

**Prostitution Licensing Authority**  
**Annual Report 2022-23**

## Communication Objectives of this Report

The Prostitution Licensing Authority (PLA) Annual Report has been prepared to provide readers with a concise summary of the Authority's activities and performance during the 2022-23 year. Our Annual Report serves as the primary mechanism through which we meet our accountability and statutory reporting obligations.

The Annual Report provides an overview of who we are, and what we do at strategic and operational levels, as well as where we are aiming to be in the future. Our report aims to build awareness of our operations and confidence in our organisation. It will interest members of federal, state, and local governments, industry groups, clients, academia, and community groups.

The communication objectives of this report are to:

- create an awareness of the activities that drive the PLA's performance
- demonstrate how the PLA contributes to the Queensland Government's objectives for the community
- inform readers of the PLA's strategic initiatives
- explain how the PLA works and the mechanisms by which the Authority ensures continual improvement
- account for the way in which the PLA has managed our finances
- explain how the PLA complies with legislation and government policies, and
- inform readers of the ways that the PLA connects with the sex industry.

## Public availability and further information

This Annual Report is available from [www.pla.qld.gov.au/about-pla/resources](http://www.pla.qld.gov.au/about-pla/resources)

Printed copies or further information can be requested from the Office of the PLA:

- telephone (07) 3858 9500
- email [plaadmin@justice.qld.gov.au](mailto:plaadmin@justice.qld.gov.au)
- write to the Executive Director, Office of the PLA, GPO Box 3196, Brisbane Qld 4001

You can also provide feedback on the report to the PLA.

## Interpreter service



The Queensland Government is committed to providing accessible services to Queenslanders from all culturally and linguistically diverse backgrounds. If you have difficulty in understanding the annual report, you can contact us on 07 3858 9500 and we will arrange an interpreter to effectively communicate the report to you.

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# Letter of compliance

14 August 2023

The Honourable Yvette D'Ath MP  
Attorney-General and Minister for Justice and  
Minister for the Prevention of Domestic and Family Violence  
1 William Street  
Brisbane Qld 4000

Dear Attorney-General

I am pleased to submit for presentation to the Parliament the Annual Report 2022-23 and financial statements for the Prostitution Licensing Authority.

I certify that this Annual Report complies with:

- the prescribed requirements of the *Financial Accountability Act 2009* and the *Financial and Performance Management Standard 2019*, and
- the detailed requirements set out in the *Annual report requirements for Queensland Government agencies*.

A checklist outlining the annual reporting requirements is provided at page 65 of this annual report.

Yours sincerely



The Hon Colin Forrest SC

**Chair**  
**Prostitution Licensing Authority**

# Message from the Chair

The Prostitution Licensing Authority (PLA) is a licensing and regulatory authority which administers the *Prostitution Act 1999* (the Act) and the Prostitution Regulation 2014 for the operation of licensed brothels in Queensland.

Whilst the PLA has been focused on its core functions of deciding brothel licence applications and approved managers' certificates and monitoring regulatory compliance of licensed brothels this past year, the Queensland Law Reform Commission's (QLRC) has delivered its report on the decriminalisation of Queensland's sex work industry to the Government.

## Proposed decriminalisation of the sex work industry

The QLRC has recommended a framework for a decriminalised sex work industry, which the Government has said it broadly supports. As part of these reforms, the QLRC has recommended that the licensing system be removed and not replaced, and that the PLA and its associated Office of the PLA be abolished.

Whatever course the Government decides to take, the PLA will actively engage with the industry and other stakeholders through the process and will assist, as required, in any transition to a decriminalised framework. The PLA acknowledges the proposed reforms are causing some uncertainty in the licensed sector, but the PLA will keep working with that sector, whilst required, continuing to perform its statutory functions and to maintain current regulatory standards and to promote community confidence in any industry transition.

## Work of the PLA continues

Throughout the past year, the PLA considered 109 applications for a brothel licence or an approved manager's certificate and continued to undertake its compliance monitoring audits. Inspections of brothels continued to show that the operators of licensed brothels are generally highly compliant with their obligations and committed to achieving a safe and healthy industry. During the year, PLA compliance officers conducted 49 inspections and audits of brothels, resulting in 76 corrective actions. A total of 40 complaints were received, including 15 about the operations of licensed brothels. In response to continued concerns about the regulatory compliance of one Brisbane brothel, the PLA commenced disciplinary proceedings against the licensee. The disciplinary process was not finalised during the year and will continue into 2023-24.

## Brothel numbers are stable

Licensed brothel numbers remained stable in 2022-23, despite the uncertainty caused by the reform process. No brothels ceased operation and no new brothels commenced operation so that brothel numbers are unchanged on the previous year at 20. No brothels changed hands during the year. A brothel licence application has been received for a site in Brisbane which previously had a brothel but will not be decided until 2023-24.

## Management of COVID-19

In 2022-23, Queensland moved into the next phase of managing the COVID-19 pandemic, with creation of a new management framework. Brothels will continue to manage the risks of COVID-19 under general work health and safety laws.

## Key initiatives during the year

Key initiatives to support the licensed sector of the sex work industry during the year included:

- consultation on sex work industry reforms necessary to achieve a decriminalised sex work industry in Queensland
- rollout of a compliance training program for brothel licensees and approved managers
- work on measures to support the mental health of licensees and managers
- process changes that have improved approved manager's certificate application processing times
- simplification of brothel licence conditions and removal of conditions that were outdated or no longer relevant.

## Thank you

Three members departed the PLA during the year: Mr Paul Tully, Ms Lynette Palmen AM, and Ms Frances de la Cuesta Hunt. I thank them for their long service and contribution to the regulation of sex work in Queensland. The PLA welcomed 3 new members in their place: Ms Kara Thomson as a legal member, and Ms Summer Gwynne and Ms Bianca Stringer as community members. I thank all members for their contribution, guidance, and support for the work of the PLA.

My thanks also go to the staff of the Office of the PLA for so ably supporting the work of the PLA. I particularly gratefully acknowledge the contribution made by Ms Mary Shortland, who retired on 17 December 2022, when her 3-year appointment as Executive Director of the office expired. My thanks to Mr Andrew Ross for stepping into the role as Acting Executive Director and who has served in that role since Ms Shortland retired.

I am also indebted to our industry stakeholders for their collaboration and support throughout the year and I publicly extend the thanks of the PLA to them.



**The Hon Colin Forrest SC**  
**Chair — Prostitution Licensing Authority**

# Message from the Executive Director

I have been Acting Executive Director of the Office of the PLA since 19 December 2022, following the retirement of Ms Mary Shortland. Staff of the office are key to the success of the PLA in carrying out its functions. I thank the staff for their ongoing support and dedication to achieving a safe and healthy licensed sector.

## Application processing

Staff of the office continued to perform the routine probity work which ensures licensees and managers are both eligible and suitable to operate the licensed sector.

The office processed 24 applications for a brothel licence and 85 applications for an approved manager's certificate.

Brothels must be personally supervised by a licensee or manager at all times when open for business. The time taken to process approved manager's certificate applications and the impact on brothel operations has often been the subject of industry concern. In the past the PLA had decided applications at its meetings, which often contributed to delay in the administrative processing of applications despite the granting of a certificate being non-contentious. This year, the PLA delegated decisions on certificate applications to the Executive Director, other than where there were concerns or an application may be refused. This streamlining of processes has improved certificate application processing times and the efficiency of PLA meetings, affording the PLA more time to consider industry matters at the strategic level, to scrutinise industry operations, and manage licensees.

Although the PLA transitioned to online application forms in 2022, results of the annual client satisfaction survey indicate that satisfaction with application forms fell by 11% between 2021 and 2022. Comments from licensees indicate that the amount of information required is a source of dissatisfaction. The office has commenced simplifying licence and certificate application forms, including reducing the nonessential information sought from applicants.

## Compliance

Staff of the office also continued to perform routine compliance work to promote safe and healthy operation of the licensed sector.

Compliance staff conducted 49 inspections and audits of licensed brothels, issuing 76 corrective action notifications. They also dealt with 40 complaints related to sex work.

As part of its commitment to building client capability by equipping licensees and managers with the knowledge needed to achieve regulatory compliance, the PLA has agreed that the compliance unit will deliver an annual training program for brothel licensees and approved managers. During the year, the compliance unit delivered workshops about:

- dealing with difficult and aggressive clients
- sex worker autonomy
- sexual health
- incident reporting.

New approved managers also received induction training designed to complement the in-house induction licensees must provide managers. The training outlines the responsibilities of an approved manager in personally supervising the brothel and significant brothel licence conditions and legislative requirements.

## Contribution to law reform

The Office of the PLA remains committed to the ongoing sex work law reform process in Queensland. With 23 years corporate experience in administering the licensed sector, we provided input to assist the QLRC sex work review. We kept the licensed sector updated about the progress of law reform. We met with stakeholders to discuss the regulation of sex work and the QLRC report and recommendations intended to extend decriminalisation of sex work beyond the licensed sector and sole providers. With the Queensland Government confirming its commitment to broadening decriminalisation of the industry, it is expected that there will be a transition to a decriminalised framework commencing in 2023-24. The office will continue to support the PLA contribution to law reform by keeping its stakeholders updated, promoting opportunities for consultation, providing policy input and making the Government aware of licensed sector views, including assisting in the transition to the new framework if required.

## Our stakeholders

This year we have continued to boost our collaborative approach with all clients and stakeholders. Our stakeholder engagement included meetings and activities with:

- licensees, managers, applicants, and potential applicants – 20
- the Queensland Police Service (QPS) – 13
- other government agencies – 12
- other organisations – 4.

## Thank you

On behalf of the Office of the PLA, I would like to extend our thanks to the departing Executive Director, Mary Shortland. Ms Shortland guided the PLA and industry through the challenges of the COVID health emergency and the start of the reform process, and her commitment, professionalism and stewardship was appreciated by all.

Thank you to all our stakeholders for contributing to the work of the office during the year. We look forward to further engagement in 2023-24 during what could be a busy year of change for the sex work industry, licensed brothels, and the PLA.



**Andrew Ross**

**Acting Executive Director — Office of the Prostitution Licensing Authority**



**Table 1: Year at a Glance**  
**2022 – 2023**

<b>Licensed brothels – 20</b>	
Brisbane – 10 Logan – 1 Moreton Bay – 1 Toowoomba – 1	Gold Coast – 4 Mackay – 1 Sunshine Coast – 1 Townsville – 1
<b>Applications – 109</b>	
<b>Brothel licence – 24</b> New applications – 1 Annual returns – 18 Renewals – 5 Refused – Nil	<b>Approved manager's certificate – 85</b> New applications – 25 Annual returns – 42 Renewals – 18 Refused – Nil
<b>Compliance</b>	
<b>Inspections and audits – 49</b> <b>Corrective actions – 76</b> <b>Complaints – 40</b> Operation of licensed brothel – 15 Prostitution advertising – 7 Illegal prostitution activity – 17 Other – 1 <b>Penalty infringement notices – 9</b> QPS issued – 4 PLA issued – 5	<b>Police entries to licensed brothels – 23</b> Asian Star – 1      Cleo's on Nile – 3 Desire Gold Coast – 2      Miso Honey – 2 Onyx – 2      Platinum 175 – 2 Rose Castle – 1      Sky Angel – 4 The Viper Room – 5      Yimi476 – 1 <i>Note: Police may enter brothels for a variety of reasons. No adverse conclusion should be drawn from police entries to any brothel.</i>
<b>Our Finances</b>	
User charges and fees – \$870,024 Grants and contributions – \$774,000 Interest – \$51,205	Expenses from continuing operations – \$1,618,629 Operating result from continuing operations – \$76,600

# About us

## Our vision

Safe communities by promoting safe and secure environments at licensed brothels, prioritising the rights of sex workers, and the health of the community.

## Our purpose

The purpose of the PLA is to administer the Prostitution Act and the Prostitution Regulation.

## Our values

We will respect, protect, and promote human rights in our decision-making and actions.

- Respect
- Impartiality
- Integrity and transparency
- Responsiveness
- Working together
- Work health and safety

## Work health and safety

The PLA will:

- promote health and safety standards at licensed brothels
- be respectful, open, honest, and supportive in dealing with staff and clients
- promote a culture of quality service
- be responsive to industry issues in our decision-making processes
- promote an environment characterised by knowledge, with a culture of continuous improvement
- encourage and value diversity
- respect, protect and promote human rights in our decision-making and actions.

## Contribution to Government objectives for the community

The agency supports the Government's objectives for the community:

- Good jobs: Good, secure jobs in our traditional and emerging industries
- Better services: Deliver even better services right across Queensland
- Great lifestyle: Protect and enhance our Queensland lifestyle as we grow.

**Table 2: The service area within the PLA aligns with the following agency objectives:**

Agency's service area	Agency's objectives
<p><b>Prostitution Licensing Authority</b></p> <p>To ensure that the operations of licensed brothels and prostitution advertising are regulated in accordance with statutory requirements and in the community interest.</p>	<p>Make the community safer.</p> <p>Strengthen stakeholder relationships.</p>

# Role of the Prostitution Licensing Authority

The PLA is responsible for:

- deciding applications for brothel licences and approved manager certificates
- monitoring the provision of prostitution through licensed brothels
- conducting licensee and approved manager disciplinary inquiries and disciplining licensees and managers
- receiving complaints about prostitution
- issuing guidelines about prostitution advertising
- 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
  - (ii) help sex workers to leave prostitution
  - (iii) divert minors and other vulnerable persons from prostitution
  - (iv) raise awareness in sex workers, 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 sex workers, judicial officers, police, community workers and the community, awareness of issues about prostitution.

## Strategic risks for the PLA

- Transitioning to a framework for a decriminalised sex work industry in 2023-24 and associated regulatory uncertainty for the licensed sector.
- Resilience of the licensed sector to respond to challenging economic conditions and cost of living pressures.
- Infiltration of licensed brothels by organised crime and official corruption compromising the integrity of the licensing framework.
- Lack of capacity to respond adequately to health and safety risks, impacting sex workers, clients, and the community.
- The impact on the viability of the licensed sector, the safety of sex workers and the community of a perceived increase in prostitution activity outside the regulated system.
- Disruptive innovation challenging the traditional business model of brothels.

## Opportunities for the PLA

- Promote stakeholder engagement and input in development of a decriminalised framework for the sex work industry to ensure that the perspectives, needs and interests of the licensed sector are considered and to maximise health and safety in the industry.
- Protect the community by promoting safe and healthy practices in licensed brothels.
- Educate the community and our stakeholders by challenging persistent industry mythologies and stereotypes and addressing persistent stigma.
- Respond to the needs of geographically and culturally diverse clients by improving processes and ensuring quality service delivery.
- Enhance and capitalise on the skills and expertise of our people to improve the efficiency and effectiveness of the PLA.

# Our performance

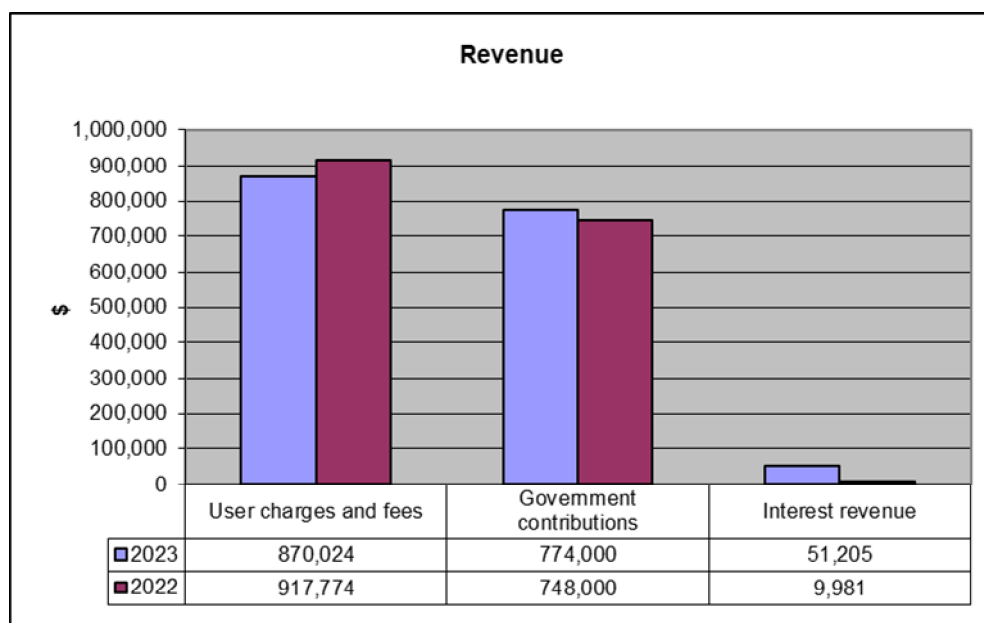
## Financial performance summary

### *Statement of Comprehensive Income*

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

Revenues of the Authority are sourced primarily from fees for brothel licences and approved manager certificates. The other major source of funds includes a government grant received through an administered appropriation from the Department of Justice and Attorney-General. The decline in revenue from fees was primarily attributed to the timing of lodgement and a reduction in the number of brothel licence applications. The growth in interest revenue was because of higher interest rates.

**Figure 1: Revenue**

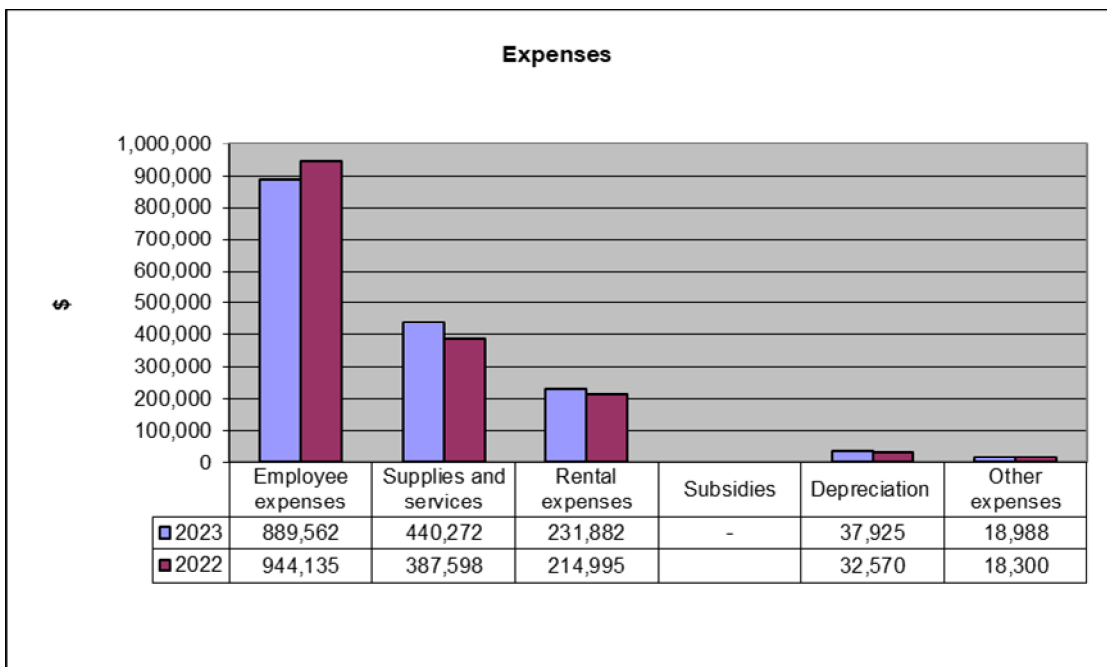


The lower-than-normal employee expenses in 2023 relates to budgeted positions not filled due to staff absent on leave and secondments. The leave cost was financed from the Queensland Government Annual Central Leave Scheme.

The increase in supply and services was mainly related to contractors used to support office operations.

The increase in depreciation relates to an increase in assets.

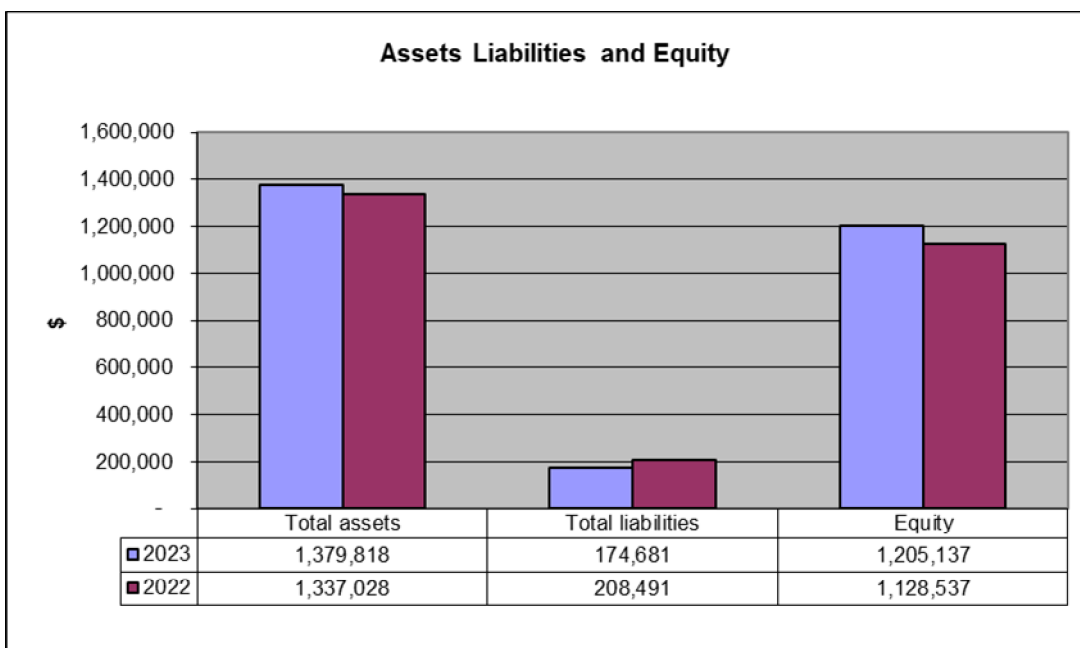
**Figure 2: Expenses**



### **Statement of Financial Position**

The Statement of Financial Position measures the value of assets, liabilities and equity of the Authority as at 30 June 2023. The decrease in total asset value is mainly attributed to the timing of payments for costs, the effect of depreciation on the value of assets, and the timing of receiving payment of applications.

**Figure 3: Assets, liabilities, and equity**



## Statement of Cash Flows

The Statement of Cash Flows measures the inflows and outflows of cash throughout 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 approved manager certificates and revenue from a government grant. Significant outflows are employee expenses, supplies and services for operational requirements, subsidies and payments for rent commitments. The year ended in an increase in cash from \$1,141,970 at 30 June 2022 to \$1,223,079 at 30 June 2023.

## Performance statement

The PLA has developed service standards against which it evaluates how efficiently and effectively it delivers services within its approved budget. These measures were reported to the community and to the Parliament through the state budget process.

**Table 3: Service standards 2022-23**

Prostitution Licensing Authority	Notes	2022–2023 Target/Est.	2022–23 Actual
<b>Effectiveness measures</b>			
Percentage of licensed brothels implementing best practice compliance standards established by the PLA	1	100%	100%
Overall satisfaction of applicants with PLA client service	2	80%	70%
<b>Efficiency measure</b>			
Fees income as a percentage of total revenue		52%	51%

Notes:

1. The wording of this service standard has been changed from the 2021–22 Service Delivery Statements to better represent the meaning of the measure. No changes have been made to the calculation methodology.
2. The wording of this service standard has been changed from the 2021–22 Service Delivery Statements to clarify it is measuring 'overall' satisfaction. No changes have been made to the calculation methodology. The variance between the 2022-23 Target/Estimate and the 2022-23 Actual is due to business uncertainty arising from the review of the sex work industry and dissatisfaction with a perceived increase in prostitution activity outside the regulated regime. Both issues are outside the mandate of the PLA.

## Staffing

**Table 4: Full Time Equivalents (FTEs) as at 30 June**

Service area	2022–23 Budget	2022–23 Actual	2023–24 Budget
Prostitution Licensing Authority	9	9	9
<b>Total FTEs</b>	<b>9</b>	<b>9</b>	<b>9</b>



# Into the future

## Key priorities for the PLA in 2023-24

In 2023–24, the PLA will:

- support government consideration and any subsequent implementation of industry reforms arising from the recommendations of the Queensland Law Reform Commission ‘*A decriminalised sex-work industry for Queensland*’ report
- engage with stakeholders to ensure that the interests, needs and perspectives of the licensed sector are considered in developing a framework to maximise sex work industry health and safety
- work with licensed brothels to promote safe and healthy industry practice
- review and improve our operations and processes to assist and enable the licensed sector by simplifying processes and procedures and intervening to support better understanding of their obligations and to manage their businesses safely, efficiently, and effectively.

# The 2022-23 operating environment

## The location of licensed brothels in Queensland

Brothel numbers have been stable during the year. There were no new brothel openings and no closures. The brothel Montecito, located at Bowen Hills, was inundated by floodwaters in the Brisbane flood of February 2022 and did not reopen during 2022-23. The operator held a brothel licence throughout the year, so the brothel is regarded as operational and included in brothel numbers. A new brothel may open in 2023-24. During the year, the PLA received a licence application for a brothel at the site of a previous Brisbane brothel, but the application will not be decided by the PLA until 2023-24.

**Table 5: Licensed brothels at year end**

Brisbane	Gold Coast	Other
88 on Logan Asian Star Cleo's on Nile Miso Honey Montecito Platinum 175 Rose Castle Sky Angel The Viper Room Yimi476	Desire Gold Coast Luvasian Pentagon Grand Pryana Rose	Deviations (Toowoomba) Harlots (Mackay) Onyxx (Townsville) Angels 26 (Logan) Scarlet Harem (Sunshine Coast) Intimate Encounters (Moreton Bay)

## Licence and certificate fees

Licensing fees applicable to new applications, renewals and annual returns are a substantial business impost. The unlawful sector does not pay these fees. Approved managers pay substantial fees to work within a licensed brothel. Most brothels require several approved managers, increasing overall running costs.

**Table 6: New licences and renewals**

Number of rooms	1	2	3	4	5
22-23 fee	\$23,581	\$27,932	\$32,283	\$36,634	\$40,985
23-24 fee	\$24,390	\$28,890	\$33,390	\$37,890	\$42,390

**Table 7: Licence annual returns**

Number of rooms	1	2	3	4	5
22-23 fee	\$20,561	\$24,912	\$29,263	\$33,614	\$37,965
23-24 fee	\$21,260	\$25,760	\$30,260	\$34,760	\$39,260

**Table 8: Certificate fees**

	New certificates and renewals	Annual return
22-23 fee	\$1,207	\$904
23-24 fee	\$1,248	\$935

## Transitioning to a reformed industry framework

Recent years have been a time of uncertainty for the sex work industry. Since 27 August 2021, the Queensland Law Reform Commission had been conducting a review to recommend a framework for a fully decriminalised sex work industry. The PLA made a submission to the QLRC for its consideration during the review. The Commission's completed report was given to the Attorney-General on 31 March 2023 and tabled on 24 April 2023.

In a media statement of 24 April 2023, the then Attorney-General confirmed that the Queensland Government will further decriminalise the state's sex work industry and is broadly supportive of the QLRC's recommendations. The government has not yet formally responded to each of the recommendations. It is for the government to decide how it will implement decriminalisation in Queensland and it will undertake consultation on any future legislation.

The report includes 47 recommendations for a decriminalised industry. The recommended framework includes the repeal of sex work-specific offences under Chapter 22A of the Criminal Code that criminalise sex work other than in licensed brothels or by sex workers working alone. The recommended framework aims to regulate sex work as far as possible under the same general laws and in the same way as other work.

The report has far-reaching implications for the licensed sector of the industry and for the PLA and the supporting Office of the PLA. It recommends the current brothel licensing system should be removed and not replaced with any new form of licensing for sex work business operators. If the recommendations are accepted, transition from the current licensing system to a new framework will require detailed work to ensure a safe industry for workers, their clients and the community.

The PLA is currently responsible for the regulation of prostitution advertising in Queensland. Sex work advertisements must be in the approved form and the PLA has issued *Guidelines about the approved form for advertisements for prostitution*. Under the approach recommended by the QLRC, there would be no sex work-specific advertising regulations. Instead, sex work advertising would be regulated by the same general laws, standards and codes that apply to all advertising.

Prior to the public release of the report, the PLA commenced a series of consultation meetings with the Queensland Adult Business Association (QABA), brothel licensees and approved managers, interest groups and government agencies to discuss a decriminalised future for the sex work industry, the potential implications, and to highlight opportunities to participate in the legislative

process. The PLA has continued this engagement following release of the report. It will actively engage with the industry and other government agencies during preparation of the government response, throughout the resulting legislative process, and during implementation of the reforms. It will regularly update the licensed sector on the progress of the reforms, consult with the sector, and provide input to the government on sectoral views. The PLA will also assist in transitioning to a decriminalised framework.

Until the regulatory framework for the industry changes, and while the Prostitution Act remains in its current form, the work of the PLA continues. The functions of the PLA are unchanged. For the present time, the brothel licensing system remains in place and the PLA will continue to regulate and oversee the sector and be responsible for the regulation of sex work advertisements.

## **Unlicensed and illegal operators**

Unlicensed and illegal operators – mostly small business offering ‘erotic’ massage and escort agencies – remain a source of discontent for the licensed sector. The illegal sector is believed to be substantial and does not pay the significant fees applicable to the regulated industry, providing an obvious advantage in operating costs, and creating unfair competition that has a significant impact on the financial viability of the licensed sector.

Licensed brothels pay fees and agree to work within the legal framework to provide a safe and healthy environment for staff and clients. Unlawful operators do not have the same compliance burden or restrictions on their services. They are not subject to the location restrictions that have largely confined licensed brothels to industrial areas. Massage parlours can be observed operating from retail precincts and shopping strips. Sex workers at unlawful venues may also be vulnerable to abuse and exploitation, with limited avenues of redress.

In 2022-23, the PLA continued its engagement with the Queensland Police Service to raise stakeholder concerns and refer intelligence and relevant complaints.

Under the framework recommended by the QLRC, with the removal of the licensing system and sex work-specific offences, sex work business models other than licensed brothels would be lawful. Erotic massage parlours and escort agencies offering sexual services would be transformed into lawful businesses, able to operate transparently and subject to laws of general application.

Some stakeholders hold reservations about the utility of laws of general application to adequately provide for the protection of workers, clients and the community. Until such time as regulatory models are considered and the law changes, sex workers working at licensed brothels or working alone remain the only lawful sex work business model in Queensland.

## Complaints for illegal activity

- 2021 – 14
- 2022 – 15
- 2023 – 17

Complaints relating to illegal activity included:

- erotic massage parlours (10 of 17 complaints)
- escort agencies
- soliciting offences
- unprotected sexual services being offered.

## The PLA approach to compliance

The PLA approach to compliance is based on working cooperatively with licensees and approved managers to achieve a safe and healthy industry. Meaningful partnerships, communication, education, training, and support are key to enabling compliance. It is important that licensees understand what is required and expected of them so that they can be held to that standard. Initiatives have included an annual training program, online information sessions, licensee resources, and after-hours support. Breaches remain serious but the emphasis is on identifying trends to address evolving issues of compliance.

Although the PLA does not routinely resort to punitive action, on 4 May 2023 a Brisbane-based brothel licensee with a history of repeated non-compliance with the Prostitution Act, Prostitution Regulation, brothel licence conditions and with COVID-19 public health directions was issued with a Disciplinary Inquiry Notice by the PLA to determine if there are grounds for taking disciplinary action. The grounds for taking disciplinary action are that:

- the provision of prostitution under the licence contravenes a condition to which the licence is subject
- the licensed brothel is or has been managed in a way that makes it desirable that action should be taken against the licensee.

The disciplinary inquiry will be conducted by hearing on 17 July 2023 and the PLA will decide if the grounds for proceeding with disciplinary action have been established. The PLA may take a range of disciplinary actions, including reprimand, additional licence conditions, undertakings, monetary penalty, and suspension and cancellation of the licence.

# Our Stakeholders

The community	The sex work industry	Government and industry stakeholders
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## Client feedback identifies opportunities

The PLA commitment to stakeholder engagement and client service drives improvements to our operations. This reflects the implementation of the PLA stakeholder engagement strategy, guiding principles for customer experience, and a commitment to service excellence.

### Guiding principles for client experience

- Anticipate service needs
- Increase and improve access to information and guidance
- Provide authoritative, timely and consistent services.

### Commitment to service excellence

- Accessibility
- Clear communication
- Accuracy and consistency
- Responsiveness and quick action
- Value and encourage feedback to drive improvement.

### Growing our partnerships

In response to concerns about public soliciting for sex work occurring at adult entertainment venues, the PLA conducted a joint operation with the QPS and the Office of Liquor and Gaming Regulation by visiting adult entertainment venues in Brisbane City, Fortitude Valley, and Caxton Street. They spoke to adult entertainment providers about the requirements of their adult entertainment permits, the public solicitation offence, and strategies to ensure that solicitation does not occur at adult entertainment venues.

Following this, the agencies jointly held a workshop with licensees and controllers of adult entertainment venues to talk about the conditions of their adult entertainment permits, public solicitation for sex work, and the potential implications if public solicitation occurs at an adult entertainment venue. More than 17 adult entertainment venues were represented.

### Key stakeholders and activity

We continue to work closely with the Queensland Adult Business Association, which is the professional body representing brothel licensees. Our ongoing collaboration includes discussion across legislative, compliance and engagement activities. With the conduct of the QLRC sex work industry review, much of this year's discussion was about impending sex work industry law reform. Since the QLRC report was made public, we have sought the views and

input of QABA on the recommendations for a framework for a decriminalised industry to inform the PLA's own policy response.

The Queensland Police Service remains a key stakeholder – retaining a PLA Board membership. Our compliance unit liaises with the QPS Prostitution Enforcement Taskforce regarding unlawful operators and criminal complaints. The QPS also reports to the PLA on the suitability of applicants for a brothel licence or manager certificate. We have also engaged with the QPS on the impending decriminalisation of the sex work industry.

Our engagement also included talking to:

- Brisbane City Council about enforcement approaches to erotic massage parlours
- Queensland Health about sexual health matters
- the Office for Women and Violence Prevention about safety at brothels.

### **Client satisfaction snapshot**

The PLA conducts an annual survey to measure licensee and approved manager client satisfaction with the PLA and aspects of its performance. The survey was conducted between 20 January and 24 February 2023.

The target for overall client satisfaction was set at 80%. The result achieved was 70%, an overall decrease of 9% on the 2021 outcome and slightly below the 3-year average of 71%. The decrease in satisfaction was most pronounced for licensees, whereas manager satisfaction was down only slightly on the previous year. The decrease in satisfaction is attributed to business uncertainty arising from the time taken for the conduct of a review by the Queensland Law Reform Commission and delivery of a recommended a framework for a decriminalised sex work industry, as well as dissatisfaction with a perceived increase in sex work activity outside the regulated system. Both these matters are beyond the mandate of the PLA.

Although the PLA transitioned to online application forms in 2022, satisfaction with application forms fell by 11% between 2021 and 2022. Comments from applicants indicate that the amount of information required is a source of dissatisfaction. The PLA has commenced simplifying licence and certificate application forms to reduce the amount of information required of applicants without compromising its assessment of the suitability of applicants to hold a licence or certificate.

Satisfaction with PLA staff interactions was down slightly on the previous year, from 82% to 80%. Reflecting our commitment to keep the industry informed and updated on developments, satisfaction with the information provided by the PLA increased over the year, from 73% to 78%.

The PLA compliance unit takes a supportive and educative approach to ensuring compliance, which has been reflected in a continued improvement in satisfaction with compliance inspections since 2020, from 74% to 81% in 2021 and 82% in 2022.

## **Communicating with the community**

The PLA office is the primary point of contact for members of the public, licensees, managers, sex workers, and the media. Officers of the PLA are committed to providing excellent customer service.

### **The PLA website**

The PLA website was relaunched in 2020-21 to provide for a more seamless and informative user experience. This year, we focused on keeping the website updated and relevant, including with information about proposed sex work industry law reform.

## **Communicating with the sex work industry**

### **Queensland Adult Business Association**

Our engagement with QABA ensures enhanced communication and liaison with the licensed sector of the sex work industry and more cohesive policy input and feedback.

The PLA had regular meetings with QABA in 2022-23 to engage on a range of issues. Discussion was predominantly about the impending decriminalisation of the sex work industry, the potential framework, and implications for the licensed sector.

As the law reform process continues to evolve, we will continue our engagement with QABA and seek their input about the impact of reform proposals on the licensed sector.

### **Respect Inc**

The PLA met with Queensland sex worker organisation, Respect Inc, during the year. The organisation has been a long-time advocate for decriminalisation, and we heard about their perspectives and insights into sex work and their priorities for law reform.

We are committed to ongoing engagement with Respect Inc in 2023-24.

### **Newsletter and email communication**

The PLA has continued to produce an industry newsletter, distributed in online and mobile-friendly format. The newsletter focuses on relevant licensing information, industry developments, education, and approved manager opportunities within the sector. This year, the newsletter included information on progress toward a decriminalised sex work industry, updates on aspects of the licensing system, and details of PLA activities and initiatives. Our email communication with licensees and managers updates them on routine and emergent matters.



## **Support for brothel licensees and approved managers**

In consultation with the licensed sector of the sex work industry, it was identified that brothel licensees and approved managers would welcome mental health support to be made available to them. During the year, the PLA and the University of Queensland entered into a partnership agreement for the delivery of psychological first aid workshops and development of crisis care support manuals. The first stage is a needs analysis conducted with licensees and managers to inform development of the resources. This initiative will continue to be rolled out next year and will facilitate the ongoing involvement of the university with licensed brothels.

The PLA promoted R U OK? Day in licensed brothels and visited 5 brothels to encourage conversation about mental health among licensees, managers, and sex workers.

# Our Governance

## The Prostitution Licensing Authority

The PLA is established by section 100 of the Prostitution Act and officially began operation on 1 July 2000 when the Act became law in Queensland. Section 102 of the Act prescribes the Authority's membership, consisting of eight members, including:

- the Chair – an independent and appropriately qualified 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 Senior Executive Officer (Crime) of the Crime and Corruption Commission (CCC)
- a health practitioner, with at least 5 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 represent community interests.

## Appointment of PLA members

PLA members are appointed by the Governor in Council, pursuant to s 102(1) of the Act. Under s 103 of the Act, the maximum term of appointment for a member is five years. Under s 105 of the Act, 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.

Additionally, under s 108B of the Act, the Attorney-General may have regard to a person's extended criminal history or a change to their extended criminal history in deciding that the person should not be recommended for appointment or continue as a member of the Authority.

No members of the PLA were disqualified from continuing as a member throughout the year.

## Current membership

The members of the PLA are appointed by the Governor in Council in accordance with s 102(1) of the Act.

### The Hon Colin Forrest SC – Chair

The Honourable Colin Forrest SC was appointed as Chair of the PLA for a term of five years from 5 August 2022, pursuant to s.102(1)(a) of the Prostitution Act.

Mr Forrest has been a family lawyer for over 35 years.

He completed his Bachelor of Laws and Bachelor of Arts degrees at the University of New South Wales in 1986. After graduating, he was Legal Associate to Justice Michael Kirby, President of the New South Wales Court of Appeal. He was admitted as a Barrister of the New South Wales Supreme Court whilst he was an Associate.

In 1988, Mr Forrest moved to Queensland and worked for 2 years as a solicitor for the city firm, Goss Downy Carne, where he practiced in family law, criminal law, and personal injuries litigation.

In 1990, Mr Forrest was called to the Queensland Bar where he quickly established a specialist practice in family law and succession law. In the 1990s, he served for 4 years as a part-time member of the Commonwealth Social Security Appeals Tribunal. In 2000, he was appointed as a part-time member of the Queensland Anti-Discrimination Tribunal and served on that until it was merged into the Queensland Civil and Administrative Tribunal in 2010.

Whilst maintaining his family law practice, Mr Forrest was a Deputy Public Interest Monitor in Queensland for several years before being appointed Public Interest Monitor pursuant to Queensland Police laws and Commonwealth anti-terrorism laws, responding to police applications to the Courts for covert surveillance warrants.

Mr Forrest was the Queensland Bar's appointed representative on the Queensland Law Society's Family Law Specialist Accreditation Committee for several years. He was an elected board member of the Queensland Family Law Practitioners' Association and was serving as its President when appointed as a Judge of the Trial Division of the Family Court of Australia in February 2011.

Mr Forrest took silk in 2010.

As a Trial Judge of the Family Court of Australia assigned to the Brisbane Registry, Mr Forrest served the Court as a member of Chief Justice Diana Bryant's Court Policy Advisory Committee, as Brisbane Registry Case Management Judge, as Brisbane Registry Magellan Judge and Brisbane Registry Hague Judge. Mr Forrest was also the Family Court's nominated representative on the Joint Court's Children's Committee and the Brisbane Registry's nominee on the Queensland Court's Indigenous Policy Committee as well as the Family Court's Indigenous Policy Committee.

Mr Forrest resigned his Judicial Commission in early 2021 after having written more than 500 judgments and has returned to practice at the Bar as a barrister, a mediator, and an arbitrator. He is an accredited specialist arbitrator and an accredited mediator as well as being a Director of the Australian Institute of Family Law Arbitrators and Mediators

Mr Forrest is also currently studying on a part-time basis towards a Master's degree in International Relations at the University of Queensland and he is a member of the Council of the Australian Institute of International Affairs, Queensland Chapter.

### **Chief Superintendent (Crime), Crime and Intelligence Command, QPS**

The Chief Superintendent (Crime), Crime and Intelligence Command, was appointed to the PLA for a term of five years from 2 October 2020 to 1 October 2025. During the year, various individuals acted in the role and attended PLA meetings.

### **Ms Sharon Loder**

Ms Sharon Loder is the Senior Executive Officer (Crime) of the CCC. Ms Loder has been appointed to the PLA by virtue of this position, pursuant to s 102(1)(c) of the Act. She was appointed for five years from 28 July 2017 to 27 July 2022. Her current term of appointment is from 11 November 2022 to 2 July 2025.

Ms Loder has a Bachelor of Laws (QUT), a Bachelor of Business (HRM), a Master of Laws (UQ) and a Graduate Certificate in Emerging Technology and Law (RMIT). She is an Australian legal practitioner, admitted to the legal profession in 1992, and is a graduate member of the Australian Institute of Company Directors.

Ms Loder has over 20 years-experience in senior and executive roles, delivering effective regulatory, prevention or law enforcement functions in Queensland and New South Wales agencies, including the NSW ICAC, the former Crime and Misconduct Commission and the QPS. In her current role, Ms Loder is responsible for the CCC's crime functions, ensuring its investigation, intelligence and criminal confiscation capabilities are effective in combating and reducing the incidence of serious and organised crime affecting Queensland.

### **Ms Narelle Dickinson**

Ms Narelle Dickinson has been appointed to the PLA as a health practitioner, pursuant to s 102(1)(d) of the Act. She was initially appointed from 18 December 2020 to 28 February 2021. Her current term of appointment is for five years, from 1 March 2021 to 28 February 2026.

Ms Dickinson has been a Psychologist in Queensland since 1995 and is currently endorsed as a Clinical and Health Psychologist, specialising in the perinatal field. Ms Dickinson is a 2015 Churchill Fellow Recipient, investigating the risks and implications of cross border surrogacy for Australians. She is also a current Board member of the Queensland Board of the Psychology Board of Australia, a Director of the Fertility Society of Australia, and an Executive Committee Member of the Australia and New Zealand Infertility Counsellors Association.

### **Ms Kara Thomson**

Ms Kara Thomson has been appointed to the PLA as a lawyer, pursuant to s 102(1)(e) of the Act. Her term of appointment is for three years, from 10 March 2023 to 9 March 2026.

Ms Thomson is a solicitor, practising in insurance - personal injuries, based in Brisbane. She has been admitted to the High Court and Queensland Courts since 2006 and enjoys working on complex and major claims. She has experience working in-house for a large insurer, as well as having worked for both plaintiff and defendant clients. She holds specialist accreditation in personal injury law through the Queensland Law Society.

For the last few years, Ms Thomson has been involved in the Queensland Law Society as a Councillor, assisting to protect and enhance the legal profession. She has participated in a number of committees in that role and been actively involved in the shaping of the future of the profession. In 2020 she took up the role of Vice President, supporting the President in 2020 and 2021. On 1 January 2022 she took on the role of President of the Queensland Law Society and is currently the Immediate Past President.

### **Mr Greg Chemello**

Mr Greg Chemello has been appointed to the PLA as local government representative, pursuant to s 102(1)(f) of the Act. He was initially appointed from 18 December 2020 to 28 February 2021. His current term of appointment is for five years from 1 March 2021 to 28 February 2026.

Until recently, Mr Chemello was the Chief Executive Officer of Moreton Bay Regional Council, having been appointed in January 2020 following a major review of the organisation's culture and practices. He has since resigned from this role, leaving in April 2023. His other most recent roles were General Manager of Economic Development Queensland, and from August 2018 to January 2020, Interim Administrator of Ipswich City Council following dissolution of the Council by the Queensland Parliament.

He has more than 35 years' professional and management experience, having spent the last two decades in leadership roles within public and private sector organisations undergoing significant change. Mr Chemello has a Bachelor's degree in Town Planning, a Master's in Environmental Science, and a Master's in Business Administration.

In March 2023, Mr Chemello was appointed as a Director of the Peak Services Group of companies owned by the Local Government Association of Queensland. Since leaving full-time employment in April 2023, Mr Chemello has pursued a mix of directorships of a select number of companies and statutory agencies. He has also established strateGC to provide strategic advisory services to public and private sector clients.

### **Ms Summer Gwynne**

Ms Summer Gwynne has been appointed to the PLA as a community representative, pursuant to s 102(1)(g) of the Act. Her term of appointment is for three years, from 10 March 2023 to 9 March 2026.

Ms Gwynne has been a registered nurse for 22 years, working predominantly in paediatrics. She has had a variety of nursing roles in hospitals and community settings. She currently works as a practice nurse in a Brisbane health centre. Ms Gwynne has been active in community and health organisations. She is a member of the National Rural Women's Coalition, an advisory member to Your Fertility, and volunteers at a homeless shelter. She is a current member of the ABC Advisory Council, established to provide advice to the Board on matters relating to the ABC's broadcasting programs. Ms Gwynne is also the founder, owner, and manager of Summer Breeze Consultancy, supporting parents in the early stages of parenting.

### **Ms Bianca Stringer**

Ms Bianca Stringer has been appointed to the PLA as a community representative, pursuant to s 102(1)(g) of the Act. Her term of appointment is for three years, from 10 March 2023 to 9 March 2026.

Ms Stringer holds a Bachelor of Laws (Honours) and Graduate Diploma of Legal Practice from Queensland University of Technology and a Bachelor of Business from Griffith University. She was admitted as a legal practitioner in the Supreme Court of Queensland in August 2019 and called to the private Bar in October 2022. Her areas of interest cover personal injuries including medical negligence and institutional abuse claims, disciplinary proceedings and regulatory tribunals, inquiries and inquests, and statutory tribunals, investigations, and all other aspects of health law. She also practises in administrative and public law, criminal law, and employment law. Before being called to the Bar she was an associate at Corrs Chambers Westgarth, Acting District Solicitor for a rural Hospital and Health Service, and an Associate in the General Division of the Administrative Appeals Tribunal.

Ms Stringer also has a background in the public sector. She spent almost 10 years working in health regulation with the Australian Health Practitioner Regulation Agency, where she developed an interest in disciplinary matters and held leadership positions in both the registrations and compliance teams.

### **Mr Paul Tully (appointment expired 12 October 2022)**

Mr Paul Tully ceased to be a member of the PLA on 12 October 2022, on expiration of his appointment. He was appointed to the PLA as a lawyer, pursuant to s 102(1)(e) of the Act. He was a long-serving member of the PLA, being first appointed on 3 October 2014. His most recent term of appointment was for five years from 13 October 2017. He had also been appointed, under s106A of the Act, to act as Chair during a vacancy in the office or during any period in which the Chair is absent from duty or otherwise cannot perform the functions of the office, from 2 October 2020 to 12 October 2022. Mr Tully was Acting Chair from 1 April to 4 August 2022 during a vacancy in the office of Chair.

Mr Tully is the Managing Director, Company Chair and Chief Executive Officer of McInnes Wilson Lawyers. He joined the firm in 1985, was admitted as a solicitor of the Supreme Court of Queensland in July 1987 and made a partner of McInnes Wilson in May 1989.

For most of his professional career, Mr Tully has practised in the area of litigation. He has a history of over 30 years specialising in public and products liability, motor vehicle claims, property damage and professional indemnity claims. In the recent past he was a Councillor of the Queensland Law Society and board member of Lexon Insurance Ltd. He is Chair of the Queensland Rugby Union Judiciary and his interest in rural matters sees him Chairman of the Board of a large beef enterprise, the North Australian Pastoral Company P/L.

### **Ms Lynette Palmen AM (appointment expired 12 October 2022)**

Ms Lynette Palmen AM ceased to be a member of the PLA on 12 October 2022, on expiration of her appointment. She was appointed to the PLA as a community representative, pursuant to s 102(1)(g) of the Act. Her most recent term of appointment was for five years commencing from 13 October 2017. She was a long-serving member of the PLA, being first appointed in June 2004 but resigning in August 2006. She was reappointed in June 2010 and had been a member of the PLA since then.

Ms Palmen has a finance sector and community engagement background. She is the Founder of Women's Network Australia. Established in 1990, the organisation continues to provide support, consulting and mentoring for small business owners and entrepreneurs across Australia. In 2004, Ms Palmen received an Order of Australia AM for service to the community, particularly through promoting public awareness of existing and emerging issues affecting women, and in providing expertise to a range of charitable and not-for-profit organisations.

### **Ms Frances de la Cuesta Hunt (appointment expired 12 October 2022)**

Ms Frances de la Cuesta Hunt ceased to be a member of the PLA on 12 October 2022, on expiration of her appointment. She was appointed to the PLA as a community representative, pursuant to s 102(1)(g) of the Act. Her most recent term of appointment was for five years commencing from 13 October 2017. She was a long-serving member of the PLA, having first been appointed on 3 October 2014.

Ms de la Cuesta Hunt was awarded a Doctor of Medicine from Saint Louis University, Philippines (1985); Master of Cross-Cultural Missions and Bible from the Theological Centre for Asia, Singapore (1995); Master of Health Studies in the Field of Addiction Studies from the University of Queensland (2012); and a Master of Philosophy at the University of Queensland (2020).

Since 2013, Ms de la Cuesta Hunt has been a Counsellor with a special interest in drugs, alcohol, and mental health issues at Be Renewed Counselling and Community Services Pty Ltd. Since 2008, she has performed voluntary work as a Support Group Team Leader at Encourager Life Group. Since 2021, she has been a Wellness Coach at The Banyans Health and Wellness Residence.

## Meetings

The PLA held 11 meetings in 2022-23. Details of individual member attendance at these meetings is at Appendix 2.

## Remuneration

The Chair and members of the PLA were collectively paid \$66,841 during 2022-23. This payment represents the total remuneration to the Chair and members.

Ex-officio members (members who hold a paid government position) do not receive additional remuneration for being a member of the PLA. Details of the individual remuneration paid to each member are at Appendix 2.

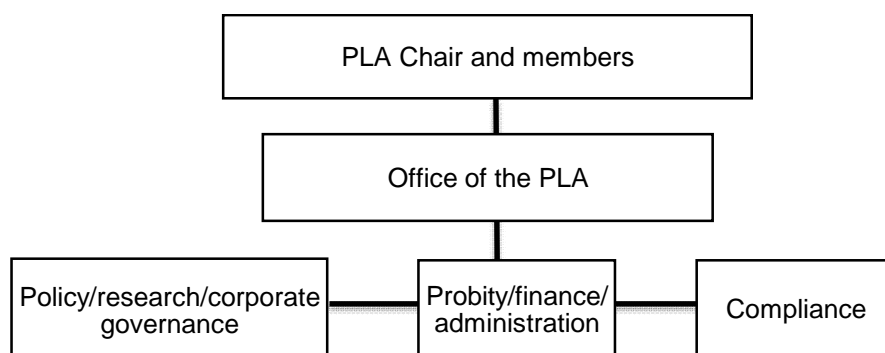
## Reporting structure and organisation

The Prostitution Act establishes the Prostitution Licensing Authority, consisting of 8 members. Section 109 of the Act also establishes the Office of the Prostitution Licensing Authority, 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 office consists of compliance; probity and finance and administration; and policy, research, and corporate governance areas.

The Executive Director is appointed by the Governor in Council under s 110B of the Act. Ms Mary Shortland was appointed as the Executive Director for a term of 3 years from 18 December 2019. Ms Shortland retired as Executive Director on expiration of her appointment on 17 December 2022. Mr Andrew Ross has served as Acting Executive Director of the Office of the PLA since 19 December 2022.

In addition to the Executive Director, there are eight full-time equivalent staff employed under the *Public Sector Act 2022*. Staff of the office are managed by the Executive Director, who in turn reports to the PLA. The PLA reports to the Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence, the Honourable Yvette D'Ath MP, and to the Parliament of Queensland.

**Figure 4: PLA organisational chart**



# Our Corporate Governance Framework

## The strategic planning cycle

Under s 8 of the *Financial and Performance Management Standard 2019*, each statutory body is required to develop a strategic plan for a four-year period. The PLA's Strategic Plan and Operational Plan are reviewed and updated annually.

## Our strategic objectives

The Strategic Plan 2022-26 identifies the following strategic objectives.

**Table 9: Strategic objectives**

Objectives	Strategies	Performance measures	Achievements
<b>Strengthen stakeholder relationships</b>	<p>Develop and implement an effective stakeholder engagement strategy.</p> <p>Strengthen online user experience.</p>	Increase client satisfaction and stakeholder engagement.	<p>An anonymous client satisfaction survey was conducted for the third year, with an overall client satisfaction rating of 70% in 2022. Although this is down 9% on the previous year, it is higher than the 64% rating in 2020. The outcome in 2022 is slightly below the 3-year average of 71%.</p> <p>Satisfaction with PLA staff interactions, compliance inspections, and the PLA website was consistent with the previous year.</p> <p>Satisfaction with information provided was 78%, an increase of 5% on the prior year.</p> <p>The survey results and feedback are used to promote a culture of continuous improvement.</p>



Objectives	Strategies	Performance measures	Achievements
<b>Make the community safer</b>	<p>Probity of applicants for brothel licences and approved manager certificates.</p> <p>Compliance activities such as audits and inspections of licensed brothels.</p> <p>Promotion of health and safety standards at brothels.</p>	Implementation of best practice standards at all licensed brothels (an audit rating of at least 80%).	100% of licensed brothels implement best practice standards.
<b>Build our organisational capability</b>	<p>Develop capabilities to create a healthy, collaborative, and innovative culture.</p> <p>Modernise our website, assets, systems, and processes to improve our business outcomes.</p>	<p>Improved staff engagement and wellbeing.</p> <p>Improved system and information capability.</p>	<p>All staff have access to employee assistance services, and flexible workplace arrangements to attract and retain staff and promote work-life balance.</p> <p>The capabilities and skills of PLA staff have been a key priority in 2022-23. Staff have engaged in training, professional development, and been given opportunities for secondments at other agencies to enhance their skills and expertise.</p> <p>The PLA has continued to maintain and update our modernised website. The office's information technology hardware was refreshed during the year.</p>

## Ethical and professional conduct

All staff of the Office of the PLA are subject to the Code of Conduct for the Queensland Public Service (the Code). The administrative procedures and management practices of the PLA have proper regard to the ethics principles and values in addition to the Code. Staff are provided with a copy of the Code, given information on public sector ethics at induction, and complete an online workshop in ethics and ethical decision-making.

The Prostitution Act permits the obtaining of a person's extended criminal history to determine if they should be considered for appointment to the Office of the PLA or continue as a staff member. Staff are obliged to provide notice of a change in their extended criminal history. No changes were notified in 2022-23.

To manage potential conflict of interest when considering brothel licence and approved manager certificate applications, the PLA complies with guidelines established in our Probity Investigation Manual (PIM). The PIM identifies procedures for notifying PLA members of the names of individuals associated with applications to ensure a transparent decision-making process.

## **Public interest disclosures**

The PLA did not receive any matters involving public interest disclosures under the *Public Interest Disclosure Act 2010* in 2022-23.

## **Human rights**

The *Human Rights Act 2019* requires public entities to be compatible with human rights and give proper consideration to human rights when making decisions. Under the Authority's complaints policy, a person is entitled to make a complaint to the PLA if that person believes the PLA has breached their human rights. No complaints were received in 2022-23.

In developing policy and legislation to decriminalise Queensland's sex work industry, compatibility with human rights must be considered at all stages of the process.

## **Risk management**

Division 12 of the *Finance and Administration Manual* (FAM) requires the PLA to have effective policies, procedures, and systems in place for managing identified risks that may affect our operations.

After a comprehensive risk assessment and systems appraisal in 2020-21, the PLA has continued to identify and manage organisational risks focused on:

- information/data
- physical security
- staff
- financial systems/records
- policies and procedures
- administration
- stakeholder consultation.

Since commencing operations on 1 July 2000, the PLA identified and addressed risk through the iterative development of successive policies and procedures. Risk control measures have been implemented across the agency for all business areas, and there is a well-established process of ongoing review of existing policies and procedures.

Staff are encouraged to raise and discuss any further risks that they identify throughout the year, so they may be assessed and remedied by the institution of new control measures or the modification of existing policies and procedures. This year's risk assessment concluded that existing controls and mitigating factors are adequate to address the identified risks to agency operations. There have been no incidents or breaches in the intervening period and accordingly a further risk assessment has not been warranted.

The small size and limited budget of the PLA do not warrant an audit committee. Existing policies and procedures are effective in addressing and mitigating risks, and members of the PLA provide oversight of the activities of the Office of the PLA.

## **External audit**

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

## **Internal audit**

As a statutory body, the PLA is not required to establish an internal audit function. With limited budget and resources, we rely on a robust governance framework in place with clear accountabilities and arrangements to minimise financial risks and oversight.

In 2022-23, we continued to implement system and process improvements based on the previous year's triennial systems appraisal. Focused on identifying and evaluating risks of systems, processes and controls, ongoing systems improvement across:

- application processing
- monitoring and compliance
- internal processes
- reporting
- complaints handling
- finance.

The next systems appraisal is to be completed in 2023-24.

## **Records management**

All staff of the PLA are responsible for records management. Records are retained and disposed of in accordance with the *General Retention and Disposal Schedule (GRDS)* and the PLA's own Retention and Disposal Schedule, as approved by the Queensland State Archivist.

# Our People

The Office of the PLA has a small staff that supports the PLA across finance, administration, policy development, research, forensic accounting, probity investigation, and audit and compliance processes.

## Office of the PLA structure and staffing

The PLA organisational structure provides for 9 staff in total, including the Executive Director (Table 10).

No early retirement, redundancy or retrenchment packages were paid during the period, and no overseas travel was undertaken by either members of the PLA or staff of the Office of the PLA in 2022-23.

**Table 10: Total staffing by full-time equivalent (FTE) and headcount**

Full-time equivalent staff	Total staff (headcount)
9	9

**Table 11: Staff category and gender**

Staff category	Woman	Man	Non-binary
SES	0	1	0
AO7–AO8	1	2	0
AO4–AO6	2	2	0
AO2–AO3	1	0	0
<b>Total</b>	<b>4</b>	<b>5</b>	<b>0</b>

## Conditions and working arrangements

The Office of the PLA has flexible workplace arrangements to attract and retain staff and promote work-life balance — including time-off-in-lieu, flexible working hours, opportunities to work from home, and carer's leave. All staff have access to employee assistance services.

The PLA has implemented a domestic and family violence policy, consistent with the relevant Public Service Commission directive, allowing access to additional leave.

As part of a commitment to a healthy work-life balance, staff may not accrue more than 40 days leave unless at the discretion of the Authority.

## Workforce training and development

Enhancing the capabilities and skills of staff of the Office of the PLA has been a priority. The PLA's success relies on the capability of our workforce and all staff are encouraged to undertake relevant professional development to support individual and PLA capability. During the 2022-23 period, staff received training on a range of areas:

- Capability development
  - strategic thinking
  - accounting professional development
  - client complaint management
- Ethics and professional conduct
- Public interest disclosure
- Information privacy
- Right to information
- Human rights
- Finance
- Work Health and Safety (WHS)
  - building emergency procedures
  - domestic violence and the workplace
  - workplace gender equality
  - disability and inclusion.

During the year, two staff members were seconded to other agencies. This gives them opportunities to develop their skills and expertise and work in other areas of government and benefits the PLA on their return.

The Office of the PLA also joined Leading Women Network during the year. It consists of public safety and integrity agencies seeking to promote a diverse and inclusive work environment through the representation of women in all levels of workplaces by providing:

- professional development and networking opportunities targeting women
- a forum to raise common issues to the senior executive members of partner agencies.

Inclusion in the Leading Women Network provides access for Office of the PLA staff of any gender to professional development and networking events delivered through monthly 'lunchbox' and quarterly full or half-day workshops, and an interagency mentoring program.

## Finance and administration

The finance and administration section of the Office of the PLA has a key role in effective resource management, financial management, and budgetary and reporting processes.

The section processes brothel licence and approved manager certificate applications, including conducting financial probity. This year, the team has contributed to refreshing the PLA's information technology hardware and streamlining the application process.

The Authority did not incur any expenditure on consultancies for 2022-23.

## Policy

Policy outputs and responsibilities include:

- policy and legislative proposals
- drafts submissions to inquiries
- responses to requests for input from other agencies
- managing whole-of-government reporting processes
- briefs and responses to the Attorney-General, and
- aspects of communications with stakeholders.

As the Government considers further decriminalisation of the sex work industry, the PLA is committed to ensuring that the voices of the licensed sector are heard and considered. We will assist in transitioning to a framework that promotes health, safety, and human rights in the industry.

## Information management

Given the small size of the Office of the PLA, it relies on Information and Communications Technology (ICT) services and support from the Department of Justice and Attorney-General.

The PLA maintains a secure internal licensing database to record and track:

- brothel applicants
- manager applicants
- licensees and managers
- compliance activities
- development applications for licensed brothels, and
- brothel premises information.

## Open data

Information on consultancies and overseas travel may be found at the Queensland Government Open Data website (<https://data.qld.gov.au>).



# **Prostitution Licensing Authority**

## **FINANCIAL STATEMENTS 2022-2023**

## Prostitution Licensing Authority Financial Statements 2022-2023

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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 20  
50 Ann Street  
BRISBANE QLD 4000

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 [PLAAdmin@justice.qld.gov.au](mailto:PLAAdmin@justice.qld.gov.au) or visit the PLA's Internet site [www.pla.qld.gov.au](http://www.pla.qld.gov.au).

Amounts shown in these financial statements may not add to the correct sub-totals or totals due to rounding.



**PROSTITUTION LICENSING AUTHORITY**  
**Statement of Comprehensive Income**  
**for the year ended 30 June 2023**

	Notes	2023 \$	2022 \$
<b>Income from Continuing Operations</b>			
<b>Revenue</b>			
User charges and fees	2(a)	870,024	917,774
Grants and contributions	2(b)	774,000	748,000
Interest		51,205	9,981
<b>Total Income from Continuing Operations</b>		<b>1,695,229</b>	<b>1,675,755</b>
<b>Expenses from Continuing Operations</b>			
Employee expenses	3	889,562	944,135
Supplies and services	6	440,272	387,598
Rental expenses	7	231,882	214,995
Depreciation and Amortisation		37,925	32,570
Other expenses	8	18,988	18,300
<b>Total Expenses from Continuing Operations</b>		<b>1,618,629</b>	<b>1,597,598</b>
<b>Operating Result from Continuing Operations</b>		<b>76,600</b>	<b>78,157</b>
<b>Total Comprehensive Income</b>		<b>76,600</b>	<b>78,157</b>

*The accompanying notes form part of these statements.*

**PROSTITUTION LICENSING AUTHORITY**  
**Statement of Financial Position**  
**as at 30 June 2023**

	Notes	2023 \$	2022 \$
<b>Current Assets</b>			
Cash and cash equivalents	9	1,223,079	1,141,970
Receivables	12	46,027	48,416
Other Assets		-	3,467
<b>Total Current Assets</b>		<b>1,269,106</b>	<b>1,193,853</b>
<b>Non-Current Assets</b>			
Plant and equipment	13	20,220	26,355
Intangible assets	13	90,492	116,820
<b>Total Non-Current Assets</b>		<b>110,712</b>	<b>143,175</b>
<b>Total Assets</b>		<b>1,379,818</b>	<b>1,337,028</b>
<b>Current Liabilities</b>			
Payables		31,070	46,946
Accrued employee benefits	14	32,144	27,320
Other Liabilities	15	111,467	134,225
<b>Total Current Liabilities</b>		<b>174,681</b>	<b>208,491</b>
<b>Total Liabilities</b>		<b>174,681</b>	<b>208,491</b>
<b>Net Assets</b>		<b>1,205,137</b>	<b>1,128,537</b>
<b>Equity</b>			
Accumulated surpluses		1,205,137	1,128,537
<b>Total Equity</b>		<b>1,205,137</b>	<b>1,128,537</b>

*The accompanying notes form part of these statements.*

**PROSTITUTION LICENSING AUTHORITY**  
**Statement of Changes in Equity**  
**for the year ended 30 June 2023**

	<b>Accumulated Surplus</b>
	<b>\$</b>
<b>Balance as at 1 July 2021</b>	1,050,380
Operating Result from Continuing Operations	78,157
<b>Balance as at 30 June 2022</b>	<u><b>1,128,537</b></u>
	<b>\$</b>
<b>Balance as at 1 July 2022</b>	1,128,537
Operating Result from Continuing Operations	76,600
<b>Balance as at 30 June 2023</b>	<u><b>1,205,137</b></u>

*The accompanying notes form part of these statements.*

**PROSTITUTION LICENSING AUTHORITY**  
**Statement of Cash Flows**  
**for the year ended 30 June 2023**

	<b>Notes</b>	<b>2023</b>	<b>2022</b>
		<b>\$</b>	<b>\$</b>
<b>Cash flows from operating activities</b>			
<i>Inflows:</i>			
User charges and fees	2	847,266	907,921
Grants and contributions		774,000	748,000
GST input tax credits from ATO		63,571	60,358
Interest receipts		47,878	9,400
<i>Outflows:</i>			
Employee expenses		(879,383)	(1,113,042)
Supplies and services		(692,344)	(597,210)
GST paid to suppliers		(63,571)	(60,361)
GST remitted to ATO		783	1,128
Other		(11,628)	(24,660)
<b>Net cash provided by (used in) operating activities</b>	10	<b>86,572</b>	<b>(68,466)</b>
<b>Cash flows from investing activities</b>			
<i>Inflows:</i>			
Sales of plant and equipment		-	-
<i>Outflows:</i>			
Payments for Intangible assets		(5,463)	(85,254)
<b>Net cash provided by (used in) investing activities</b>		<b>(5,463)</b>	<b>(85,254)</b>
Net increase (decrease) in cash held		81,109	(153,720)
Cash at beginning of financial year		1,141,970	1,295,690
<b>Cash and cash equivalents at end of financial year</b>		<b>1,223,079</b>	<b>1,141,970</b>

*The accompanying notes form part of these statements.*

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

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	Objectives and Principal Activities of the Prostitution Licensing Authority
Note 1	Summary of Significant Accounting Policies
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Note 3	Employee Expenses
Note 4	Key Management Personnel (KMP)
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**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

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**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 to ensure that the objectives of the Act are achieved.

During 2022-23, the PLA was funded through a non-reciprocal government contribution and through providing the following on a fee for service basis:

- Issuing brothel licences and managers' certificates
- Other administration services for licensees and managers

**1. Summary of Significant Accounting Policies**

**(a) Statement of Compliance**

The Prostitution Licensing Authority has prepared these financial statements in compliance with section 39 of the *Financial and Performance Management Standard 2019*.

These financial statements are general purpose financial statements and have been prepared on an accrual basis in accordance with Australian Accounting Standards and Interpretations. In addition, the financial statements comply with Queensland Treasury Minimum Reporting Requirements for reporting periods beginning or after 1 July 2022, and other authoritative pronouncements.

With respect to compliance with Australian Accounting Standards and Interpretations, the Prostitution Licensing Authority has applied those requirements applicable to not-for-profit entities, as the Prostitution Licensing Authority is a not-for-profit Authority.

Except where stated, the historical cost convention is used.

New accounting standards early adopted and/or applied for the first time in these financial statements are outlined in Note 19.

**(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) Insurance**

With the exception of motor vehicles, which are insured through Choice Insurance Solutions, 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.

**(d) 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 (FBT) and Goods and Services Tax (GST). FBT and GST are the only taxes accounted for by the PLA. GST credits receivable from, and GST payable to the ATO, are recognised (refer to note 12).

**(e) Accounting Estimates and Judgements**

The preparation of financial statements necessarily requires the determination and use of certain critical accounting estimates, assumptions, and management judgements that have the potential to cause a material adjustment to the carrying amounts of assets and liabilities within the next financial year. Such estimates, judgements and underlying assumptions are reviewed on an ongoing basis. Revisions to accounting estimates are recognised in the period in which the estimate is revised and in future periods as relevant.

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

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

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**1. Summary of Significant Accounting Policies (cont'd)**

**(f) Issuance of Financial Statements**

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

**(g) Other Presentation Matters**

**Rounding**

Amounts included in the financial statements have been rounded to the nearest \$1.

**Comparatives**

Comparative information reflects the audited 2021-2022 financial statements.

**Current/Non-Current Classification**

Assets and liabilities are classified as either 'current' or 'non-current' in the Statement of Financial Position and associated notes.

Assets are classified as 'current' where the carrying amount is expected to be realised within 12 months after the reporting date. Liabilities are classified as 'current' when they are due to be settled within 12 months after the reporting date, or the PLA does not have an unconditional right to defer settlement to beyond 12 months after the reporting date.

All other assets and liabilities are classified as non-current.

**2. Revenue**

**(a) User Charges and Fees**

Licences and certificates are recognised as revenues when the applications have been approved by the Board of the PLA. Application fees, Annual Returns, fines and other user charges are recognised as revenues, in accordance to the Australian Accounting Standards, when receipts for the related services are issued.

	<b>2023</b>	<b>2022</b>
	<b>\$</b>	<b>\$</b>
<b>User charges and fees</b>		
Fees for licences	644,266	656,287
Fees for licence applications	145,720	150,220
Fees for certificates	4,310	4,727
Fees for certificate applications	73,770	84,888
Other fees	1,958	21,652
<b>Total</b>	<b>870,024</b>	<b>917,774</b>

**(b) Grants and Contributions**

The PLA receives government grants, donations and gifts that are non-reciprocal in nature. The PLA received \$748,000 in 2021-22 and \$774,000 in 2022-23 from Department of Justice and Attorney-General (DJAG).

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**3. Employee Expenses**

	<b>2023</b>	<b>2022</b>
<b>Employee Benefits</b>	<b>\$</b>	<b>\$</b>
Wages and salaries	699,421	754,438
Annual leave expenses	70,406	50,968
Employer superannuation contributions	93,530	113,111
Long service leave levy	14,261	12,337
Other employee benefits	3,647	3,951
<b>Total</b>	<b>881,265</b>	<b>934,805</b>
<b>Employee Related Expenses</b>		
Staff related expenses	3,325	6,740
Workers' compensation premium	4,971	2,590
<b>Total Employee Expenses</b>	<b>889,561</b>	<b>944,135</b>

The number of employees as at 30 June, including both full-time employees and part-time employees, measured on a full-time equivalent basis (reflecting Minimum Obligatory Human Resource Information (MOHRI)) is:

Number of Employees:	9	9
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**(a) Employee Benefits**

Employer superannuation contributions and long service leave levies are regarded as employee benefits.

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 an employee related expense.

*Wages, Salaries and Sick Leave*

Wages and salaries due but unpaid at the reporting date are recognised in the Statement of Financial Position at the current salary rates.

As the PLA expects such liabilities to be wholly settled within 12 months of the reporting date, the liabilities are recognised at undiscounted amounts.

Prior history indicates that on average, sick leave taken each reporting period is less than the entitlement accrued. This is expected to continue 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.

*Annual Leave and Long Service Leave*

Under the Queensland Government's Annual Leave Central Scheme (ALCS) and Long Service Leave Central Scheme (LSCS) a levy was made to the PLA to cover the cost of employees' annual leave (including leave loading and on-costs) and long service leave. The levies are expensed in the period in which they are payable. Amounts paid to employees for annual and long service leave are claimed from the scheme quarterly in arrears.

*Superannuation*

Post-employment benefits for superannuation are provided through defined contribution (accumulation) plans or the Queensland Government's QSuper defined benefit plan as determined by the employee's conditions of employment.

**Defined Contribution Plans** - Contributions are made based on the rates specified in the relevant EBA or other conditions of employment. Contributions are expensed when they are paid or become payable following completion of the employee's service each pay period.

**Defined Benefit Plan** - The liability for defined benefits is held on a whole-of-government basis and the amount of contributions is based upon the rates determined on the advice of the State Actuary. Contributions are paid by the Authority at the specified rate each pay period. The PLA's obligations are limited to those contributions paid.



**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**4. Key Management Personnel (KMP)**

KMP are defined as persons having authority and responsibility for planning, directing and controlling the activities of the entity, directly or indirectly. The Chairperson, Board Members and Executive Director are KMP of the PLA.

The PLA's responsible Ministers are identified as part of the PLA's KMP. That Minister was the Attorney-General and Minister for Justice, Minister for Women and Minister for the Prevention of Domestic and Family Violence.

The following details for Ministerial and non-Ministerial KMP reflect those Authority positions that had authority and responsibility for planning, directing and controlling the activities of the Authority during 2022-2023 and 2021-2022. Further information about these positions can be found in the body of the Annual Report under the section relating to Executive Management and Remuneration of Board Members:

Position	Position Responsibility
Minister	To appoint Board members and to ensure that the PLA operates to best practice standards.
Chairperson	Provide broad strategic direction and operational oversight of the agency and its functions.
Board members	Overall oversight of the agency and its functions.
Executive Director	Responsible for the efficient, effective and economic administration of the agency.

**KMP Remuneration Policies**

Ministerial remuneration entitlements are outlined in the Legislative Assembly of Queensland's Members' Remuneration Handbook. The PLA does not bear any cost of remuneration of Ministers. The majority of Ministerial entitlements are paid by the Legislative Assembly, with the remaining entitlements being provided by Ministerial Services Branch within the Department of the Premier and Cabinet. As all Ministers are reported as KMP of the Queensland Government, aggregate remuneration expenses for all Ministers is disclosed in the Queensland General Government and Whole of Government Consolidated Financial Statements which are published as part of Queensland Treasury's Report on State Finances.

Remuneration policy for the PLA's Board members is in accordance with the Remuneration Procedures for all Part-time Chairs and Members of Queensland Government Bodies. Individual remuneration and other terms of employment (including entitlements) are specified in employment letter.

Remuneration policy for the PLA's other KMP is equivalent to the remuneration, allowances and entitlements of a senior executive employed under the Public Sector Act 2022.

Remuneration expenses for KMP comprises the following components:

- ♦ Short term employee benefits which include:
  - Salaries, allowances and leave entitlements earned and expensed for the entire year or for that part of the year during which the employee occupied a KMP position.
- ♦ Long term employee benefits include amounts expensed in respect of long service leave.
- ♦ Post-employment benefits include amounts expensed in respect of employer superannuation obligations.
- ♦ No KMP remuneration packages provide for performance bonus payments.
- ♦ Termination benefits include payments in lieu of notice on termination and other lump sum separation entitlements (excluding annual and long service leave entitlements) payable on termination of employment or acceptance of an offer of termination of employment.

**Remuneration Expenses**

The following disclosures focus on the expenses incurred by the PLA attributable to non-Ministerial KMP during the respective reporting periods. The amounts disclosed are determined on the same basis as expenses recognised in the Statement of Comprehensive Income.

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**4. Key Management Personnel (cont'd)**

**1 July 2022– 30 June 2023**

Position	Short Term Employee Monetary Benefits \$	Long Term Employee Benefits \$	Post Employment Benefits \$	Total Remuneration \$
Andrew Ross - Acting Executive Director	114,575	3,953	11,014	129,542
Mary Shortland - Retired Executive Director	96,639	3,414	9,914	109,967
Colin Forrest - Chairperson*	37,332		3,920	41,252
Paul Tully - Acting Chairperson*	3,324		496	3,820
Paul Tully*	1,466		113	1,579
Ms Frances de la Cuesta Hunt*	1,885		198	2,083
Ms L Palmen*	1,885		198	2,083
Ms Narelle Dickinson*	7,000		735	7,735
Ms Kara Thomson*	2,208		232	2,440
Ms Bianca Stringer*	2,208		232	2,440
Ms Summer Gwynne*	2,208		232	2,440
Mr Gregory Chemello *	882		88	970
<b>Total Remuneration</b>	<b>271,611</b>	<b>7,367</b>	<b>27,371</b>	<b>306,350</b>

\* Paid Board members

**1 July 2021– 30 June 2022**

Position	Short Term Employee Monetary Benefits \$	Long Term Employee Benefits \$	Post Employment Benefits \$	Total Remuneration \$
Mary Shortland - Executive Director	178,838	4,515	20,242	203,595
Walter Tutt - Chairperson*	30,559		3,040	33,599
Paul Tully - Acting Chairperson*	10,083		1,008	11,091
Paul Tully*	5,537		551	6,088
Ms Frances de la Cuesta Hunt*	7,000		697	7,697
Ms L Palmen*	7,000		697	7,697
Ms Narelle Dickinson*	7,000		697	7,697
<b>Total Remuneration</b>	<b>246,018</b>	<b>4,515</b>	<b>26,933</b>	<b>277,465</b>

\* Paid Board member

**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 other benefits.

**5. Disclosure of related parties**

**Transactions with people/entities related to Key Management People (KMP)**

There were no other dealings with the KMP or close family members.

**Transactions with other Queensland Government-controlled entities**

The PLA received a non-reciprocal government grant from Department of Justice and Attorney-General (DJAG) (Note 2.(b)).

The PLA has a service level agreement in place with Department of Justice and Attorney-General (DJAG) to enable the PLA to receive the required essential services.

	<b>2023</b>	<b>2022</b>
<b>Service Level Agreement</b>	<b>\$</b>	<b>\$</b>
Corporate service charges	33,498	32,729

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

	2023	2022
	\$	\$
<b>6. Supplies and Services</b>		
Contractors	211,965	115,247
Supplies and consumables	39,839	15,937
Travel	7,199	4,438
Repairs and maintenance	30,174	22,500
Communications	27,786	27,346
Chairman and Members' fees	66,841	73,870
Corporate service charges	33,498	32,729
Public utilities	3,107	4,240
Legal services	-	57,762
Investigations and Searches	16,640	23,471
Other Services	3,223	10,058
<b>Total</b>	<b>440,272</b>	<b>387,598</b>

**7. Rental Expenses**

The office rental agreement for PLA's office accommodation was established in 2019-20 between the former Department of Housing and Public Works and Queensland Police Service, through the Queensland Government Accommodation Office (QGAO) program. As at 30 June 2023, the PLA has rental commitments totalling \$388,753, and made rent payments totalling \$231,882.

Under QGAO, Department of Energy and Public Works (EPW) holds substantive substitution rights over non-specialised commercial office accommodation, making the PLA's rental arrangement exempt from on-balance sheet lease accounting and the costs for these services will be expensed as rent expense when incurred.

**8. Other Expenses**

Insurance premiums	2,835	2,616
Auditor's remuneration - external audit services*	15,500	14,850
Other expenses	654	834
<b>Total</b>	<b>18,989</b>	<b>18,300</b>

\*Total external audit fees relating to the 2022-23 financial year are estimated to be \$15,500 (2022: \$14,850). There are no non-audit services included in this amount.

**9. Cash and Cash Equivalents**

For the purposes of the Statement of Financial Position and the Statement of Cash Flows, cash assets include all cash and cheques receipted but not banked at 30 June as well as deposits at call with financial institutions.

Cash at bank	1,223,079	1,141,970
<b>Total</b>	<b>1,223,079</b>	<b>1,141,970</b>

**10. Reconciliation of Operating Surplus to Net Cash from Operating Activities**

Operating surplus/(deficit)	76,600	78,157
Depreciation and amortisation expense	37,925	32,570
Change in assets and liabilities:		
(Increase)/decrease in GST input tax credits receivable	783	1,128
(Increase)/decrease in LSL receivable	4,125	(9,321)
(Increase)/decrease in other receivables	(3,327)	(582)
(Increase)/decrease in prepayments	3,467	(3,467)
Increase/(decrease) in fees received in advance	(22,758)	(9,852)
Increase/(decrease) in payables and accruals	(15,876)	2,067
Increase/(decrease) in accrued employee benefits	5,633	(159,166)
<b>Net cash from operating activities</b>	<b>86,572</b>	<b>(68,466)</b>

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**11. Financial Instruments**

**(a) Categorisation of Financial Instruments**

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

<b>Category</b>	<b>Note</b>	<b>2023</b>	<b>2022</b>
<b>Financial Assets</b>		<b>\$</b>	<b>\$</b>
Cash and cash equivalents	9	1,223,079	1,141,970
Receivables	12	46,027	48,416
<b>Total</b>		<b>1,269,106</b>	<b>1,190,386</b>
<b>Financial Liabilities</b>			
Payables	16	31,070	46,946
<b>Total</b>		<b>31,070</b>	<b>46,946</b>

*Recognition*

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

*Classification*

Financial instruments are classified and measured as follows:

- Cash and cash equivalents held at amortised cost
- Receivables held at amortised cost
- Payables held at amortised cost

The PLA does not enter transactions for speculative purposes, nor for hedging.

**(b) Financial Risk Management**

PLA's activities expose it to a variety of financial risks - interest rate risk, credit risk, liquidity risk and market risk. The interest rate risk is limited to cash balances.

Financial risk management is implemented pursuant to Government and PLA's policy. These policies focus on the unpredictability of financial markets and seek to minimise potential adverse effects on the financial performance of the PLA. All financial risk are managed by the PLA under policies.

The PLA has a minimum risk exposure to these financial risks.

**12. Receivables**

<b>Current</b>		
GST receivable	4,294	5,077
Interest receivable	4,529	1,202
LSL claim receivable	5,196	9,321
Annual leave claim receivable	32,008	32,816
<b>Total</b>	<b>46,027</b>	<b>48,416</b>

Trade debtors are recognised at the amounts due at the time of sale or service delivery i.e. the agreed purchase/contract price. 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.

**13. Non-Current Assets**

Plant and equipment		
At cost	49,558	49,559
Less: Accumulated depreciation	(29,338)	(23,204)
<b>Carry amount at 30 June</b>	<b>20,220</b>	<b>26,355</b>
Intangible assets		
At cost	158,954	153,491
Less: Accumulated amortisation	(68,462)	(36,671)
<b>Total</b>	<b>90,492</b>	<b>116,820</b>
<b>Net carry amount at 30 June</b>	<b>110,712</b>	<b>143,175</b>

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**13. Non-Current Assets (cont'd)**

<b>Plant and Equipment Reconciliation</b>	<b>2023</b>	<b>2022</b>
	<b>\$</b>	<b>\$</b>
Carrying amount at 1 July	26,355	32,489
Depreciation	(6,134)	(6,134)
<b>Carrying amount at 30 June</b>	<b>20,220</b>	<b>26,355</b>
<b>Intangible Asset Reconciliation</b>		
Carrying amount at 1 July	116,820	58,001
Acquisitions	5,463	85,255
Amortisation	(31,791)	(26,436)
<b>Carrying amount at 30 June</b>	<b>90,492</b>	<b>116,820</b>

Intangible assets and plant and equipment are valued at historical cost in accordance with Queensland Treasury's Non-Current Asset Accounting Policies for the Queensland Public Sector. The intangible asset is one single asset and was capitalised in phases.

**(a) Non-Current Assets**

Items with a cost or other value equal to or in excess of \$5,000 are recognised for financial reporting purposes in the year of acquisition.

Intangible assets with a cost or other value equal to or in excess of \$100,000 are recognised for financial reporting purposes in the year of acquisition.

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

**(b) Depreciation of Non-Current Assets**

Assets are 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.

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

<b>Class</b>	<b>Rate %</b>
Plant and equipment	10-33.3%
Intangible Assets	20%

<b>14. Accrued Employee Benefits</b>	<b>2023</b>	<b>2022</b>
<b>Current</b>	<b>\$</b>	<b>\$</b>
Wages outstanding	970	-
Paid Parental Leave	1,787	-
Long service leave levy	5,304	5,779
Annual leave levy	24,094	22,616
Fringe Benefits Tax	(12)	(1,076)
<b>Total</b>	<b>32,144</b>	<b>27,320</b>

**15. Other Liabilities**

**Fees received in advance and to be refunded \***

Fees for licences received in advance	109,544	130,120
Fees for certificates received in advance	1,923	4,105
<b>Total</b>	<b>111,467</b>	<b>134,225</b>

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

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**16. Payables**

	<b>2023</b>	<b>2022</b>
<b>Current</b>	<b>\$</b>	<b>\$</b>
Trade creditors and accruals	15,570	35,761
Auditor's remuneration payables	15,500	11,185
<b>Total</b>	<b>31,070</b>	<b>46,946</b>

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

**17. Contingencies**

**(a) Litigation in progress**

The PLA has no litigation in progress at 30 June 2023.

**(b) Financial Guarantees**

The PLA had provided no guarantees at 30 June 2023.

**18 Subsequent Events Note**

The Queensland Law Reform Commission handed its report on 'A decriminalised sex-work industry for Queensland' to the Attorney-General on Friday 31 March 2023. The Government has indicated its broad support for the recommendations and will consider them in future legislation.

**19. New and Revised Accounting Standards**

The PLA did not voluntarily change any of its accounting policies during 2022-2023. Australian Accounting Standards changes applicable for the first time in the 2022-2023 financial year have had minimal impact on the PLA's financial statements.

The PLA is not permitted to early adopt a new or amended accounting standard ahead of the specified commencement date unless approval is obtained from Queensland Treasury. The PLA applies standards and interpretations in accordance with their respective commencement dates.

**20. Future Accounting Standards**

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

**21. Schedule of Administered Transactions**

	<b>2023</b>	<b>2022</b>
<b>Administered collections</b>	<b>\$</b>	<b>\$</b>
Infringement Notice Revenue	5,481	2,248
<b>Total Administered Collections</b>	<b>5,481</b>	<b>2,248</b>
 <b>Transfers to Government</b>		
Administered Collection Transferred to Treasury	5,481	2,248
<b>Total Administered Expenses</b>	<b>5,481</b>	<b>2,248</b>
 <b>Operating Surplus/(Deficit)</b>	<b>-</b>	<b>-</b>

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**22. Budget vs Actual Comparison**

NB. A budget vs actual comparison, and explanations of major variances, has not been included for the Statement of Changes in Equity, as major variances relating to that statement have been addressed in explanations of major variances for other statements.

**Statement of Comprehensive Income**

	<b>Variance Notes</b>	<b>Original Budget 2023 \$</b>	<b>Actual 2023 \$</b>	<b>Variance \$</b>	<b>Variance % of budget</b>
<b>Income from Continuing Operations</b>					
<b>Revenue</b>					
User charges and fees	1	933,000	870,024	(62,976)	-7%
Grants and contributions		774,000	774,000	-	0%
Interest	2	12,000	51,205	39,205	327%
Infringement notice revenue *		2,000	5,481	3,481	174%
<b>Total Income from Continuing Operations</b>		<b>1,721,000</b>	<b>1,700,710</b>	<b>(20,290)</b>	<b>-1%</b>
<b>Expenses from Continuing Operations</b>					
Employee expenses	3	1,150,000	889,562	(260,438)	-23%
Supplies and services	4	287,000	440,272	153,272	53%
Rental expenses		227,000	231,882	4,882	2%
Depreciation and Amortisation		36,000	37,925	1,925	5%
Other expenses		19,000	18,988	(12)	0%
Administered Collection Transferred to Treasury *		2,000	5,481	3,481	174%
<b>Total Expenses from Continuing Operations</b>		<b>1,721,000</b>	<b>1,624,110</b>	<b>(96,890)</b>	<b>-6%</b>
<b>Operating Result from Continuing Operations</b>		<b>-</b>	<b>76,600</b>	<b>76,600</b>	<b>100%</b>
<b>Total Comprehensive Income</b>		<b>-</b>	<b>76,600</b>	<b>76,600</b>	<b>100%</b>

\* See note 21 - Schedule of Administered Transactions

**Explanations of Major Variances**

- 1 This variance is due to the closure of brothels and the timing of applications received.
- 2 This variance is due to the current high interest rates received on bank balances.
- 3 This variance is mainly due to budgeted positions not filled.
- 4 This variance mainly relates to cost increases in contractors of \$198,965. This increases were mainly offset by a decrease in utility costs of \$5,900, legal fees of \$4,000, postage, printing and publication costs of \$ 16,447 and various other expenditures which include travel-related expenditures of \$1,243.

**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**22. Budget vs Actual Comparison (cont'd)**

**Statement of Financial Position**

	<b>Variance Notes</b>	<b>Original Budget 2023 \$</b>	<b>Actual 2023 \$</b>	<b>Variance \$</b>	<b>Variance % of budget</b>
<b>Current Assets</b>					
Cash and cash equivalents	5	1,148,000	1,223,079	75,079	7%
Receivables	6	6,000	46,027	40,027	667%
<b>Total Current Assets</b>		<b>1,154,000</b>	<b>1,269,106</b>	<b>115,106</b>	<b>10%</b>
<b>Non-Current Assets</b>					
Plant and equipment		21,000	20,220	(780)	-4%
Intangible assets	7	80,000	90,492	10,492	13%
<b>Total Non-Current Assets</b>		<b>101,000</b>	<b>110,712</b>	<b>9,712</b>	<b>10%</b>
<b>Total Assets</b>		<b>1,255,000</b>	<b>1,379,818</b>	<b>124,818</b>	<b>10%</b>
<b>Current Liabilities</b>					
Payables	8	35,000	31,070	(3,930)	-11%
Accrued employee benefits	6	26,000	32,144	6,144	24%
Other liabilities	9	144,000	111,467	(32,533)	-23%
<b>Total Current Liabilities</b>		<b>205,000</b>	<b>174,681</b>	<b>(30,319)</b>	<b>-15%</b>
<b>Total Liabilities</b>		<b>205,000</b>	<b>174,681</b>	<b>(30,319)</b>	<b>-15%</b>
<b>Net Assets</b>		<b>1,050,000</b>	<b>1,205,137</b>	<b>155,137</b>	<b>15%</b>
<b>Equity</b>					
Accumulated surpluses.		1,050,000	1,205,137	155,137	15%
<b>Total Equity</b>		<b>1,050,000</b>	<b>1,205,137</b>	<b>155,137</b>	<b>15%</b>

**Explanations of Major Variances**

- 5 This variance is mainly due to the timing of the lodgement of brothel applications, the savings in employee expenses and the timing of paying invoices.
- 6 This variance is due to the timing of Queensland Central Leave Scheme transactions.
- 7 This variance is due to the timing of asset purchases.
- 8 This variance is due to the timing of invoices received.
- 9 This variance is mainly due to the timing of the lodgement of brothel applications



**PROSTITUTION LICENSING AUTHORITY**  
**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS 2022-23**

**22. Budget vs Actual Comparison (cont'd)**

**Statement of Cash Flows**

	Variance Notes	Original Budget 2023 \$	Actual 2023 \$	Variance \$	Variance % of budget
<b>Cash flows from operating activities</b>					
<i>Inflows:</i>					
User charges and fees	12	935,000	847,266	(87,734)	-9%
Grants and contributions		774,000	774,000	-	0%
GST input tax credits from ATO		55,000	63,571	8,571	16%
Interest receipts	13	12,000	47,878	35,878	299%
<i>Outflows:</i>					
Employee expenses	14	(1,150,000)	(879,383)	270,617	-24%
Supplies and services	15	(529,000)	(692,344)	(163,344)	31%
GST paid to suppliers		(55,000)	(63,571)	(8,571)	16%
GST remitted to ATO		-	783	783	100%
Other		(6,000)	(11,628)	(5,628)	94%
<b>Net cash provided by (used in) operating activities</b>		<b>36,000</b>	<b>86,572</b>	<b>50,572</b>	<b>140%</b>
<b>Cash flows from investing activities</b>					
<i>Inflows:</i>					
Sales of plant and equipment		-	-	-	0%
<i>Outflows:</i>					
Payments for Intangible assets		-	(5,463)	(5,463)	100%
<b>Net cash provided by (used in) investing activities</b>		<b>-</b>	<b>(5,463)</b>	<b>(5,463)</b>	<b>100%</b>
Net increase (decrease) in cash held		36,000	81,109	45,109	125%
Cash at beginning of financial year		1,112,000	1,141,970	29,970	3%
<b>Cash and cash equivalents at end of financial year</b>		<b>1,148,000</b>	<b>1,223,079</b>	<b>75,079</b>	<b>7%</b>

**Explanations of Major Variances**

- 12 This variance is mainly due to the timing of the lodgement of brothel applications. In 2022-2023 the PLA received \$111,467 of income that relates to 2023-2024. This is \$22,758 less than the prior year's unrecognised income.
- 13 This variance is due to the current high interest rates received on bank balances.
- 14 This variance is mainly due to the timing of paying invoices.
- 15 This variance mainly relates to an increase in the yearly operating expense regime which includes contractor costs.

## CERTIFICATE OF THE PROSTITUTION LICENSING AUTHORITY

These general purpose financial statements have been prepared pursuant to s.62(1) of the *Financial Accountability Act 2009* (the Act), section 39 of the *Financial and Performance Management Standard 2019* and other prescribed requirements. In accordance with s.62(1)(b) of the Act we certify that in our opinion:

- (a) the prescribed requirements for establishing and keeping the accounts have been complied with
- (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 2023 and of the financial position of the PLA at the end of that year.

We, acknowledge responsibility under s.7 and s.11 of the *Financial and Performance Management Standard 2019* for the establishment and maintenance, in all material respects, of an appropriate and effective system of internal controls and risk management processes with respect to financial reporting throughout the reporting period.



Andrew Ross  
Acting Executive Director  
Date: 14-8-23



Hon. Colin Forrest  
Chairperson  
Date: 14/08/2023

## INDEPENDENT AUDITOR'S REPORT

To the Board of the Prostitution Licensing Authority

### Report on the audit of the financial report

#### Opinion

I have audited the accompanying financial report of the Prostitution Licensing Authority.

In my opinion, the financial report:

- a) gives a true and fair view of the entity's financial position as at 30 June 2023, and its financial performance and cash flows for the year then ended
- b) complies with the *Financial Accountability Act 2009*, the Financial and Performance Management Standard 2019 and Australian Accounting Standards.

The financial report comprises the statement of financial position as at 30 June 2023, the statement of comprehensive income, statement of changes in equity and statement of cash flows for the year then ended, notes to the financial statements including summaries of significant accounting policies and other explanatory information, and the management certificate provided by the Chairperson and the Acting Executive Director.

#### Basis for opinion

I conducted my audit in accordance with the *Auditor-General Auditing Standards*, which incorporate the Australian Auditing Standards. My responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Report* section of my report.

I am independent of the entity in accordance with the ethical requirements of the Accounting Professional and Ethical Standards Board's APES 110 *Code of Ethics for Professional Accountants* (the Code) that are relevant to my audit of the financial report in Australia. I have also fulfilled my other ethical responsibilities in accordance with the Code and the *Auditor-General Auditing Standards*.

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

#### Responsibilities of the entity for the financial report

The Board is responsible for the preparation of the financial report that gives a true and fair view in accordance with the *Financial Accountability Act 2009*, the Financial and Performance Management Standard 2019 and Australian Accounting Standards, and for such internal control as the Board determines is necessary to enable the preparation of the financial report that is free from material misstatement, whether due to fraud or error.

The Board is also responsible for assessing the entity's ability to continue as a going concern, disclosing, as applicable, matters relating to going concern and using the going concern basis of accounting unless it is intended to abolish the entity or to otherwise cease operations.

## **Auditor's responsibilities for the audit of the financial report**

My objectives are to obtain reasonable assurance about whether the financial report as a whole is free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with the Australian Auditing Standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of this financial report.

As part of an audit in accordance with the Australian Auditing Standards, I exercise professional judgement and maintain professional scepticism throughout the audit. I also:

- Identify and assess the risks of material misstatement of the financial report, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances. This is not done for the purpose of forming an opinion on the effectiveness of the entity's internal controls, but allows me to form an opinion on compliance with prescribed requirements.
- Evaluate the appropriateness of material accounting policy information used and the reasonableness of accounting estimates and related disclosures made by the entity.
- Conclude on the appropriateness of the entity's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the entity's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial report or, if such disclosures are inadequate, to modify my opinion. I base my conclusions on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the entity to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the financial report, including the disclosures, and whether the financial report represents the underlying transactions and events in a manner that achieves fair presentation.

I communicate with the Board regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

## **Report on other legal and regulatory requirements**

### **Statement**

In accordance with s.40 of the *Auditor-General Act 2009*, for the year ended 30 June 2023:

- a) I received all the information and explanations I required.
- b) I consider that, the prescribed requirements in relation to the establishment and keeping of accounts were complied with in all material respects.

### **Prescribed requirements scope**

The prescribed requirements for the establishment and keeping of accounts are contained in the *Financial Accountability Act 2009*, any other Act and the Financial and Performance Management Standard 2019. The applicable requirements include those for keeping financial records that correctly record and explain the entity's transactions and account balances to enable the preparation of a true and fair financial report.



14 August 2023

Michael Claydon  
as delegate of the Auditor-General

Queensland Audit Office  
Brisbane

# Appendix 1 - Glossary

Acronym	Meaning
<b>Authority</b>	Prostitution Licensing Authority
<b>the Act</b>	<i>Prostitution Act 1999</i> (unless otherwise indicated)
<b>CCC</b>	Crime and Corruption Commission
<b>FAM</b>	Finance and Administration Manual
<b>FTE</b>	full-time equivalent
<b>PLA</b>	Prostitution Licensing Authority
<b>PIM</b>	Probity Investigation Manual
<b>QABA</b>	Queensland Adult Business Association
<b>QLRC</b>	Queensland Legal Reform Commission
<b>QPS</b>	Queensland Police Service

# Appendix 2 - Annual report requirements

Prostitution Licensing Authority					
Act or instrument	Prostitution Act 1999				
Functions	The Prostitution Licensing Authority (PLA) regulates prostitution in Queensland by administering the Prostitution Act and the Prostitution Regulation 2014. The functions of the PLA are established by statute and include determining applications for brothel licences and approved manager certificates, monitoring the provision of prostitution through licensed brothels, conducting disciplinary inquiries to determine whether there are grounds for disciplinary action against brothel licensees and approved managers, and regulating prostitution advertising.				
Achievements	<p>The PLA has maintained its high standard of regulation by careful vetting of applicants for brothel licences and approved manager certificates to ensure that only suitable persons may influence the operations of brothels. No licences or certificates were refused during the year.</p> <p>Since commencement of the licensing system, there has been no substantiated instance of official corruption or organised crime or of the instance of human trafficking and associated crimes at any of the state’s brothels. Licensed brothels provide a relatively safe and healthy environment for the conduct of prostitution, with the PLA promoting high standards of health and safety and prioritising the autonomy and freedom of choice of sex workers at brothels.</p> <p>Results of audits and inspections throughout the year demonstrate that licensees are overwhelmingly committed to achieving a safe and healthy industry, and promptly rectify any identified non-conformances. One instance of a licensee paying insufficient attention to regulatory compliance resulted in the PLA commencing a disciplinary inquiry.</p> <p>Key initiatives to support the licensed sector of the sex work industry during the year included:</p> <ul style="list-style-type: none"><li>• consultation on sex work industry reforms to achieve a decriminalised sex work industry in Queensland</li><li>• rollout of a compliance training program for brothel licensees and approved managers</li><li>• work on measures to support the mental health of licensees and managers</li><li>• process changes that have improved approved manager’s certificate application processing times</li><li>• simplification of brothel licence conditions and removal of conditions that were outdated or no longer relevant.</li></ul>				
Financial reporting	Not exempted from audit by the Auditor-General. Transactions of the entity are accounted for in the financial statements.				
Remuneration					
Position	Name	Meetings/sessions attendance	Approved annual, sessional or daily fee	Approved sub-committee fees if applicable	Actual fees received
Chair (from 5 August 2022)	Colin Forrest SC	9	\$650 per day (plus superannuation)	N/A	\$41,252 (including superannuation)
QPS representative	Craig Morrow	7	N/A	N/A	N/A
QPS representative	Denzell Clarke	2	N/A	N/A	N/A
QPS representative	Melissa Anderson	1	N/A	N/A	N/A
QPS representative	Chris Jory	1	N/A	N/A	N/A
CCC representative	Sharon Loder	6	N/A	N/A	N/A
CCC representative	Cameron Rentz	1	N/A	N/A	N/A

Health practitioner	Narelle Dickinson	10	\$7,000 pa (plus superannuation)	N/A	\$7,735 (including superannuation)
Legal representative (from 10 March 2023)	Kara Thomson	4	\$7,000 pa (plus superannuation)	N/A	\$2,440 (including superannuation)
Local government representative	Greg Chemello	10	\$7,000 pa (plus superannuation) since resigning from Moreton Bay Regional Council	N/A	\$970 (including superannuation)
Community representative (from 10 March 2023)	Summer Gwynne	2	\$7,000 pa (plus superannuation)	N/A	\$2,440 (including superannuation)
Community representative (from 10 March 2023)	Bianca Stringer	4	\$7,000 pa (plus superannuation)	N/A	\$2,440 (including superannuation)
Acting Chair (until 4 August 2022)	Paul Tully	4	\$650 per day (plus superannuation) as Acting Chair	N/A	\$5,399 (including superannuation)
Legal representative (until 12 October 2022)			\$7,000 pa (plus superannuation) as a member		
Community representative (until 12 October 2022)	Lynette Palmen AM	4	\$7,000 pa (plus superannuation)	N/A	\$2,083 (including superannuation)
Community representative (until 12 October 2022)	Frances de la Cuesta Hunt	4	\$7,000 pa (plus superannuation)	N/A	\$2,083 (including superannuation)
No. scheduled meetings/sessions	11				
Total out of pocket expenses	Nil				



# Appendix 3 – Compliance checklist

Summary of requirement		Basis for requirement	Annual report reference
Letter of compliance	<ul style="list-style-type: none"> <li>A letter of compliance from the accountable officer or statutory body to the relevant Minister/s</li> </ul>	ARRs – section 7	4
Accessibility	<ul style="list-style-type: none"> <li>Table of contents</li> </ul>	ARRs – section 9.1	3
	<ul style="list-style-type: none"> <li>Glossary</li> </ul>		62
	<ul style="list-style-type: none"> <li>Public availability</li> </ul>	ARRs – section 9.2	2
	<ul style="list-style-type: none"> <li>Interpreter service statement</li> </ul>	<i>Queensland Government Language Services Policy</i> ARRs – section 9.3	2
	<ul style="list-style-type: none"> <li>Copyright notice</li> </ul>	<i>Copyright Act 1968</i> ARRs – section 9.4	2
	<ul style="list-style-type: none"> <li>Information Licensing</li> </ul>	<i>QGEA – Information Licensing</i> ARRs – section 9.5	2
General information	<ul style="list-style-type: none"> <li>Introductory Information</li> </ul>	ARRs – section 10	5
Non-financial performance	<ul style="list-style-type: none"> <li>Government's objectives for the community and whole-of-government plans/specific initiatives</li> </ul>	ARRs – section 11.1	10
	<ul style="list-style-type: none"> <li>Agency objectives and performance indicators</li> </ul>	ARRs – section 11.2	11
	<ul style="list-style-type: none"> <li>Agency service areas and service standards</li> </ul>	ARRs – section 11.3	16
Financial performance	<ul style="list-style-type: none"> <li>Summary of financial performance</li> </ul>	ARRs – section 12.1	15
Governance – management and structure	<ul style="list-style-type: none"> <li>Organisational structure</li> </ul>	ARRs – section 13.1	31
	<ul style="list-style-type: none"> <li>Executive management</li> </ul>	ARRs – section 13.2	31
	<ul style="list-style-type: none"> <li>Government bodies (statutory bodies and other entities)</li> </ul>	ARRs – section 13.3	63
	<ul style="list-style-type: none"> <li>Public Sector Ethics</li> </ul>	<i>Public Sector Ethics Act 1994</i> ARRs – section 13.4	32
	<ul style="list-style-type: none"> <li>Human Rights</li> </ul>	<i>Human Rights Act 2019</i> ARRs – section 13.5	34
	<ul style="list-style-type: none"> <li>Queensland public service values</li> </ul>	ARRs – section 13.6	33
Governance – risk management and accountability	<ul style="list-style-type: none"> <li>Risk management</li> </ul>	ARRs – section 14.1	34
	<ul style="list-style-type: none"> <li>Audit committee</li> </ul>	ARRs – section 14.2	35
	<ul style="list-style-type: none"> <li>Internal audit</li> </ul>	ARRs – section 14.3	35
	<ul style="list-style-type: none"> <li>External scrutiny</li> </ul>	ARRs – section 14.4	35
	<ul style="list-style-type: none"> <li>Information systems and recordkeeping</li> </ul>	ARRs – section 14.5	35
	<ul style="list-style-type: none"> <li>Information Security attestation</li> </ul>	ARRs – section 14.6	38

Summary of requirement		Basis for requirement	Annual report reference
Governance – human resources	• Strategic workforce planning and performance	ARRs – section 15.1	31
	• Early retirement, redundancy and retrenchment	Directive No.04/18 <i>Early Retirement, Redundancy and Retrenchment</i> ARRs – section 15.2	36
Open Data	• Statement advising publication of information	ARRs – section 16	2
	• Consultancies	ARRs – section 31.1	38
	• Overseas travel	ARRs – section 31.2	38
	• Queensland Language Services Policy	ARRs – section 31.3	2
Financial statements	• Certification of financial statements	FAA – section 62 FPMS – sections 38, 39 and 46 ARRs – section 17.1	58
	• Independent Auditor's Report	FAA – section 62 FPMS – section 46 ARRs – section 17.2	59

FAA

*Financial Accountability Act 2009*

FPMS

*Financial and Performance Management Standard 2019*

ARRs

*Annual report requirements for Queensland Government agencies*

# Contact

## Prostitution Licensing Authority

*A copy of the Act can be downloaded from [www.legislation.qld.gov.au](http://www.legislation.qld.gov.au)*

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