

A SHORT HISTORY OF THE VICTORIA POLICE LEGACY SCHEME INCORPORATED

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ABOUT THE AUTHOR

Peter Macievic is a former Superintendent in Victoria Police where he served for 43.5 years. His service included working in every operational department of the organisation, as well as having extensive experience in a number of operational support departments.

In the operational phase of his career, he worked in general duties (Operations Department) at various ranks as well as in a number of specialist areas and departments including the Crime and Traffic Departments. In addition, he served at the former Sunshine Crime Car Squad and managed the Flemington Community Policing Squad. As a senior officer he was a divisional commander in three geographical divisions in the northern and western suburbs of Melbourne. His last (third) posting in that capacity was at the Geelong Division (Region 2 Division 2).

Complementing this experience was the work he performed in operational support areas for extensive periods as a senior officer and at sub-officer¹ levels. It included working in the areas that immediately preceded the Research and Development Department, i.e. Inspectorate and Future Plans Division, which later morphed into the Management Services Bureau (MSB). MSB eventually became the Research and Development Department (R&D). His experience there involved the oversight, actioning and promulgation of organisational policies, which in the main were concerned with improving the service delivery of Victoria Police in an effective, efficient and lawful manner.

Similarly he was responsible for overseeing, managing and where appropriate actioning a large number of major operational research projects for the organisation. In performing those duties he was also instrumental in establishing the Review and Evaluation Division, which carried out a large number of organisational reviews of programs, processes and systems using rigorous scientific research methodologies. The author also worked in four of the departments that later succeeded R&D. He had approximately 20 years' experience in this environment.

While working in operational support areas he was requested to perform the role of Force Statistician on two occasions each lasting for approximately 12 months. In that role he reviewed the methods and systems of capturing, recording and presenting Victoria Police crime statistics. In carrying out that function, he established the "counting and classification" rules for Victoria Police, which was signed off by the organisation, the Australian Bureau of Statistics (ABS) and the Victorian Bureau of Crime Statistics and Research.

Prior to retirement the author was asked by the Chief Commissioner to "build up" the Corporate Performance Unit (Compstat) that was established to review the performance of senior managers across Victoria Police. It included reviewing all divisions and departments in the organisation. He performed this function for three years, which included managing the unit.

His last three years of service involved carrying out sensitive research for the Victoria Police Executive Management Committee on six major projects relating to organisational performance and

¹ . The term sub-officer refers to the rank of Sergeant and Senior Sergeant.

resourcing. This work was requested by the former director of the Corporate Strategy and Performance Department and involved the author formally presenting his findings and recommendations to this committee, which was chaired by the Chief Commissioner of Police.

As a senior officer, he was responsible for overseeing and directing the preparation of Victoria Police policy, monitoring and managing legislative change and proposals for change. He also represented the organisation on senior working parties and committees at state and national level as well as directly overseeing the production of two Victoria Police corporate plans. These duties included preparing high level submissions on behalf of Victoria Police.

He received two "Chief Commissioner" (CCP) commendations for his work in the policy and research environment. He has had at least two articles relating to projects/research he was involved with or responsible for overseeing published in various journals, e.g. Australian Institute of Criminology (AIC). In addition to his tertiary training, he attended and conducted (internally) workshops and seminars on topics related to project management and evaluation methodologies. He also represented Victoria Police as a key speaker at a number of high level forums.

Since retiring from Victoria Police in 2010 the author has become a volunteer at the Victoria Police Historical Unit. During this time he has researched and completed eight comprehensive historical papers on various former police stations, squads and departments in the Force. Those documents have been well received and excerpts have been published in Police Life and the Retired Police Association Newsletter.

ACKNOWLEDGEMENTS

The successful completion of this document would not have been possible without the support and input from numerous people including former Victoria Police staff.

In particular the author would like to thank staff at the Victoria Police Historical Unit including Sergeant Terry Claven#, Ms Caroline Oxley (Research Officer) and Ms Kate Spinks (Public Programs Curator) for their support in helping facilitate the preparation of this report.

Other persons whose contribution was valued by virtue of their input or feedback provided in the course of preparing this document included;

- Ms Kay Miller, Executive Manager of Victoria Police Legacy.#
- Mr Bryan Kelly QPM, former Inspector in Victoria Police.
- Mr Peter Ryan, former Superintendent in Victoria Police.
- Mr Grant O'Rourke, Manager HR Systems, Human Resource Department, Victoria Police.
- Mr Brian Farr, former unsworn member of Victoria Police. He was the secretary and administrator of the Victoria Police Provident Fund.
- Mr Andrew Gough, manager of the Queensland Police Legacy Scheme.
- Detective Inspector Roger Schranz APM #, former Chairman of Victoria Police Legacy Board.
- Mr Gary Storey# former Inspector in Victoria Police. Long-time member of Victoria Police Legacy Board.
- Ms Margaret Wilby, long time Victoria Police Legacy legatee.
- Mr John Wills former Inspector in Victoria Police and now the President of the Retired Police Association.
- Mr John Laird# Senior Sergeant in Victoria Police and also the President of the Victoria Police Association.

These persons were invited to provide feedback to a draft copy of this research.

INTRODUCTION

Like many military and para military organisations established before the creation of Victoria Police Legacy there was a realization within those organisations more support needed to be provided to their members including their families (legatees). While some support mechanisms were facilitated by government it was evident more should be done to ensure legatees were properly looked after in lieu of their service on behalf of their country. Organisations such as the Returned Services League (RSL) of Australia evolved out of concern for the welfare of returned servicemen from the First World War. During 1916, a conference recommended the formation of the Returned Sailors and Soldiers Imperial League of Australia (RSSILA) which eventually included all states and territories. In 1940 the name of the League changed to the Returned Sailors' Soldiers and Airmen's' Imperial League of Australia (RSSAILA).

In 1965 the name of the organisation changed again to the more familiar Returned Services League of Australia. In 1990 it became the Returned & Services League of Australia Limited. The objectives of the League remained relatively unchanged from its first incorporation. Its mission is to ensure that programs are in place for the well-being, care, compensation and commemoration of serving and ex-service Defence Force members and their dependents; it also promotes government and community awareness of the need for a secure, stable and progressive Australia.² Similarly, Legacy Australia was established in 1923 by ex-servicemen with the aim of; "caring for the dependants of deceased Australian servicemen and women".³ It provides assistance, accommodation, medical and social support as well as companionship and help with the education of children of legatees.

An interesting aside concerns the role played by former Victoria Police Chief Commissioner Major General Sir John Gellibrand in helping establish Legacy Australia. In 1923 when Gellibrand returned to his home state of Tasmania he contacted a number of prominent people in Hobart with a view to establishing a "cobbers club" to assist returned servicemen re-entering civilian life. He identified based on his previous extensive military service the need for this support. As a consequence of his proposal, the Remembrance Club was formed with the objective of caring for returned servicemen as well as the widows and children of deceased servicemen. It resulted in the creation of a network of such clubs which eventually led to the birth of Legacy Australia.⁴ Gellibrand's influence was a major inspiration in establishing those clubs.

Prior to the creation of Victoria Police Legacy (VPL), ongoing concerns were expressed by police members as well as the Police Association over a long period of time concerning the poor working conditions and lack of support available to members of Victoria Police and their families. In particular they related to the financial, emotional and other hardships experienced due largely to their police service.⁵ Subsequently Victoria Police Legacy (VPL) was formally established on the 6th of

² . Wikipedia web site on Google titled "Returned and Services League of Australia".

³ . Wikipedia web site on Google titled "Legacy Australia".

⁴ . Wikipedia web site on Google. Article written by Reg.A. Watson. Watson is a Tasmanian historian who is an active friend of Hobart Legacy.

⁵ . For example Chief Commissioner (Brigadier General) Sir Thomas Blamey established a "provident and sickness fund" to assist "policemen who through sickness or other ill fortune may be embarrassed financially". Argus Newspaper 20/7/ 1927, page 21. In "The People's Force" A history of the Victoria Police (Melbourne

February 1980. Like Legacy Australia, it had among its numerous aims a significant focus on rendering aid, assistance and the provision of benefits to widows/widowers and children of police members.⁶

Further insight into the evolution of VPL is addressed in later sections of this research. While fundamentally the same, the 2012-2017 VPL Strategic Plan clarifies and enhances the objectives of the organisation in that it delivers support services to people in the “police family” who have lost a husband, wife or partner who is a serving or retired sworn member of Victoria Police. The term member includes a person who is employed by Victoria Police and has been sworn in as a Constable, Reservist or Protective Services Officer or is in training as a Victoria Police or Protective Services Officer (PSO) recruit.

VPL also supports and facilitates services to serving or retired sworn members who have lost husbands, wives or partners. These services have been extended to a “cohort” aptly named Friends of Police Legacy which includes legatees who have moved into a new relationship, parents of serving members where that member was not in a relationship at the time of their death and other people deemed by the board to have provided significant support to VPL. The high regard in which VPL is held in the Victorian community is reflected in the fact that the ‘Patrons’ of the organisation have always included the Governor of Victoria and the Chief Commissioner of Police.⁷

It is a not for profit public benevolent institution that has Australian Taxation Office (ATO) deduction gift recipient status. This year (2015) marks the 35th anniversary of the establishment of VPL.

PURPOSE

The purpose of this research is to present Victoria Police Legacy with a short historical overview of the rationale for the establishment, operation and governance of this program. It is anticipated the information gleaned will give Victoria Police, the Police Association (TPA) and the Board of VPL a useful insight into its formation and development.

Similarly it may assist any future research conducted into VPL. While the purpose of the research precludes evaluating its performance there is some commentary on a range of issues identified during the course of the research.

METHODOLOGY/DATA

In conducting this research information was obtained from VPL which included ; minutes of Annual General Meetings of VPL committees; reports tabled by the Chairman/President of VPL; the VPL Lamplight publication; and relevant financial reports relating to the performance of VPL. Information was also located in the small number of Victoria Police registry files made available to the research.

University Press, 1995) by Robert Haldane. It states “Blamey firmly believed that police were underpaid, and he was known to lend those in financial trouble up to £300 from his own pocket”. Page 200 refers.

⁶ Rules of the Victoria Police Legacy Scheme adopted at the interim meeting of the Committee of the Police Legacy Scheme on 29/11/1979. Clause 2(a) refers.

⁷ In 1983 its patrons were; His Excellency the Honourable Sir Henry Arthur Winneke, K.C.M..G., K.C.V.O., O.B.E., K.St.J., Q.C Governor of Victoria, and Sinclair Imre Miller S.B., O.St.,J., Q.P.M. Chief Commissioner of Police.

Other sources of information included the excellent drop files kept at the Victoria Police Historical Unit. In addition information sourced from various publications such as the Argus Newspaper, TPA Journal, "The People's Force"- A History of Victoria Police, and various internet searches, etc.

The author is grateful for the support received from the Executive Manager of VPL Ms Kay Miller who made available much of the information sought albeit most of it in hard copy format. Assistance was also obtained from a number of internal areas of Victoria Police including the Human Resource Department (HRD).

Statistical tables were prepared relating to the fiscal performance of the VPL as well as a temporal graph highlighting the proportion of police staff contributing to VPL.

Complementing the empirical data presented are five randomly selected case studies to highlight the work performed by VPL. The examples selected were broadly considered to be representative of the functions performed by this organisation.

Where possible the history was restricted to the fiscal year ending 2014 to enable the research to be finalised within the agreed time frame.

Due to the promulgation of the Annual Reporting Act (1983) which required the Force to report annually on a financial year basis Victoria Police commenced publishing reports in that way in 1983/84. As a consequence some of the data sets presented are in both the fiscal and the calendar year.

There were constraints on the extent to which comparisons were able to be made due to changes in terminologies and the definitions used during the evolution of the organisation, e.g. the definition of legatee was broadened since 1980. Likewise the original Rules were amended a number of times in keeping with the changing needs of legatees and police members including PSO's and reservists. Due to a lack of consistency in the way data was collated particularly in the earlier years it limited the degree to which detailed statistical analysis could be carried out. As a result, the tables and charts referred to above were heavily qualified.

A further example to highlight these methodological issues concerned the total number of police members contributing to VPL including the proportion of their salary. Statistics prepared by the Human Resources Department (HRD) for this research, revealed statements made by the VPL would have been more insightful had those statistics been available in their complete form and cited.

HRD was unable to provide data documenting the proportion of members' salaries being contributed to VPL prior to 2008/09. Similar constraints were experienced when examining the numbers of members contributing to the scheme.

Examples of the difficulties encountered with some of the statistics relating to VPL and the available data sets included an article in Police Life in March 1989 (p.32) where it stated every member of Victoria Police contributes .05% of their salary to Police Legacy. This comment was however found to be inconsistent with a later article in Police Life (November/December 1993, p.21) where the Development Manager of that organisation Mr Tony Pelosi indicated only about 77% of police members were contributing to VPL.

Similarly while the Chairman's Report in 2011/2012 indicated that 87% of police members were contributing to VPL a comparison with the HRD data for the same period revealed that the proportion of police members contributing was 93.2%.⁸ Access to the HRD data would have assisted VPL in more effectively monitoring these trends in helping develop strategies to meet the needs of legatees. On a similar note any statistical self-assessment of the performance of VPL would benefit that organisation by identifying and standardising their key measures of performance, i.e. KPI.⁹

For ease of presentation and benchmarking reference made to current and former (retired/resigned) members of Victoria Police include where possible their police service rank in the Force at the time referred to in the research.

These observations should not be misconstrued as a criticism of VPL as it is recognised this organisation has continually evolved and improved as have its management information systems over time.

Five persons from Victoria Police, VPL and TPA were invited to provide feedback to a draft copy of this research.

EVOLUTION/HISTORY

The evolution of VPL followed an interesting and varied path in that the concept of creating such a body was mooted by police members long before its formal creation in 1980. While there is little doubt the military and para military models alluded to previously contributed to the creation of VPL. It is important to acknowledge that Victoria Police and its members were already proactive in this area which resulted in the instigation of formal and informal systems put in place to support police members and their families. Examples of some important "building blocks" that led to the creation of VPL follow. It is apparent that many factors over a long period of time contributed to the creation of this organisation.

The informal schemes referred to involved police members using their initiative and compassion in arranging for support mechanisms to be put in place including "passing around the hat" to help out financially when required. These methods which were largely based on common sense were still in practice when the author joined Victoria Police in 1966. A pragmatic but tragic historical example to demonstrate the strong level of support by the "police family" arose when Constable Henry St. John Skinner registered number 6544 committed suicide on 14 July 1921 due to being of *unsound mind*.¹⁰ Skinner was a returned soldier who was awarded the Military Medal for his service in World War 1.

The circumstances surrounding the death of Skinner caused *a most sympathetic* response from members of the Force stationed in the Melbourne District for his widow and four young children. Consequently Superintendent Evans who was in charge of the Melbourne District arranged for Mrs Skinner to call at his office as she was anxious about her husband's whereabouts and not aware that he had taken his life. Evans *kindly and gently broke the sad news to Mrs Skinner* and then

⁸ . This statistic was calculated using HRD data and information published in the 2011/12 Victoria Police Annual Report.

⁹ . KPI refers to Key Performance Indicators.

¹⁰ . Victoria Police Association Journal, December 2002, page 39.

immediately made arrangements for Miss Davidson a policewoman to render all assistance possible to the family.

This included arranging for Mrs Skinner's children to be cared for in a private home during this difficult period as well as organising temporary accommodation in order to be close to her children. On learning of Mrs Skinner's need for urgent financial support due to the death of her husband, Miss Davidson brought the issue to the notice of Superintendent Evans who took immediate steps to start a relief fund which resulted in £97/8/- being collected. It was said; "A perusal of the subscription list shows that amounts were received from almost all the stations in the Melbourne District".¹¹ The Chief Commissioner of the day also made a "liberal donation" towards the fund. Image 1 is a photograph of Mrs Skinner and her family.

IMAGE 1

Mrs SKINNER AND HER FOUR CHILDREN



Mrs Skinner and Family

In order to ensure to her claim for insurance was properly settled and that she had sufficient financial resources with which to live on Mrs Skinner received further support from other police including "Plainclothes Sergeant Campbell" who; "Has rendered valuable help" in regards to settling her late husband's insurance which was apparently successfully resolved.

Such local initiatives were common place prior to the creation of the VPL and still are.

An example of an early *formalised* system which operated on similar principles to the VPL was reported in The Police Journal on January 1, 1920 at page 10. Superintendent Edmond Francis Britt registered number 3089 when speaking about the pay and conditions of police members said;

"When he joined the force in 1880 they had a system, called the widow and orphans fund, into which every constable or officer paid 2/6 on the death of a member of the force. The money was handed to the widow or family of the deceased member. It did not take a penny to collect it, as the

¹¹ . *ibid.*, page 39

amount was deducted from the pay. They had no palatial buildings to keep up; no staff of clerks to pay, and 2.5% of the amount was given to the secretary for his work. They had 1600 members of the force, and 2/6 from each would amount to £200. It was a fine proposition, and the sooner they got something like it the better”.

The fund appeared to be structured and had a Committee of Management responsible for managing the contributions received and expended in connection with the deaths of police members.¹² In about 1890 this body changed its name to the Police Widows and Orphans Association and the importance of the fund to the organisation was reinforced by the fact that the President of this Association was the then Chief Commissioner of Police H. M. Chomley Esq. Further examination of Victoria Police Gazettes indicated that Chomley was still President in 1894.¹³ In addition to managing the Association, the funds collected and expended were also formally audited and accounted for. The last reference able to be found in relation to this body was in 1902.¹⁴ It is not known when or why the Association ceased to operate. What is apparent is that it performed a similar function using similar processes as VPL, i.e. deducting 2.5% from each member’s pay in order to make it work. This initiative was in place approximately 100 years prior to establishment of VPL.

Other initiatives focussed on improving the welfare of police members and their families were introduced by Chief Commissioner Brigadier General Sir Thomas Blamey and while notwithstanding the political controversy surrounding their implementation and the apparent lack of transparency in relation to their method of operation they were still highly innovative. They included establishing the Victoria Police Provident Fund in June 1927 after receipt of a donation of £100 from the Commonwealth Bank which was complemented by a further gift of £1000 from the philanthropic J. Alston Wallace.¹⁵

The fund was started by Blamey to assist policemen who were financially embarrassed owing to illness or other ‘ill fortune’ and to prevent young constables from getting into the hands of money lenders. It (the fund) was modelled on similar funds in London and was a positive attempt to alleviate the financial difficulties incurred by many policemen during this period. Here Blamey was considered ahead of his time.¹⁶ A legal opinion on how the fund was to be applied stated; “The expenditure must relate to the education of police or their families, the relief of poverty of police or their families-the care of sick police or police who have become infirm and finally the religious instructions of police and for their families”.¹⁷

It continues to operate under the auspices of the trustee arrangement and is chaired by the Chief Commissioner of Police. As part of its charter it gives legatee families with school age children a grant each year to help with their education. Advice received indicates the fund has not moved

¹² . Victoria Police Gazette, 11 July 1871, page 177.

¹³ . Victoria Police Gazette, 28 December 1894, page 364.

¹⁴ . Victoria Police Gazette, 27 February 1902.

¹⁵ . Robert Haldane, “The People’s Force”, (Melbourne University Press 1995), page 201.

¹⁶ . *ibid.*, page 200.

¹⁷ . Advice provided by Peter Putnam, Assistant Legal Adviser from the Victorian Government Solicitor’s Office on 24 January 1990. Victoria Police Archives reference AB 037078.

away from its original objectives since its creation.¹⁸ Image 2 is of Chief Commissioner Brigadier General Sir Thomas Blamey.

IMAGE 2

CHIEF COMMISSIONER (BRIG GENERAL) Sir THOMAS BLAMEY



The other significant initiative introduced by Blamey concerned the Victoria Police Institute which was also established in 1927 and was apparently in operation some months prior to the foundation of the Provident Fund.¹⁹ It was established as a general store for the supply of goods to members of the Force. Its main objectives included;

“To enable members of the Police Force and their families to provide themselves with articles of clothing, tobacco, etc., at rates cheaper than those at which they could be obtained from retailers. From profits derived from the operation of the Institute to:-

- (a) Assist members of the Police Force and their families, who through no fault of their own, are in indigent circumstances.
- (b) To assist widows and orphans of deceased members of the Force.
- (c) To provide scholarships for children of members of the Police Force, to enable them to forward their education where exceptional ability has been shown”.²⁰

It was a unique undertaking in that it was the only one of its kind in Australia. When established it was not registered and was an unincorporated body said to function by virtue of the Trust Deed

¹⁸ . Conversation with Mr Brian Farr on 4 June 2015. He is a former unsworn member of Victoria Police and performed the role of secretary and administrator of the Provident Fund for approximately 17 years.

¹⁹ . Report prepared by the former President of the Victoria Police Association Mr F.Delmenico in about 1945. A copy of his report is contained in the drop file at the Victoria Police Historical Unit.

²⁰ . Report submitted by Chief Commissioner Alexander Duncan on 25 July 1940 and addressed to the Under-Secretary. VPRS 3992, Unit 2913 refers.

executed by Blamey.²¹ The institute was controlled by a committee and eventually oversighted by the Victoria Police Provident Fund. The turnover in 1934 exceeded £10,000 per annum²² and all profits were utilised as indicated above. It ceased to exist after 1988.

The political controversy and the lack of transparency referred to regarding Blamey's initiatives was a highly sensitive and complex matter at the time and was not examined comprehensively here as it was beyond the scope of this research.

In 1936 a Senior Constable McPherson suggested in correspondence to the TPA a scheme designed to assist the widows and children of deceased members of the Force which again would operate on similar lines to the VPL.²³ McPherson's proposal was intended to assist widows and children of deceased members of the Force. It was to be known as the 'Pool system' and to facilitate its financial operation each member of the 'Police Service' would contribute 3/- on the "death of a comrade". McPherson made the assumption that given there were 2000 persons employed in the Police Service it would result in £300 becoming available to each family after such pay period. McPherson postulated that if 20 members died during the year this scheme would cost each police member £3 during that period.

In total the 20 recipient families would have received £6000. He stated the deductions would be paid; "In a manner to be determined to deceased's widow or next of kin". It was his contention that there would be no administration costs and no need to amend legislation to facilitate the implementation of the scheme. In McPherson's view every member would be on the "same footing" and as a consequence there would be "no quibble" on the contrary he stated there would be "wholehearted acquiescence".

More recently, in June 1969 the Executive of the Queensland Police Union was requested by its members to institute a "Police Legacy" system to care for the dependent children of deceased police officers.

In 1971 the Queensland Police Legacy Scheme (QPLS) was established. A committee of serving police officers was formed under the Chairmanship of the late Inspector Francis Edmond Atwood with Brian Andrew Osborne as Treasurer and Ronald George Youels as Secretary. The committee functioned independently to the Queensland Police Union. With assistance from the Commissioner of Police a voluntary payroll deduction system for subscriptions by police officers was instigated on 6 July 1972.

On 18 May 1972 the QPLS was registered as a charity under the Religious Educational and Benevolent Charitable Act 1861-1967 and "Letters patent" were issued by His Excellency, the Deputy Governor the Honourable Mostyn Hanger.

In 1973, when accumulated funds reached \$10,000, the QPLS commenced providing assistance in accordance with its Constitution. The primary focus of the scheme was to ensure children were not disadvantaged in relation to their education due to the death of a parent. Funding the educational expenses of dependent children continues to be the core business of the QPLS.

²¹ . Delmenico, op.cit.,page 5.

²² . Victoria Police Journal, March 1934, page 66.

²³ . Victoria Police Journal, March 25, 1936. page 56

In addition to the above focus the scheme was to; “Render necessitous aid and assistance to the widows/widowers and dependent children of deceased serving or retired Queensland Police Officers, to serving or retired Queensland Police Officers whose spouse has passed and to serving and retired Queensland Police Officers who are suffering a terminal illness”.²⁴

Over the past 42 years assistance had been provided to over 200 families and the educational expenses of nearly 400 legatees children have been met by the Scheme.

It was the creation and successful operation of the QPLS and the tragic murder of Detective Senior Constable Robert John Lane (image 3) of Swan Hill CIB on 13 July 1979 that contributed significantly to the establishment of VPL. The Victoria Police ‘Lane Appeal’ was started to support Detective Lane’s widow and children²⁵ and attracted donations from all policing organisations in Australia as well as from members of the general public and private enterprise. The appeal subsequently raised over \$100,000. At the very least the death of Detective Lane heightened the need for a robust system to be put in place to support police members and their families.²⁶ Chief Commissioner (Mick) Miller said; “The death of Bob Lane brings home to every member of the hazards and the reality of police work. We all identify with Bob Lane because what happened to him could have happened to any one of us”.²⁷

IMAGE 3

DETECTIVE SENIOR CONSTABLE ROBERT JOHN LANE²⁸



As a result of the meritorious efforts of then Superintendent Peter Ryan and Inspector Bryan Kelly VPL was formally established and commenced operation on 6 February 1980. Both Ryan and Kelly had a deep commitment in the late 1970’s to developing “welfare” schemes for existing police members such as the Police Credit Cooperative.²⁹ In the course of carrying out this work they

²⁴ . Document titled, “Details of Activities of the Queensland Police Legacy Scheme”, provided by Andrew Gough who is the Secretary/Manager of the QPL Scheme.

²⁵ . Police Life, September 1979, page 8.

²⁶ . During a meeting of the Committee formed to discuss the establishment of the Police Legacy Scheme on 29 November 1979, committee member Senior Sergeant Leslie Smithwick 12517 said in relation to the discussion on the proposed role of Legacy; “The Lane incident brought the incident to a head”. Page 1 of the minutes refer.

²⁷ . Police Life, July-August 1979, page 3.

²⁸ . Police Life, July-August 1979, page 4.

²⁹ . Police Life, March 1989, page 32.

identified a void in the level of “welfare available to widows, widowers, and their families”.³⁰ They discovered that when members died their families received little if any formal support from the *department*.

In a submission to TPA concerning the need for such a Scheme in Victoria Police, Kelly said;

“If we are in doubt as to whether there is such a need in Victoria, I would ask you to think back about the families of deceased members. What do we know about them? Are we even aware that the Association remembers them at Christmas?”³¹

It was while Ryan and Kelly were travelling on business in Queensland they were shown the workings of the QPLS which impressed them and subsequently led to the implementation of a similar system in Victoria. As a result of their visit they approached the Chief Commissioner (Mick) Miller and Deputy Commissioner Salisbury and received full support with regard to introducing a similar scheme in Victoria.³² Support for VPL was also obtained from TPA. Ryan said; “One stipulation Mr Miller made was that Legacy should be wholly funded within the police organisation”.³³

ORGANISATIONAL STRUCTURE/FUNCTIONALITY

After a meeting of the Committee formed to discuss the establishment of VPL on 29 November 1979, a motion was moved and carried at that forum for a pilot committee to be formed. It comprised former member Deputy Commissioner Ron Braybrook (retired on 29/5/1977), Superintendent Peter Ryan and Inspector Bryan Kelly for the express purpose of preparing for and convening a “formation” meeting for a Police Legacy Scheme to be decided on.³⁴ This resulted in the inaugural meeting of the VPL on 6 February 1980 at 7.30pm at Russell Street Police Station during which the office bearers were elected. Current and retired members were present at this meeting including representatives from the TPA. Among others the key office bearers elected included;

President	Inspector Bryan Kelly
Vice President	Deputy Commissioner Ron Braybrook
Secretary	Superintendent Peter Ryan
Assistant Secretary	Superintendent Murray Burgess
Treasurer	Sergeant Ron Clapton
Assistant Treasurer	Constable Leslie John Thompson ³⁵

³⁰ . *ibid.*, page 32.

³¹ . Victoria Police Association Journal, August 1979, page 37.

³² . *ibid.*, page 32.

³³ . *ibid.*, page 32.

³⁴ . Victoria Police Gazette, 6 December 1979, page 630.

³⁵ . This members rank and name were not included in the minutes of the meeting. Based on a check of the Victoria Police Seniority List (Stud Book) it appeared this was the member in question. A telephone conversation with former Superintendent Peter Ryan on 25 June 2015 confirmed this was the member in question.

Overall while 17 members were in attendance at the inaugural meeting many of those present did not attend later meetings.³⁶ Advice was received that the conduct of this first meeting was very “loose” given its inaugural status and required strict oversight by the President to ensure the relevant issues were covered. While this group was referred to in the original Rules of VPL Scheme as the Board of Management of the Scheme they (the committee) for some unknown reason continued to use the *designation* “VPL Council” as well as referring to Board members as Councillors until 2012 when those terms stopped being used and were replaced by the title “Board of the Victoria Police Legacy Scheme Incorporated”.³⁷

Similarly, usage of the term President and Vice President was replaced by Chairman/Vice Chairman. A full copy of the original Rules of the VPL Scheme is appended to the minutes of the inaugural meeting and available for perusal at the Legacy Office. There was no common usage of the term “Legatee” at that stage and it would appear the first formal reference to it appeared in the 1994 Summer Edition of the Lamplight publication. It now refers to; “a person who is deemed eligible for support by Police Legacy”³⁸ There have been numerous changes to the “Rules” since 1979 to bring the VPL Scheme in line with contemporary changes made to the Scheme. This research does not attempt to examine every change made to the Rules since 1979 but does canvass some of the major issues identified in this section and in the later “Milestones” of the VPL Scheme.

A significant change to the format of the board meetings was the reduction in the active number of participants since the beginning. As indicated previously originally there were 6 office bearers and 11 “Ordinary” members of the Co-ordinating Committee at the meetings.³⁹ This contrasts with the current arrangements whereby the meeting generally involves 3 office bearers, 5 other elected board members and 2 board members appointed by TPA and the Chief Commissioner. This is in keeping with paragraph 15 of the current Rules which requires seven members to be personally present to constitute a quorum for the transaction of the business of a general meeting. This enables the meetings to be conducted expeditiously.

Paid employees of the VPL are not eligible to hold office as a member of the Board. A contemporary example reflecting the typical level of attendance by Board members at the Annual General Meetings (AGM) was at the meeting convened on 15 October 2013. The Board comprised the following persons;

Chairman	Roger Schranz, Detective Inspector
Vice-Chairman	Peter O’Neill APM, Superintendent
Treasurer	Stephen Cooper, Inspector
	Martin Park Acting Senior Sergeant

³⁶ . Telephone interview conducted with former Inspector Bryan Kelly on 18 June 2015.

³⁷ . Minutes of the Annual General Meeting of the Victoria Police Legacy Scheme (Inc) on Tuesday 16 October 2012, page 3 refers. A conversation with former Inspector Bryan Kelly was unable to clarify why the term Council and Councillors was used.

³⁸ . Contained in the revised Rules of Victoria Police Legacy Scheme Incorporated published in October 2012.

³⁹ . The definition of “Ordinary” members now (Rule 24) refers to members, retired members and life members who are eligible for election as ordinary members of the Board.

Lauren Callaway Inspector

Neville Taylor Superintendent

Adrian Hurring Senior Sergeant

Frank Sells Inspector

The other significant change in the structure was the employment of external employees to assist in the day to day running of VPL.⁴⁰ The first non-police employee identified working for VPL was believed to be Ms Angelica Stuckey who was employed as an Office Manager in about 1981. In 1994 external employees were employed to take on a larger role in relation to some of the functions previously performed by current and former members of Victoria Police.

An important role performed by the board members, included managing the various sub-committees established to address key functions on behalf of VPL. For example in 1992, Inspector Bryan Kelly had carriage of the “Membership, Personnel and Public Relations” sub-committee.⁴¹ The employment of external staff was an important step for VPL as it enabled the board to bring in skilled people to perform or assist in performing some specialist roles on a full or part time basis. In 2014, VPL employed three contractors who performed roles as diverse as book keeping, information technology infrastructure and the provision of financial advice on behalf of the scheme.⁴² A chronological list of the persons who performed the role of President/Chairperson and the Secretary/Chief Executive Officer (CEO)/Executive Manager of VPL since inception is contained at Attachment 1.

While there is no discrete statement of purpose in the original rules there are nine aims detailed at clause 2 which are reproduced at Attachment 2. The first of those aims describes the overall role of the VPL as;

- “To render aid, assistance and benefits to widows/widowers and children as defined in Clause 3 hereof”.

The remaining eight aims were relevant and important in the context of how the scheme was managed including the many functions performed by VPL. For the sake of clarity it may have been beneficial for those statements to have been presented in a clear statement of purpose of VPL. This research was unable to identify specific objectives and/or the KPI’s of the scheme at that time.

⁴⁰ . Information obtained from former Inspector Gary Storey who was a member of VPL Board from 1980-2012. Other external employees soon followed including Ms Kath Campbell who worked with the VPL as Office Manager in 1987 and who was subsequently replaced by Ms Brenda Burr, see 1987 AGM minutes at page 3. Senior positions in the VPL were later filled by Ms Meg Galpin in August 1994 as the Secretary/Administrator - AGM minutes 13 September 1994, page1. Other employees who joined the scheme during this period were Mr Tony Pelossi (Development Manager) and Ms Val Price Curren as indicated in the Lamplight publication in autumn 1994 at page 4.

⁴¹ . President’s Annual Report 1992, page1. Other committees included Administration and Recreation, Education Employment and Accommodation, and Health Welfare and Maintenance.

⁴² . AGM minutes dated 21 October 2014.

The present rules⁴³ contain a clear statement of “Purpose” and provides a broad overview in one sentence of the role of the VPL i.e. “Police Legacy is a non-profit charitable or community service organisation established for the relief of grief, the advancement of education and other purposes beneficial to the community in accordance with its Statement of Purposes”.

The revised format of the rules now defines more clearly the measures of organisational performance. In addition the promulgation of the VPL Action Plan for 2013-2015 specifies the objectives of the VPL during that period. Included in the plan is a description of the proposed actions required to meet those objectives. As previously stated it is evident that the governance, management and operation of the VPL continues to evolve positively.

In terms of its performance the board “shall” consist of at least 10 members (Rule 22) of whom 8 are to be elected, with one member nominated by the Chief Commissioner of Police and a second nominated by the TPA . Its role clearly is to manage the affairs of Police Legacy. The frequency of the meetings is addressed in Rule 27 where it is determined the board must meet at least 6 times a year as well as having an ability to convene special meetings when required. Advice was received that the board in practice met 11 times a year.⁴⁴

OVERVIEW OF PERFORMANCE

Income v Expenditure This section provides a rudimentary analysis of the operation of VPL since inception. It includes an examination of the fiscal income (Table 1) received by the Scheme and analyses the amount and proportion of funds received from police members and the Provident Fund and other donations. In contrast Table 2 provides insight into the expenditures of the Scheme including the amount and proportion spent on Administration, Education, Christmas Hampers, Widows Outings and Other Assistance by VPL. The expenditures presented in the table appear to reflect the core role of the VPL. Table 3 is an analysis of the number of families registered as legatees with VPL, the number of families with dependent children and the total number of dependent children.

The data presented here is however heavily qualified due to numerous factors including an absence of data in some cases which are specified. Other factors included changes made to the consistency of the data collected, for example the “definition” of what constitutes administration was never clarified and appeared to change over time. While the information presented was drawn from Income and Expenditure statements as well as the President’s/Chairman’s reports for each of the relevant years. It was apparent there had been changes in the format of those data sets which made it difficult to conduct a rigorous temporal analysis and comparison of all income and expenditures. At best given the many constraints incurred by this research the data sets presented in these tables are useful indicators of performance.

VPL is principally funded by voluntary contributions from members of Victoria Police and is complemented by bequests, sponsorship, returns on investment and other donations e.g. the charter of the Police Provident Fund allows for donations to VPL. Currently of the total number of

⁴³ . The “Rules of the Victoria Police Legacy Scheme Incorporated” as cited here were published in October 2012 and are available for perusal from the VPL Office.

⁴⁴ . Discussion with former VPL Chairman Detective Inspector Roger Schranz on 20/11/2015.

members contributing to VPL, 71.6% were contributing .1% of their salary, while 27.1% of members were contributing .15% of their salary.⁴⁵

TABLE 1
TOTAL INCOME RECEIVED BY VPL 1980/81-2013/2014⁴⁶
AND TEMPORAL ANALYSIS OF INCOME SOURCE

	1980/81	1983/84	1986/87	1990/91	1994/95	1998/99	2002/03	2005/06	2008/09	2011/12	2013/14
Income \$	26629	97912	100710	133738	461059	588162	627173	805742	1004772	1103894	1173901 ⁴⁷
From Police Members And % of total income	14851 (55.7%)	N/A	N/A	N/A	N/A	402378 (68.4%)	517307 (82.5%)	599528 (74.4%)	669776 (66.7%)	858687 (77.8%)	1016693 (86.6%)
Amount and % Provident Fund & Other donations	11000 (41.3%)	N/A	N/A	N/A	N/A	14465 (2.5%)	7119 (1.1%)	10654 (1.3%)	167550 (16.7%)	10495 (1%)	17349 (1.5%)

Table 1 describes the total income received for each of the sample years selected as well as the two categories indicating broadly the source of that income. The data set includes the amount and proportion of funds received from members as well as from other donations. The latter category referred to includes donations from the Provident Fund. Due to a change in terminology in the 2013/2014 Income and Expenditure statement, the item relating to these donations appears to have been widened to include “bequests and other donations”. The amounts cited are rounded. As stated previously the data sets utilised were restricted to the 2013/14 fiscal year to enable completion of this research within the agreed time frame.

With regard to Total Income the data reveals;

- There was an increase of 4308.4% in income received when comparing 1980/81 with 2013/14, i.e. from \$26629 to \$1173901.
- The sample years examined reveal there was a continual increase in funds received over this period.
- In 1983/84, 990 members of a total membership in excess of 8000 completed the payroll deduction form enabling an increase in the subscription amount.⁴⁸
- From 1994/95 onwards it appeared more members were actively contributing to VPL, i.e. there was a 244.7% increase in income in that year compared with 1990/91. Income received increased from \$133738 to \$461059.

⁴⁵ . Manager HR Systems of Victoria Police advised this was the situation as at 14 May 2015. It includes police members, recruits, PSO's and Reservists.

⁴⁶ . Amounts cited have been rounded.

⁴⁷ . Obtained from 2013/14 Income and Expenditure Statement. It excludes other income including unrealised gain/loss on revaluation of other investments and the net gain/loss on disposal of financial assets.

⁴⁸ . President's Report 1984, page 3.

Income received from police members;

- Information specifically relating to contributions by police members was not clarified in the fiscal statements of 1983/84, 1986/87, 1990/91, 1994/95.⁴⁹
- Contributions from members increased by 6746% from 1980/81 to 2013/14, i.e. from \$14851 to \$1016693.
- There was a rapid increase (2609.4%) in the revenue from members in the period 1980/81-1998/1999, i.e. \$14851 to \$402378.
- Member contributions were highest (86.6%) when considered as a proportion of the total income in 2013/2014.
- Member contributions were lowest (55.7%) when considered as a proportion of the total income in 1980/81.
- The period 1998/99 to 2013/14 revealed a fluctuating trend when considering the proportion of income contributed by members during those years.

Income received from Provident Fund and Other Donations;

- Information relating to contributions and donations received in the period 1983/84, 1986/87, 1990/91, 1994/95 was not included in the fiscal reports. See footnote 49.
- There was an increase of 57.7% in income received in the Provident Fund & other donations when comparing the two periods 1980/81 and 2013/2014, i.e. \$11000 to \$17349.
- The largest amount in income received in this category was in 2013/2014 i.e. \$17349.
- When considered as a proportion of the total income, the highest proportion in the Provident fund & other donations was in 1980/81 when it was 41.3% of that amount.
- The lowest proportion of the total income in the Provident Fund & other donations category was 1% in 2011/12.

⁴⁹ . The fiscal reports for this period did not differentiate between contributions made by members and those received from the Provident Fund & other donations.

TABLE 2

TOTAL EXPENDITURE BY VPL 1980/81-2013/14⁵⁰

BY SELECTED CATEGORIES AND AS A PROPORTION OF TOTAL INCOME

	1980/81 \$	1983/84 \$	1986/87 \$	1990/91 \$	1994/ 95 \$	1998/ 99 \$	2002/ 03 \$	2005/ 06 \$	2008/ 09 \$	2011/ 12 \$	2013/ 14 \$
Expenditure And % of total income	3896 (14.6%)	76064 (77.7%)	78115 (77.6%)	124389 (93%)	327934 (71.1%)	452689 (77%)	476671 (76%)	491523 (61%)	762066 (75.8%)	756129 (68.5%)	881886 (75.1%)
Amount and % spent on Administration	1066 (4%)	2842 (2.9%)	526 (.52%)	2449 (1.8%)	6977 (1.5%)	Not Specified	161549 (25.8%)	163369 (20.3%)	280664 (27.9%)	283617 (25.6%)	384164 (32.7%)
Amount and % spent on Education	146 (.5%)	22737 (23.2%)	32734 (32.5%)	31030 (23.2%)	99358 (21.5%)	108841 (18.5%)	134925 (21.5%)	128262 (15.9%)	182391 (18.2%)	177425 (16.1%)	183415 (15.6%)
Amount and % spent on Christmas Hampers	755 (2.8%)	940 (.96%)	2877 (2.9%) ⁵¹	12543 (9.4%)	20995 (4.6%)	21100 (3.6%) ⁵²	22653 (3.6%)	Not Specified	9950 (1%) ⁵³	18289 (1.7%)	14795 (1.3%)
Amount and % spent on Widows Outings	841 (3.2%)	1362 (1.4%)	2932 (2.9%)	7983 (6%)	34781 (7.5%) ⁵⁴	Not Specified	Not Specified	Not Specified	Not Specified	Not Specified	Not Specified
Amount and % spent on Other Assistance	947 (3.6%)	3322 (3.4%)	10449 (10.4%) ⁵⁵	27254 (20.4%)	Not Specified	8865 (1.5%) ⁵⁶	18936 (3%)	9807 (1.2%)	14601 (1.5%)	Not Specifi ed	Not Specified

Table 2 is a broad fiscal analysis of expenditures by VPL of selected items. It does not presume to fully examine all aspects of expenditure by that organisation. It was not possible to carry out a more rigorous analysis due to changes in the presentation of this data including differences in the terminologies and definitions used in the evolution of this program.

Key findings of the analysis revealed the following;

Expenditure as a part of total income;

- The largest expenditure by VPL occurred in 2013/14, i.e. \$881886.
- Level of expenditure increased progressively during the whole of this period.

⁵⁰ . Amounts cited have been rounded.

⁵¹ . Definition of Christmas Hampers appears broader. It now includes children's trips.

⁵² . Due to differences in presentation, assumption is made this item includes Christmas cheques and cost of the Christmas function.

⁵³ . Apparently only applies to Christmas gifts for senior legatees.

⁵⁴ . Term appears to have been broadened to include legatee's costs.

⁵⁵ . Other assistance now appears to include other gratuities.

⁵⁶ . Assumption is made this item refers to financial and special assistance to junior and senior legatees.

- The largest proportion of expenditure of total income occurred in 1990/91 when 93% of income was utilised.
- The smallest proportion of expenditure of total income received occurred in 1980/81 (14.6%).

Administration costs;

- VPL expended the largest amount on financing the administration of this program in 2013/14 (\$384164). Changes in the descriptions of the items recorded in this category are likely to have contributed to this result.
- The largest proportion of expenditure on administrative costs occurred in 2013/14 (32.7%).
- VPL only spent \$526 on this item in 1986/87.

Expenditure on education;

- VPL spent \$183415 on education in 2013/14 the most during this period.
- The largest proportion of VPL expenditure on education was in 1986/87 (32.5%).
- In contrast the smallest amount and proportion of expenditure on this item was in 1980/81, i.e. \$146 (.5%) when the program began.

Expenditure on Christmas Hampers;

- Generally the level of expenditure on this item fluctuated during this period although there had been an overall increase of 1860% when comparing 1980/81 (\$755) with 2013/14 (\$14795).
- The largest proportion of expenditure of total income on this item was in 1990/91 (9.4%).
- The smallest proportion of total income expended in this category was in 1983/84 (.96%).

Widows/Legatee Outings

- The largest amount (\$34781) and proportion of total income (7.5%) was expended in 1994/95.
- In contrast the smallest amount expended on this item (\$841) was in 1980/81 when the program began.
- The smallest proportion (1.4%) of expenditure of total income on this item was in 1983/84.

Other Assistance

- The largest amount (\$27254) and proportion (20.4%) of total income expended on this item was in 1990/91.
- The smallest amount (\$947) expended with respect to this item was in 1980/81.
- In regard to the smallest proportion (1.2%) expended on this item as part of total income was in 2005/05.
- The amounts and proportions expended on Other Assistance generally fluctuated during the sample periods documented. Overall however they did increase by 1441.8% when comparing 1980/81 (\$947) with 2008/09 (\$14601).

TABLE 3

NUMBER OF FAMILIES REGISTERED AS LEGATEES BY VPL⁵⁷

	1997/98	1999/00	2000/01	2002/03	2003/04	2007/08	2010/11	2013/14
Number of legatee families	495	463	410	422	400	470	591	735
Number of families with dependent Children	59	55	57	56	46	55	75	89
Number of Dependent Children	Not Specified	Not Specified	109	90	83	106	125	145

Data presented in Table 3 represents a temporal analysis of the number of families registered as legatees by VPL. The periods selected above were utilised because most of those variables were at the least continuous and comparable for much of that period, footnote 57 refers. It revealed the following;

- While the number of legatee families fluctuated during the sample period the total number increased significantly to 735 in 2013/14.
- The smallest number of legatee families recorded during this period was in 2003/04 (400).
- With the exception of 2003/04 the number of families with dependent children was relatively stable from 1997/98 to 2007/08.
- The periods 2010/11 and 2013/14 saw a rapid growth in the number of families with dependent children, 75 and 89 respectively.
- Trends with respect to the number of dependent children also increased significantly in 2010/11 (125) and 2013/14 (145).

Contributions by Police Data sets in this section indicate the extent to which police members were contributing to VPL. Initially when VPL was established members were contributing 20 cents from their fortnightly salary.⁵⁸ This amount was however not constant, and it is likely there were variances in the proportions of salaries members were contributing each year to support VPL. Data obtained from the Victoria Police HR Services Division on 23 July 2015 which has the responsibility of processing this information (Table 5) on behalf of the Force supports this contention. Some statements made in the various VPL reports and other related sources appear to reflect what the majority (or a large number) of police members were believed to have been

⁵⁷ . Data for periods prior to 1997/1998 used different criteria relating to this item which were not comparable with the statistics presented in this table. Data from 1997/98 to 2003/04 obtained from President’s Reports which were appended to minutes from the Annual General Meetings. From 2007/08 concept of “Friends of Legacy” was introduced and included people who have entered into a new relationship. The definition of what constitutes a child also appears to have been broadened when compared with earlier periods. The latter information was obtained from the Executive Manager VPL on 2 April 2015.

⁵⁸ . Lamplight publication. Summer edition published in 1984, page 3.

donating. A sample of those comments are summarised in Table 4. As VPL do not have access to the data collated by Victoria Police they were not able to fully put into context what contributing members were donating to VPL. A comparison with the data provided by the Force reveals more completely the makeup of member contributions.

An example to illustrate this point was identified in the 2011/12 Report of the Chairman (page 2) where it was stated; *“Our income is predominantly from fortnightly donations of sworn members and the last Victoria Police enterprise bargain agreement has seen several increases in contributions with more and more members now donating at a higher rate of .15%.”* While data in Table 5 confirms there had been a slight increase in the overall proportion of police members contributing .15% of their salary to the VPL since 2008/09. It was noted there had actually been a reduction in the proportion of members donating this amount when compared with the previous year, i.e. 23.15% in 2010/11 as opposed to 15.94% in 2011/12. It is apparent the provision of that data to VPL by Victoria Police would benefit that organisation in that it would enable a more effective monitoring of member contributions.

TABLE 4
PROPORTION OF FORTNIGHTLY SALARIES CONTRIBUTED
1985-2011/12

	1985 ⁵⁹	1992 ⁶⁰	2000 ⁶¹	2011/12 ⁶²
% of fortnightly salary	.05%	.1%	.1%	.15%

Table 5 presents a more holistic insight into these trends in that it definitively quantifies the proportion of members contributing to VPL as well as the proportion of their salary donated. In summary it indicates that in 2011/12;

- 08% of police members were contributing less than .1% of their fortnightly salary.
- 83.98% of police members were contributing .1% of their fortnightly salary.
- Only 15.94% of police members were contributing more than .1% of their fortnightly salary.

It is evident during the period 2008/09- 2011/12 the majority of police members were contributing .1% of their fortnightly salary which increased slightly from 80.07% in 2008/09 to 83.98% in 2011/12.

Factors likely to encourage members to contribute to VPL include;

- Contributions made are tax deductible as VPL is a registered not for profit charity.
- Contributions made generally cost less than a large cup of coffee.
- The VPL endeavours to care for, engage and support legatees for the remainder of their lives.

⁵⁹ . Lamplight Publication Summer 1985, page 3.

⁶⁰ . Police Life, March 1992, page 17.

⁶¹ . Lamplight Publication, Winter 2000, page 1.

⁶² . 2011/12 Annual General Meeting, Chairman’s Report.

- In addition it also provides the most comprehensive support and range of services to legatees in comparison with other legacies across Australia.⁶³

TABLE 5

PROPORTION OF CONTRIBUTING MEMBERS

AGAINST THE PROPORTION OF SALARY DONATED TO VPL 2008/09 – 2011/12

	< .1% of salary	= .1% of salary	>.1% of salary
2008/09	8.93%	80.07%	11%
2009/10	9.33%	69.04%	21.63%
2010/11	7.12%	69.74%	23.15%
2011/12	.08%	83.98%	15.94%

Data obtained from Manager, HR Systems Human Resource Department, Victoria Police.

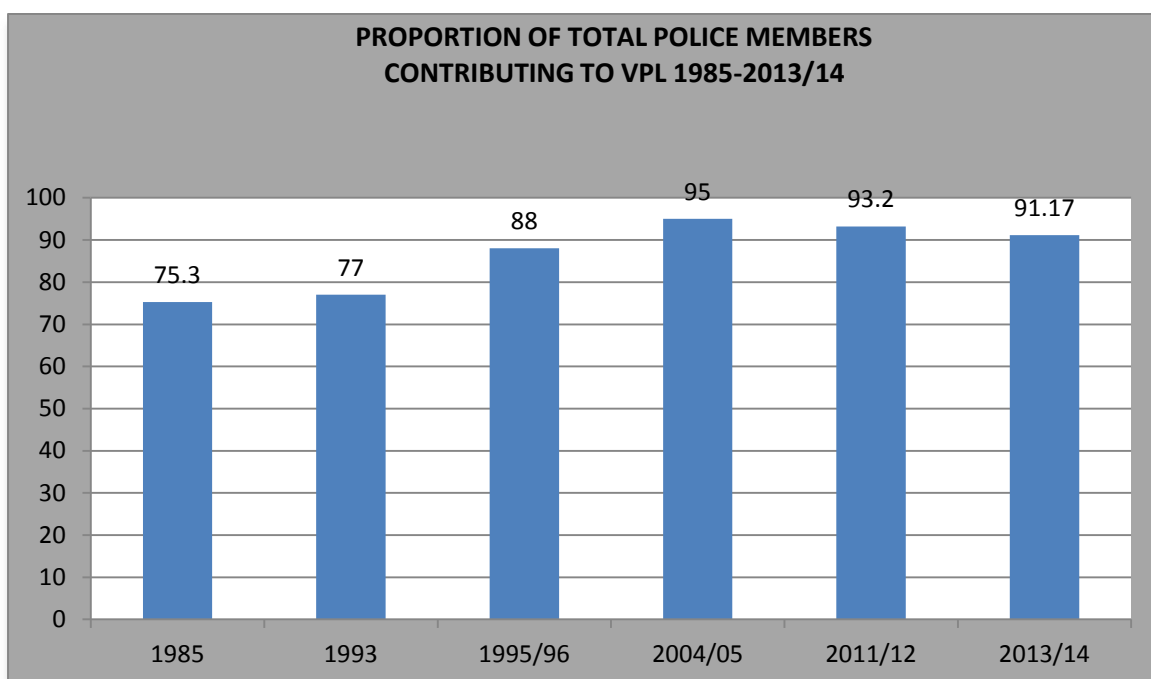
The trends presented in the graph at Figure 1 reflect the proportion of all police members who contributed a part of their salary to VPL. In calculating those trends the changes made to VPL rules (number 6) in 2011/12 to broaden the description of police members was taken into account in preparing this graph. It included Victoria Police and Protective Services Officers in training.

It is evident from this graph that;

- Overall there has been a significant increase in the proportion of police members contributing to VPL during this period, i.e. 75.3% (1985) compared with 91.17% (2013/14).
- The largest proportion of police members contributing to VPL was 95% (2004/05)
- There has been a slight decline in the proportion of police members contributing to VPL since the maxima reached in 2004/05. It reduced from 95% to 91.17% (2013/14).
- Differences were noted when comparing HRD data with statements made in VPL reports. For example in 2011/12 the Chairman’s Report dated 16 October 2012 stated 87% (compared with 93.2% in the HRD data) of police members were contributing to VPL. Similarly in 2013/14 in the State Report for the National Legacy Conference in 2014 (page 14), it was indicated 83% of police members were contributing to VPL compared with 91.17% in the HRD data. Some of these differences may be due to the ‘fluidity’ of this issue as it is possible they reflect different dates when the data was captured and analysed.

⁶³ . Care publication, issue 49, September 2015, page 4.

FIGURE 1⁶⁴



SIGNIFICANT MILESTONES

Due to the fact that there have been so many positive initiatives and milestones achieved by VPL in its 35 year history, it is not possible to document each individual case. In order to provide a meaningful insight into the rich history of this organisation, a non-exhaustive list of some of the more significant milestones as identified by this research is summarised in this section.

They include;

- Establishment of VPL on 6 February 1980 with full support of Victoria Police and the TPA.
- Contributions to VPL by police members increased from 20 cents/member from their fortnightly salary to .05% of the base salary of members in 1986.⁶⁵ This change was necessary to increase the amount contributed to VPL, to enable the scheme to fully meet its objectives as inflation had eroded the value of the original contribution. It was implemented

⁶⁴ . Data for this graph obtained from the following sources; 1985 is an estimate calculated from the Presidents Annual Report, period ending 30 March 1985. They indicated 6362 members were contributing .05% of their salary.

1993 proportion obtained from article in Police Life November/December 1993, page 21.

1995/96 proportion published in the President's Annual Report at page 1.

2004/05 proportion obtained from President's Report published on 13/9/2005. Reference in the report was presented as a range of between 92-95% of members contributing to the VPL. For the purpose of this research the upper bound of the range (95%) was used in this graph.

2011/12 proportion calculated from HR data supplied to this research.

2013/14 proportion calculated from HR data supplied to this research.

⁶⁵ . Police Legacy Annual Meeting Report 28 May 1986.

after a survey was conducted of police members seeking agreement to deduct the proposed rate from their salary.⁶⁶

- VPL who for many years were accommodated in premises belonging to the TPA and the Police Credit Co-Op, purchased and moved into their own ‘purpose acquired’ premises in 2014 at Louisa Terrace, 71 Drummond Street Carlton.⁶⁷ Apart from establishing an identity separate from Victoria Police it was an important investment for the organisation in that it saved on commercial rent and in the longer term should result in a capital gain for VPL.
- The employment of external employees was a major change to the operation and governance of VPL which began in 1981 and continued through to the present time. It enabled the board to bring in skilled people to perform specialist roles on a full or part time basis. The roles covered a diverse range of disciplines including, book keeping, information technology infrastructure and financial advice. The first (non- police) person to perform the role of CEO was Ms Meg Galpin in 1994. The integration of external employees also enabled a more efficient utilisation of those skills, for example the CEO was able to separate the field officer role from that of the manager/CEO allowing that officer to work directly with legatees. This issue is significant when comparing the VPL with their ‘sister’ organisations in the other states (Queensland, South Australia and Western Australia) who have serving or retired police performing the CEO role.⁶⁸
- Notwithstanding there have been numerous rule changes to the constitution of VPL since implementation. The following example (dealt with at the Annual General Meeting on 16 October 2012) is used to demonstrate the robust process employed by the organisation to keep abreast of its responsibilities. It was important in that it played an important part in the ongoing modernisation of the organisation as well as clarifying some key definitional issues. The 14 rule changes dealt with at that forum included; a fine tuning of the definition of the purpose of VPL; the expansion of the definition of legatee allowing for a broader interpretation of that class of person; an amendment to the description of the term member/legacy member/member of legacy; deletion of the term “Council of Police Legacy” and replacing it with the more contemporary terminology “Board of the Victoria Police Legacy Scheme”; inclusion of a new section documenting what was meant by the expression “Non Profit” and how it related to the VPL; etc.
- The introduction in 2002 of the new VPL logo (Figure 2) which depicts a person holding the flame of remembrance was well accepted and commended by legatees and serving members. The logo developed presented a more contemporary image for the organisation as well as creating its own unique discrete brand.⁶⁹
- In 1993, 2003, 2008, and 2014 VPL hosted the National Police Legacy Conferences.⁷⁰ In addition to hosting those conferences; VPL also performed the role of National Secretariat to the conferences in 2003, 2008 and 2014. This was an important step forward as the Secretariat is responsible for coordinating the National Conferences as well as liaising with the National Police Memorial Coordination Committee and Police Federation Australia in

⁶⁶ . VPL Lamplight Publication. Autumn 1984. It was noted after this change had been put in place 75% of police members were contributing at the new rate while 25% were still on the old rate.

⁶⁷ . Report of the Chairman, to the Annual General Meeting on 21 October 2014.

⁶⁸ . Interview with the Executive Manager of VPL Ms Kay Miller on 3 September 2015.

⁶⁹ . President’s Report to the Annual General Meeting of Victoria Police Legacy on 10 September 2002.

⁷⁰ . The first National Police Legacy Conference was held in 1993 and hosted by the VPL.

regard to the National Police Memorial. It includes acting as a conduit for the promulgation and dissemination of information to all police legacies. While this function is rotated through the other states, it is apparent that VPL have been extremely pro-active in establishing this body.

- Effective from 1 July 2000, VPL's charitable status was reclassified as it was unable to fulfil the criteria of a Public Benevolent Institution (PBI). The subsequent review by the Australian Taxation Office (ATO) resulted in VPL having all income received exempt from taxation.⁷¹
- The strong level of support provided by former Chief Commissioner Miller and more generally Victoria Police was evident when on 13 July 1982 Mr Miller authorised district police to make personal visits to police widows. This was done on behalf of VPL for the purpose obtaining information to determine how they (police widows) could be better supported by that organisation.⁷²

FIGURE 2

VICTORIA POLICE LOGO - 2002



CASE STUDIES

The following four case studies are included to demonstrate the diverse forms of assistance provided by VPL since its establishment. They include one example from each decade VPL has been in operation and are considered to be representative of the core role of the organisation. A complete listing of all of the functions and activities performed by VPL in support of the "Police Family" during its 35 year history was too onerous for inclusion in this history. A more comprehensive insight in to those activities is available in the AGM reports tabled by the President/Chairman each year.

In addition to the case studies, a summary of a telephone interview conducted with Ms Margaret Wilby wife of former Chief Commissioner Noel Wilby (deceased) regarding her long association with

⁷¹ . President's Report to the Annual General Meeting of Victoria Police Legacy on 12 September 2000.

⁷² . Discussed at the Metropolitan and Country Superintendents' Conference on 19 July 1982.

VPL is also included.⁷³ The interview which provided a qualitative insight into her association with VPL was conducted on 10 September 2015 and involved the author asking questions and noting Ms Wilby's responses.

Case Study 1 published in the Victoria Police Legacy Lamplight in the summer of 1984. It is an example of the letters of gratitude frequently received from Legacy families.

"I would like to take this opportunity to thank Police Legacy for the work they are doing for the widows and children of deceased members. When Jack died there was nothing to make you feel his work for the Department was remembered and we felt completely isolated. Now, through Legacy, with various social activities, help with education, etc., and other things trying to be established such as health benefits, I feel now I am actually still a part of a wonderful group.

Thank you particularly for the \$250 sent to me for Joanne's education. She worked hard this year, a real trier, and passed her Leaving Certificate with seven subjects. She was also awarded a netball blue for being the school's best representative. I'm delighted to say she is going back to do H.S.C. next year hoping to become a kindergarten teacher so if she achieves her goal, you all of police Legacy may take credit for helping her along the pathway".

⁷³ . Noel Wilby was Chief Commissioner of Victoria Police in 1969-1971. He retired after incurring a bout of ill health and passed away in 1975.

Case Study 2 published in the Victoria Police Lamplight in autumn 1991. It is an overview of the annual Christmas luncheon including describing how the legatees were entertained and looked after on the day.

Once again, the annual Christmas Luncheon was held at the Police Academy. Held at the end of November, it was well attended. The dining room was festooned with streamers and other decorations to make the occasion as happy possible.

The two large Police buses ran from Spencer Street railway station to the Academy. Again Terry Mountain (now retired) collected the widows from the Peninsula and brought them to the Police academy in a mini bus. By the sound of the laughter and the noise when the mini bus pulled up, Terry must look after his charges very well.

The widows were each given a small posy of flowers and a name tag before taking a seat in the dining room where each received a special gift. Again the Police Band was in attendance and was playing light music to entertain guests while they were being seated.

Industrious helpers prepared to take the meals to the tables. These helpers, young police in uniform, do a tremendous job. All volunteers from Community Policing Squads, their presence is very much appreciated by the guests.

The happy, smiling faces at the tables give an indication of the enjoyment shared by the guests. They are all part of the police Family and on this day of the year the fact they are an important part of that family is demonstrated.

The band played for the sing-a-long. Led by Senior Constable Carberry, his strong and melodious voice was helped by a group that led everyone in the singing (it is untrue to say that Peter Ryan was only miming).

It was a truly enjoyable day. One widow from the country told me: "This is the first time I have been to one of these luncheons. When I came in I did not know anyone, but it did not worry me, as I knew I was among friends". The luncheon was a great success, enjoyed by all and a tribute to those who helped make the day go so well.

Case Study 3 published in the Victoria Police Lamplight in autumn 2000. It documents the help and support provided to this member and his family after the tragic passing of his wife.

Not so long ago Ross Armstrong had the tidiest house you would ever see. It was all part of his way of coping following the death of his wife, Jenny.

"I just kept frantically busy so I wouldn't have to stop and think about what happened. It was a vicious cycle until eventually I just fell apart from exhaustion. After six months it just hit me like a ton of bricks.

I got some help and then slowed down and started to grieve".

Now two years on after Jenny's death, Ross who is a constable at the Rosebud station, has a far more balanced life. As a single parent with two young daughters he still leads a busy life and of course, there is always plenty to do around the home.

"I started to ask friends and family for help and Police Legacy has been fantastic as well. I am now on a much more level playing field".

Ross has two daughters, Caitlin, 9 and Abbey, 10.

"I am now finding the task of being both a mum and dad and working at the same time a lot easier".

Jenny died in 1998 after a 14 year long bitter battle with breast cancer that included several operations and periods of remission.

"Jenny was a great fighter who battled for years", says Ross.

"I still miss her terribly. It still hurts having lost your soul mate, sometimes it hits me when I come home and she is not there to talk about the day at work".

Ross says meeting other single parents through the police Legacy network has been a great help.

"You don't appreciate what a great organisation Legacy is until you come under their auspices".

"The financial assistance with the children has been fantastic and has really eased the pressure".

Case Study 4 published in "Care" Victoria Police Legacy Newsletter Issue 29- April 2011 at page 12. This case study demonstrates the level of commitment by the VPL in supporting the Wall to Wall Ride in supporting Australian Police Legacies.

On September 18th 2010 over six hundred Police from around Australia rode to the National Police memorial in Canberra for a special service to honour Police who have paid the ultimate price in the line of duty in the inaugural Wall to Wall Ride for Remembrance.

Organised by the National Police Memorial Executive, the Police Association of Victoria, Western Australia and New South Wales, rides to the service began in Perth, Melbourne, Sydney and Canberra. The riders all met on the outskirts of Canberra on Saturday, September 18th and rode to the memorial together. This ride was for all motorcyclists to participate and remember Police officers who have paid the ultimate sacrifice. All riders were invited to participate.

The Wall to Wall Ride remembers and honours those Police officers who have fallen in the line of duty and promote safe and lawful motorcycling whilst raising awareness and money for Australian Police Legacies. Monies raised were donated to Police Legacy organisations in each State and Territory.

Interview conducted with long time legatee Margaret Wilby regarding her experiences with the VPL.

A summary of Ms Wilby's responses are as follows;

- Her first contact with the VPL was when she received an invitation in the early 1980's to attend a Christmas luncheon which she welcomed and accepted.
- She had not had any formal support from Victoria Police when her husband had passed away. Ms Wilby elaborated on this issue and indicated that she had not required or sought support and was able to manage her affairs at that time.
- There was some informal contact with her by senior officers of Victoria Police including Chief Commissioner Reginald Jackson and Deputy Commissioner Ron Braybrook who used to "pop in" on a social basis to check on her to see if she required any assistance.
- As a result of attending the Christmas luncheon she subsequently began to attend other luncheons and excursions. Ms Wilby said that she would select which two luncheons she would attend in her situation as a legatee.
- She was extremely complimentary about the legacy luncheons which she said resulted in good friendships with other legatees. She found the luncheons enabled her to engage with other people (legatees) who have had similar experiences. Importantly the excursions/luncheons gave legatees a good break from their normal day.
- Ms Wilby was glowing in respect of her contact with legacy staff. She felt confident in stating that if she had required some form of help or support it would have been provided to her.
- Attending the many legacy functions/luncheons over the years she observed that the VPL provided support to a lot of the legatees. She made specific reference to one friend who was being assisted to relocate to another residence.
- Ms Wilby also noted that VPL staff go to great lengths to make sure legatees attending the various functions/luncheons are looked after and made to feel welcome. She referred to an instance where country legatees who were on an excursion into Melbourne were accommodated at the Windsor Hotel.
- She stated that legacy was a wonderful organisation for the support they provide and that they deserved all of the accolades they get.

CONCLUDING REMARKS AND OBSERVATIONS

It is clear there has been a significant and ongoing 'positive' evolution in the development of VPL with respect to its methods of operation and governance of the organisation. It has achieved remarkable outcomes when it is considered that it is self-funded and not financially reliant on either the Force or TPA. This achievement is further reinforced by the fact that VPL was able to purchase its own purpose designed office space in 2014.

It was evident the management and governance of VPL became more professional each year the organisation was in operation. Organisationally it was able to adapt to the many complex issues facing it including the increasing number of legatees supported over the years. In 2015, VPL Chairman Detective Inspector Roger Schranz stated the number of legatees serviced is nearing 1000 which includes 165 children.⁷⁴ It would appear the growth and ongoing improvement in the way VPL was managed was in direct proportion to its maturation as an organisation.

These observations should not be misconstrued as being dismissive of the many informal systems and initiatives put in place prior to the creation of VPL to meet the needs of police member's families. Many were in fact quite innovative, e.g. the Widows and Orphans Fund which provided much needed support to members of the 'police family' in the days when there were no support mechanisms formal or otherwise. While they did serve a useful purpose and were in the main supported by police members they lacked structure and a functional capacity to operate over the long term.

Given that VPL is predominantly dependent on the voluntary contributions of police officers, PSO's and police reservists the results achieved in bringing the organisation to its present level of operation have been outstanding. It is apparent the organisation is in a stable financial position and is well placed to remain so in the future.

The strength and effectiveness of VPL is demonstrated by the extent to which it is financially supported by police members, and the amounts able to be spent on providing the necessary services to its client base, i.e. legatees. In 2013/14 over 91% of police were financially contributing to VPL which was a significant increase compared with 75.3% of police members contributing in 1985. Similarly in 2013/14 VPL expended \$881885 which was 71.5% of its total income on providing a wide range of services in keeping with its core role. It was noted the increase in the proportion of members contributing to VPL was complemented by healthy dividends received from the diverse range of investments made on behalf of the organisation.⁷⁵

VPL is a highly successful organisation which continues to improve over time. It has been a very positive innovation whose success can be attributed to the commitment and support received from many persons who were determined to ensure it serviced the needs of the police family in this state. While there are too many persons to mention here there is little doubt that without the support of former Chief Commissioner 'Mick' Miller, the various representatives from TPA and the dedication of former officers including Superintendent Peter Ryan and Inspector Bryan Kelly VPL would not have achieved the success referred to in this history.

⁷⁴ . The Gazette, Number 18, published on 7 September 2015. Page 11 refers.

⁷⁵ . Report of the Treasurer, Inspector Stephen Cooper at the Annual General Meeting convened on 21 October 2015.

While the terms of reference for this research precluded conducting an evaluation of the performance of VPL some opportunities for improvement were identified which may assist in continuing to improve its performance. They include standardising and reviewing the key performance indicators of the organisation as well the data sets used to describe the performance of VPL to enable rigorous temporal comparisons to be made.

The standardisation of the KPIs referred to would assist in reviewing the enormous amount of historical data captured by VPL during its operation in the earlier years. While much of the documentation in the first 10-15 years was recorded in 'hard copy' format, a comprehensive review of that data would enable a more robust overview of VPL's growth and performance to be produced. Those earlier KPI ideally should be consistent or at the least compatible with the contemporary measures now adopted by VPL. Such a review would assist any future research or evaluation of its performance and would enable key data to be retrieved in a less arduous manner than experienced by this research.

An issue which would benefit VPL and assist that organisation in further optimising its services to members of the police family would be the provision of regular updates by Victoria Police of the number and proportion of police members contributing to VPL. Similarly details of the proportion of member's fortnightly salaries being donated would also be useful. It is proposed if the data was produced in a statistical summary format similar to the presentations in this research, it would not breach any privacy legislation as it does not disclose the identities of any individual members. It is suggested this option be discussed by the VPL Board for consideration of a formal approach to be made to Victoria Police.

Contact was made with the incoming Retired Police Association (RPA) President former Inspector John Wills⁷⁶ to discuss the relationship between the two bodies given that their roles overlap in some areas. For example a number of RPA members recently qualified as Retired Peer Support Officers (RPSO) in order to assist retirees with issues such as; grief awareness, stress management, depression, post-traumatic stress disorder (PTSD), etc. The training received by the RPSO's is intended to benefit retirees and their families and will give those former members someone to turn to for help.

Mr Wills confirmed that at this stage there was no 'formal alignment' between the two bodies with respect to better understanding their respective roles and how they complement each other. He agreed this is an important issue which could be simply resolved by the preparation of a pragmatic Memorandum of Understanding (MOU) between the two organisations and would go a long way to better coordinating efforts to support retired members of the police family.

In conclusion, it was felt the following observation expressed by outgoing Chairman of the VPL, Detective Inspector Roger Schranz eloquently captured the essence and spirit of VPL;

"The other important feature of VPL is that we support everyone in an inclusive manner-our services are for all members and their families, not just those who contribute. But we can do so much more if 100% of the organisation is behind VPL to do this work".⁷⁷

⁷⁶ . Mr Wills was interviewed in relation to this issue on 17 September 2015.

⁷⁷ . Care publication, issue 49, September 2015, page 4.

ATTACHMENT 1

LIST OF PERSONS WHO PERFORMED THE ROLE OF PRESIDENT/CHAIRPERSON AND SECRETARY/CEO/EXECUTIVE MANAGER OF THE VICTORIA POLICE LEGACY SCHEME.

President/Chairperson

- | | |
|--------------------------------------|----------------|
| 1. Inspector Bryan Kelly | 1980-1987 |
| 2. Superintendent Peter Ryan | 1988-1993 |
| 3. Inspector Bryan Kelly | 1993-1995 |
| 4. Superintendent Allen Pocock | 1995-1998 |
| 5. Superintendent Robert Martin | 1998-2002 |
| 6. Inspector Graeme Arthur | 2003-2004 |
| 7. Detective Inspector Roger Schranz | 2004-2015 |
| 8. Inspector Stephen Stephen Cooper | 2015 - present |

Secretary/ CEO/Executive Manager

- | | |
|--------------------------------------|-----------------|
| 1. Superintendent Peter Ryan | 1980-1984 |
| 2. Sergeant Doug Stone | 1985-1988 |
| 3. Inspector Bruce Mitchell | 1989-1990 |
| 4. Senior Sergeant David McGrath | 1990-1993 |
| 5. Ms Meg Galpin | 1994-2006 |
| 6. Mr Laurie Snowball | 2007-2008 |
| 7. Ms Maureen Corrie | 2009 |
| 8. Detective Inspector Roger Schranz | 2010-2011 |
| 9. Ms Kay Miller | 2012 to present |

ATTACHMENT 2

ORIGINAL AIMS OF THE VICTORIA POLICE LEGACY SCHEME

- To raise and receive funds for the purpose of affording such aid, assistance and benefits.
- To give any guarantee or indemnity that may seem expedient.
- To take any gift of property, real or personal, for any one or more objects of the Scheme.
- To purchase, sell, manage, lease, mortgage, dispose of, or otherwise deal with all or any part of the property of the Scheme and should any such property be subject to any Trust, the Scheme shall only deal with the same in such manner as is allowed by law, having regard to such Trusts.
- To lend or invest any monies of the Scheme, not immediately required for any of its objects, in such manner as may from time to time be determined by the Board and to vary same.
- To enter into arrangements with the Victoria Police Force or the Victoria Police Association for the transfer to the Scheme of monies or other assets collected by or donated to the unincorporated Victoria Police Legacy Scheme.
- Within the ambit of the objects and purposes aforesaid, spend monies for the specific purpose for which the same was received.
- To do all such other lawful things as are incidental to or conducive to the attainment of the above objects.

ATTACHMENT 3

OBJECTIVES FROM THE VICTORIA POLICE LEGACY ACTION PLAN 2013-2015.

STRATEGIC INITIATIVE

OBJECTIVE

Engage

To ensure legatees feel supported

To engage with like organisations in identifying and delivering contemporary services.

To increase legatee access to available services.

Connect

To bring legatees together.

To ensure legatees remain connected to the Victoria Police family.

To sustain a volunteer network that supports the work of VPL.

To effectively market VPL to our members and other stakeholders.

Support

To provide equitable, sustainable financial support to legatees.

To provide sound advocacy and referrals.

To respond to special and extraordinary circumstances of legatees.

Governance

To govern in accordance with contemporary standards and regulations.

To invest in contemporary Information Technology solutions.

To develop Board and staff capability.

To report on VPL activities.

