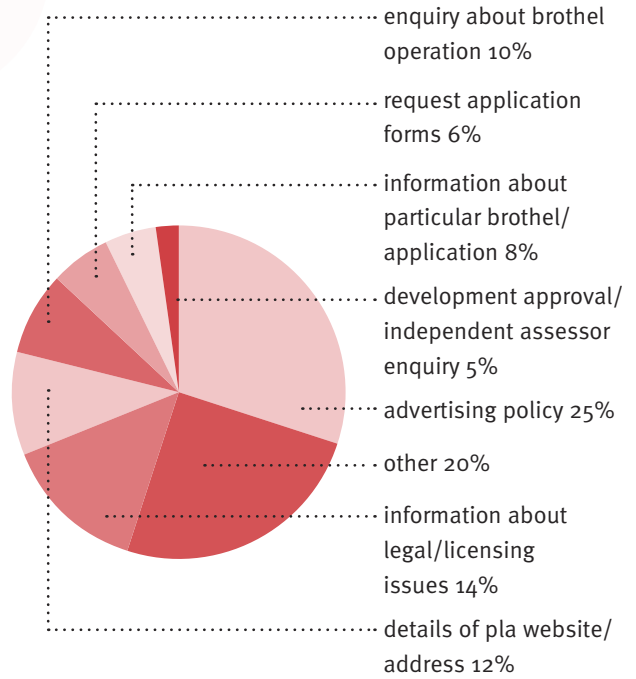


Figure 13 Nature of enquiries 2003-04

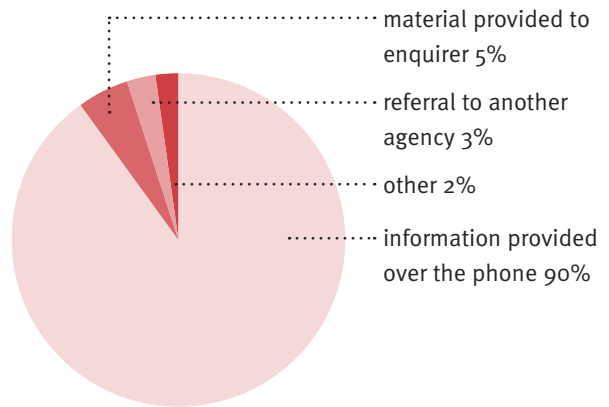


Figure 14 Response to enquiries 2003-04

→ Clients of street based sex workers are a group who demonstrate a far higher level of risk taking behaviour (that is, licit and illicit drug use) than

our staff

This year we had eight full time and one part time staff members in total, three quarters of whom are women (see Tables 17 and 18). This year we fully implemented our staff performance, planning and review policy, with all staff having participated in the annual review process. This policy will assist the career planning process for individual staff members.

All staff have participated in on-site and external training programs, including courses in advanced procurement, purchasing, financial accounting, privacy, policy skills, detection of fraud, safety auditing and some industry specific seminars. We spent a total of \$16,109 and 300 hours on staff training this year.

There was no overseas travel undertaken by either staff or members of the PLA.

Staff category	Female	Male
AO7-SO1	3	1
AO4-AO6	2	1
AO2-AO3	1.5	0
TOTAL	6.5	2

Table 17: PLA staff full time equivalents

Target group	Number	Per cent
Women	6.5	76
People from a non-English-speaking background	0	0
Aboriginal/Torres Strait Islander	0	0
People with a disability	0	0

Table 18: PLA staff membership of equal employment opportunity (EEO) target groups

The finance and administration section of the PLA comprises two full time and one part time staff who have an ongoing workload in providing advice on the financial, administrative and human resource issues that influence PLA outcomes. This includes a review of our FAM and other policies and procedures to ensure that the conduct of the financial, administrative and human resource activities of the PLA complies with whole-of-Government legislation, policies and directives.

The major financial management activities have included reviewing and managing the budget, processing expense payments and revenue, and preparing financial statements and reports. A review of financial procedures has streamlined several processes resulting in the PLA being more self dependent by minimising outsourced activities. To ensure probity of the financial operations, financial reports were prepared for presentation and tabling at the monthly meetings. These reports provided PLA members with details of variances in actual expenses and revenues against budget as well as highlighting that there was an adequate cashflow.

While systems and business practices are constantly monitored and updated to maintain efficiency and compliance, 2004-05 will involve the review and further development of the financial management system to ensure compliance with International Accounting Standards.

Administrative functions have been enhanced by the development and implementation of an in-house electronic filing system to ensure adequate recording and security of information and documentation.

A review of the SLA between QPS and the PLA has determined that Partner One and CorpTech, being the shared services providers for the PLA, will complete some of the services originally provided by QPS such as payroll, processing payments and SAP support. Other services remaining with QPS include expert advice on financial management and industrial relations issues.

We did not enter into any consultancy contracts during the year.

information management

An area where we receive assistance from the QPS is for the provision of IT services and support, which includes maintenance of the PLA website. The IT assistance provided by the QPS is a separate SLA, which we review annually.

A major initiative for the PLA this year has been the progress made in the development of a brothel licensing database, which aims to streamline the storage and retrieval of information from brothel licence and manager's certificate applications and related paperwork.

In 2003–04, the PLA engaged a project team from the Faculty of Information Technology, QUT. The team consisted of Mr Chad Rowe, Mr Clayton Lewis and Mr Michael Davis – final year students completing Bachelor of Business and Information Technology majoring in Information Systems degrees. The partnership between the PLA and QUT provided for the development of the brothel licence database and afforded the students with an opportunity to fulfil the requirements of their course.

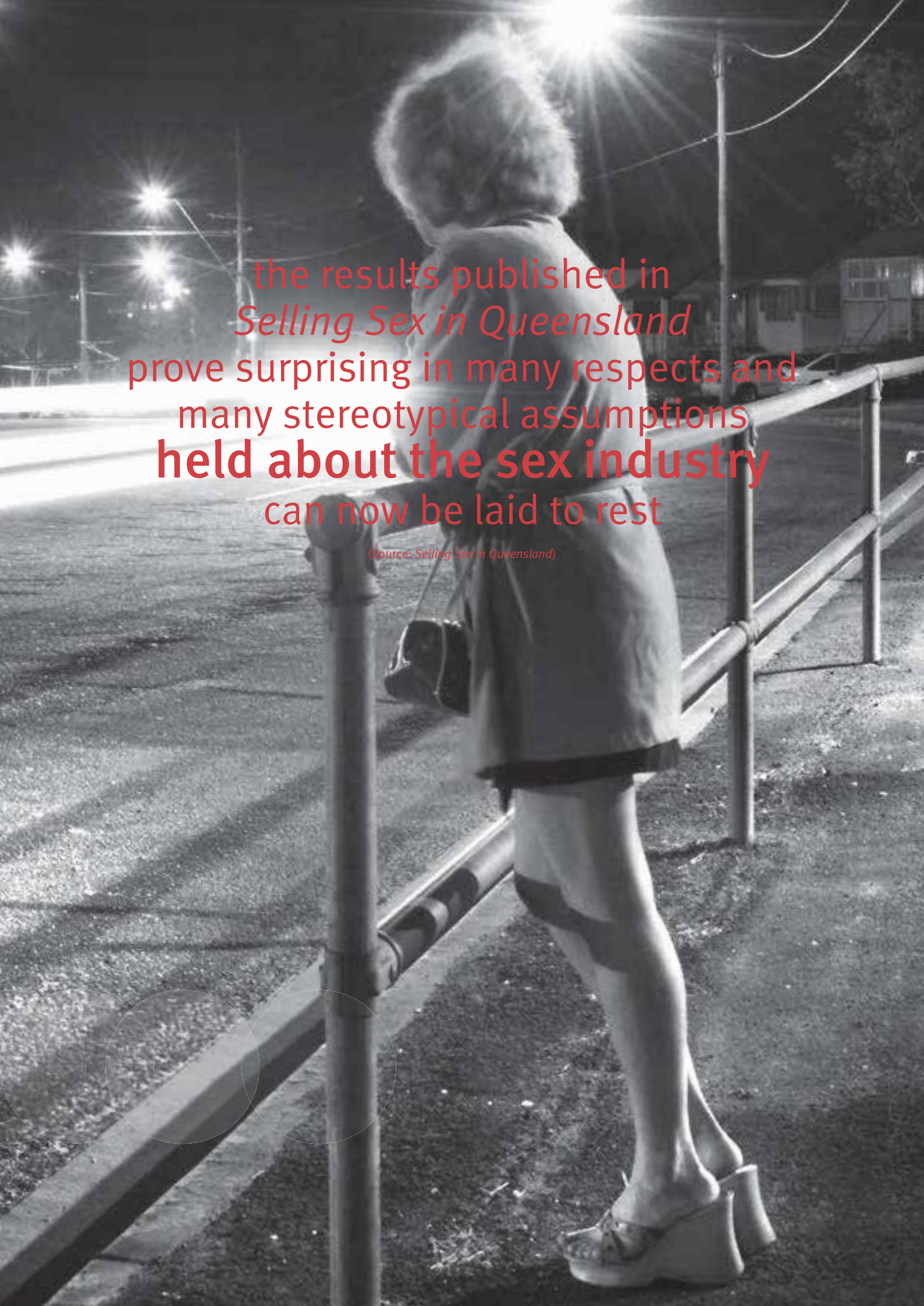
The first stage of the project required planning and development of a licensing database, ensuring that the processing of applications, enquiries, complaints, audits and inspections is responsive to the needs of stakeholders and clients and information is managed efficiently. Without doubt, the first stage of the project would not have been successful were it not for the contribution, commitment and expertise provided by the students and QUT.

A major project for 2004–05 will involve the transfer of data into the new database for testing and evaluation in preparation for the next QUT project team to develop and implement stage two.

outlook for 2004–05

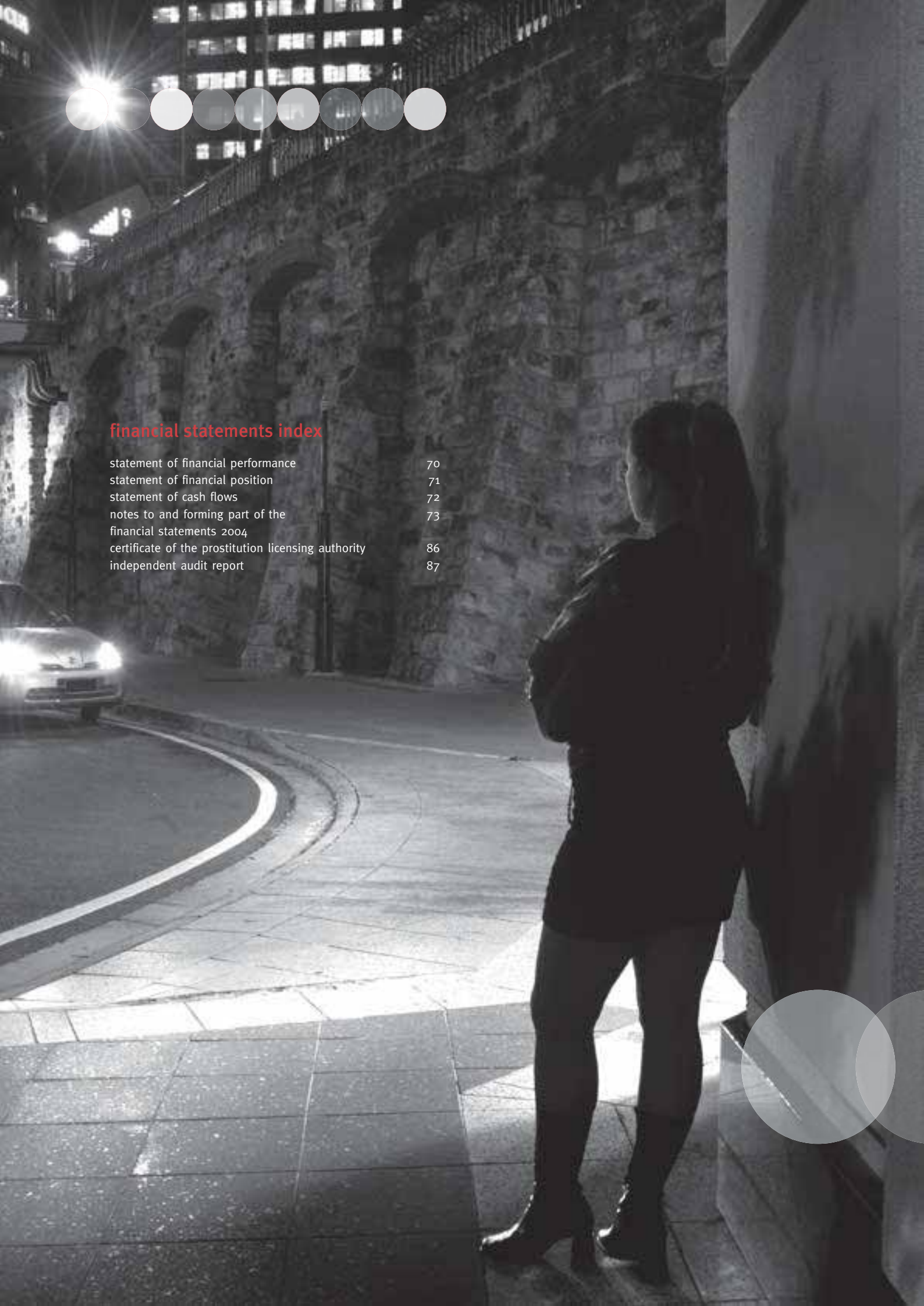
We will continue to improve efficiency and effectiveness in our work in the coming year. To achieve this we will:

- continue to review and update the probity process for licensing
- continue to review and update the renewal process for brothel licences and managers' certificates
- implement the PLA's two new legislative functions
- finalise implementation of the recommendations arising from the CMC review of the probity and compliance functions
- undertake a visit to regional Queensland to liaise with local government, QPS, and other relevant agencies to assist them in performing their functions in relation to the Act
- review the PLA business plan in light of the new responsibilities of the PLA
- develop and establish a handbook for brothel managers and commence education of managers about their roles and responsibilities
- review the PLA Code of Conduct
- respond to recommendations arising from the CMC review of the effectiveness of the Act
- complete the re-engineering process for the PLA licensing database
- develop a protocol for handling complaints of a particularly sensitive nature that will balance the rights of individuals with community needs
- liaise with the DIR to clarify the situation of sex workers in relation to industrial relations law and practice
- review and improve the PLA communication strategy.



the results published in
Selling Sex in Queensland
prove surprising in many respects and
many stereotypical assumptions
held about the sex industry
can now be laid to rest

(Source: Selling Sex in Queensland)



financial statements index

statement of financial performance	70
statement of financial position	71
statement of cash flows	72
notes to and forming part of the financial statements 2004	73
certificate of the prostitution licensing authority	86
independent audit report	87

