

13/14748

7 November 2013

Mr G King

Email address: foi+request-375-0424d68b@righttoknow.org.au

Dear Mr King

Freedom of Information Request no FOI13/141

The purpose of this letter is to give you a decision about access to documents that you requested from the Attorney-General's Department (the department) under the *Freedom of Information Act 1982* (FOI Act).

SUMMARY

I, Wendy Kelly, A/g Assistant Secretary, am an officer authorised under section 23(1) of the FOI Act to make decisions in relation to FOI requests.

On 3 September 2013, you requested:

Access to the interception capability plans (IC plans) of all carriers and nominated carriage service providers given to the Communications Access Co-ordinator under Part 5-4 of the Telecommunications (Interception and Access) Act 1979.

On 5 September 2013, the department acknowledged your request as a valid request under s 15 of the FOI Act.

On 13 September 2013, the department issued a notice under section 24AB of the FOI Act, advising that it intended to refuse you access as processing your request would be a substantial and unreasonable diversion of resources. On 16 September, your request was revised to the specific date range of August 2012 to present.

On 19 September, the department issued you another notice under section 24AB of the FOI Act, advising that it intended to refuse you access as processing your request would still be a substantial and unreasonable diversion of resources. On 19 September 2013, you agreed with the department to revise your request to:

Access to the 20 most recently submitted interception capability plans (IC plans) of carriers and nominated carriage service providers given to the Communications Access Co-ordinator under Part 5-4 of the Telecommunications (Interception and Access) Act 1979.

I identified 20 documents which fell within the scope of your request. I did this by asking staff in the Telecommunications & Surveillance Law Branch, the branch at the Department with responsibility for administering the *Telecommunications (Interception and Access) Act 1979*, to identify all documents which fall within the scope of your request.

The schedule of documents at **Attachment A** provides a description of each document and my access decision. With regard to the documents you have requested, I have decided to refuse access in full. More information, including my reasons for my decision, is set out below.

The statutory timeframe for processing your original request would have expired on 3 October 2013. This 30 day statutory period was paused during the request consultation period under section 24AB(8) and to process the applicable charges under section 31(2). The statutory timeframe for processing this request now expires on 7 November 2013.

DECISION AND REASON FOR DECISION

With regard to the documents identified in the attached schedule, I have decided to:

- refuse access in full documents 1-20 under the following sections:
 - section 33 Documents affecting national security, defence or international relations;
 - o Section 37 Documents affecting law enforcement and protection of public safety;
 - o Section 45 Documents containing material obtained in confidence
 - Section 47 Documents disclosing trade secrets or commercially valuable information
 - Section 47B Public interest conditional exemptions Commonwealth-State Relations etc.
 - o Section 47F Public interest conditional exemptions personal privacy
 - o Section 47G Public interest conditional exemptions business.

I have taken the following material into account in making my decision:

- the content of the documents that fall within the scope of your request
- the FOI Act (specifically sections 33, 37, 45, 47, 47B, 47F and s47G)
- the guidelines issued by the Australian Information Commissioner under section 93A of the FOI Act.

My reasons for refusing access are given below.

Documents affecting national security, defence or international relations

Documents 1-20 are exempt in full under section 33(a)(i) of the FOI Act, which states that:

A document is an exempt document if disclosure of the document under this Act:

- (a) would, or could reasonably be expected to, cause damage to:
 - (i) the security of the Commonwealth;

These documents are interception capability plans (ICPs) that contain information on carrier systems and technologies used to perform interception functions under the *Telecommunications (Interception and Access) Act 1979* (TIA Act). As provided in section 195(2) of the TIA Act, these ICPs include the locations at which communications passing over a telecommunications system are intercepted or proposed to be intercepted by the carrier or provider, any relevant developments in the business of the carrier and the strategies for compliance with its legal obligation to provide interception capabilities. Paragraphs 5.33 and 5.34 of the Office of the Australian Information Commissioner (OAIC Guidelines) explain the 'mosaic theory', which deals with the potential harm to Australia's national security, defence or international relations. This theory holds that individually harmless pieces of information, when combined with other pieces,

can generate a composite — a mosaic — that can damage Australia's national security, defence or international relations. I consider that disclosure of the information in these documents about how interceptions occur under the TIA Act could be combined with other information in a 'mosaic' that would reasonably be expected to prejudice past, present and future national investigations as it would enable criminal elements to undertake diversionary actions to avoid and frustrate investigations. I have examined the contents of each document and have reached the conclusion that disclosure of the documents would, or could reasonably be expected to, cause damage to the security of the Commonwealth. This is because I consider that their disclosure would result in the release of information about the operation of sensitive national security capabilities. Additionally, I consider their disclosure would result in an intangible loss of trust in this department (as a trusted recipient of confidential information on behalf of the Australian Government) along with a tangible reduction in the future flow of meaningful information to this department concerning interception capabilities. Accordingly, I am satisfied that documents 1 – 20 are exempt in full under section 33(a)(i).

Documents affecting enforcement of law and protection of public safety

Documents 1-20 are exempt in full under section 37(2)(b) of the FOI Act, which states that: (2) A document is an exempt document if its disclosure under this Act would, or could reasonably be expected to:

(b) disclose lawful methods or procedures for preventing, detecting, investigating or dealing with matters arising out of, breaches or evasions of the law the disclosure of which would, or would be reasonably likely to, prejudice the effectiveness of those methods or procedures;

As explained above, documents 1 – 20 contain information on how interception will be conducted in accordance with warrants issued under the TIA Act. I have determined that this discloses extensive details about the methods and procedures under which interception agencies access information to assist in their investigations into serious crime, including the locations at which communications passing over a telecommunications system are intercepted or proposed to be intercepted by the carriers or providers. These details are not publically known and release of information would provide authoritative knowledge to criminal elements on how to undertake diversionary actions in attempts to avoid and frustrate investigations. As a result, this would reasonably be expected to prejudice past, present and future investigations. In this context I note that in court proceedings where the defence has tried to gain access to information about sensitive interception capabilities, arguments against disclosure of that technical information have been successful on public interest immunity grounds, for example see Khaled Cheikho & Ors v Regina [2008] NSW CCA 191 and R v Kashani – Malaki [2008] QSC. Accordingly, I am satisfied that this material is exempt under section 37(2)(b) of the FOI Act.

Documents containing material obtained in confidence

Section 45 of the FOI Act states:

(1) A document is an exempt document if its disclosure under this Act would found an action, by a person (other than an agency, the Commonwealth or Norfolk Island), for breach of confidence.

Part 5 of the Australian Information Commissioner's Guidelines explain that to found an action for breach of confidence under subsection 45(1), the following five criteria must be satisfied:

- the information must be specifically identified;
- it must have the necessary quality of confidentiality
- it must have been communicated and received on the basis of a mutual understanding of confidence;
- it must have been disclosed or threatened to be disclosed, without authority; and
- unauthorised disclosure of the information has or will cause detriment.

Documents 1 – 20 contain information regarding networks and systems which is confidential to each carrier or provider. This information was communicated from the carriers to the Department on a mutual understanding of confidence. This is supported by the existence of section 202 of the TIA Act which expressly requires the Communications Access Coordinator to keep the ICPs received on a confidential basis and not to release information to any person without the prior written permission of the carrier. This provision protects the content of the ICPs because they detail sensitive information about networks and systems and how interception is conducted. The documents are treated as confidential by the department, securely stored and only staff with a 'need to know' are provided with access to the documents. It is clear that the statutory guarantee of confidentiality does not contemplate that the information will be released to third parties. Unauthorised disclosure of this information would reasonably be expected to cause detriment, to the carriers as commercial entities, such as tangible financial loss resulting from exposure of valuable business information. I consider that if the information was disclosed to the applicant it would found an action for breach of confidence and, accordingly, I am satisfied that the documents are exempt in full under section 45(1) of the FOI Act.

Documents disclosing commercially valuable information

Documents 1-20 are exempt in full under section 47, which provides that:

(1) A document is an exempt document if its disclosure under this Act would disclose:

(b) any other information having a commercial value that would be, or could reasonably be expected to be, destroyed or diminished if the information were disclosed.

Documents 1-20 contain information given by the carriers relating to their intimate business, commercial and financial affairs including assessments by each of the companies of individual systems and networks. This reveals current interception capabilities and any relevant developments in the business of the carrier or provider that is likely to affect those interception capabilities in the future. This information is not common knowledge or publically available. Release of these details, revealing confidential business information, for example details about business developments, is therefore reasonably likely to diminish the value of this information and in turn impact the profitability or the viability of the continuing business operation in the competitive telecommunications environment. In this context I note that section 202 of the TIA Act provides a statutory assurance of confidentiality because of the requirement that ICPs contain commercially

valuable information. Accordingly, I am satisfied that the documents indicated are exempt in full under section 47(1)(b) of the FOI Act.

Public Interest Conditional Exemption - Commonwealth - State Relations etc.

Documents 1-20 are conditionally exempt under section 47B of the FOI Act. This provision states:

A document is conditionally exempt if disclosure of the document under this Act:

- (a) would, or could reasonably be expected to, cause damage to relations between the Commonwealth and a State; or
- (b) would divulge information or matter communicated in confidence by or on behalf of Government of a State or an authority of a State... to the Government of the Commonwealth... or to a person receiving the communication on behalf of the Commonwealth or of an authority of the Commonwealth.

Documents 1-20 contain information on how interception will be conducted in accordance with warrants issued under the TIA Act. This information is relied upon by State and Territory interception agencies and, as a result, disclosure of this information could reasonably be expected to prejudice past, ongoing and future investigations of State and Territory law enforcement agencies. Accordingly, I am satisfied that document 1-20 is conditionally exempt under section 47B of the FOI Act.

Under section 11A(5) of the FOI Act, access to a document covered by a conditional exemption must be given unless it would be contrary to the public interest. Using Part 6 the Australian Information Commissioner's Guidelines, I have identified the following factors as relevant in determining whether the disclosure would be in the public interest:

Specific harm:

'damage to Commonwealth – State relations'

Factors favouring disclosure:

- 'to promote the objects of this FOI Act' by providing the Australia community with access to information held by the Commonwealth Government (section 11B(3)(a)); and
- 'to inform debate on a matter of public importance' (section 11B(3)(b)).'

Factors against disclosure:

- 'could reasonably be expected to prejudice security, law enforcement, public health or public safety' (OAIC Guidelines paragraph 6.29);
- 'could reasonably be expected to impede the flow of information to the police or another law enforcement or regulatory agency' (OAIC Guidelines paragraph 6.29);
- 'could reasonably be expected to prejudice an agency's ability to obtain confidential information;' (OAIC Guidelines paragraph 6.29); and
- 'could reasonably be expected to prejudice an agency's ability to obtain similar information in the future' (OAIC Guidelines paragraph 6.29).

Other factors against disclosure:

• 'could reasonably be expected to prejudice the Department's future ability to work cooperatively with States and Territories'.

In accordance with section 11B(4) of the FOI Act, I have not taken any irrelevant factors into account. In my view, the factors against disclosure of the material (for instance 'prejudice security, law enforcement or public safety') outweigh the factors in favour of disclosure (such as 'to give the' Australian community access to information held by the Government of the Commonwealth').

Accordingly, I am satisfied that documents 1-20 are conditionally exempt from disclosure under section 47B of the Act and that disclosure would be contrary to the public interest.

Public interest conditional exemption - Personal Privacy

Material within documents 1-20 is conditionally exempt under subsection 47F(1) of the FOI Act. Subsection 47(1) states that:

A document is conditionally exempt if its disclosure under this Act would involve the unreasonable disclosure of personal information about any person (including a deceased person).

Personal information is defined in section 4 of the FOI Act to mean:

Information or an opinion (including information forming part of a database), whether true or not, and whether recorded in a material form or not, about an individual whose identity is apparent, or can reasonably be ascertained, from the information or opinion.

Material within documents 1-20 which is personal information concerning private sector employees includes:

- names;
- employment position/ titles; and
- contact details (emails, telephone numbers and addresses); and

In my view, releasing this material would involve the unreasonable disclosure of individuals' personal information. Accordingly, I have decided that this information is conditionally exempt under section 47F(1) of the FOI Act.

Under section 11A(5) of the FOI Act, access to a document covered by a conditional exemption must be given unless it would be contrary to the public interest. Using Part 6 of Australian Information Commissioner's Guidelines, I have identified the following factors as relevant in determining whether the disclosure of this information would be in the public interest:

Specific harm:

• 'the unreasonable disclosure of individuals' personal information.'

Factors favouring disclosure:

• 'to promote the objects of this FOI Act' by providing the Australia community with access to information held by the Commonwealth Government (section 11B(3)(a)).

Factors against disclosure:

• 'could reasonably be expected to prejudice the protection of an individual's right to privacy' (OAIC Guidelines paragraph 6.29).

In accordance with section 11B(4) of the FOI Act, I have ensured that no irrelevant factors have been considered in reaching this decision. In my view, the importance of maintaining individuals' right to privacy outweighs the factors in favour of disclosure. Accordingly, I am satisfied that documents 1-20 are conditionally exempt from disclosure under section 47F of the Act and that disclosure would be contrary to the public interest.

Public interest conditional exemption – Business

Material contained within documents 1-20 is conditionally exempt under Section 47G of the FOI Act states:

- (1) A document is conditionally exempt if its disclosure under this Act would disclose information concerning a person in respect of his or her business or professional affairs or concerning the business, commercial or financial affairs of an organisation or undertaking, in a case in which the disclosure of the information:
 - (a) would, or could reasonably be expected to, unreasonably affect that person adversely in respect of his or her lawful business or professional affairs or that organisation or undertaking in respect of its lawful business, commercial or financial affairs;

Documents 1-20 contain information covering the business and commercial activities of each of the carriers, such as the locations at which communications passing over a telecommunication system are intercepted and any relevant developments that are proposed. The disclosure of this information could reasonably be expected to affect the ability of the carrier or provider to compete in the competitive telecommunications market. Accordingly, I have decided that the information is conditionally exempt under section 47G(1)(a).

Under the FOI Act, access to a document covered by a conditional exemption must be given unless it would be contrary to the public interest (section 11A(5)). Using Part 6 the Australian Information Commissioner's Guidelines, I have identified the following factors as relevant in determining whether the disclosure would be in the public interest:

Specific harm:

'unreasonable disclosure of industry bodies' business affairs'

Factors favouring disclosure:

- 'to promote the objects of this FOI Act' by providing the Australia community with access to information held by the Commonwealth Government (section 11B(3)(a)); and
- 'to inform debate on a matter of public importance' (section 11B(3)(b)).'

Factors against disclosure:

- 'could reasonably be expected to prejudice an agency's ability to obtain confidential information;' (OAIC Guidelines paragraph 6.29);
- 'could reasonably be expected to prejudice an agency's ability to obtain similar information in the future' (OAIC Guidelines paragraph 6.29); and
- 'could reasonably be expected to prejudice security, law enforcement, public health or public safety' (OAIC Guidelines paragraph 6.29)

In accordance with section 11B(4) of the FOI Act, I have ensured that no irrelevant factors have been considered in reaching this decision. It is essential for the administration of the TIA Act, and the execution of broader Government policy, that the department receives a flow of information which is comprehensive, detailed and accurate from businesses involved in interception capabilities. This depends upon maintain a good working relationship with private enterprise and business confidence in the ability of the officers of the Attorney-General's Department to maintain confidentiality in circumstances such as these. Releasing documents 1-20 would reduce business trust in the government and impact on the willingness of carriers to provide information to the department in the future.

Accordingly, I am satisfied that the documents indicated are conditionally exempt under section 47G(l)(a) of the FOI Act and that disclosure would be contrary to the public interest.

Your review rights

If you are dissatisfied with my decision, you may apply for internal review or Information Commissioner review of the decision. We encourage you to seek internal review as a first step as it may provide a more rapid resolution of your concerns.

Internal review

Under section 54 of the FOI Act, you may apply in writing to the Attorney-General's Department for an internal review of my decision. The internal review application must be made within 30 days of the date of this letter, and be lodged in one of the following ways:

online:

foi@ag.gov.au

post:

FOI and Privacy Section

Office of Corporate Counsel, Attorney-General's Department,

3-5 National Circuit Barton, ACT 2600

Where possible please attach reasons why you believe review of the decision is necessary. The internal review will be carried out by another officer within 30 days.

Information Commissioner review

Under section 54L of the FOI Act, you may apply to the Australian Information Commissioner to review my decision. An application for review by the Information Commissioner must be made in writing within 60 days of the date of this letter, and be lodged in one of the following ways:

online:

https://forms.business.gov.au/aba/oaic/foi-review-/

email:

enquiries@oaic.gov.au

post:

GPO Box 2999, Canberra ACT 2601

in person:

Level 3, 175 Pitt Street, Sydney NSW

More information about Information Commissioner review is available on the Office of the Australian Information Commissioner website. Go to http://www.oaic.gov.au/freedom-of-information/foi-reviews.

Questions about this decision

If you wish to discuss this decision, please contact Elise Perry by email foi@ag.gov.au.

Yours sincerely

Wendy Kelly

Acting Assistant Secretary

Attachments

A. Schedule of Documents

Schedule of documents - Freedom of information request no. FOI13/141

Document no.	Date	Description	Decision on access	Exemption
	Received	IC Plan No.	Access refused	1
	13/09/13	-	in full	Section 37 – Documents affecting law enforcement and protection of public safety
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