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De-identification of declaration

The Respondent's correspondence was an important part of the Information Commissioner's decision to declare them vexatious and the reasons for decision contains several examples. Some examples have been partially redacted where those examples would identify the Respondent, or staff of the Third, Fourth, or Fifth Parties.



Vexatious Applicant Declaration

Citation:	<i>Information Commissioner and Respondent [2025] QICmr 99 (16 December 2025)</i>
Application Number:	431011
Respondent:	'Respondent'
Third Party:	Queensland Police Service
Fourth Party:	Department of Justice
Fifth Party:	Department of Transport and Main Roads
Declaration Date:	16 December 2025
Catchwords:	ADMINISTRATIVE LAW – APPLICATION TO DECLARE A PERSON A VEXATIOUS APPLICANT – SECTION 114 RIGHT TO INFORMATION ACT

DECLARATION

Section 114 of the *Right to Information Act 2009* (Qld)

I declare, in accordance with section 114 of the *Right to Information Act 2009* (Qld) (**RTI Act**), that the Respondent is a vexatious applicant on the basis that he has repeatedly engaged in access and amendment actions and the repeated engagement involves an abuse of process for an access action and an amendment action.

I make the declaration on the following terms:

1. The Respondent is prohibited from making any application for access to documents under section 24 of the RTI Act, or application for internal review under section 80 of the RTI Act of a decision made on an application for access under section 24 of the RTI Act (together **RTI Access Applications**), to the Third, Fourth or Fifth Parties, for a period of 24 months from the date of this declaration.
2. The Respondent is prohibited from making any application for amendment of personal information contained in a document under section 78E of the RTI Act, or application for internal review under section 80 of the RTI Act of a decision made on an application for amendment of personal information in a document under section 78E of the RTI Act (together **Amendment Applications**), to the Third, Fourth or Fifth Parties, for a period of 24 months from the date of this declaration.

3. The Respondent is prohibited from making any external review applications to the Office of the Information Commissioner (**OIC**) under section 88 of the RTI Act for review of:
 - (a) Any decision of the Third, Fourth or Fifth Parties on any RTI Access Application, for a period of 24 months
 - (b) Any decision of the Third, Fourth or Fifth Parties on any Amendment Application, for a period of 24 months.
4. The Third, Fourth and Fifth Parties are, from the date of this declaration, to cease dealing further with any RTI Access Applications or Amendment Applications brought by the Respondent that are currently before the Third, Fourth or Fifth Parties.
5. From the date of this declaration, OIC will cease dealing further with any applications for external review of decisions of the Third, Fourth or Fifth Parties under the RTI Act brought by the Respondent that are currently before me.

REASONS FOR DECLARATION

1. All references to legislation in these reasons refer to the RTI Act, unless otherwise stated.

Background

2. Since 2022 – and specifically in the period from 1 July 2025 – the Respondent has made multiple information access applications under the RTI Act to the Third, Fourth and Fifth Parties, and a multitude of applications to OIC under the RTI Act for external review of those agencies' decisions.
3. In view of the impact the Respondent's engagement in relevant applications has had and is having on OIC, and the operations of the Third, Fourth and Fifth Parties, I have on my own initiative determined to declare him a vexatious applicant, and prohibit him from engaging in further access and amendment actions under the RTI Act, on terms stated in the Declaration above.

Relevant law

4. On the application of an agency or on the Information Commissioner's own initiative, the Information Commissioner may declare in writing that a person is a vexatious applicant under section 114(1).¹ Such a declaration has effect subject to any terms or conditions stated in the declaration.² A declaration under this provision can only be made if the Respondent has been given an opportunity to make written or oral submissions.³
5. The Information Commissioner may declare a person vexatious if satisfied:⁴
 - (a) the person has repeatedly engaged in access or amendment actions; and
 - (b) relevantly, the repeated engagement involves an abuse of process for an access or amendment action.

¹ I will refer to section 114 as the 'Vexatious Applicant Provision'.

² Section 114(4).

³ Section 114(3).

⁴ Section 114(2)(b).

6. Access or amendment action is defined in section 114(8). This section provides that 'access or amendment action' means any of the following:
 - (a) an access application;
 - (b) an amendment application;
 - (c) an internal review application; and
 - (d) an external review application.
7. 'Engage' for an access or amendment action, means to make the access or amendment action.⁵
8. Section 114(8) sets out a non-exhaustive list of circumstances which might constitute an 'abuse of process' for an access or amendment action, including unreasonably interfering with the operations of an agency⁶ in relation to the access or amendment action. The repeated engagement must 'involve' an abuse of process; it is not necessary to show that all of the conduct in question can be classified as an abuse of process.⁷
9. On 1 July 2025, the *Information Privacy and Other Legislation Amendment Act 2023 (Qld) (IPOLA Act)* came into effect, and amended the *Information Privacy Act 2009 (Qld) (IP Act)* and the RTI Act. A significant amendment was that a person applying to an agency for documents, post-1 July 2025, could do so under the RTI Act only; whereas previously, the majority of applications of this nature were made under the IP Act.
10. The IPOLA Act also amended the IP Act to repeal the equivalent 'Vexatious Applicant Provision' in that Act.⁸ No matters brought by the Respondent under the IP Act have been taken into account in the making of this declaration.

Application of the *Human Rights Act 2019*

11. In deciding to make this declaration, I have given consideration to human rights relevant to the decision as required by section 58 of the *Human Rights Act 2019 (Qld) (HR Act)*. I consider that the following rights might be relevant to my decision:
 - (a) the right to equality before the law in section 15 of the HR Act;
 - (b) the right to seek and receive information in section 21(2) of the HR Act; and
 - (c) the right to privacy and reputation in section 25 of the HR Act.
12. I acknowledge that declaring a person a vexatious applicant, and placing conditions on or otherwise restricting an individual's right to engage in access or amendment actions under the RTI Act for a period of time, could be regarded as interfering with their human rights. However, I am satisfied that any interference is reasonable and justifiable, given:
 - (a) In enacting section 114, Parliament recognised that, in limited and specific circumstances, the right to engage in an access or amendment action under the

⁵ Section 114(8).

⁶ The definition of 'agency' in section 114(8) only states that agency 'includes a Minister'. Therefore, it is necessary to refer to the definition of 'agency' in Schedule 5, which in turn refers to section 14.

⁷ *Sweeney and Australian Information Commissioner & Ors* [2014] AATA 531 (4 August 2014) (*Sweeney*) at [59], in relation to the equivalent provision in the *Freedom of Information Act 1982* (Cth).

⁸ Section 127 of the IP Act, prior to that Act's amendment.

RTI Act may be circumscribed or interfered with, where such an action involves an abuse of process or would be manifestly unreasonable.

- (b) As I explain further below, the number of access or amendment actions engaged in by the Respondent, the high volume of correspondence sent by the Respondent in relation to those access and amendment actions, and the discourteous and inflammatory tone of the communications.
 - (c) As I also explain further below, the Respondent has declined to comply with communications restrictions put in place by OIC and the Fourth and Fifth Parties that would permit the Respondent to continue to engage with access and amendment actions in a way that lessened the burden for the agencies involved.
 - (d) The declaration is limited in time to a period of 24 months and does not prevent the Respondent from making access or amendment applications to other Queensland government agencies not named in the declaration.
13. I have also considered other rights contained in the HR Act and do not consider that I am acting incompatibly with them in making this declaration.

Operation of the Vexatious Applicant provision

14. Section 114 of the RTI Act, and its counterpart in section 127 of the IP Act,⁹ have been analysed and applied by the Information Commissioner on several occasions, including:
- *UQ and Respondent* (Unreported, Queensland Information Commissioner, 27 February 2012);
 - *Cairns and Hinterland Hospital and Health Service and Respondent* (Unreported, Queensland Information Commissioner, 26 October 2017);
 - *Moreton Bay Regional Council and Respondent* [2020] QICmr 21 (8 April 2020)
 - *QPS and Respondent* [2020] QICmr 53 (21 September 2020);
 - *Gold Coast Hospital and Health Service and Respondent* [2020] QICmr 25 (6 May 2020);¹⁰ and
 - *Information Commissioner and Respondent* [2021] QICmr 70 (20 December 2021).
15. I have had regard to the above in making this declaration and authorities cited in those matters, where relevant.
16. The power to make a declaration under the Vexatious Applicant Provision is discretionary, and the definition of 'abuse of process' is not exhaustive. This means that, in addition to considering the grounds for a declaration specified in the legislation, I may also consider other relevant aspects of a person's access and amendment actions in determining whether the repeated engagement involves an abuse of process, and in determining whether to exercise my discretion.¹¹

Evidence considered

17. As this declaration is made on my initiative, I have had regard to the OIC's records and communications with the Respondent,¹² and my own knowledge and experience of the OIC's dealings with him and the unreasonable interference caused to our operations by

⁹ Section 127 of the IP Act was repealed on 1 July 2025.

¹⁰ Upheld on appeal – *Frost v Gold Coast Hospital and Health Services and Anor* [2021] QCAT 133.

¹¹ *QPS and Respondent* at [15].

¹² Identified, where relevant, through these reasons.

those dealings. I have also had regard to correspondence received from both the Third,¹³ Fourth¹⁴ and Fifth¹⁵ Parties at my invitation, my letter to the Respondent dated 21 November 2025 (including enclosures), and emails received from him in reply. Materials relied on in making this Declaration are identified in these reasons.

Repeated engagement in access or amendment actions

18. The Respondent has engaged in:
- (a) 29 access actions with OIC (being applications for external review), including 20 from 1 July 2025 to 10 December 2025;
 - (b) 194 access and/or amendment actions with the Queensland Police Service (**QPS**) from 2022 to 12 December 2025, 182 of which were brought from 1 July 2025 onwards;¹⁶
 - (c) 63 access and/or amendment actions with the Department of Justice (**DoJ**) from 2022 to 16 October 2025;¹⁷ and
 - (d) 30 access and/or amendment actions with the Department of Transport and Main Roads (**DTMR**) from 1 July 2020 to 20 October 2025.¹⁸
19. The term 'repeatedly' is not defined in the RTI Act, and should be interpreted in accordance with its ordinary meaning: 'done, made or said again and again'.¹⁹ I am satisfied that, in making the applications listed above, the Respondent has repeatedly engaged in access and amendment actions.

Abuse of process

20. I also consider that the repeated engagement by the Respondent in access/amendment actions involves an abuse of process for the access/amendment actions, on the basis that that repeated engagement has unreasonably²⁰ interfered with relevant agencies – namely the operations of the Third, Fourth and Fifth Parties, and OIC.
21. It is well established that the Third, Fourth and Fifth Parties – that is, recipients of the Respondent's access/amendment applications – are agencies. In terms of OIC, while a member of the community cannot make an access/amendment application to OIC, they can make an external review application, and OIC is an 'agency' within the broad definition in section 14. Accordingly, the Vexatious Applicant Provision extends to unreasonable interference with the operations of OIC, as well as the Third, Fourth and Fifth Parties.
22. The Office of the Australian Information Commissioner's (**OAIC**) *FOI Guidelines* set out factors that may be considered in deciding under the Commonwealth FOI legislation whether there is a pattern of repeat access actions that unreasonably interfere with an agency's operations. Although those guidelines are not binding upon me, I consider the

¹³ Letter received from the Third Party on 30 June 2025; emails received from the Third Party on 30 September 2025, 15 October 2025, 28 October 2025, and 29 October 2025.

¹⁴ Email received from the Fourth Party on 16 October 2025.

¹⁵ Email received from the Fifth Party on 20 October 2025.

¹⁶ Letter received from the Third Party on 30 June 2025; email received from the Third Party on 12 December 2025.

¹⁷ Email received from the Fourth Party on 16 October 2025.

¹⁸ Email received from the Fifth Party on 20 October 2025.

¹⁹ *Sweeney* at [53], quoting the Macquarie Dictionary.

²⁰ *Unreasonable* is relevantly defined as meaning 'exceeding the bounds of reason; immoderate; exorbitant'. 'Interfere' is defined as 'to interpose or intervene for a particular purpose' (Macquarie Dictionary, 7th edition).

following factors identified by the OAIC are relevant when considering the issue as it arises under the Vexatious Application Provision:²¹

- *the total number of a person's access actions to the agency in a specific period, and in particular, whether a high number of actions has led to a substantial or prolonged processing burden on the agency or a burden that is excessive and disproportionate to a reasonable exercise by an applicant of the right to engage in access actions*
- *the impact of the person's access actions on...[RTI] administration in the agency, and in particular, whether a substantial workload impact has arisen from the nature of a person's access actions, such as multiple...[RTI] requests that are poorly-framed or for documents that do not exist, requests for documents that have already been provided or to which access was refused, or requests that are difficult to discern and distinguish from other complaints a person has against the agency. It is nevertheless important to bear in mind that an individual, who may lack both expertise in dealing with government and a close knowledge of an agency's records system, may make access requests that are poorly framed, overlapping or cause inconvenience to an agency*
- *the impact of the person's access actions on other work in the agency, and in particular, whether specialist or senior staff have to be redeployed from other tasks to deal with...[RTI] requests, or the requests have caused distress to staff or raised security concerns that required separate action.*

23. The number of access/amendment actions to OIC concerning Third, Fourth and Fifth Party decisions – that is, applications for external review by OIC of Third, Fourth and Fifth Party decisions – comprises a significant number of review applications from one applicant over a relatively short period. The Respondent has, as listed above at paragraph 18, lodged 29 external review applications with OIC under the RTI Act, 20 of which have been received since 1 July 2025.²² This is the highest number of review applications received by OIC from one person during this period.

24. The amount of work involved in dealing with those actions (ie 'in relation to' those actions) has been exceptional, and unreasonably interferes with OIC's operations. In this regard, I note:

- (a) the extraordinarily high volume of emails received by OIC from the Respondent, being more than 590 emails since 1 July 2025, as well as the Respondent's continued use of discourteous and inflammatory language in communications with both OIC and the Third, Fourth and Fifth Parties;
- (b) the Respondent's disregard of reasonable administrative requests and repeated failure to comply with lawful directions given by my delegates to enable OIC to carry out statutory functions, and to conduct reviews as expeditiously and informally as possible; and
- (c) the Respondent's failure to cooperate with OIC and Third, Fourth and Fifth Party staff to enable processing of his access and amendment actions.

25. I explain each of these in further detail below.

²¹ Office of the Australian Information Commissioner (OAIC) *FOI Guidelines* at [12.27], cited in *QPS and Respondent*, [36].

²² As noted earlier, the IP Act was amended on 1 July 2025 to remove s 127. Accordingly, it is only applications made under the RTI Act that I can have regard to in making this Declaration.

Excessive, confusing and inflammatory email communication

26. The Respondent has sent over 590 emails to OIC since 1 July 2025. Frequently, these are unsolicited emails or emails directed to other agencies, persons or entities, into which OIC has been 'copied in'. Even where the emails do not directly relate to an access or amendment action the Respondent has lodged with OIC, dealing with the volume and nature of the Respondent's email communications requires OIC staff to commit a significant amount of time to examine the emails to discern whether they relate to an access or amendment action, raise matters in some way coming within OIC's jurisdiction or constitute a valid service complaint.
27. Information received from the Third Party indicates that excessive email communication by the Respondent similarly interferes with the operations of that agency. The Third Party advises that from 1 July 2025 to 29 October 2025, it received over 200 emails to its RTI email address, and over 102 emails to its Privacy email address from the Respondent. These numbers exclude emails sent to the Third Party personnel directly.²³ The burden on the Third Party of dealing with the Respondent's access and amendment actions has required the Third Party to allocate one case officer to deal exclusively with the Respondent's matters, comprising at least 60% of that officer's case load, and limiting their capacity to process matters received from other RTI applicants.²⁴
28. The communications themselves are generally couched in discourteous, condescending and offensive language. For example, the Respondent has referred to public officers and others (including OIC staff) as 'vile',²⁵ a 'prig',²⁶ a 'tool',²⁷ a 'hick',²⁸ 'dishonest',²⁹ 'nazi',³⁰ engaging in 'dog acts',³¹ and alleging engagement in the obstruction of justice.³² Unsupported by substantiating evidence, the above comprises conduct which could reasonably be expected to cause distress and disturb those to whom it is directed due to its harassing or intimidating tone and nature. An example of such communications received from the Respondent is included at **Appendix 1** below.
29. Harassing or intimidating agency and OIC staff via repeated engagement in access and amendment actions is itself a separate ground on which a finding of abuse of process can be made under section 114(8)(a). Although I consider it is open to me to conclude in this case that section 114(8)(a) is satisfied, I have not made my decision on that basis. Rather, for present purposes, I regard the tenor of, and language used in the Respondent's emails, as adding to the burden of dealing with the Respondent's access and amendment actions by the Third, Fourth and Fifth Parties and OIC.
30. I consider that the number and nature of the communications from the Respondent goes beyond what is necessary and proportionate to deal with the Respondent's access and amendment actions.

Noncompliance with OIC directions

31. In an attempt to manage the volume and impact of the Respondent's correspondence, OIC has implemented a series of steps since early 2024.

²³ Email received from the Third Party on 29 October 2025.

²⁴ Emails received from the Third Party on 30 September 2025 and 15 December 2025.

²⁵ By email to OIC on 27 July 2025.

²⁶ By email to the Third Party on 17 August 2025.

²⁷ By email to OIC on 8 and 31 October and 20, 21 and 22 November 2025.

²⁸ By email to OIC on 8 October 2025; by email to the Fourth Party on 8 October 2025.

²⁹ By email to OIC on 21 November 2025; by email to the Fifth Party on 4 October 2025.

³⁰ By email to OIC on 8 and 31 October 2025.

³¹ By email to the Third Party on 9 August 2025.

³² By email to OIC on 31 October and 14, 20, 21 and 22 November 2025; by email to the Third Party on 9 August 2025; by email to the Fourth Party on 11 and 28 August 2025.

32. On 28 March 2024, restrictions on the Respondent's telephone communication with OIC were imposed. Those restrictions were that only certain persons at OIC would take telephone calls from the Respondent, and all calls were to be pre-arranged. OIC staff were instructed, if the Respondent made a telephone call outside the arrangements imposed, they should terminate the call. The Respondent did not comply with these restrictions.
33. On 28 August 2024, following the continuation of the Respondent's inappropriate and offensive conduct via emails he sent to OIC, which contained discourteous, condescending and offensive language, and the Respondent continuing to telephone call the OIC in breach of the restrictions placed on 28 March 2024, I placed further restrictions on the Respondent's communications with OIC, advising:
1. *OIC would no longer take any telephone calls from you. If you call, I have directed staff to terminate the call immediately.*
 2. *If you wish to contact OIC, all communication is to be writing only and sent to enquiries@oic.qld.gov.au. If you send communication to any other OIC email address, the correspondence will not be read or considered.*
 3. *When you do communicate to the enquiries email address, you must quote the relevant OIC reference number and ensure that all communication clearly identifies a legitimate business purpose for the correspondence. If it does not, it will not be attended to.*
 4. *All communication must refrain from making personal or unsubstantiated comments about OIC staff or Commissioners. This includes refraining from making rude, intimidating, aggressive or condescending statements. If your correspondence contains such material, it will not be addressed.*
34. The Respondent was advised these limitations would be reviewed in one year.
35. Following my decision, from 28 August 2024 to 19 August 2025, OIC's enquiries email address received over 365 emails from the Respondent. The tenor of and language used in these emails was overwhelmingly inappropriate and offensive, including insults, aggression, and disparaging comments made about OIC staff and Commissioners.
36. On 22 August 2025, following the continuation of inappropriate and offensive emails sent to OIC, I wrote to the Respondent, advising that I had decided to renew the limitations imposed. The Respondent continued to not to comply with the limitations after this date.
37. These limitations were imposed in an attempt to balance the Respondent's right to engage in access actions with my obligation to ensure a safe work environment for OIC staff, and also in the interests of ensuring equitable access to OIC services by all members of the public. Despite the limitations on the Respondent's correspondence to OIC being clear and open to ready compliance, the Respondent disregarded them and continued to send numerous emails to OIC in breach of the limitations imposed. Similarly, the imposition, and then renewal, of those limitations has not stopped the Respondent from communicating with OIC without a legitimate business purpose, and sending communications that include rude, intimidating, aggressive and condescending statements.
38. The Fourth Party and Fifth Party have similarly sought to place communication restrictions on the Respondent as a result of his inappropriate and hostile behaviour in his dealings with these agencies and their staff, and as a way to manage his conduct. **Appendix 2** below contains the contents of such correspondence sent to the

Respondent by the Fourth Party and Fifth Party. The Respondent has continued to send rude, aggressive, and intimidating emails to the Fourth and Fifth Parties.³³

Uncooperative attitude

39. Based on the information before me, I consider that the Respondent's interactions with OIC and the Third, Fourth and Fifth Parties in relation to access and amendment actions routinely displays an aggressive, offensive and uncooperative attitude, despite the Respondent being advised of the inappropriate nature of his correspondence and its impact. **Appendix 1** below contains recent examples of the Respondent's email communication.
40. In addition, the Respondent's email communication is more often than not discursive, disjointed and unclear, and/or framed in a manner that assumes an agency has detailed knowledge of his grievances and concerns about agencies and certain individuals with whom the Respondent has had past involvement, making his correspondence difficult to comprehend. This has added to the agencies' burden of dealing with the Respondent's communications.

Respondent's submissions

41. As required by the Vexatious Applicant Provision, I wrote to the Respondent by letter dated 21 November 2025, setting out the substance of the paragraphs above, detailing information taken into account in forming my view that a declaration under those provisions was warranted, and inviting submissions in reply. I also requested the Respondent ensure that any reply was by way of one written submission, contained in one email clearly marked with the relevant OIC reference number, sent only to the Information Commissioner's email address, and only addressed issues relevant to my proposed declaration.
42. In keeping with the pattern of conduct that has, in part, led me to contemplate the declaration the subject of these reasons, the Respondent ignored my request, and instead replied by way of some 50 emails, both to the Information Commissioners' email address and the OIC's enquiries email address, of which 31 emails seemed to potentially be sent in response to my letter. Using discourteous and provocative language, the Respondent elected not to engage in a meaningful way with the substance of my letter about a proposed declaration.
43. On 22 November 2025, the Respondent sent the following:

*"do not use applicant, sincerely etc etc , your unworthy
Conduct complaint kummrow.
That Kummrow did not assist , liaise , engage , contribute in the applicant's efforts as
to I.P request related to court proceedings
That the failure by the Q.P , a choice as to exclude , isolate, bait and oppression of
discovery was permitted
Where he Commission, Kummrow , variously and repeately where informed as to non
compliance by Q.P, centrally [REDACTED],
[REDACTED] was referred tp Q.P. for attempt to pervert the course of justice , which os
what occured and where Q.P dullards benefitted from the series of events
Kummrow fiddled while rome burned , acted with recklessness and contemptuous ,
where the Applicant is at or near the forefront of privacy on Qld, Kummrow not.*

³³ Examples are outlined at Appendix 1 below.

Where Kummows intelligence is questioned as is her character "bad character " is with Kummrow.

Where the failure of the Commission and they are kept indulge state tools , as to the Tens of requests dishonestly rejected by Q.P and enabled by Kummrow cost a court case discovery , all the discovery that was to be had.

The inaction was obstructionist , precious and the work of precious , and inherently inactive as to I.P /Privacy , they are reactionary at best , at worst far worse."

44. As a result of a number of queries raised by the Respondent, I sent a further email to him on 28 November 2025 in which I provided responses to his queries. In response to my email, the Respondent sent the following:

"do not use my name in emails , or files, your shrill kept and indulged Kummrow by your rather sly employer.

Your aeare matter relate to the suporeme court and actions rather questionable by the court/ extra judicial is suggested.

It is not a matter that the number of requests is a purported burden but how matters got there.

Q.P have some tens of request s they choose to cheat as to events, O.I.C LET THEM you kummow enabled cheating its not complex your dishonst inaction licenesed Q.P Q.P are dullards.

The right of reply as to the vexatious application decison ?

The documenst used by you as to your invassive interest as to the application is required.

Q.P 's postion,m T.M.R D.justice emails and communiations relatedt to events is required as to an understadning as to ventilate matters, ANY AAND ALL INFORAMTION I provide is not agree presently asa to public release,

You will note there are requestes with Q.P UNACTIONED , WHAT DOES O.I.C propose as to liase, encourage require compliance oif the state entity ?

You remain untrusted as to events, the release of documents by Q.P for court proceedings was where despite and because of SEVEN months of licening there was no requirement as to complinace by Q.P

ID was and remains a farce as to matters, its a coersive hurdle used by dullards as to events.

*Your relationship with [REDACTED], explain the relevation and nature of relations."*³⁴

45. On 3 December 2025, the Respondent sent the following:

"I require equally the documenst O.I.C seek to rely on as to the V.A. application I note Q.P weak prigs that they are yet treat the requests as not worthy of there efforts. There are rerquests they sit on and do in effect nothing m they simply ognore Spineless I can get with Kummrow, Which does O.I.C propose as to progress ?"

46. The Respondent did not provide submissions directly in relation to my proposal to make a declaration under section 114.

47. The emails received by the Respondent, where comprehensible, are largely comprised of groundless accusations made against me and others. Far from dissuading me from the preliminary view explained to the Respondent in my 21 November 2025 letter, they have, given their content, irrelevance, number, and tone, fortified me in that view.

³⁴ By email dated 29 November 2025.

Conclusion

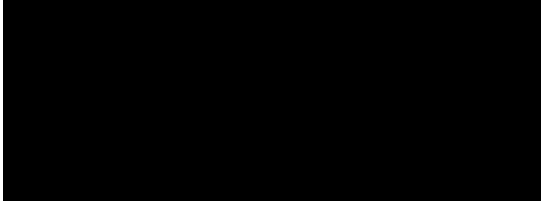
48. I consider that the Respondent's engagement in repeated access and amendment actions is oppressive to OIC and the affected agencies, and has impacted OIC's ability to deliver external review services, to the disadvantage of other members of the community seeking to exercise their right to access/amend information under the RTI Act. The Respondent's communications about his access and amendment actions are confusing and accompanied often by irrelevant and abrasively-worded communications; many are misconceived; and the Respondent has ignored OIC's reasonable requests and directions which are imposed to bring some order to the review process and apply OIC's finite resources productively and equitably.
49. I consider that the Respondent's access and amendment actions are imposing a substantial burden on the OIC and the Third, Fourth and Fifth Parties, which is excessive and disproportionate to a reasonable exercise by the Respondent of his right to engage in access and amendment actions under the RTI Act.
50. Having regard to the matters I have outlined in this decision, I consider that the Respondent's repeated engagement in access and amendment actions with OIC and the Third, Fourth and Fifth Parties is imposing an unreasonable interference with the operations of those agencies. Allowing the Respondent to continue to pursue access and amendment actions involving the Third, Fourth or Fifth Parties risks the continued unreasonable interference by him with OIC and the agencies' functions, and the inordinate consumption of public resources that would follow. Therefore, I am satisfied that the Respondent's repeated engagement in access and amendment applications is an abuse of process within the meaning of sections 114(2)(b)(i) and 114(8).
51. The Respondent has been given the opportunity to make a written submission, as required under the Vexatious Applicant Provision. Accordingly, I am satisfied that the requirements of that provision have been met, and that sufficient grounds exist for me to justifiably exercise the discretion conferred by section 114, and make a declaration on the terms stated on pages 1-2 under the heading 'Declaration'. Those terms include that I will from today's date cease dealing any further with any access/amendment actions under the RTI Act involving the Third, Fourth or Fifth Parties that are currently before me. This is consistent with the way analogous powers have been exercised in the comparable Commonwealth jurisdiction.³⁵
52. Having regard to all of the circumstances outlined in this submission, I consider it is appropriate to exercise my discretion to make the declaration.
53. I consider that the terms of such a declaration would comprise a proportionate response to the interests I am seeking to protect,³⁶ noting that the ambit of the declaration is confined to those access/amendment actions in relation to only the Third, Fourth and Fifth Parties which have given rise to this action, and is confined to a time period of 24 months.

³⁵ See *Services Australia and 'RS' (Freedom of Information)* [2020] AICmr 6 (24 February 2020), *National Archives Australia and Ronald Price (Freedom of Information)* [2019] AICmr 16 (29 April 2019) and *Office of the Registrar of Indigenous Corporations and 'PW' (Freedom of Information)* [2019] AICmr 6 (13 February 2019).

³⁶ The discretion in section 114 must be exercised reasonably. When exercising discretionary power which impacts on an individual, that impact should be proportionate to the interests which the decision-maker is seeking to protect: *Sweeney*, [82]-[84].

Publication of this declaration

54. In accordance with section 114(6)(a), I have determined to publish a copy of this declaration and the reasons for making the declaration.



Joanne Kummrow
Information Commissioner

Date: 16 December 2025

APPENDIX 1

Recent examples of communication received from the Respondent

Relevant extracts of communication received by the OIC from the Respondent since 1 July 2025 to date (not exhaustive):

*"No files
The device is U/S.
There are numerous external reviews with ID having been provided Legal priority is required.
What are [REDACTED] credentials?"*

*[REDACTED] is not to email. she is stalking in admin And uses Admin email address.
o.i.c is not to use admin address."³⁷*

*"USE only the enquiries email address. and stop bloking emails so lowly a spam setting as to be unworkable.
ACCESS CAN BE PROVIDED BY THE O.I.C THERE IS THE OPTION TO DO SO.
Nothing precludes release save for self interest and a lack of grace inmtellect and intelligence."³⁸*

*"The request with the unit are not actioned as required ,
Where LEGAL PRIORITY EXITS
Where the unit , [REDACTED] is corrupt
Where Tens of request where with the R.T.I unit over SEVEN months
In total not a single word was released
It impacted a court case by recklessness and corruption as to furnsih Q.P with an advantages
in a [REDACTED] purile cour case.
Q.P variously are corrupt, [REDACTED] , Et aL,
That [REDACTED] , Q.P is indulged by the state tool , Joanne Kummrow, of the O.I.C is noted , they are in turn enabled by a dubious court...and the failed "Justice Depaertment" C.C.C are spineless drones.
The request remain of importance and priority is again impressed as to events
[REDACTED] is conflicted and less intelligent that required, and should not be associated with events."³⁹*

*"Which does O.I.C propose as to avoid further issues with your friends , Q.P? , and the applicant
[REDACTED] is naff , and potters as to avoid actual releases, they are a cheat and a liar
The N.I.R.D was not a benefit to the public, remembering [REDACTED] has been reported to Q.P for attempt to pervert the course of Justice,
Your seen as unreliable indulged tools nevertheless efforts continue.
They are variously shrill sly and common, you know this from personal experience as to be where the state can and will-be dishonest in its dealings with individuals."⁴⁰*

*"Does the O.I.C have a postion as to the reuest ?
O.I.C kummrow of whom is a burden fails and a state tool, fails to oversight Q.P and the blatent dishonsty as to discovery , Q.P cheat, cheated as to events"⁴¹*

³⁷ By email dated 16 December 2025.

³⁸ By email dated 29 November 2025.

³⁹ By email dated 22 November 2025.

⁴⁰ By email dated 21 November 2025.

⁴¹ By email dated 20 November 2025.

"Fw: Q.P police complaint of ████████ R.T.I unit enabled by the dreary Kummrow , Joanne.

O.I.C MUST NOW FACTOR IN THE complain t being made as to context ,of ████████ actions, inaction

Kummrow fails to lead the commission as to some positive actions as to events
Attempt to pervert the course of Justice is alledged of a State employee , that is not a everyday occurrence to the O.I.C."⁴²

"[...]

O.I.C have permiited the decline

Kummrow ████████ Et Al are implicated in the court case.

Q.P have been offered public facing desk evidence production

You One sided and embarssingly so ████████."⁴³

"Kummrow , STATE SPONSORED TOOLS

Kummrow do not have ████████ invloved in my efforts

Your spinless chairing of the O.I.C IS NOTED"⁴⁴

"[...]

Joanne Kummrow is known to me as rather precious and unworldly as to the depths entities inaction , obstructionist stances.

[...]

The commission has for months been aware of relations declining

Not a finger was lifted as to events past the sly , hick rejection of a privacy complaint.

That complaint where Q.P threatened arrest for a declined telephone number !

literally the Nazi like threat provide a phone number or I WILL ARREST YOU , [...] Q.P member.

Where to be clear "ID"was not in question and the matter was a minor one initially , less so now.

O.I.C are enabled by the supreme court varioulsy known to me .

Kummrow is an embarrassment to the Commission,the Commission is an embarrassment to the public."⁴⁵

"Ensure ████████ does not use regards etc , I oppose the pretence of normalcy and interest, this is a blanket ban on all individuals and the entity."⁴⁶

"Stick your regards and salutations, your unworthy past "business" respect it or face opposition , enabled by your enfeebled commissioner/s."⁴⁷

"I require documents related to the complaint made OF the O.I.C to the Justice and integrity and community safety committee , or as understood

Where the O.I.C refuse a privacy complaint o fthe Nazi like over reach where I demanded to provide "proof thereof".

Where O.I.C acted acted spinelessly and refuse the complaint on the shrill and dullard basis of the Complaint was not where the assigned reference number was utilized and emails where held as to be in excess.

Where Q.P in addition threatened arrest for declined email address, phone number

⁴² By email dated 14 November 2025.

⁴³ By email dated 5 November 2025.

⁴⁴ By email dated 31 October 2025.

⁴⁵ By email dated 31 October 2025.

⁴⁶ By email dated 22 October 2025.

⁴⁷ By email dated 17 October 2025.

*Where O.I.C enable the modus operandi of the state tools at Q.P.
Where the urban apologist elitist hicks at O.I.C and else where do not incur the idiocy
I experience as Itinerant , so they give not a flying "fig"as to events
Namely they permit privacy rape."*⁴⁸

Relevant extracts of communication received by the Third Party from the Respondent since 1 July 2025 (not exhaustive):

*"O.I.C enabled events.
ID is with Q.P.
Focus on the valid requests for transcripts.
Transcripts are required for court proceeding.
Legal priority exists.
[REDACTED] is a vile example of Q.P."*⁴⁹

*"Stop being a prig .
Your a state tool.
I have no access to files [REDACTED]
Send an email.
Focus of I.P requests .
Your psychosexual interest in events is suggested , licensed by O.I.C ,state eee oor
enablers,"*⁵⁰

*"ID" maybe used past a single reference number to that end "ID".
Note Q.P [REDACTED] where offered a photocopy with certification, they declined.
Your slut shaming efforts are , noted."*⁵¹

*"Application under the Information Privacy Act 2009 ([REDACTED]) Your aware
[REDACTED] as to having been referred to Q.P as to interference in events.
From, which your not to be involved in further matters related to myself, your
conflicted and held and deliberately seeking detriment to the applicant.
Your a cheat [REDACTED] a plain and simple cheat , with dog act inaction enabled by
the dog acts of O.I.C.
There is a psycho-sexual element to your inaction I suggest you resign and do not
inflict on the public your short comings.
Do not use my name in emails your provincialism precedes you have been told not to
do it.
My apologies to dogs.
You have had request for Months , the likelihood you do not understand is nil despite
your intelligence being questioned."*⁵²

*"Your aware of a trancript being sought for some Three odd months your dirty
fingerprints are all over events [REDACTED]"*⁵³

*"Which section is that? your being precious and a prig . Which Ones do you have ID
as a issue?
I require a list.
Your a tool [REDACTED] , a state sponsored tool."*⁵⁴

⁴⁸ By email dated 8 October 2025.

⁴⁹ By email dated 19 August 2025.

⁵⁰ By email dated 17 August 2025.

⁵¹ By email dated 12 August 2025.

⁵² By email dated 9 August 2025.

⁵³ By email dated 1 August 2025.

⁵⁴ By email dated 30 July 2025.

"Q.P have a nasty habit of cheating as to matters, by way of purported confusion and "ID".

██████████ is of concern as to psycho sexual issues"⁵⁵

Relevant extracts of communication received by the Fourth Party from the Respondent since 1 July 2025 (not exhaustive):

*"no good afternoon, salutations regards or any such
Your held as unworthy and unwelcome
Hick I can get in court."⁵⁶*

*"The email is context.
Propose what D.Justice would have it as as a request .
"Documents related to the email in question "
under the control of Dept' Justice ".
Potentially.
I can present ID for the umpteenth time at Registry ██████████ today , for sighting .
Your untrusted Madam"⁵⁷*

*"i GAIN LITTLE TO nothing with THREE FLOWCHART , LIKE TREE OF hierachy . its
not mine to pull apart, your on 200000 grand , that i suggest is your job,"⁵⁸*

*[...] Where the resitrar is unwelcoming and there exists a real and abiding interest in
not presenting documents to the
Registrar of whom is conflicted for matters are before the court/s and the registrar
MAY have been involved in
the manner as to how events ended up violently in court.
Where she is both precious and manipulate.
Refusing forms unless stated absolutely as to which form Where for example a form
for a summons .?
Which 1
Do your best
Which ,1 ?
There are only some Three odd that are as to criminal matters The devious limits ,for
it's not actually asked
which form simply the most aligned or closest to events she MAY have had a role
in.[...]⁵⁹*

*"No .You remain unwelcome and unworthy as to events ..
I require a more senior case officer ."⁶⁰*

*"A copy of the dodgy its suggested oath sworn as to the arrest warrant in question
enforced 11/7/2025 of myself ,
someone is taking the mickey as to events ."⁶¹*

*"Lose my name ,D.O.B
Use applicant .
Your not trusted ██████████ .*

⁵⁵ By email dated 30 July 2025.

⁵⁶ By email dated 8 October 2025.

⁵⁷ By email dated 2 September 2025.

⁵⁸ By email dated 2 September 2025.

⁵⁹ By email dated 11 August 2025.

⁶⁰ By email dated 11 August 2025.

⁶¹ By email dated 28 August 2025.

It's consultation not invalid"⁶²

*"I require clarification after my clarification.
It's suggested you resign [REDACTED]"*⁶³

*"State wghere my permission is required.
Persmission is had , given the state rapes privacy your anonymous spinless farce is
noted"*⁶⁴

Relevant extracts of communication received from the Fifth Party from the Respondent since 1 July 2025 (not exhaustive):

*"Expain, my rights , and the matters in question, amscray [REDACTED] from my efforts, he
is
unwelcome !"*⁶⁵

*"STICK SALUTATIONS regards...
AND do not contact me directly again
Your held as dishonest shrill and kept."*⁶⁶

*"Your seen as an unworthy privacy rapist as is T.M.R.
Which unit is the most correct as to a question of T.M.R requirements re address
updates ?"*⁶⁷

*"Stick your salutations
Find another contact point
Do not use any salutations, regards your unwelcome and held kept and enabling
The complaint stands
That my privacy was invaded by the receipt of other/s information.
Solitude was offended.
The right to privacy and reputation was offended .Q.H.R.Act.
s48 1/2/3.
s58 1/2 was offended
Where a degrading treatment was being in receipt of information, sensitive
information.
Where I was duty bound to progress matters as to privacy
Where my email address was used inappropriately
Where the email address was used improperly and without consent , implied or
inferred ."*⁶⁸

*"DO NOT USE MY NAME IN EMAILS
Priavcy rape by the state is known to me."*⁶⁹

⁶² By email dated 17 August 2025.

⁶³ By email dated 19 August 2025.

⁶⁴ By email dated 11 September 2025.

⁶⁵ By email dated 28 August 2025.

⁶⁶ By email dated 4 October 2025.

⁶⁷ By email dated 23 September 2025.

⁶⁸ By email dated 3 September 2025.

⁶⁹ By email dated 27 August 2025.

APPENDIX 2

Correspondence from the Fourth Part and Fifth Party re: restrictions on respondent's communications

On 2 April 2025, the General Counsel at the Fourth Party wrote to the Respondent and advised (in part):

2. Communication with RTI and Privacy

I refer to your recent email communications [between 13 February 2025 and 1 April 2025] with RTI and Privacy. These emails contain inappropriate language directed at RTI and Privacy officers such as, for example: psychosexual interest; spineless anonymous email; width of depravity and aggression; of the incompetent hick state; Your devious ... a new and untainted case officer is sought; Is English your first language? and shrill...devious, delinquent.

I refer you to the information available on DoJ's website regarding inappropriate customer behaviour, and in particular the following statement:

We ask that you communicate respectfully. Like all workers, our team deserves a safe working environment. Abusive, threatening, discriminatory or offensive communication and behaviour will not be tolerated. Our team members are permitted to terminate any unsafe or inappropriate interaction.

Using the above types of language in communications with DoJ officers is not appropriate and puts officers' safety at risk. If you continue to use this type of language, I will consider other options available to me to limit your interaction with our team.

3. Communications from RTI and Privacy

In your email dated 19 March 2025 you state in relation to a particular officer that they are ... unwelcome, untrusted as such is not to be involved. I have reviewed the communications with you sent by this officer and have not identified any communication that was inappropriate or incorrect. As such, and as this officer is a part of DoJ's Governance team, they will continue to correspond with you as a representative of RTI and Privacy. Should you have any specific concerns regarding any officer's behaviour then these are to be addressed, at first instance, to [REDACTED] by email at [REDACTED], using appropriate language, for her assessment.

4. Communications relating to other agencies

Many of the emails we have received from you are addressed to multiple government agencies. RTI and Privacy is a business unit in DoJ. I ask that you refrain from copying us into correspondence directed towards other agencies that do not relate to DoJ. I have included a link to the DoJ Organisational Structure for your reference.

We will not respond to any future communication from you where it is clear from the communication that DoJ is not the relevant agency.

On 24 April 2024, the Corporate Counsel at the Fifth Party wrote to the Respondent, as follows:

Unreasonable complainant conduct

I refer to your previous telephone calls and emails to the Right to Information team and the Privacy team at the Department of Transport and Main Roads (TMR), and your most recent complaint (dated 16 April 2024) which was lodged through TMR's webpage.

TMR's Complaints Management Policy provides, under the heading Responsibility subheading Customer responsibility:

Customers are expected to treat staff with courtesy and respect. Complaints that are abusive, threatening or contain offensive language will not be accepted. The department is committed to addressing valid issues; however, will manage any unreasonable complainant conduct in a manner consistent with the department's obligation to ensure a healthy and safe work environment.

A copy of TMR's Complaints Management Policy can be found at www.tmr.qld.gov.au/about-us/contact-us/compliments-and-complaints/complaintsmanagement-policy

You have made several information access applications and complaints to TMR regarding TMR's use and storage of your images and biometric data. During TMR's investigations, and its preparation of a response to each of your applications and complaints, you have repeatedly telephoned and emailed TMR officers, often daily and at times in a quarrelsome manner, whereby you:

- provide large amounts of information and legal references which are difficult to decipher and respond to within the timeframes that you state that you require a substantive response; and*
- repeatedly make further comments regarding your dissatisfaction with TMR's handling of your complaints, including allegations against individual officers of TMR.*

Such behaviour constitutes "unreasonable complainant conduct" under TMR's Complaints Management Policy, which is defined as:

Any behaviour from a customer making a complaint, which, because of its nature or frequency, raises substantial health, safety, resource or equity issues. Examples of unreasonable complainant conduct includes unreasonable persistence, unreasonable demands, unreasonable lack of cooperation, unreasonable arguments and unreasonable behaviour.

TMR has an obligation to its employees to provide them with a safe and healthy workplace, including managing risks to their psychological health.

In order to do so, TMR's Right to Information, Privacy and Complaints Management (RTIPCM) unit will, in future, only communicate with you via letter or email in relation to:

- any access or amendment applications under the Right to Information Act 2009 or Information Privacy Act 2009 on matters that have not already been addressed under previous applications or complaints; and*

- *matters that TMR reasonably considers have not been previously addressed and responded to by TMR.*

To be clear, the RTIPCM unit will not correspond with you further on matters relating to the use and storage of images or biometric data as required by legislation.