

Prostitution Licensing Authority

Annual Report 2007–08



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Prostitution Licensing Authority

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A copy of the Act and related amendments can be downloaded from the Legislation website – www.legislation.qld.gov.au or by contacting SDS Publications on telephone number (07) 3246 3399.



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Letter of Transmission



Highlights of the Year

August	January	February/March	May
<p><i>Prostitution Amendment Act 2006</i> commences.</p> <p>It secured a range of amendments to the <i>Prostitution Act 1999</i> including allowing for three year brothel licences and approved manager certificates; increasing the maximum number of sex workers permitted on brothel premises at any one time; and replacing the position of Registrar with that of Executive Director.</p>	<p>A licensed brothel, <i>My Room</i>, opens in Mount Isa.</p>	<p>PLA has stand at Sexpo to educate interested members of the public about the licensed sex industry.</p> <p>PLA issues <i>Guidelines about the Approved Form for Advertisements for Prostitution</i> in conjunction with a <i>User Guide to the Guidelines</i>.</p>	<p>The <i>Guidelines about the Approved Form for Advertisements for Prostitution</i> become operational, almost entirely eliminating the need for the PLA to approve prostitution advertising.</p>

Abbreviations

CMC	Crime and Misconduct Commission
DEIR	Department of Employment and Industrial Relations
EEO	Equal employment opportunity
FAM	Finance and Administration Manual
ICT	Information and communication technology
ISSC	Information Security Steering Committee
IT	Information Technology
PETF	Prostitution Enforcement Task Force (Queensland Police Service)
PIM	Probity Investigation Manual
PLA	Prostitution Licensing Authority
QH	Queensland Health
QPS	Queensland Police Service
QSA	Queensland State Archives
SLA	Service Level Agreement



Message from the Chair

This year has witnessed a plateauing of the licensed sex industry in Queensland. With the closure of two brothels and the opening of another, the number of licensed operating brothels has experienced a slight decrease from 24 in 2006-07 to 23 in 2007-08. Although, it is anticipated that another licensed brothel will open in Brisbane during 2008-09.

Queensland can be rightly proud of its safe and effective licensed brothel industry. The Prostitution Licensing Authority (PLA) administers a regime that has high guarantees of health and safety for sex workers and their clients. Licensed brothels are subject to regular scheduled and unannounced compliance audits by the PLA's compliance staff, and brothel licence conditions are continuously monitored and updated by the PLA.

In conjunction with the Queensland Police Service (QPS), the PLA conducts exhaustive and extensive probity checks of brothel licence applicants to ensure that they are a suitable person to operate a brothel. In 2004, the Crime and Misconduct Commission (CMC) found that there was no evidence of police corruption or organised crime in the legal prostitution industry. The PLA is vigilant to ensure that this remains the case in Queensland's licensed brothels.

The Authority continues to implement the policy, spirit and intent of the *Prostitution Act 1999* and is determined to ensure the maintenance of an effective and efficient brothel licensing regime.

I place on record the Authority's appreciation of the support given to it by the current Minister, the Honourable Judy Spence MP. We also recognise and value the assistance of the various departmental

officers in the QPS, Queensland Health (QH) and the Department of Employment and Industrial Relations (DEIR) who have so professionally supported and enhanced the work of the Authority.

I extend my thanks to my colleagues on the PLA Board who have a great wealth of knowledge and experience and who are invaluable in assisting me as Chair.

The achievements of the Authority are a result of the significant administrative and leadership abilities of the A/Executive Director, Ms Margaret Isaac, who has led the agency so ably for the last eight years. My appreciation also goes to the PLA staff for their ongoing dedication and committed professionalism.

Manus Boyce QC
Chair



Executive Director's Report

This has been a year of change for the PLA, with the provisions of the *Prostitution Amendment Act 2006* commencing on 12 August 2007. This legislation has secured a range of amendments to the *Prostitution Act 1999* (the Act).

The position of Registrar, which I had held since the inception of the PLA in 2000, was replaced by that of Executive Director. Since then, I have been privileged to be acting in that position. The Act has enabled brothel licences and approved manager certificates to be granted for a three-year period instead of one-year. A measure welcomed by the licensed brothel industry has been the increase in the maximum number of staff permitted at a brothel at any one time, from 10 to 13 staff. The maximum number of sex workers permitted at a five-room brothel has also increased from five to eight.

Advertisements for prostitution also need to be in an approved form. The Act now allows the PLA to develop and issue guidelines about what constitutes an approved form. Following an extensive process of development and stakeholder consultation, the PLA issued guidelines which took effect on 30 May 2008. The guidelines have resulted in a streamlined and more efficient advertising approval process.

The Authority continues to be well placed to execute its statutory functions in a way which I am confident will meet the expectations of legislators and be in the public interest.

I would like to thank the Prostitution Enforcement Task Force (PETF), QH and DEIR, who provide invaluable advice and support to the Authority.

Finally, I cannot finish the year without mentioning my work colleagues. Thank you for your professionalism, dedication, and extraordinary commitment, as well as all those extra miles!

A handwritten signature in black ink, appearing to read 'm Isaac'.

Margaret Isaac
A/Executive Director



Our Mission

To ensure that licensed brothels and prostitution advertising are regulated in accordance with legislative requirements and in the community interest.

Our Values

- Respect
- Integrity
- Health and safety
- Impartiality

Our Operating Principles

The PLA acts in the public interest.

The PLA is committed to preventing corruption and organised crime in licensed brothels.

The PLA is committed to promoting and improving safety and health in the sex industry and in the wider community.

The PLA places emphasis on consultation to reach the objectives of the organisation.

The PLA provides a stimulating, satisfying and safe work environment free from discrimination on the basis of gender, race, religion, sexual preference or disability.

The PLA operates to ensure that all its activities are based on the best information and research available to it.



Welcome to the
Prostitution Licensing Authority





Welcome to the Prostitution Licensing Authority

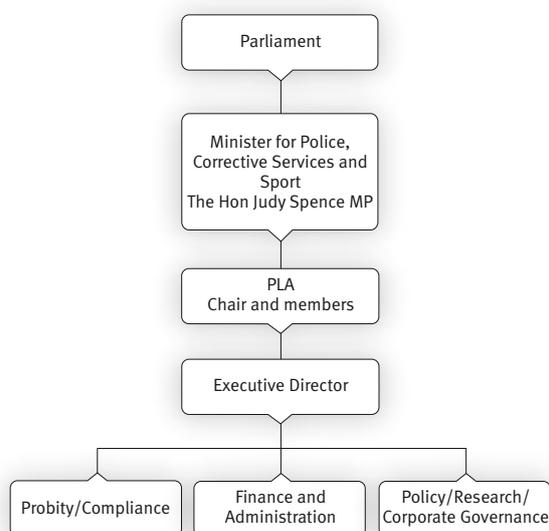
Our Purpose

To regulate prostitution in Queensland by implementing the Act.

Reporting Structure and Organisation

The Act establishes the Office of the PLA, consisting of the Executive Director and the staff of the office. It is the role of the office to assist the PLA in the performance of its functions. The Executive Director is appointed by the Governor-in-Council. In addition to the Executive Director, there are seven full-time officers employed under the *Public Service Act 1996*. Staff of the office are managed by the Executive Director, who in turn reports to the PLA. The PLA reports to the Minister for Police and the Parliament.

■ Figure 1: PLA organisational structure



We administer one non-departmental output:

- i. Brothel licensing and monitoring prostitution through licensed brothels.

The PLA

The PLA was established by the Act and officially began operation on 1 July 2000 when the Act became law in Queensland. The Act prescribes the Authority's membership, consisting of eight members, including:

- the Chair – an independent, respected member of the community nominated by the Premier
- the Commissioner of Police, or a police officer of at least the rank of superintendent nominated by the commissioner
- the Chairperson, or the Assistant Commissioner, Crime, of the CMC
- a health practitioner, with at least five years experience in the profession
- a lawyer who has been admitted for at least five years and has knowledge of or experience in administrative law, company law or criminal law
- a person who represents local government
- two persons who, in the Minister's opinion, are qualified to represent community interests.

Role of the PLA

The primary role of the PLA is to decide applications for brothel licences and approved manager certificates. In addition, the PLA is responsible for:

- monitoring the provision of prostitution through licensed brothels
 - conducting disciplinary inquiries in relation to licensees and approved managers
 - disciplining licensees and managers
 - receiving complaints about prostitution
 - liaising with and assisting the police service and other agencies to carry out their functions in relation to prostitution
 - collecting fees under the Act
 - informing relevant government departments and agencies about possible offences that are detected while carrying out its functions
- advising the Minister about ways of promoting and coordinating programs that –
 - i. promote sexual health care; or
 - ii. help prostitutes to leave prostitution; or
 - iii. divert minors and other vulnerable persons from prostitution; or
 - iv. raise awareness in prostitutes, judicial officers, police, community workers and the community about issues relating to prostitution;
 - advising the Minister about the development of codes of practice for licensed brothels
 - raising in prostitutes, judicial officers, police, community workers and the community, awareness of issues about prostitution.



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Current Membership

The current members¹ of the PLA have been appointed by the Governor-in-Council for a period of three years from 4 May 2008.

01 Mr Manus Boyce QC, Chair

Mr Boyce graduated from the University of Queensland with Bachelor of Laws and Bachelor of Arts degrees. Then followed seven years as a solicitor and 20 years at the Bar, including four years as Queen's Counsel. He served on the Committee of the Bar Association and the Barristers' Board for five years, and was the Bar Association representative on the Legal Aid Commission for a period of two years. From 1982 to 1988 he also lectured part-time in Professional Conduct at the Queensland Institute of Technology Law Faculty. In 1988 he was appointed a District Court Judge. He was a member of the Standing Committee of Convocation at the University of Queensland for 36 years and was Warden of Convocation from 1995 to 1998. In 1999 he was awarded a Medal for Distinguished Service to the University of Queensland. Mr Boyce was this year re-appointed to the PLA for a period of three years until 3 May 2011.

02 Dr Diane Rowling

Dr Rowling is a Public Health Physician with a special interest in sexual and reproductive health. She is currently the Senior Medical Officer with the Brisbane Sexual Health and AIDS Service and is a former Medical Director of Family Planning Queensland. She has held community health positions in the Northern Territory and regional Queensland with a focus on

indigenous health issues. Dr Rowling is appointed as a health practitioner who has at least five years' experience in her profession, as per legislative requirements. Dr Rowling was this year re-appointed to the PLA for a period of three years until 3 May 2011.

03 Assistant Commissioner John McDonnell

Assistant Commissioner McDonnell was attached to the Deputy Commissioner's Office, QPS. He was the former inaugural head of the Ethical Standards Command, QPS and former Assistant Commissioner of the Northern Region, QPS. Among his many appointments within the QPS, Assistant Commissioner McDonnell served with the United Nations Peacekeeping Force in Cyprus, the Fitzgerald Implementation Unit and was the Director of Operations, Criminal Justice Commission. He was awarded the Australian Police Medal in January 1994. Mr McDonnell was an officer of at least the rank of superintendent, and was nominated by the Police Commissioner as his representative. Mr McDonnell was reappointed to the PLA for three years until May 2008, but ceased to be a member of the PLA in July 2007 following his retirement from the QPS.

04 Assistant Commissioner Peter Barron

Assistant Commissioner Peter Barron was sworn in as a police officer in 1972. His early service was in north-west Queensland. He commenced in the Criminal Investigation Branch in 1978 and rose through the ranks from Constable to Detective Chief Superintendent. During this time he served in a diversity of roles, including officer in charge of the State's Homicide Squad and Fraud Squad. Also, during this time he served as a Detective Superintendent at

¹ Four members of the PLA are women, representing 50% of the membership.



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the Criminal Justice Commission for three years. In early 2003 he was promoted to Chief Superintendent, State Crime Operations Command. In the latter part of 2004 he was promoted to Assistant Commissioner and transferred to the Far Northern Police Region. On 4 December 2006 he took up the position of Assistant Commissioner, Metropolitan North Region in Brisbane. The Assistant Commissioner holds tertiary qualifications including a Master of Public Policy and Administration and a Bachelor of Business. He has successfully completed the Police Executive Leadership Program at the Australian Institute of Police Management. He completed studies at the FBI National Academy at Quantico, Virginia. Assistant Commissioner Barron was this year appointed to the PLA for a period of three years until 3 May 2011 to replace Assistant Commissioner McDonnell.

05 Ms Ann Bennison

Ms Bennison has a Bachelor of Arts degree and is a Fellow of the Australian Institute of Company Directors. Ms Bennison was a Councillor on the Brisbane City Council from 1994 to 2008. From 2000 to 2008, she was the Deputy Chair of Council. Ms Bennison also served as Chair of the Customer and Local Services Committee and the Environment Management Committee of Council. Between 2000 and 2008, she was an executive member of the Local Government Association of Queensland, and Senior Vice President from 2004 to 2008. Ms Bennison has previously worked in finance and industrial relations. She has been appointed to the PLA as a person who represents local government, in accordance with legislative requirements. Ms Bennison was this year re-appointed to the PLA for a period of three years until 3 May 2011.

06 Mr John Callanan

Mr Callanan holds Bachelor of Arts and Bachelor of Laws (Hons) degrees from the University of Queensland. He is currently the Assistant Commissioner, Crime, of the CMC, where since 1998 he has engaged in high level law enforcement and legal activity. Mr Callanan was admitted as a barrister in 1977 and had extensive prosecution experience in serious crime until 1988. From then until 2004 he was Counsel Assisting in the Fitzgerald Inquiry and then senior prosecutor with the Fitzgerald Inquiry Prosecutions Taskforce and the Office of the Special Prosecutor. From 1994 to 1998 he was engaged in private practice prosecuting and defending in criminal matters. Mr Callanan was appointed to the PLA by virtue of being the Assistant Commissioner, Crime, at the CMC, pursuant to legislative requirements. He was this year re-appointed to the PLA for a period of three years until 3 May 2011.

07 Ms Annette Murphy

Ms Murphy is a registered nurse. She is a past recipient of the Queensland Child Protection Award – Professional Category – in recognition of her contribution to child protection in Queensland – 1998. Ms Murphy was also awarded a Winston Churchill Memorial Trust Fellowship in 2002 to examine the role of registered nurses in child protection in the USA, UK, Sweden and Denmark. She is the former coordinator of the Mater Child Protection Unit and from August 2005 to June 2007 she was the Acting Manager, Suspected Child Abuse and Neglect Team Support and Development Unit, Department of Child Safety. She is currently Clinical Nurse Consultant at the Mater



09

Child Protection Unit. She has been appointed to the PLA as a community representative, as required by legislation. Ms Murphy was this year re-appointed to the PLA for a period of three years until 3 May 2011.

08 Mr Lance Pollard

Mr Pollard is a solicitor in private practice and is currently a partner with Bennett & Philp. He has had extensive experience in the areas of commercial litigation, corporate and personal insolvency, debt recovery, administrative law, trade practices law and company law. Mr Pollard is appointed to the PLA as a lawyer who has been admitted for at least five years, and who has knowledge and experience in administrative law, company law or criminal law, as per legislation. Mr Pollard was this year re-appointed to the PLA for a period of three years until 3 May 2011.

09 Ms Wendy Edmond

Ms Edmond was a Member of the Queensland Legislative Assembly, representing the electorate of Mount Coot-tha from 1989 to 2004. She served as Minister for Health for almost six years and was previously Minister for Employment and Training. As a backbencher, Ms Edmond served on the inaugural Parliamentary Criminal Justice Committee and as Chairperson for the budget estimates committee examining the Departments of Health, Education and Employment, Training and Industrial Relations. Prior to her election to the Queensland Parliament, Ms Edmond worked as a health professional in nuclear medicine and radiation therapy in New York, Montreal, Edinburgh, Copenhagen, Adelaide, Melbourne and Brisbane. She has been appointed to the PLA as a

community representative, as required by legislation. Ms Edmond was this year re-appointed to the PLA for a period of three years until 3 May 2011.

Meetings and Special Meetings

The PLA held 11 ordinary meetings in 2007-08. No special meetings were held.

■ Table 1: Attendance at meetings of the PLA

Name	Number attended (n = 11)
M. Boyce (Chair)	11
J. McDonnell	1 ²
P. Barron	2 ³
J. Callanan	9
A. Bennison	6
A. Murphy	9
L. Pollard	10
D. Rowling	11
W. Edmond	8

Remuneration

The chair and members of the PLA were collectively paid \$44,962 during 2007-08, as determined by the Governor-in-Council.

² Ceased to be a member of the PLA in July 2007.

³ Appointed to the PLA in May 2008.



Our Performance





Our Performance

Financial Performance Summary

Income Statement

The Income Statement is used to compare revenue to expenses over the financial year.

Revenues of the Authority are sourced primarily from fees for brothel licences and managers' certificates. The other major source of funds includes a Government grant received through an administered appropriation from the QPS. The growth in fees revenue was mainly due to the proclamation of the Prostitution Amendment Bill 2006 on 13 August 2007.

Balance Sheet

The Balance Sheet measures the value of assets, liabilities and equity of the Authority as at 30 June 2008.

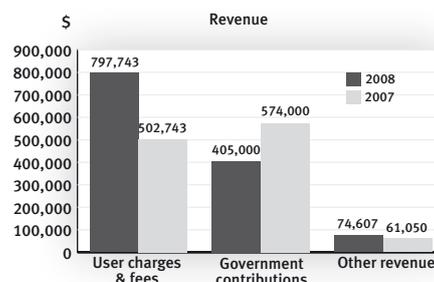
Our equity has increased as a result of the increase in cash assets and a reduction in fees received in advance.

Cash Flow Statement

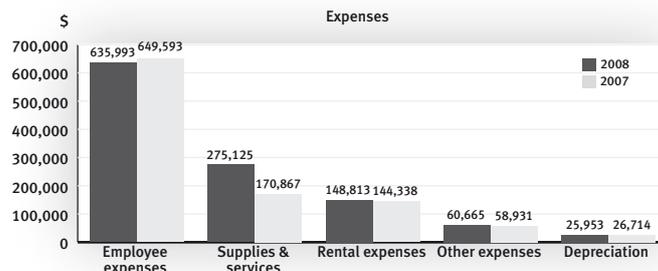
The Cash Flow Statement measures the inflows and outflows of cash through the year, and classifies those transactions into either operating or investing activities.

Cash flow in the Authority is generated primarily from operating activities, where the significant in-flows include revenue from fees for brothel licences and managers' certificates and revenue from a Government grant. Significant outflows are employee expenses, supplies and services for operational requirements and payments for lease commitments. The year ended in an increase in cash from \$894,011 at 30 June 2007 to \$952,994 at 30 June 2008.

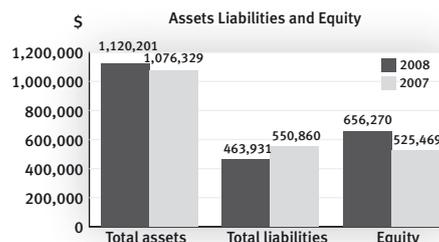
■ Figure 2



■ Figure 3



■ Figure 4



Key Performance Measures

The PLA has established a number of key performance measures to benchmark its corporate performance. We reported these measures to the public and to the parliament through the state budget process. The following table shows our key performance indicators, the expectations we had about our performance at the beginning of the financial year, and the performance we actually achieved over the year.

■ Table 2: Key performance measures, 2007-08

Measures	What we said we would achieve	What we achieved
1. Number of licensed brothel premises operating	26	23
2. Number of brothel and certificate applications investigated	195	184
3. Number of brothel and certificate applications decided	206	157
4. Percentage of complaints resolved	>91%	98%
5. Number of compliance activities conducted	205	202
6. Number of licensed brothels implementing best practice standards ⁴	26	23
7. Number of brothels requiring three-monthly health certificates ⁵	26	23
8. Applications processed within the PLA and forwarded to the QPS within 30 days	95%	99%
9. Advertising requests processed within 30 days	95%	100%
10. Complaints to the PLA about prostitution resolved within 30 days	95%	98%

⁴ All Queensland's licensed brothels implement best practice standards.

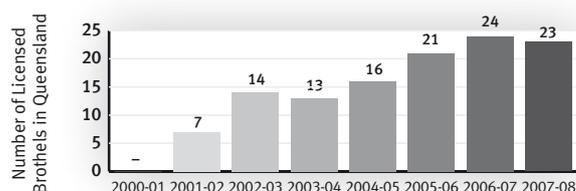
⁵ All Queensland's licensed brothels require three-monthly sexual health certificates from sex workers.



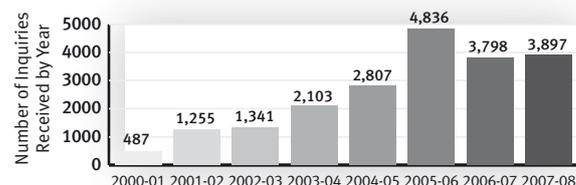
Statistical Highlights

- 23 licensed brothels operating in Queensland, down from 24 the previous year.
- During 2007-08, 184 licence and certificate applications were investigated and 157 were decided.
- 31 police entries made to 15 licensed brothels during 2007-08 (refer to table 10).
- 9,349 advertisements for prostitution were approved by the PLA in 2007-08.
- Over a 4 month period during 2007-08, approximately 1,299 inquiries were responded to.
- 61 complaints relating to prostitution were received during 2007-08, compared to 75 complaints in 2006-07. The majority of the complaints were about licensed brothel operations and illegal prostitution activities. In respect of amenity, the PLA has not received any complaints from the public about operating brothels.

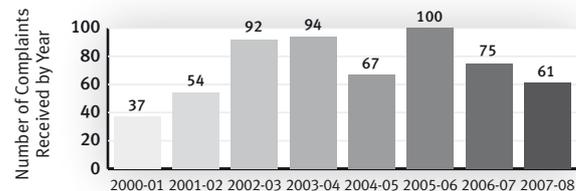
■ Figure 5: Number of licensed brothels operating by year in Queensland



■ Figure 6: Number of inquiries received by year



■ Figure 7: Number of complaints received by year





The Environment in Which We Operate





The Environment in Which We Operate

Five principles guided the initial development of the framework for the regulation of prostitution in Queensland:

- Ensuring the quality of life for local communities
- Safeguarding against corruption and organised crime
- Addressing social factors which contribute to involvement in the sex industry
- Ensuring a healthy society
- Promoting safety.

The PLA has worked to support these principles and continue the orderly development of the licensed industry in Queensland.

In 2007-08, the licensed brothel industry briefly reached its peak but since appears to have plateaued. For a period of approximately a month, with the opening of *My Room* in Mount Isa at the beginning of January 2008, there were 25 licensed brothels in operation in Queensland. Subsequently, late in the same month, the brothel licence for *Club Tiger Lily* in Brisbane was not renewed, bringing the number of licensed brothels to 24. There was a further setback in May 2008 with the closure of *Whispers in Paradise* in Gladstone, following the automatic cancellation of the brothel licence as a consequence of the insolvency under administration of the licensee. Consequently, at the end of 2007-08, there were 23 licensed brothels operating throughout the state. In 2008-09, it is anticipated that another licensed brothel will open in Brisbane, potentially bringing the number of brothels

back to 24, provided that no other brothels close during the year. The PLA is not currently aware of any other proposals to open a new licensed brothel in the state.

Throughout 2007-08, brothel licensees have been consistent in their support for the legalisation of outcall prostitution services from brothels. According to the CMC, 75 percent of the market for prostitution is for outcall services. Accordingly, licensed brothels are effectively confined to servicing the needs of just 25 percent of the market. Licensed brothel operators believe that the most effective method of growing the licensed industry would be the lifting of the prohibition on outcalls, allowing them to more effectively compete with the illegal prostitution industry. In its *Regulating Outcall Prostitution* report, the CMC has recommended that outcalls from licensed brothels and escort agencies should not be legalised. The removal of the prohibition on outcalls is a matter of public policy, for the consideration of government. It is understood that it is likely that in 2008-09, Cabinet will consider whether outcall prostitution services should be legalised. The PLA awaits the decision.

A series of amendments to the Act took effect on 12 August 2007. Significant changes included:

- The introduction of three year brothel licences and approved manager certificates, instead of one year
- An increase in the maximum number of staff permitted on brothel premises from 10 to 13
- An increase in the maximum number of sex workers permitted at a five-room brothel from five to eight.

Under the Act it is an offence to publish an advertisement for prostitution in Queensland that is not in the approved form. Under the amendments to the Act the PLA may issue guidelines about the approved form for advertisements for prostitution. Following an extensive process of development and stakeholder consultation, the guidelines took effect on 30 May 2008.

Prior to the commencement of the guidelines, the PLA was required to consider and approve each advertisement for prostitution published in Queensland. With the commencement of the guidelines, the onus is now on advertisers and publishers to ensure that advertisements for prostitution are in the approved form. Advertisers and publishers must self-assess the proposed advertisement against the guidelines and thereby determine whether the advertisement is in the approved form. An advertisement which complies with the guidelines will be in the approved form. In a very limited range of circumstances, the guidelines require that advertisements must still be submitted for the approval of the PLA.

The guidelines have resulted in a simpler, more efficient and streamlined advertising approval process, which in the vast majority of cases

circumvents the need to submit advertisements to the PLA for approval.

In 2007-08, more than 9,000 advertising approval requests were lodged with the PLA. Since the commencement of the guidelines at the end of May 2008, the PLA has approved less than 20 advertisements.

The role of the PLA has therefore shifted from approving advertisements to providing advice to the sex industry and publishers on the application and interpretation of the guidelines.

Since its inception, the PLA has placed a high priority on workplace health and safety for workers in the licensed sex industry. It is not widely known, for example, that it is only sex workers in licensed brothels who are required to undergo regular sexual health examinations.

By and large, the Queensland community accepts a strictly regulated industry, which has high guarantees of health and safety for sex workers and clients alike. The obligations and restrictions placed on the licensed sex industry are generally well regarded by the community and accepted as a reasonable and pragmatic trade off for permitting legalised prostitution in the state.





Our Corporate Governance Framework





Our Corporate Governance Framework

Appointment of PLA Members

PLA members are appointed by the Governor-in-Council, pursuant to the Act, for a period of not more than five years. A person is disqualified from being or continuing as a member of the PLA if the person:

- Is an insolvent under administration
- Is convicted of an indictable offence, an offence against the Act or a corresponding law
- Becomes incapable of discharging the duties of a member because of physical or mental incapacity
- Has an interest in a brothel.

The Strategic Planning Cycle

The PLA has developed its Strategic Plan for 2007-12 in compliance with the *Financial Management Standard 1997* and presented the Plan to the Minister for Police for her consideration. The following documents were utilised by the PLA to support the Strategic Plan:

- A business plan to cover the financial year
- An Information and Communication Technology (ICT) Resources Strategic Plan for the period 2007-12
- A Procurement Plan for the period 2007-12, which includes a Capital Acquisition Program.

The Strategic Plan and associated documents will be reviewed and updated in early 2008-09.

The strategic planning cycle in place at the PLA is intended to achieve the following five goals:

1. To ensure an efficient and effective brothel licensing system to regulate prostitution in Queensland

2. To ensure licensed brothels are operating to best practice standards
3. To inform the public about prostitution in Queensland
4. To maintain strategic liaison with key agencies
5. To provide a safe, fair and productive workplace at the PLA.

Ethical and Professional Conduct

High standards of ethical conduct continue to be one of our major objectives. The Code of Conduct is our key means for directing staff in their ethical obligations. In line with requirements outlined in the Finance and Administration Manual (FAM), the Code of Conduct was reviewed and updated in 2007-08, following appropriate consultation with staff.

An ongoing review of the FAM was completed during 2007-08 and will continue into 2008-09. As the need arose throughout the year, relevant briefings on FAM procedures were provided to all PLA staff at regular staff meetings.

To overcome any potential conflict of interest when considering licence and manager's certificate applications, we comply with guidelines established in our Probity Investigation Manual (PIM). The PIM identifies procedures to notify PLA members of the names of individuals associated with licence and certificate applications to ensure a transparent decision-making process. Review of the PIM commenced in 2007-08.

Risk Management

Under the former Protective Security Manual, the PLA established an Information Security Steering Committee (ISSC). After reviewing that manual we integrated the document into the FAM by creating two separate chapters – Security, and Risk Management – and we reviewed the functions of the ISSC. Under the new Risk Management chapter of the FAM the newly named Risk Management Steering Committee is responsible and accountable for the use and application of the PLA's risk management procedures as outlined in the FAM, and reports to the Chair of the PLA through the Executive Director.

During the year we assessed our risks in relation to all PLA operations. The assessment involved all relevant staff and focused generally on the following areas:

- Information/data
- Physical security
- Staff
- Financial systems/records
- Policies and procedures
- Administration
- Stakeholder consultation.

The review concluded that existing controls and mitigating factors are adequate to address the identified risks to the operations of the Authority.

Freedom of Information and Privacy Legislation

Freedom of Information

Section 137 of the Act states that the *Freedom of Information Act 1992* does not apply to any document

given to or produced by the PLA under the Act. However, while members of the public are not permitted access to documents, we have developed and published a statement of the affairs of the PLA in compliance with section 18 of the Freedom of Information Act. The statement of affairs is available from our website and explains:

- Our structure and function
- The effect of our activities on the community
- The extent of community participation in PLA policy formulation
- Documents held by the PLA
- Bodies established to provide advice to the PLA.

There were no applications made to the PLA under the Freedom of Information Act during the financial year 2007-08.

Privacy

On 10 September 2001 the Queensland Government approved Information Standard 42 (Information Privacy) which introduced a new administrative privacy regime into the public sector. The aim of introducing these new privacy arrangements is to protect all forms of personal information held in the Queensland public sector from being lost, misused or inappropriately modified or disclosed.

In compliance with Information Standard 42, a Privacy Plan was introduced in-2002-03. The plan is published on the PLA website and outlines the types of personal information we collect, the disclosure of and access to information and how information is stored and disposed of. The Privacy Plan also establishes a procedure for individuals who wish to make a complaint about our management of their personal information. The Privacy Plan is reviewed and updated regularly.



External Audit

The PLA uses the Queensland Audit Office as its external auditor.

Internal Audit

As we are a small office with a limited budget, we have implemented a framework for a regular systems appraisal instead of a separate internal audit function. The systems appraisal, which is conducted once every three years at a minimum, aims to assess the appropriateness of systems and procedures and the proper functioning of internal controls. The systems appraisal is undertaken in conjunction with the broader risk management process.

Last year, we undertook our triennial systems appraisal with the objective of identifying specific risks to the PLA, evaluating the degree of risk for each system/process, identifying current controls and implementing appropriate control improvements to minimise the risk. The systems appraisal was completed in consultation with relevant PLA staff with the following systems reviewed:

- Application processing
- Monitoring and compliance
- Internal processes
- Reporting
- Complaints handling
- Finance.

The results of the systems appraisal were provided to the Executive Director for consideration and approval. The PLA implemented appropriate control measures

for relevant risks. The next systems appraisal is to be completed in 2008-09.

Public Interest Disclosures

The *Whistleblowers Protection Act 1994* defines a public interest disclosure as a disclosure of information about:

- Someone else's conduct
- Maladministration
- Negligent or improper management affecting public funds
- Danger to public health or safety, or danger to the environment
- Danger to a person with a disability.

There were no public interest disclosures made to the PLA during the financial year 2007-08.

Records Management

The PLA complies with the provisions of the *Public Records Act 2002* and Information Standard 40: Records Management.

During 2006-07 the PLA has worked extensively with Queensland State Archives (QSA) to develop records retention and disposal schedules for both its administrative and core records. The PLA continued this work in 2007-08.



Our Business



Our Business

Brothel Licensing

The number of operational brothels in Queensland decreased this financial year to 23. Between 2000-01 to 2007-08, there were 214 brothel licence applications lodged with the PLA, 176 decided, and 76 withdrawn. Over the same period, there were 603 managers' certificate applications lodged with the PLA, 542 decided, and 56 withdrawn (refer to table 3). To date there have been 174 brothel licences⁶ and 543 managers' certificates approved, with 37 individual applications currently under active investigation (refer to table 4).

Licences and certificates issued from 12 August 2007 are valid for a three year period, instead of a one year period. There is an annual return requirement associated with these licences and certificates (refer to table 5). In 2007-08, there were six annual returns for brothel licences and six annual returns for approved managers' certificates.

⁶ Brothels may be owned by more than one individual. The number of brothel licences therefore exceeds the number of licensed brothels.

■ Table 3: Applications lodged, decided and withdrawn to 30 June 2008

Date	Brothel licences			Managers' certificates		
	Lodged	Decided	Withdrawn	Lodged	Decided	Withdrawn
2000-01	11	3	5	11	-	9
2001-02	19	10	3	36	18	8
2002-03	25	21	9	44	37	3
2003-04	22	14	2	63	62	5
2004-05	31	29	5	80	81	5
2005-06	32	33	-	118	104	5
2006-07	46	34	3	135	115	14
2007-08	28	32	4	116	125	7
TOTAL	214	176	76	603	542	56

■ Table 4: Status of all applications received to 30 June 2008

Status	Brothel licences	Managers' certificates
Approved	174	543
Withdrawn prior to consideration	30	56
Under investigation	16	21
Refused	-	1
TOTAL	220	621

Note: Numbers represent individual people rather than brothel sites.

■ Table 5: Annual Returns received to 30 June 2008

Brothel licences	Managers' certificates
6	6

■ Table 6: Licensed brothels

Address	Name of Brothel	Date Opened	Telephone Contact
Brisbane City Council			
476 Boundary Road, Archerfield	YiMi476	24.08.05	3277 7318
180 Abbotsford Rd, Bowen Hills	AABS180	30.02.06	3852 2057
175 Abbotsford Rd, Bowen Hills	Purely Blue	17.08.01	3854 0366
120 Robinson Road, Geebung	Sleepless Knights	02.05.02	3865 6066
61 Spine Street, Sumner Park	The Oasis at Sumner Park	13.11.04	3715 5166
12 Nile Street, Woolloongabba	Cleo's on Nile	22.10.05	3393 1678
88 Logan Road, Woolloongabba	88 on Logan	13.06.03	3891 1198
945 Fairfield Road, Yeerongpilly	The Viper Room	17.05.02	3392 7070
Redcliffe Shire Council			
22 Brewer Street, Clontarf	Intimate Encounters	20.08.03	3283 6111
Gold Coast City Council			
12 Greg Chappell Drive, Burleigh Heads	Black Orchid	09.03.02	5522 1400
44 Upton Street, Bundall	Silks on Upton	12.03.02	5538 2088
37 Upton Street, Bundall	Utopia in Paradise	01.07.06	5539 0224
29 Expansion Street, Molendinar	Paradise Penthouse	02.09.05	5564 5599
30 Jade Drive, Nerang	Pentagon Grand	12.04.02	5597 0777
Logan City Council			
26 Magnesium Drive, Crestmead	Club Two Six	19.11.05	3803 1000
Maroochydore Shire Council			
14 Avian Street, Kunda Park	Scarlet Harem	13.12.02	5476 5044
13 Cessna Street, Marcoola	Intrigue of Marcoola	14.02.03	5450 7577
Mackay City Council			
39 Enterprise Street, Paget	Club 7 on Enterprise	08.07.02	4952 6767
Townsville City Council			
13 Carmel Street, Garbutt	Bluebirds on Carmel	01.10.03	4779 9555
17 Hugh Ryan Drive, Garbutt	Australian Maid	01.07.02	4725 5888
Cairns City Council			
11 Cava Close, Bungalow	Northern Belle	29.12.06	4033 5955
7 Owen Close, Portsmith	Forbidden Apple	21.05.07	4041 3552
Mt Isa			
14 Traders Way Mt Isa	My Room	02.01.08	4743 3498



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

By the end of the 2007-08 there were 51 applications made to local governments in Queensland for development approval for a brothel. The majority of applications have been for premises in the Brisbane and Gold Coast region (refer to table 7). In excess of half of all applications were approved.

There are 6 premises in Queensland which have been granted development approval for a brothel by councils for which the PLA may be considering a brothel licence application, for which a brothel licence application has not yet been lodged, or for a premises at which a licensed brothel has ceased operation (table 8 lists these locations).

■ **Table 7:** Development approval applications for brothel premises

Local authority	Approved	Refused	Withdrawn/ lapsed	Pending	TOTAL
Brisbane	11	3	2	-	16
Gold Coast	5	2	3	-	10
Townsville	3	-	1	-	4
Cairns	3	1	2	-	6
Logan	2	-	1	-	3
Maroochy	2	-	-	-	2
Redlands	1	-	-	-	1
Toowoomba	-	2	-	-	2
Redcliffe	1	-	-	-	1
Rockhampton	1	-	-	-	1
Mackay	1	-	-	-	1
Gladstone	1	-	-	-	1
Noosa	-	-	1	-	1
Douglas	-	-	1	-	1
Mount Isa	1	-	-	-	1
TOTAL	32	8	11	0	51

■ **Table 8:** Council approved brothel premises for which the PLA may be considering a brothel licence application or for which a brothel licence application has not yet been lodged or for a premises at which a licensed brothel has ceased operation

Local authority	Address	Local authority	Address
Brisbane	1/9 Alton Street, Coopers Plains	Townsville	28 Leyland Street, Garbutt
Brisbane	1094 Kingsford Smith Drive, Eagle Farm	Cairns	5 Southgate Close, Woree
*Rockhampton	17 Bush Crescent, Parkhurst	Gladstone	48 Callemondah Drive, Gladstone

* A licence was granted to operate a licensed brothel at the premise. The licence was not issued and the applicant withdrew their application to operate a licensed brothel.



The Independent Assessor

The Office of the Independent Assessor was established in December 2001 to hear and decide appeals about local government decisions on development applications for brothels. Mr Stephen Keim has been the Independent Assessor since the inception of the statutory role.

One appeal was made to the Independent Assessor in 2007-08, in respect of a development application at 1/32 Meadow Avenue, Coopers Plains. The appeal was subsequently upheld. The PLA is currently considering a brothel licence application in respect of these premises.

The Tribunals Review Independent Panel of Experts has been considering the inclusion of the Independent Assessor in the new Queensland Civil and Administrative Tribunal (QCAT) to be created. In June 2008, the Panel recommended that the Independent Assessor be included in QCAT. Cabinet has agreed to this recommendation. The new tribunal is slated to commence operation on 1 December 2009. In the interim, a team from the Department of Justice and Attorney-General is responsible for implementation of the arrangements. They have already requested a range of information, which the A/Executive Director of the PLA has supplied in her capacity as Registrar to the Independent Assessor. It is expected that the implementation team will continue to request information during the implementation period.



Mr Stephen Keim SC

Mr Stephen Keim has been a legal practitioner for just on 30 years. He was admitted as a solicitor in 1978 and called to the Bar in 1985. He was appointed a Senior Counsel for the State of Queensland in 2004. Mr Keim has carried out a number of

public offices having been President of the Legal Aid Commission, a member of the Anti-Discrimination Commission, and he remains a member of the Land Court. He is currently a member of the Council of the Queensland University of Technology.

Exempt Towns

Under the Act, for land in a town with a population of less than 25,000, the local government for the area may make an application to the Minister for Police requiring that all development applications for brothels within the area be refused. The agreement of the Minister is required. There are currently 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).

Monitoring and Compliance

The Compliance Program

The PLA is committed to ensuring a safe and healthy licensed brothel industry. In accordance with its regulatory function, the Authority has implemented a compliance program to monitor, review and make recommendations on the operational standards of licensed brothels in Queensland. This is achieved through a number of strategies which include:

- Provision of advice and guidance to brothel licence applicants with respect to development of policies, procedures and operational standards
- Ongoing monitoring of existing licensed brothels operations
- Activities for improvements to individual brothel operations or across the industry as a whole.

It is a priority of the PLA compliance program to ensure that the operations of licensed brothels are conducted in accordance with the highest standards, commensurate with community expectations, in accordance with Government legislation, and licence and certificate conditions.

The legislative framework for compliance standards includes the Act, *Prostitution Regulation 2000*, brothel licence conditions and the *Guidelines for the Operation of Licensed Brothels in Queensland*. In addition, proactive liaison with agencies administering other relevant legislative requirements, such as Queensland Health and the Department of Employment and Industrial Relations, ensures a whole-of-government approach for monitoring of the licensed industry.

The PLA compliance program is primarily articulated through the audit and inspection of licensed brothels. These onsite activities include the examination of basic financial records, review of policies and procedures, assessment of facilities and security arrangements within the brothel, the examination of brothel records and the conducting of interviews with staff and sex workers. Auditing is characterised by a number of principles which makes it a reliable and effective method to support brothel management, to maintain controls, and improve performance.

Operational audits for each licensed brothel in Queensland have been completed and detailed reports of these audits have been provided to the PLA for their consideration. In 2007-08, PLA compliance officers undertook 202 compliance activities which included audits, inspections, interviews with prospective licensees, as well as meetings with and referrals to other government agencies. As a result of audits and inspections throughout the year, 118 recommendations for improvements to brothel operations were made.

The compliance unit is also responsible for media surveillance operations, the management of complaints, maintenance of the complaints database and the referral of complaints to other relevant agencies. Complaints in relation to brothel operations are reviewed and evaluated using a risk-based approach. Dependent upon the risk, an unannounced or targeted inspection of a licensed brothel may be conducted.



Additional activities within the compliance program include, amongst other things:

- researching relevant prostitution related issues
- monitoring industry best practice
- analysing emergent and technical issues which may impact on the industry
- liaising with relevant government, non-government and industry organisations
- reviewing brothel policies and operational procedures
- developing information and educational resources
- assessing prostitution advertisements
- undertaking advertising surveillance.

During 2007-08, compliance officers developed a sex worker information pamphlet, *Sex Work in Queensland*. The pamphlet was developed in recognition of the PLA's responsibility to educate and inform sex workers about the state of the law in Queensland, their rights and obligations, and useful sources of assistance. As well as being available from the PLA, it has been distributed to a range of organisations, including licensed brothels, sexual health clinics, national sex worker organisations, and the Hepatitis Council of Queensland.

The compliance unit continues to liaise on a range of issues with key stakeholders including the DEIR, QH and PETF.

■ **Table 9:** Operations of Licensed Brothels Controlled through the Compliance Function of the PLA

	Elements	Outcomes
Harm minimisation and infectious disease control	Measures are in place to control the spread of infectious disease and harm minimisation principles are applied where appropriate	
	Infection control procedures are undertaken in the maintenance of the brothel	Infection controls are maintained to appropriate standards
	Promotion of safer sex practices	Clients and sex workers engage in safe sex practices
	Monitoring of sexual health checks for sex workers	Sex workers have undergone current sexual health assessment
	Monitoring of waste disposal protocols	Appropriate standards of practice are maintained for the disposal of clinical waste and sharps to achieve best practice
	Identification of emergent issues in relation to infectious disease control	Best practice and currency of knowledge is promoted and maintained
	Assessment of clients in relation to sexually transmissible infections or behaviour	Sex workers have control in relation to seeing clients
	Provision of prophylactics	Management of brothels support promotion of public health safe sex practices
Policies and procedures	Operational policies and procedures are developed, implemented and maintained to manage brothel operations	
	Business operations	Business records are maintained to required standards
	Employment of staff and engagement of sex workers	Appropriate industrial instruments and/or practices are adopted
	Workplace Health and Safety	Management understand their obligations under the <i>Workplace Health and Safety Act 1995</i>
	Sexual Health Management	Information and procedures are provided to promote sexual health of sex workers and clients
	Cleaning and sanitising procedures	Suitable and appropriate measures are undertaken for brothel facilities
Safety and Security	Risks are identified, assessed and controlled for the brothel	
	Physical and procedural controls are identified, assessed, implemented and monitored for the brothel	Safety and security is maintained or enhanced for the brothel environs
	Physical and procedural controls are identified, assessed, implemented and monitored within working rooms	Measures are implemented to provide safety to workers from clients
Structure and amenities	Layout and facilities of the brothel are suitable for brothel operations	
	Liaison with applicants	Planning of brothel is undertaken to meet requirements for amenities and structure



Future Developments for the Compliance Program

Contribute to relevant issues considered by the Interdepartmental Working Group on Prostitution.

Further development of a compliance resource kit to assist new licensees.

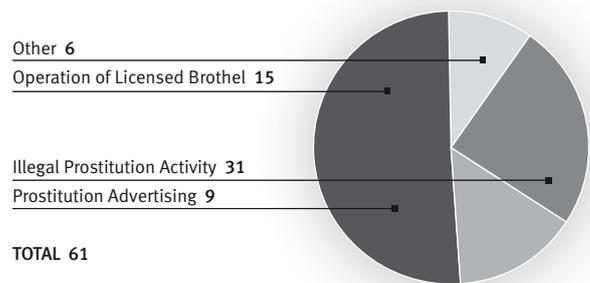
Examination of trends arising from exit interviews of persons who have previously been approved as a manager of a licensed brothel and who have subsequently chosen to leave the industry.

Review of major resources, such as the Guidelines for the Operations of Licensed Brothels in Queensland, and the Managers' Handbook.

Complaints

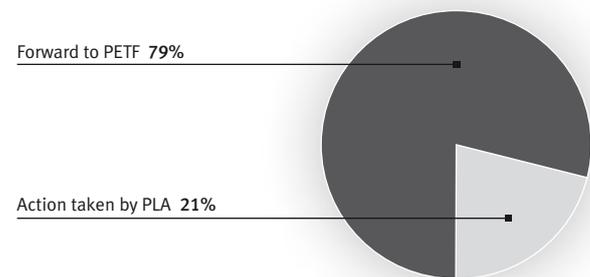
During 2007-08, the PLA received 61 complaints relating to prostitution. The majority of complaints were about licensed brothel operations and illegal prostitution activity (see figure 8). In respect of amenity, the PLA has not received any complaints from the public about operating brothels.

■ Figure 8: Number and Type of Complaints



Complaints were resolved either by the PLA itself or by referral to PETF for investigation.

■ Figure 9: Resolution of Complaints



To assist in the management of complaints, a database is used to record and monitor all complaints received by the PLA.

Police Entries to Licensed Brothels

During the year we received advice from police and licensees, as required under section 61 of the Act and the conditions of licence, of 31 police entries to 15 licensed brothels, detailed below.

■ **Table 10:** Police entries to licensed brothels

Brothel	Number of visits
AABS180	1
Australian Maid	2
Bluebirds on Carmel	3
Cleos on Nile	3
Forbidden Apple	3
Intimate Encounters	1
Intrigue of Marcoola	1
My Room	2
Northern Belle	3
Purely Blue	3
Scarlet Harem	1
Silks on Upton	2
Sleepless Knights	1
The Viper Room	4
Whispers in Paradise	1
TOTAL	31



Liaison and Assistance

Licensed brothels and sex workers operate across the state and the PLA endeavours to offer a range of options to liaise with and provide assistance to the industry. The PLA's objective is to communicate effectively with the industry, stakeholders and the public.

Overall, the PLA's communication can be clustered into three broad groups:

- Members of the public
- The sex industry
- Other key stakeholders.

Communicating with Members of the Public

The PLA office is the primary point of contact for members of the public, licensees, managers, sex workers, the media and any other interested parties requesting information. All calls are responded to and officers of the PLA are committed to providing an effective level of customer service.

During 2007-08 we reviewed our fact sheet series. The four existing fact sheets were revised and updated and an additional seven new fact sheets were developed. These fact sheets have been posted on the PLA's website, were provided as handouts at Sexpo, sent to national sex worker organisations in Australia and New Zealand, and are available on request from the PLA's office.

Our fact sheet series and client service charter are an integral part of the PLA's communication strategy. They assist interested parties in understanding the work of the PLA and the requirements for involvement in the industry.

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 responded to a small number of invitations from community groups to speak about prostitution and brothel licensing.

During the year we continued to add to our library which contains publications, reports, media articles and other material on prostitution 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.

The PLA Website

The PLA website is an important vehicle by which the PLA makes information available to the industry and public on an ongoing basis. The website contains a wealth of information relating to the PLA and the sex industry and is continuously updated. As the website provides one of our primary means of reaching our stakeholders on an ongoing basis, we ensure that many of our publications are available electronically, such as *Selling Sex in Queensland*, *In Touch*, the *Handbook for Approved Managers*, and the Guidelines on the approved form of prostitution advertising. The website also contains links to other sites that may be of interest to both the industry and the public.

The PLA Stand at Sexpo

Each year the PLA staffs an information booth in the 'Sexual Health and Education' section of Sexpo to distribute information about our work, brothel licensing, the legal framework for prostitution in Queensland, and sexual health. The PLA staff once again attended Sexpo, which was held from 28 February to 2 March 2008 in Brisbane. Sexpo is an annual health, sexuality and lifestyle exhibition which is open to members of the public aged over 18 years. It provides a valuable opportunity to distribute information to the general public about the PLA and its activities in an appropriately adult-only forum.

There continued to be a high level of interest in the work of the PLA and it provided a good opportunity to answer queries, and give advice and information to members of the public and workers in the industry.

To assist staff engage in public education activities, we use a multimedia presentation about the PLA and its activities. The presentation has been well received at Sexpo, as well as in other smaller forums.

Communicating with the Sex Industry

2007-08 witnessed a revamping of the Authority's newsletter, *In Touch*. The newsletter is now more focussed and relevant to the needs of the sex industry. It has moved from being a quarterly publication to a monthly publication to make it more contemporary and to enhance our communication with stakeholders.

In Touch was originally developed because, while we had contact and liaison with brothel licensees and managers through the compliance unit and through the application process, our communication with sex workers and other brothel staff needed improvement.

In Touch is distributed to all licensed brothels for the general interest of workers in the industry, in addition to a wide and extensive range of other industry stakeholders.

In Touch has included articles on the role of other government agencies, pertinent health related information, reminders about obligations and responsibilities under the Act and items considered of interest to sex workers.

The PLA continued to meet with licensees every 12 months as they applied for their licences. This is an ideal opportunity for licensees to provide feedback to the PLA and to raise any issues pertinent to their operations. With the move to three year licences, it is not an opportunity which will present itself as regularly. Accordingly, the Chair of the Authority has reiterated to licensees and approved managers that he is available to meet with them on request, and that they are also able to request to address members of the PLA at its monthly meetings.

Throughout 2007-08, the PLA continued its engagement with the Queensland Adult Business Association (QABA). For example, it was consulted on the advertising guidelines, sent correspondence, and is a recipient of *In Touch*.



Communicating with Other Key Stakeholders

We met, as required, with our key stakeholders and have assisted other agencies perform their functions with regard to prostitution issues. Table 11 shows the number of meetings we held with those key stakeholders.

■ **Table 11:** Key stakeholders attending meetings with the PLA 2007–08

Group	Number
Licensees and managers, applicants, potential applicants	14
QPS	25
Other government agencies	10
Media	2
Ministerial	3
Members of the public/students	12
TOTAL	66

Feedback

We recognise the importance of obtaining feedback to improve the services we provide and use a number of feedback mechanisms, including:

- Results of client and key stakeholder satisfaction surveys
- Information requests received through the office administration
- Information generated through audit and inspection processes
- Feedback received through *In Touch* and the PLA website
- Feedback based on questions from community presentations
- Annual report feedback.

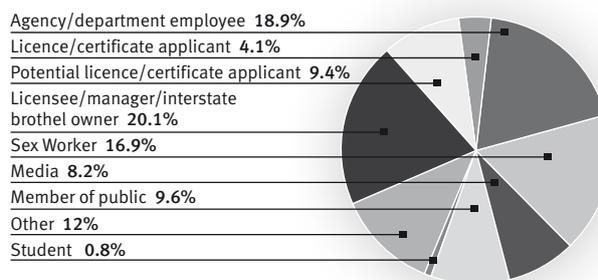
This information is analysed on an ongoing basis to identify emerging issues and information requirements and incorporated into appropriate communication strategies or business processes.

Inquiries

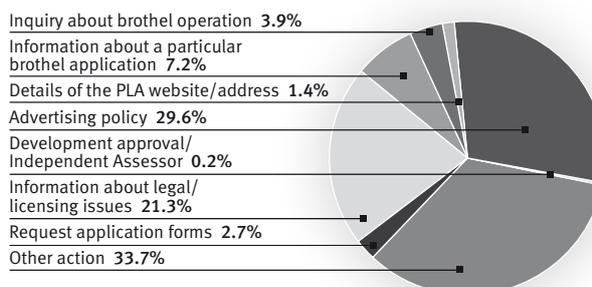
Over a four month period, the PLA recorded having responded to approximately 1,299 inquiries about prostitution and related issues. On an annualised basis this equates to almost 4,000 inquiries.

Figure 10 shows that inquiries generally come from brothel licensees and managers, other government agencies, and sex workers. As demonstrated by figure 11, the most common categories of inquiry relate to advertising policy, legal or brothel licensing questions, and questions about brothel applications. As you can see from figure 12, the great majority of inquiries were dealt with by providing information over the phone. Where appropriate, callers were referred to other government agencies for assistance.

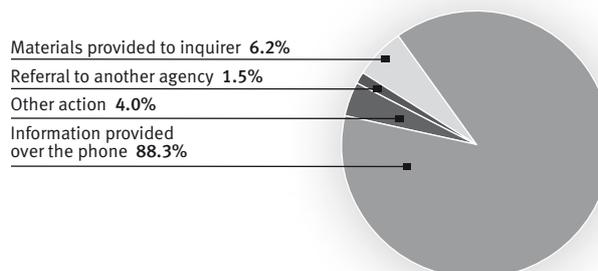
■ Figure 10: Source of Recorded Inquiries 2007-08



■ Figure 11: Nature of Recorded Inquiries 2007-08



■ Figure 12: Response to Recorded Inquiries 2007-08



Supporting our Business

Our People

The PLA recognises that its employees are its most important asset and values the contribution of all its staff. Officers of the Authority are highly trained and skilled in the work that they undertake. Officers specialise in areas such as finance, administration, probity, policy, research, audit and compliance processes.

The PLA has a focus on client service and all staff embrace a professional approach to service delivery within a healthy and positive work environment.

This year our staff numbered eight full-time staff members. 62 percent of our staff are women (see tables 12 and 13).

The PLA's success depends on building the capability of our people. Recognising the benefit of relevant training, staff and management work together to identify appropriate development opportunities, which assist both individual career progress and strengthens the PLA's overall capability.

The PLA encourages all staff to undertake relevant professional development and staff have participated in on-site and external training programs. Training has included courses or workshops in software, financial management, leadership, communication, conflict management, and ethics and misconduct.

In early 2008-09, the PLA is proposing to engage in a team development exercise, which will take place in an informal environment, and will aim to:

- maximise staff participation and engagement;
- boost staff morale;
- encourage interpersonal development;
- facilitate a collegiate spirit amongst staff;

- allow staff to interact outside the strictures of the office; and
- encourage cooperation and facilitate team building skills.

Due to the small number of staff, the PLA is in the unique position of being able to maximise open communication processes. Regular fortnightly staff meetings provide an ideal forum to ensure staff are kept well informed, to air grievances, and to resolve any issues that may be identified.

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

■ Table 12: PLA staff

Staff category	Female	Male
SES2	1	
AO7-AO8	2	2
AO4-AO6	1	1
AO2-AO3	1	
TOTAL	5	3

■ Table 13: PLA staff membership of Equal Employment Opportunity (EEO) target groups

Target group	Number	Per cent
Women	5	62%
People from a non-English-speaking background	0	0
Aboriginals/Torres Strait Islanders	0	0
People with a disability	0	0

Finance and Administration

The finance and administration section of the PLA comprises three full-time staff members who deliver a range of services to support the operations of the PLA. Finance and administration also has a key role in the development and implementation of effective resource management.

During 2007-08, finance and administration developed and reviewed several processes that influenced the PLA's outcomes. These included:

- Reviewing the FAM and other policies and procedures to ensure the conduct of the financial, administrative and human resource activities of the PLA comply with Whole-of-Government legislation, policies and directives
- Improving the efficiency of brothel licence and managers' certificate application processing
- Reviewing the business management process and implementing integrated budgeting with operational planning
- Continuing to improve the management of risk and the audit of service delivery through better practices
- Streamlining in-house electronic filing systems to ensure adequate recording and security of information and documentation
- Producing corporate information and documentation for distribution to the community, key stakeholders and the industry
- Reviewing the Corporate Services Service Level Agreement (SLA) between the QPS and the PLA with the Shared Service Agency (SSA) and CorpTech. Services such as payroll, processing payments and SAP support are provided by the shared service providers.

The Shared Service Initiative is a Whole-of-Government approach to corporate service delivery. The vision is partnering in corporate services to support and connect Government. Shared services are underpinned by standardising business processes, consolidating technology and pooling resources and expertise. Under the shared service model, government agencies joined together to share corporate services and resources through shared service providers (SSPs). The SSPs service their existing customer agencies through operating level agreements. In 2007-2008, Queensland Treasury led the refinement of the Whole-of-Government model for shared service delivery and provided policy and program management for the Shared Service Initiative. From 21 September 2007, the SSA was transferred from Queensland Treasury to the Department of Public Works through a machinery of Government change. The SSA now services a number of departments, agencies and other entities across Government. For more information on the SSA refer to the Department of Public Works Annual Report.

Under the PLA's human resource management policies, ongoing development and implementation of the health and safety management system ensures that the PLA can provide a safe environment for employees, visitors and contractors alike. To support PLA staff, access is available to employee assistance services provided by the QPS. The PLA's recruitment practices ensure that its officers possess the skills and knowledge needed to continue to achieve its priorities resulting in 'a crime-free legal industry that provides one of the safest and healthiest environments for legal sex workers in the country' (CMC, December 2004).

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



Information Management

Another area where we receive assistance from the QPS is in the provision of Information Technology (IT) services and support, which includes maintenance of the PLA website. The assistance provided by the QPS is formalised in a separate IT SLA.

The PLA has completed development of the internal licensing database for the purpose of recording and reporting on:

- Brothel applicants
- Manager applicants
- Compliance activities
- Development applications for licensed brothels
- Brothel premises information.

The information from the database has improved the Authority's ability to obtain statistical data and other information concerning the licensed brothel industry.

Outlook for 2008-09

The PLA will continue to contribute to the Government's outcome *Safe and Secure Communities* where all Queenslanders are safe and respected and where workplace health and safety for all workers in the licensed sex industry is a high priority. The Authority is determined that it will continue to administer a regime that has high guarantees of health and safety for sex workers and their clients. Moreover, the PLA is committed to creating a more lawful society that will protect the personal safety, rights and property of all Queenslanders. Through its probity processes, the Authority will continue to ensure that

applicants for brothel licences and approved manager certificates are suitable persons to operate or manage a licensed brothel. We will also continue to work closely with PETF to manage the application process and we are committed to ensuring the maintenance of an effective and customer-oriented licensing procedure. We will strive to improve our efficiency and effectiveness in the coming year. To achieve this we will:

- Assist in the preparation and drafting of any amendments to the Act arising from Cabinet consideration of the CMC report, *Regulating Outcall Prostitution*
- Implement any subsequent amendments to the Act arising from this process
- Continue to progress relevant prostitution-related issues through the inter-departmental working group
- Assist to progress the alternate model put forward by Queensland Health regarding the provision of sexual health certificates issued to sex workers in licensed brothels
- Continue to educate and provide guidance on the new Guidelines for prostitution advertising
- Monitor and review the Guidelines for prostitution advertising
- Explore amendments to the *Prostitution Regulation 2000* to broaden the definition of 'sexually transmissible disease'
- Finalise the proposed PLA industry monitoring program.



Financial Statements





Financial Statements

Prostitution Licensing Authority Financial Report 2007-08

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General Information

This financial report covers the Prostitution Licensing Authority (PLA).

The PLA is a Queensland Government Statutory Authority established under the *Prostitution Act 1999*.

The PLA is controlled by the State of Queensland which is the ultimate parent.

The head office and principal place of business of the PLA is:

Level 3
5 Gardner Close
WILTON QLD 4034

A description of the nature of the PLA's operations and its principal activities is included in the notes to the financial statements.

For information in relation to the PLA's financial report please call 3858 9500, email plad/min@iprimus.com.au or visit the PLA's internet site www.pla.qld.gov.au

**PROSTITUTION LICENSING AUTHORITY
INCOME STATEMENT**

for the year ended 30 June 2008

	Notes	2008 \$	2007 \$
Income			
Revenue			
User charges and fees	2	797,743	502,743
Grants and other contributions	3	405,000	574,000
Other revenue	4	74,607	61,050
Total income		1,277,350	1,137,793
Expenses			
Employee expenses	5	635,993	648,593
Supplies and services	6	275,125	170,867
Rental expenses		148,813	144,338
Depreciation	7	25,953	26,714
Other expenses	8	60,665	58,931
Total Expenses		1,146,549	1,050,443
Operating Surplus		130,801	87,350



PROSTITUTION LICENSING AUTHORITY
BALANCE SHEET
as at 30 June 2008

	Notes	2008 \$	2007 \$
Current Assets			
Cash and cash equivalents	9	952,994	894,011
Receivables	10	11,324	11,449
Other current assets	11	1,023	1,824
Total Current Assets		965,341	907,284
Non Current Assets			
Property, plant and equipment	12	154,260	169,045
Total Non Current Assets		154,260	169,045
Total Assets		1,120,201	1,076,329
Current Liabilities			
Payables	13	40,808	33,006
Accrued employee benefits	14	82,340	113,296
Other current liabilities	15	315,802	385,959
Total Current Liabilities		438,950	532,261
Non Current Liabilities			
Accrued employee benefits	14	24,981	18,597
Total Non Current liabilities		24,981	18,597
Total Liabilities		463,931	550,858
Net Assets		656,270	525,469
Equity			
Retained surpluses		656,270	525,469
Total Equity		656,270	525,469

PROSTITUTION LICENSING AUTHORITY
STATEMENT OF CHANGES IN EQUITY
for the year ended 30 June 2008

	Notes	2008 \$	2007 \$
Balance 1 July		525,469	438,119
Operating Surplus		133,801	67,350
Balance 30 June		<u>656,270</u>	<u>525,469</u>



PROSTITUTION LICENSING AUTHORITY
CASH FLOW STATEMENT
for the year ended 30 June 2008

	Notes	2008 \$	2007 \$
Cash flows from operating activities			
<i>Inflows:</i>			
User charges and fees		727,585	573,692
Grants and other contributions		405,000	744,000
GST input tax credits from ATO		50,009	33,772
GST collected from customers		2,770	2,490
Interest receipts		72,949	64,284
<i>Outflows:</i>			
Employee expenses		(662,926)	(603,719)
Supplies and services		(416,259)	(287,069)
GST paid to suppliers		(45,895)	(36,264)
GST remitted to ATO		(2,273)	(2,486)
Other		(54,893)	(76,560)
Net cash provided by (used in) operating activities	16	73,600	409,820
Cash flows from investing activities			
<i>Inflows:</i>			
Sales of property, plant and equipment		22,727	24,771
<i>Outflows:</i>			
Payments for property, plant and equipment		(37,344)	(72,525)
Net cash provided by (used in) investing activities		(14,617)	(47,754)
Net increase (decrease) in cash held		58,983	362,066
Cash at beginning of financial year		894,011	531,945
Cash at end of financial year	9	952,994	894,011

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

Objectives and Principal Activities of the Prostitution Licensing Authority

The objectives of the Prostitution Licensing Authority (PLA) are to establish an efficient and effective brothel licensing regime, to ensure that licensed brothels operate in accordance with the *Prostitution Act 1999* (the Act) and that the objectives of the Act are achieved.

During 2007-08, the PLA was funded through a non-reciprocal government contribution and provides the following on a fee for service basis:

- Issues brothel licences and managers' certificates
- Other administration services for licensees and managers
- Registrar and administration services for the independent assessor

1. Summary of Significant Accounting Policies

(a) Basis of Accounting

The financial statements have been prepared in accordance with Australian Equivalents to International Financial Reporting Standards (AEIFRS).

The financial report is a general purpose financial report.

In particular, the financial statements comply with AAS 29 *Financial Reporting by Government Departments*, as well as the Treasurer's Minimum Reporting Requirements for the year ending 30 June 2006, and other authoritative pronouncements.

Except where stated, the historical cost convention is used.

(b) The Reporting Entity

The financial statements include the value of all revenues, expenses, assets, liabilities and equity of the PLA. The PLA controls no other entities.

(c) User Charges and Fees

Application fees for licences and certificates and fees for licences and certificates granted are recognised as revenues of the PLA. Other user charges are recognised as revenues when invoices for the related services are issued.

(d) Grants and Contributions

Government grants, donations and gifts that are non-reciprocal in nature are recognised as revenue in the year in which the PLA obtains control over them. Where grants are received that are reciprocal in nature, revenue is accrued over the term of the funding arrangements.



PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

(d) Grants and Contributions cont'd

Contributed assets are recognised at their fair value. Contributions of services are recognised only when a fair value can be determined reliably and the services would be purchased if they had not been donated.

(e) Cash and Cash Equivalents

For the purposes of the Balance Sheet and the Cash Flow Statement, cash assets include all cash and cheques received but not banked at 30 June as well as deposits at call with financial institutions.

(f) Receivables

Trade debtors are recognised at the nominal amounts due at the time of sale or service delivery. Settlement on these amounts is generally required within 30 days from invoice date.

The collectability of receivables is assessed periodically with provision being made for impairment. The PLA did not have any bad debts at 30 June 2008.

(g) Acquisition of Assets

Actual cost is used for the initial recording of all non-current physical asset acquisitions. Cost is determined as the value given as consideration plus costs incidental to the acquisition, including all other costs incurred in getting the assets ready for use, including architects' fees and engineering design fees. However, any training costs are expensed as incurred.

Where assets are received free of charge from another Queensland department (whether as a result of a machinery-of-Government or other involuntary transfer), the acquisition cost is recognised as the gross carrying amount, in the books of the transferee immediately prior to the transfer together with any accumulated depreciation.

Assets acquired at no cost or for nominal consideration, other than from an involuntary transfer from another Queensland Government entity, are recognised at their fair value at date of acquisition in accordance with AASB 116 *Property, Plant and Equipment*.

(h) Property, Plant and Equipment

Items of property, plant and equipment with a cost or other value equal to or in excess of the following threshold is recognised for financial reporting purposes in the year of acquisition.

Plant and equipment:	\$5,000
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**PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08**

(h) Property, Plant and Equipment cont'd

Plant and equipment including leasehold improvements, is measured at cost. The carrying amounts for plant and equipment at cost should not materially differ from their fair value.

All PLA non-current assets are valued at cost in accordance with Queensland Treasury's *Non-Current Asset Accounting Policies for the Queensland Public Sector* and as such no revaluations are required.

Items with a lesser value are expensed in the year of acquisition.

(i) Depreciation of Property, Plant and Equipment

Property, plant and equipment is depreciated on a straight line basis so as to allocate the net cost or revalued amount of each asset, less its estimated residual value, progressively over its estimated useful life to the PLA.

Any expenditure that increases the originally assessed capacity or service potential of an asset is capitalised and the new depreciable amount is depreciated over the remaining useful life of the asset to the PLA.

The depreciable amount of leasehold improvements is allocated progressively over the estimated useful life of the improvements or the unexpired period of the lease whichever is the shorter. The unexpired period of the lease includes any option period where exercise of the option is probable.

It is the intention of the PLA to sell motor vehicles on an annual basis therefore no depreciation is applied.

For each class of depreciable asset the following depreciation rates are used:

Class	Rate %
Plant and equipment	10-33.3%

(j) Impairment of Non-Current Assets

All non-current physical assets are assessed for indicators of impairment on an annual basis. If an indicator of possible impairment exists, the PLA determines the asset's recoverable amount. Any amount by which the asset's carrying amount exceeds the recoverable amount is recorded as an impairment loss.

The asset's recoverable amount is determined as the higher of the asset's fair value less costs to sell, and depreciated replacement cost.

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

(j) Impairment of Non-Current Assets cont'd

An impairment loss is recognised immediately in the Income Statement, unless the asset is carried at a revalued amount. When the asset is measured at a revalued amount, the impairment loss is offset against the asset revaluation reserve of the relevant class to the extent available.

Where an impairment loss subsequently reverses, the carrying amount of the asset is increased to the revised estimate of its recoverable amount, but so that the increased carrying amount does not exceed the carrying amount that would have been determined had no impairment loss been recognised for the asset in prior years. A reversal of an impairment loss is recognised as income, unless the asset is carried at a revalued amount, in which case the reversal of the impairment loss is treated as a revaluation increase.

(k) Leases

A distinction is made in the financial statements between finance leases that effectively transfer from the lessor to the lessee substantially all risks and benefits incidental to ownership, and operating leases, under which the lessor retains substantially all risks and benefits.

Operating lease payments are representative of the pattern of benefits derived from the leased assets and are expensed in the periods in which they are incurred.

The PLA held no finance leases at 30 June 2008.

(l) Payables

Trade creditors are recognised upon receipt of the goods or services ordered and are measured at the agreed purchase/contract price, gross of applicable trade and other discounts. Amounts owing are unsecured and are generally settled on 30 day terms.

(m) Financial Instruments

Recognition

Financial assets and financial liabilities are recognised in the Balance Sheet when the PLA becomes party to the contractual provisions of the financial instrument.

Classification

Financial instruments are classified and measured as follows:

- Receivables - Loans and receivables at nominal value
- Payables - Financial liability not at fair value through the profit and loss at nominal value

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

(m) Financial Instruments cont'd

The PLA does not enter transactions for speculative purposes, nor for hedging. Apart from cash, the PLA holds no financial assets classified at fair value through profit and loss.

All disclosures relating to the measurement basis and financial risk management of other financial instruments held by the PLA are included in Note 20.

(n) Employee Benefits

Wages, Salaries, Annual Leave and Sick Leave

Wages, salaries and recreation leave due but unpaid at reporting date are recognised in the Balance Sheet at the remuneration rates expected to apply at the time of settlement. Workers' compensation insurance is a consequence of employing employees, but is not counted in an employee's total remuneration package. It is not an employee benefit and is recognised separately as employee related expenses. Employer superannuation contributions and long service leave levies are regarded as employee benefits.

For unpaid entitlements expected to be paid within 12 months, the liabilities are recognised at their undiscounted values. For those entitlements not expected to be paid within 12 months, the liabilities are classified as non-current liabilities and recognised at their present value, calculated using yields on Fixed Rate Commonwealth Government bonds of similar maturity.

Prior history indicates that on average, sick leave taken each reporting period is less than the entitlement accrued. This is expected to recur in future periods. Accordingly, it is unlikely that existing accumulated entitlements will be used by employees and no liability for unused sick leave entitlements is recognised.

As sick leave is non-vesting, an expense is recognised for this leave as it is taken.

Long Service Leave

Under the Queensland Government's long service leave scheme, a levy is made on the PLA to cover this cost. Levies are expensed in the period in which they are paid or payable. Amounts paid to employees for long service leave are claimed from the scheme as and when leave is taken.

No provision for long service leave is recognised in the financial statements, the liability being held on a whole-of-Government basis and reported in the financial report prepared pursuant to AAS 31 *Financial Reporting by Governments*.

**PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08**

(n) Employee Benefits cont'd

Superannuation

Employer superannuation contributions are paid to QSuper, the superannuation plan for Queensland Government employees, at rates determined by the Treasurer on the advice of the State Actuary. Contributions are expensed in the period in which they are paid or payable. The PLA's obligation is limited to its contribution to QSuper.

Therefore, no liability is recognised for accruing superannuation benefits in these financial statements, the liability being held on a whole-of-Government basis and reported in the financial report pursuant to AAS 31 *Financial Reporting by Governments*.

Executive Remuneration

The executive remuneration disclosures in the employee expenses note (Note 8) in the financial statements include:

- The aggregate remuneration of the Executive Director who is the only officer of the PLA whose remuneration for the financial year is \$100,000 or more, and
- The number of senior executives whose total remuneration for the financial year falls within each successive \$20,000 band, commencing at \$100,000.

The remuneration disclosed is all remuneration paid or payable, directly or indirectly, by the PLA or any related party in connection with the management of the affairs of the PLA, whether as an executive or otherwise. For this purpose, remuneration includes:

- Wages and salaries
- Accrued leave (that is, the increase/decrease in the amount of annual and long service leave owed to the Executive Director, inclusive of any increase in the value of leave balances as a result of salary rate increases or the like)
- Accrued superannuation (being the value of all employer superannuation contributions during the financial year, both paid and payable as at 30 June),
- Car parking benefits and the cost of motor vehicles, such as lease payments, fuel costs, registration/insurance, repairs/maintenance and fringe benefit tax on motor vehicles incurred by the PLA during the financial year, both paid and payable as at 30 June, net of any amounts subsequently reimbursed by the Executive Director, and
- Fringe benefits tax included in remuneration agreements.

The Executive Director did not receive remuneration for performance pay, housing (being the market value of the rent or rental subsidy) and allowances.

The disclosures apply to all senior executives appointed by Governor in Council and classified as SES1 and above, with remuneration above \$100,000 in the financial year. 'Remuneration' means any money, consideration or benefit, but excludes amounts:

**PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08**

(n) Employee Benefits cont'd

- Paid to an executive by the PLA or any of its subsidiaries where the person worked during the financial year wholly or mainly out of Australia during the time the person was so employed, or
- In payment or reimbursement of out-of-pocket expenses incurred for the benefit of the entity or any of its subsidiaries

In addition, separate disclosure of separation and redundancy/termination benefit payments is included.

(o) Provisions

There are no provisions recorded as the PLA did not have a present obligation, either legal or constructive as a result of a past event.

(p) Insurance

With the exception of motor vehicles, which are insured through Suncorp, the PLA's non-current physical assets and other risks are insured through the Queensland Government Insurance Fund (QGIF), premiums being paid on a risk assessment basis. In addition, the PLA pays premiums to WorkCover Queensland in respect of its obligations for employee compensation.

(q) Services Received Free of Charge or for Nominal Value

Contributions of services are recognised only if the services would have been purchased if they had not been donated and their fair value can be measured reliably. Where this is the case, an equal amount is recognised as revenue and expense.

(r) Contributed Equity

Non-reciprocal transfers of assets and liabilities between wholly owned Queensland State Public Sector entities as a result of machinery-of-Government changes are adjusted to Contributed Equity in accordance with Interpretation 1038 *Contributions by Owners Made to Wholly-Owned Public Sector Entities*. Appropriations for equity adjustments are similarly designated.

(s) Taxation

The PLA is a State body as defined under the *Income Tax Assessment Act 1936* and is exempt from Commonwealth taxation with the exception of Fringe Benefits Tax and Goods and Services Tax (GST). As such, GST credits receivable from/payable to the Australia Taxation Office are recognised and accrued.



PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

(t) Issuance of Financial Statements

The financial statements are authorised for issue by the Chairman of the Board and the Acting Executive Director at the date of signing the Management Certificate.

(u) Judgements and Assumptions

The PLA has made no judgements or assessments which may cause a material adjustment to the carrying amounts of assets and liabilities within the next reporting period.

(v) Rounding and Comparatives

Amounts included in the financial statements are in Australian dollars and have been rounded to the nearest \$' or, where that amount is 50.50 or less, to zero, unless disclosure of the full amount is specifically required. Sub-totals and totals may not add due to rounding, but the overall discrepancy is no greater than two.

Comparative information has been restated where necessary to be consistent with disclosures in the current reporting period.

(w) New and Revised Accounting Standards

No Australian accounting standards and interpretations issued or amended and applicable for the first time in the 2007-08 financial year have an effect on the PLA. Also, the PLA has not voluntarily changed any of its accounting policies.

The PLA is not permitted to early adopt a new accounting standard ahead of the specified commencement date unless approval is obtained from the Treasury Department. Consequently, the PLA has not applied any Australian accounting standards and interpretations that have been issued but are not yet effective. The PLA will apply these standards and interpretations in accordance with their respective commencement dates.

At the date of authorisation of the financial report, a number of new or amended Australian accounting standards with future commencement dates may have an impact on the PLA. Details of such impacts are set out below.

It is anticipated that the above Standards and Interpretations are either not applicable to the PLA or adoption of them in future periods will have no material financial impact on the PLA financial statements.

**PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08**

(w) New and Revised Accounting Standards cont'd

AASB 1004 *Contributions* has been revised, and may affect the PLA as from 2008-09. One implication that may arise from this revised standard will be that, to the extent that no cash consideration is provided/received, transfers to accrued employee benefits between the PLA and other Queensland Government agencies will need to be recognised as either income or expense in the PLA's Income Statement.

AASB 101 *Presentation of Financial Statements* has been revised, but such revisions will not impact on the PLA until 2009-10. This revised standard does not have measurement or recognition implications. Instead, there may be changes to the presentation of the PLA's overall financial performance and position and preparation of a new Statement of Comprehensive Income.

All other Australian accounting standards and interpretations with future commencement dates are either not applicable to the PLA, or have no material impact on the PLA.

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

	2008 \$	2007 \$
2. User charges and fees		
Fees for licences granted	548,830	370,847
Fees for licence applications	159,703	74,207
Fees for certificates granted	4,847	2,118
Fees for certificate applications	82,285	54,164
Other fees	2,378	1,107
Total	<u>797,743</u>	<u>502,743</u>
3. Grants and Other Contributions		
Government operating grant	405,000	574,000
	<u>405,000</u>	<u>574,000</u>
4. Other Revenue		
Interest	74,607	61,050
Total	<u>74,607</u>	<u>61,050</u>
5. Employee Expenses		
Employee Benefits		
Wages and salaries	555,219	560,323
Employer superannuation contributions*	50,349	65,893
Long service leave levy*	10,228	9,606
Other	9,974	12,317
Total	<u>634,871</u>	<u>648,139</u>
Employee Related Expenses		
Workers' compensation premium *	1,522	1,454
Total Employee Expenses	<u>635,993</u>	<u>649,593</u>

* Costs of workers' compensation insurance are a consequence of employing employees, but are not counted in employees' total remuneration package. They are not employee benefits, but rather employee related expenses. Employer superannuation contributions and the long service leave levy are regarded as employee benefits.

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

5. Employee Expenses cont'd

The number of employees including both full-time employees and part-time employees measured on a full-time equivalent basis is:

	2008	2007
Number of Employees:	8	8

Executive Remuneration

The number of senior executives who received or were due to receive total remuneration of \$100,000 or more:

\$100,000 to \$119,999	-	-
\$120,000 to \$139,999	1	-
Total	<u>1</u>	<u>-</u>

	2008	2007
	\$	\$
Total remuneration of executive shown above*	133,929	-

*The senior executive position was the result of the proclamation of the *Prostitution Amendment Act* in August 2007.

6. Supplies and Services

Contractors	40,870	26,761
Supplies and consumables	44,910	30,827
Travel	20,829	12,475
Repairs and maintenance	26,892	18,432
Communications	13,209	16,138
Department of Police corporate service charges	23,521	22,438
Public utilities	10,245	10,245
Legal services	52,100	1,710
Other	42,949	32,343
Total	<u>275,425</u>	<u>170,887</u>

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

	2008 \$	2007 \$
7. Depreciation		
Depreciation was incurred in respect of:		
Plant and equipment	25,953	26,714
Total	<u>25,953</u>	<u>26,714</u>
8. Other Expenses		
Insurance premiums	1,735	5,119
Auditor's remuneration - external audit services	10,500	9,100
Chairman and Members' fees	44,962	43,038
Losses from disposal of property, plant and equipment	3,448	1,603
Other	20	71
Total	<u>60,665</u>	<u>58,931</u>

Total external audit fees relating to the 2007-08 financial year are estimated to be \$10,500 (2007: \$9,100). There are no non-audit services included in this amount.

9. Cash and Cash Equivalents

Imprest account	300	300
Cash at bank	952,694	893,711
Total	<u>952,994</u>	<u>894,011</u>

The total for cash assets reconciles to cash at the end of the financial year as disclosed in the Cash Flow Statement.

Interest earned on cash held with the Commonwealth Bank earned between 6.10% to 7.10% in 2008 (1 August 2006 to 30 June 2007: 6.10%).

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

	2008 \$	2007 \$
10. Receivables		
Current		
GST receivable	3,055	7,195
Interest receivable	5,912	4,254
Other	2,357	.
Total	<u>11,324</u>	<u>11,449</u>
11. Other Current Assets		
Prepayments	1,623	1,824
Total	<u>1,623</u>	<u>1,824</u>
12. Property, Plant and Equipment		
Plant and equipment		
At cost	325,984	314,815
Less: Accumulated depreciation	(171,724)	(145,770)
Total	<u>154,260</u>	<u>169,045</u>

Plant and equipment is valued at cost in accordance with Queensland Treasury's *Non-Current Asset Accounting Policies for the Queensland Public Sector*.

Property, Plant and Equipment Reconciliation

	Plant and Equipment 2008 \$
Carrying amount at 1 July	169,045
Acquisitions	37,344
Disposals	(26,176)
Depreciation	(25,953)
Carrying amount at 30 June	<u>154,260</u>

The PLA has plant and equipment with an original cost of \$27,327 and a written down value of zero still being used in the provision of services. This asset is expected to be disposed in 2008-09.

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

	2008 \$	2007 \$
13. Payables		
Current		
Trade creditors and accruals	40,806	33,006
Total	<u>40,806</u>	<u>33,006</u>
14. Accrued Employee Benefits		
Current		
Recreation leave	65,983	63,485
Wages outstanding	12,060	40,990
Long service leave levy payable	211	717
Other	4,066	8,126
Total	<u>82,340</u>	<u>113,298</u>
Non-Current		
Recreation leave	24,964	18,597
Total	<u>24,964</u>	<u>18,597</u>

The discount rates used to calculate the present value of non-current annual leave are 6.8% and 6.7% (2007: 6.4%)

15. Other Current Liabilities

Fees received in advance*		
Fees for licences received in advance	145,169	215,347
Fees for certificates received in advance	634	612
	<u>145,802</u>	<u>215,959</u>
Unearned grant revenue*	170,000	170,000
Total	<u>315,802</u>	<u>385,959</u>

*Fees for licences and certificates received in advance are monies held by the PLA pending a decision whether or not to approve the application.

*Unearned grant revenue is for a research program that was due to commence during 2007-08 but will now commence in 2008-09

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

	2008 \$	2007 \$
16. Reconciliation of Operating Surplus to Net Cash from Operating Activities		
Operating surplus	130,801	87,350
Depreciation	25,953	25,714
Loss on sale of property, plant and equipment	3,448	1,603
Change in assets and liabilities:		
(Increase)/decrease in GST input tax credits receivable	4,140	(2,503)
(Increase)/decrease in other receivables	(4,015)	3,215
(Increase)/decrease in prepayments	202	(135)
Increase/(decrease) in fees received in advance	(70,157)	70,827
Increase/(decrease) in payables and accruals	7,802	5,998
Increase/(decrease) in accrued employee benefits	(24,574)	45,752
Increase/(decrease) in unearned grant revenue	-	170,000
Net cash from operating activities	73,800	409,820

17. Commitments for Expenditure

Non-Cancellable Operating Lease

Commitments under operating leases at reporting date are inclusive of anticipated GST and are payable as follows:

Not later than one year	209,750	154,050
Later than one year and not later than five years	204,328	-
Later than five years	-	-
Total commitments	414,058	154,050

The PLA has exercised a two year option to continue the operating lease for the premises from 8 June 2008 to 8 June 2010.

Operating leases are entered into as a means of acquiring access to office accommodation and storage facilities. Lease payments are generally fixed, but with inflation escalation clauses on which contingent rentals are determined.

No renewal or purchase options exist in relation to operating leases and no operating lease contains restrictions on financing or other leasing activities.

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

18. Contingencies

(a) Guarantees and undertakings

The PLA has provided no guarantees or undertakings at 30 June 2008.

(b) Litigation in progress

There are no known contingent assets or liabilities of a significant nature at 30 June 2008.

19. Events Occurring after Balance Date

There are no events occurring after balance date that materially affect the financial statements at 30 June 2008.

20. Financial Instruments

(a) Categorisation of Financial Instruments

The PLA has the following categories of financial assets and financial liabilities:

Category	Note	2008 \$	2007 \$
Financial Assets			
Cash	9	952,994	894,011
Receivables	10	11,024	11,449
Total		964,318	905,460
Financial Liabilities			
Financial liabilities measured at amortised cost.			
Payables	13	40,808	33,006
Total		40,808	33,006

Payables

Financial liability not at fair value through the Profit and Loss (at nominal value)

**PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08**

20. Financial Instruments cont'd

(b) Credit Risk Exposure

The maximum exposure to credit risk at balance date in relation to each class of recognised financial assets is the gross carrying amount of those assets inclusive of any provisions for impairment.

The following table represents the PLA's maximum exposure to credit risk:

Maximum Exposure to Credit Risk			
Financial Assets	Note	2008 \$	2007 \$
Cash	9	952,994	894,011
Receivables	10	11,324	11,449
Total		964,318	905,460

No collateral is held as security and no credit enhancements relate to financial assets held by the PLA.

The PLA manages credit risk through the use of the credit management strategy. This strategy aims to reduce the exposure to credit default by ensuring that the PLA invests in secure assets and monitors all funds owed on a timely basis. Exposure to credit risk is monitored on an ongoing basis.

All receivables are due within 30 days.

No financial assets have had their terms renegotiated so as to prevent them from being past due or impaired, and are stated at the carrying amounts as indicated.

Agings of past due but not impaired assets are disclosed in the following tables.

2008 Financial Assets Past due But Not Impaired

Financial Assets	Contacted/Repaid/ Maturity Date, Overdue					Total Financial Assets
	Not Overdue	Less than 30 Days	30-60 Days	61-90 Days	More than 90 Days	
	\$	\$	\$	\$	\$	\$
Receivables	11,324	-	-	-	-	11,324
Total	11,324	-	-	-	-	11,324

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

20. Financial Instruments cont'd

(b) Credit Risk Exposure cont'd

2007 Financial Assets Past due But Not Impaired

	Contractual Repricing Maturity Date Overdue					Total	Total Face-Val Assets
	Not Overdue	Less than 30 Days	30-60 Days	61-90 Days	More than 90 Days		
Financial Assets							
Receivables	\$ 11,449	-	-	-	-	-	\$ 11,449
Total	\$ 11,449	-	-	-	-	-	\$ 11,449

The PLA does not have any impaired financial assets.

(c) Liquidity Risk

The PLA is exposed to liquidity risk in respect of its payables.

The PLA manages liquidity risk through the use of a liquidity management strategy. This strategy aims to reduce the exposure to liquidity risk by ensuring the PLA has sufficient funds available to meet employee, supplier and other obligations as they fall due. This is achieved by ensuring that sufficient levels of cash are held within the bank account so as to match the expected duration of the various employee liabilities, supplier liabilities and fees received in advance for brothel licences and managers' certificates.

The following table sets out the liquidity risk of financial liabilities held by the PLA. It represents the contractual maturity of financial liabilities, calculated based on cash flows relating to the repayment of the principal amount outstanding at balance date.

Financial Liabilities	Note	2008 Payable In			Total
		<1 year	1-5 years	>5 years	
Payables	13	\$ 40,808	-	-	\$ 40,808
Total		\$ 40,808	-	-	\$ 40,808

Financial Liabilities	Note	2007 Payable In			Total
		<1 year	1-5 years	>5 years	
Payables	13	\$ 33,008	-	-	\$ 33,008
Total		\$ 33,008	-	-	\$ 33,008

**PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08**

20. Financial Instruments cont'd

(d) Market Risk

The PLA does not trade in foreign currency and is not materially exposed to commodity price changes. The PLA is exposed to interest rate risk through cash deposited in interest bearing accounts. The PLA does not undertake any hedging in relation to interest risk and manages its risk as per the liquidity risk management strategy.

Financial Instruments	Carrying Amount	2008 Interest rate risk			
		-1%		+1%	
		Profit	Equity	Profit	Equity
Cash	952,995	(953)	(953)	953	953
Overall effect on profit and equity		(953)	(953)	953	953

Financial Instruments	Carrying Amount	2007 Interest rate risk			
		-1%		+1%	
		Profit	Equity	Profit	Equity
Cash	894,011	(894)	(894)	894	894
Overall effect on profit and equity		(894)	(894)	894	894

Fair Value

The fair value of financial assets and liabilities is determined as follows:

- The fair value of cash assets, receivables and payables approximate their carrying amounts and are not disclosed separately.
- The fair value of prepayments is represented by their book value as the period of time to consumption is short and there are no rates involved in the calculation, therefore they are not disclosed separately.

21. Remuneration of Board Members

Remuneration is payable to the Board Members from the PLA in connection with the management of the PLA. Remuneration includes fees received by Members. There were no payments made to the Members for salaries, commissions and contributions to member's superannuation and other benefits.

PROSTITUTION LICENSING AUTHORITY
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2007-08

21. Remuneration of Board Members cont'd

The number of responsible persons whose remuneration from the PLA was within the following specified bands were:

	2008	2007
Nil	4	4
\$1 - \$10,000	4	4
\$30,001 - \$40,000	1	1

The total remuneration paid to each Board Member of the PLA is as follows:

	\$
Marus Boyle - Chairman	35,600
M/L Pollard	2,321
Ms A Bennison	1,638
Ms A Murphy	2,321
Ms W Forman	2,082
Dr D Rowling	-
Assistant Commissioner G J McDonnell (OPS) ^a	-
Mr J Cahillan (Crime and Misconduct Commission)	-
Assistant Commissioner P Barron (OPS) ^b	-
Total remuneration	44,962

^a Assistant Commissioner G J McDonnell (retired July 2007)

^b Assistant Commissioner P Barron was appointed in May 2008

CERTIFICATE OF THE PROSTITUTION LICENSING AUTHORITY

These general purpose financial statements have been prepared pursuant to section 46F(1) of the *Financial Administration and Audit Act 1977* (the Act) and other prescribed requirements. In accordance with Section 46F(3) of the Act we certify that in our opinion:

- (a) the prescribed requirements for the establishment and keeping of the accounts have been complied with in all material respects, and
- (b) the statements have been drawn up to present a true and fair view, in accordance with prescribed accounting standards, of the transactions of the Prostitution Licensing Authority for the financial year ended 30 June 2008 and of the financial position of the PLA at the end of that year.



MARGARET ISAAC
 Executive Director
 28 August 2008



MANUS BOYCE
 Chairman
 28 August 2008



INDEPENDENT AUDITOR'S REPORT

To the Board of the Prostitution Licensing Authority

Matters Relating to the Electronic Presentation of the Audited Financial Report

The audit report relates to the financial report of the Prostitution Licensing Authority for the financial year ended 30 June 2008 included on Prostitution Licensing Authority web site. The Prostitution Licensing Authority is responsible for the integrity of the Prostitution Licensing Authority web site. We have not been engaged to report on the integrity of the Prostitution Licensing Authority web site. The audit report refers only to the statements named below. It does not provide an opinion on any other information which may have been hyperlinked to/from these statements. If users of the financial report are concerned with the inherent risks arising from electronic data communications they are advised to refer to the hard copy of the audited financial report available from Prostitution Licensing Authority, to confirm the information included in the audited financial report presented on this web site.

These matters also relate to the presentation of the audited financial report in other electronic media including CD Rom.

Report on the Financial Report

I have audited the accompanying financial report of Prostitution Licensing Authority which comprises the Balance Sheet as at 30 June 2008 and the Income Statement, Statement of Changes in Equity and Cash Flow Statement for the year ended on that date, a summary of significant accounting policies, other explanatory notes and certificates given by the Chairman and the Acting Executive Director of the Prostitution Licensing Authority for the year ended 30 June 2008.

The Authority's Responsibility for the Financial Report

The PLA is responsible for the preparation and fair presentation of the financial report in accordance with prescribed accounting requirements identified in the *Financial Administration and Audit Act 1977* and the *Financial Management Standard 1997*, including compliance with applicable Australian Accounting Standards (including the Australian Accounting Interpretations). This responsibility includes establishing and maintaining internal controls relevant to the preparation and fair presentation of the financial report that is free from material misstatement, whether due to fraud or error, selecting and applying appropriate accounting policies, and making accounting estimates that are reasonable in the circumstances.

Auditor's Responsibility

My responsibility is to express an opinion on the financial report based on the audit. The audit was conducted in accordance with Auditor-General of Queensland Auditing Standards which incorporate the Australian Auditing Standards. These Auditing Standards require compliance with relevant ethical requirements relating to audit engagements and that the audit is planned and performed to obtain reasonable assurance whether the financial report is free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial report. The procedures selected depend on the auditor's judgement, including the assessment of risks of material misstatement in the financial report, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial report in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control, other than in expressing an opinion on compliance with prescribed requirements. An audit also includes evaluating the appropriateness of accounting policies and the reasonableness of accounting estimates made by the Probation Licensing Authority as well as evaluating the overall presentation of the financial report, including any mandatory financial reporting requirements as approved by the Treasurer for application in Queensland.

I believe that the audit evidence obtained is sufficient and appropriate to provide a basis for my audit opinion.

Independence

The *Financial Administration and Audit Act 1977* promotes the independence of the Auditor-General and QAO authorised auditors. The Auditor-General is the auditor of all Queensland public sector entities and can only be removed by Parliament.

The Auditor-General may conduct an audit in any way considered appropriate and is not subject to direction by any person about the way in which powers are to be exercised. The Auditor-General has for the purposes of conducting an audit access to all documents and property and can report to Parliament matters which in the Auditor-General's opinion are significant.

Auditor's Opinion

In accordance with s 48G of the *Financial Administration and Audit Act 1977* -

- (a) I have received all the information and explanations which I have required, and
- (b) in my opinion -
 - (i) the prescribed requirements in respect of the establishment and keeping of accounts have been complied with in all material respects, and



- (ii) the financial report has been drawn up so as to present a true and fair view, in accordance with the prescribed accounting standards of the transactions of the Prostitution Licensing Authority for the financial year : July 2007 to 30 June 2008 and of the financial position as at the end of that year; and
- (iii) the financial report also complies with International Financial Reporting Standards as discussed in Note 1a.

Brian Ganly
Audit Manager

(as Delegate of the Auditor-General of Queensland)

Queensland Audit Office
Brisbane



Appendix 1

Towns where approval has been granted by the Minister for Police for exemption from considering development applications for brothels

Acland	Coolana	Harlin	Mooloolah	Tarampa
Allora	Coominya	Hebel	Moonie	Texas
Antigua	Cooya	Helidon	Moore	Thallon
Appletree Creek	Cooyar	Hivesville	Moranbah	Thargomindah
Aramac	Cordalba	Horton	Mossman	The Causeway
Aratula	Cotswold Hills	Hungerford	Mount Chalmers	The Caves
Atherton	Crawford	Inglewood	Mount Colliery	Theebine
Atkinson Dam	Curra	Innisfail	Mount Molloy	Tinnanbar
Aubigny	Daintree	Jondaryan	Mount Tarampa	Tiaro
Bajool	Dalby	Joskeleigh	Mount Tyson	Tieri
Bauple	Dalveen	Kabra	Mourilyan	Tinaroo
Bauple Estate	Dimbulah	Kairi	Mungindi	Tingoorra
Beerburrum	Dirranbandi	Kalbar	Murgon	Tolga
Beerwah	Doolbi	Karara	Murphys Creek	Toobeah
Biddeston	Durong	Keppel Sands	Muttaborra	Toogoolawah
Biggenden	El Arish	Killarney	Nerimbera	Torrington
Bingil Bay	Emerald	Kingaroy	Newell	Vernor
Blackall	Emu Park	Kingsthorpe	Nobby	Walkamin
Bollon	Emu Vale	Kinka Beach	Noccundra	Wallangarra
Boonah	Esk	Kulpi	Oakey	Wangan
Booyal	Fernvale	Kumbia	Ogmore	Wangetti
Bouldercombe	Flinton	Kuranda	Patricks Estate	Warrill View
Bowenville	Flying Fish Point	Kurrimine Beach	Peachester	Warwick
Brightview	Forest Hill	Laidley	Peranga	Westbrook
Bungunyah	Gatton	Landsborough	Pittsworth	Westmar
Burdekin	Glamorgan Vale	Leyburn	Port Douglas	Westwood
Buxton	Glass House Mountains	Linville	Pratten	Windsor Park
Byfield	Glendale	Lowood	Prenzlau	Withcott
Cambooya	Gleenlee	Maclagan	Proston	Witta
Capella	Glenmorgan	Maleny	Quinalow	Wivenhoe Pocket
Cawarral	Glenvale	Mareeba	Silkwood	Wondai
Cecil Plains	Glenwood	Marlborough	Somerset Dam	Wonga Beach
Childers	Gogango	Marmor	South Johnstone	Woodgate
Chillagoe	Goombungee	Maryvale	Southbrook	Wooroolin
Chinchilla Shire	Goondiwindi	Meandarra	St George	Wyreema
Clarendon	Gowrie Junction	Memerambi	Stanthorpe	Yangan
Clermont	Gracemere	Meringandan West	Stanwell	Yarraman
Clifton	Grantham	Millmerran	Stannage Bay	Yelarbon
Colinton	Great Keppel Is	Minden	Talwood	Yeppoon
Conondale	Gunalda	Mission Beach	Tannymorel	Zilzie
Coolabunia	Gundiah	Mondure	Tara	



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A copy of the Act and related amendments can be downloaded from the Legislation website – www.legislation.qld.gov.au or by contacting SDS Publications on telephone number (07) 3246 3399.

