

**SPECIALISED UNITS IN THE SAPS – A CASE STUDY OF THE WATERWING IN
GAUTENG**

by

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submitted in fulfilment of the requirements for
the degree of

MAGISTER OF TECHNOLOGIAE

in the subject

POLICING

at the

UNIVERSITY OF SOUTH AFRICA

SUPERVISOR: PROF H F SNYMAN

MARCH 2009

DEDICATION

This dissertation is dedicated in the memory of Inspector Johan Erasmus – a Waterwing member, colleague and good friend, who died so unexpectedly and so young, on 17 September 2008.

Mooi loop my vriend.

DECLARATION STATEMENT

I declare that SPECIALISED UNITS IN THE SAPS – A CASE STUDY OF THE WATERWING IN GAUTENG, is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

A handwritten signature in black ink, appearing to read 'R. Booyesen', with a stylized, sweeping flourish extending to the right.

R. Booyesen

DECLARATION

I, Maria Petronella Roodt, hereby declare that I have proofread and edited the dissertation by Mr R Booysen. My qualifications are as follows: BA with major in English, BA Hons (English) and MA in English(Applied Linguistics).

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ACKNOWLEDGEMENTS

To begin with I would like to put in words my indebtedness to my All-Powerful God; without Him nothing is possible.

I would like to express my sincere appreciation to the following people who have contributed to my study:

My Supervisor, Prof. Rika Snyman, for her priceless encouragement, support and guidance throughout the study.

To Linkie, for her untiring inspiration and administrative input.

To my uncle and aunt, Dr. Tim Wickins and Ineke Wickins, for their valuable support and time in proofreading throughout the study.

To all the respondents who participated in this study, who shared their expertise and views.

To my parents, Johan and Elsje, family, friends and colleagues for their sustained interest and encouragement.

To Maryna Roodt, who proofread and edited this dissertation.

LIST OF ACRONYMS

ANC	African National Congress
JCPS	Justice, Crime Prevention and Security
JHB	Johannesburg
N/E Rand	North/ East Rand
NAMPOL	Namibian Police
NCCS	National Crime Combating Strategy
NCPS	National Crime Prevention Strategy
PLDC	Plan-Lead-Organise-Control
POP	Problem Orientated Policing
PTA	Pretoria
SADC	Southern African Developing Countries
SAMSA	South African Maritime Safety Authority
SAPS	South African Police Service

ABSTRACT

This dissertation analyses the effectiveness of specialised units within the South African Police Services as exemplified by the Gauteng Waterwing Unit. Factors influencing the effectiveness are analysed, and the advisability of making these units permanent units within the South African Police Services structure is evaluated. Different policing styles are discussed with regard to their effectiveness in different situations and their applicability in the water policing context. Possible corrective actions to reduce the influence of factors hindering service delivery are proposed. The analyses were accomplished by examination of the literature supplemented by practical field observations and interviews.

Key terms:

Specialised units; South African Police Service; Water policing; Waterwing; Gauteng Waterwing; Policing styles; Water related crimes; Service delivery obstacles; Permanent units; Specialised skills

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CHAPTER 1: INTRODUCTION AND RESEARCH METHODOLOGY

1.1 BACKGROUND AND INTRODUCTION

According to the Head Office of the South African Police Service (SAPS), specialised units were originally created in the detective service in an ad hoc manner throughout the existence of the SAPS. Before the restructuring of specialised units in 2000, unauthorised specialised detective units were created without appropriate control. More than 500 of these specialised units, including the Brixton Murder and Robbery unit in Gauteng, the occult related units, as well as Stock Theft units were established without the proper authority. This amounted to one (1) specialised unit for every two (2) Police Stations in South Africa, as stated by the SAPS Head Office. If a specific type of crime became a problem in a province or area, a specialised unit was established (Mistry & Redpath, 2001:1). The management of these specialised units was not professionally conducted. Serious crime, which was to large extent, the responsibility of specialised units, had lower conviction rates than less serious crimes (see figures below).

Table 1.1: Non-specialised units:

Convictions per case to court for serious and less serious crime

Convictions per court case (%)	1995	1996	1997	1998
Less serious crime	45	45	45	44
All crimes	33	39	39	39

(Mistry & Redpath, 2001)

However, the table below identifies the effectiveness of specialised units in comparison to non-specialised units as inferior.

Table 1.2: Specialised units:

Convictions per recorded crime for serious and less serious crime

Convictions per recorded crime (%)	1995	1996	1997	1998
Serious Crime	6	8	8	8
Less serious crime	12	12	12	12
All crimes	8	10	10	9

(Mistry & Redpath, 2001)

The closure of specialised units took place in three phases, up to April 2002:

- Phase one identified specialised units for closure, and made provision for the establishment of an organised crime and serious violent crimes structure.
- Phase two evaluated and ensured whether or not the enhanced organised crime and serious violent crimes units were functioning effectively.
- During phase three, more units such as Stock Theft, Murder and Robbery and SANAB were closed.

After phase three, police stations were staffed by these officers in different fields of expertise to strengthen policing in these areas.

Inside the structure of the Constitution of South Africa and in terms of the Police Act, the SAPS has a duty to protect the safety of all persons in South Africa (South Africa, 1996(a):sec10).

The recording and monitoring of inland drownings and the consequent recovery of bodies, as well as the recovery of evidence, is necessary throughout South Africa on a regular basis. The SAPS is tasked with these cases, as these might well be crime scenes. Waterwing members perform this function as a secondary function to their normal duties on a voluntary basis. These functions are carried out in dangerous situations and require the expenditure of time and effort and need to be carried out with expert professionalism. In addition, the usefulness of water police is an accepted fact in the most respected police organisations in the world. In performing their tasks, SAPS members must also comply with the requirements of the South African Occupational Health and Safety Act (Act 85 of 1993).

The following functions are performed by SAPS Waterwing members (Community Policing, 1997):

- Search and recovery operations to retrieve bodies and remains immersed in water (including drowned victims).
- Search and recovery of exhibits submerged in water.
- Assistance in the investigation of crime.

- Assistance during cross-border search and recovery operations.
- Visible policing during water events and holidays.

The purpose of the study will be to evaluate whether a specialised inland water policing unit will have a wider and more efficient and professional function than the current voluntary police Waterwing Unit in Gauteng, which is not a specialised unit. In addition to this, the researcher will provide a clear overview of the practices in developed and developing countries which have similar inland water contexts as South Africa, e.g. New Zealand, Western Australia, Namibia and Nigeria. The utilization of these units in these countries will be highlighted.

The New Zealand Police Service is a de-centralized organisation divided into 12 districts. Each district has a central station from which the subsidiary and suburban stations are managed (New Zealand:2007). The Police National Dive Squad is based in Wellington, but responds to requests for assistance from all over New Zealand. The water squad focuses on recovery and not rescue. These water squad members have regular police duties in addition to their dive work and training (New Zealand:2007). Their working situation compares with that of the South African context.

The Australian Police Service consists of 8 police districts (Australian Police Services:2006). This study will focus on the Western Australian Police Service, as its geographical area is similar to the South African context. The permanent diving squad is an established component of the Western Australian Water Police Section. Officers have the dual role of patrolling the waterways and performing underwater operations (Western Australia Police:2006).

The Namibian Police Service with its Head Quarters in Windhoek, has 11 districts (Namibia Geography, 2004). The Namibian Water Police has two coastal patrol vessels and smaller vessels to patrol the Katanga and Zambezi rivers. The functions of the Water Police include the maintenance of security within the Namibian domain through visible policing.

The Nigerian Police Force has 36 states and a federal capital territory, each of them assisted by a unit called the command governed by a State Commissioner of Police (Structure and Organisation of the Nigerian Police Force, 2005). Three or four state

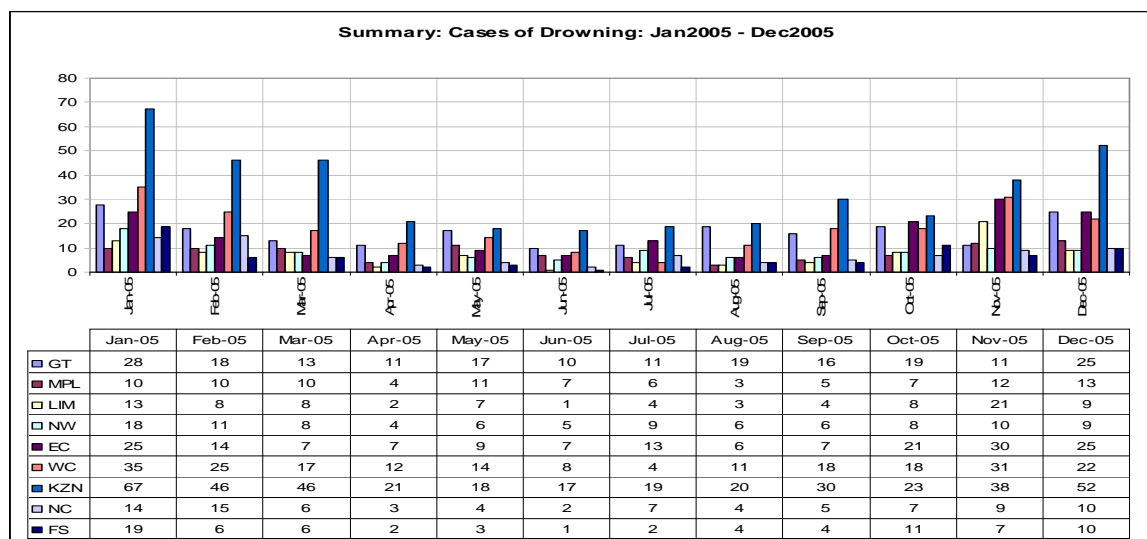
commands are joined in 12 regions, each of which is governed by an Assistant Inspector General. Nigeria has an established Marine and Inland Water Police Command (Marine Police Command, 1998), which is meant to annihilate illegal activities that influence their economy. As a developing third world country, their situation compares with the South African context.

1.2 PROBLEM STATEMENT

A study done by the Financial Mail (1997:42) indicated that bad management, and not staff shortages, hampered the police (Financial Mail, 30 May 1997:42). Furthermore, more recent sources mentioned that “Whole communities have lost faith in the SAPS” (Better policing the only answer, 13 March 2002). “The SAPS as a department is over-managed and under-led. Unfortunately, this has become a deeply embedded attitude in the organisation”, (Servamus, 2002:50), and more recently a newspaper article in the Beeld of 21 November 2008 stated “Geldknyp knou glo polisie se dienslewering” (“Money shortages allegedly hamper the service delivery of the police”). A prominent opposition political party member, Mr Clive Hatch asked the question; “Who is lying to whom?”, as an acting Commissioner gave his assurance that financial resources were sufficient. The question to be posed is: “Why is the management of Waterwing units so difficult, and why does it complicate professional conduct?” The primary objective of the study is to evaluate the management of the water policing unit as a specialised unit in the SAPS.

If one looks at statistics regarding drownings in South Africa, one can see that drownings occur on a daily basis:

Figure 1.1: Summary: Cases of Drowning: Jan 2005 – Dec 2005



SAPS Journal (2006:39)

To achieve the above-mentioned objective, the study will look into the reasons for the closure of specialised units up to 2005; examine the existing specialised units in the SAPS, and provide a case study of the Waterwing in Gauteng. This study will determine if the establishment of a specialised inland water policing unit as a primary function for the entire SAPS will be justified. Such a unit must include members that are tasked for and qualified in water-related incidents.

According to Grinnell and Williams (1990:59), a problem has two prominent characteristics. Firstly, a certain situation becomes a problem when the individual becomes aware of its existence. Secondly, the individual must be able to do something to address and/or solve the problem. A problem situation therefore becomes problematic and something should be done about the situation. In most cases education through the training of members in the SAPS, assists the personnel to overcome difficulties in their work situation.

Given the above-mentioned situation, certain unique problems exist in the management of the SAPS Waterwing.

1.2.1 Key management problems experienced:

- Currently, Waterwing members are not situated at the same police station. Therefore the coordination of prompt and efficient notification of Waterwing members to attend to a dive/crime scene becomes difficult and is time consuming.
- Correct and regular management of equipment is not adequate at present. In the case of an emergency, it occasionally happens that the equipment is not available or not safe for use. Scheduled maintenance of equipment is vitally important and is primarily a safety issue. The fact that members are involved in other daily primary duties means that maintenance of equipment has of necessity become less of a priority.
- Management does not have a properly developed Waterwing unit duty schedule available. Should a schedule be developed, members can plan and work accordingly. Most of the call-outs happen after hours. The process of contacting Waterwing members in an emergency situation becomes a time consuming process. Delays in attending to crime scenes can cause lives to be lost, evidence to disappear and solving the case will slow down as well.
- The current Waterwing Unit makes use of co-ordinators only. To be able to manage the Waterwing members for all intents and purposes, it is necessary to have a qualified person in charge of this Specialised Unit who is familiar with the types of duties and requirements that need to be performed.

This research will aim to address these issues and assist in identifying workable guidelines for the activation of a conclusive plan within the SAPS. The question to be answered in the conclusion of this study is whether the Waterwing Unit should function as a permanent unit, or not.

1.3 NATURE AND EXTENT OF THIS STUDY

Arkva and Lane in De Vos, Strydom, fouche and Delport. (2002:108) refer to objectives as exploration, description and explanation. A descriptive approach was used to gain insight into the problem statement (De Vos et.al.2002:108). The research question that will be interrogated during the research will be the value that specialised units in SAPS contribute to crime reduction, using the Gauteng Waterwing as an example.

a) Aims

The aim is to improve the level of specialisation and to determine the need for full-time, as opposed to part-time Waterwing (including divers) units.

b) Objectives

The key objectives of the study are to:

- Undertake a literature study to establish an understanding of the functioning of specialised international and regional waterwing units.
- Provide an assessment of the effectiveness of a specialised waterwing unit in Gauteng in terms of the international and regional best practices.
- Develop an action plan to address the needs that may be identified
- Make recommendations regarding the need for the establishment and management of a specialised SAPS Waterwing Unit in Gauteng.

1.4 KEY THEORETICAL CONCEPTS OF THIS STUDY

The key concepts of this study are the following:

1.4.1 Specialised Unit

The Meriam-Webster Online Dictionary (2006) explains ‘specialized’ as “trained for one particular purpose or occupation”, and ‘unit’ as “a group consistent of a whole”.

According to the Police Science Institute (2003-2004), specialised units are groups of people that can operationally prevent or neutralize criminal activities. These specialised units must maintain ongoing knowledge, as well as the best operational skills available to overcome challenges.

For the purposes of this study, a specialised unit refers to a group that is tasked with a specific function and is adapted to a specific purpose or surroundings. The SAPS is tasked to deal with all types of police activities, from the most basic to the most complex policing needs of the community, which at times require specialisation in a certain field.

1.4.2 Water Police

Water Police, also called harbour patrols, port police, marine police, or river police, are police officers who usually form a department of a larger police organisation, who patrol in water craft. Their patrol areas may be coastal sea waters, rivers estuaries, harbours, lakes, canals or a combination of these (Western Australia Police, 2006a). Water Police are responsible for ensuring the safety of water users, enforcing laws relating to water traffic, preventing crime on vessels, river banks and shores, providing search and rescue services, and allowing the police to reach locations not easily accessible from land. They may also be responsible for coastal security, conservation law enforcement, immigration and smuggling patrols, and diving search operations (Western Australia Police, 2006a). The Waterwing in the South African Police Service assists the investigating officers in retrieving bodies, fire-arms, explosives and any other item in the water that may be used as exhibits and aid in the investigation of a particular case. This unit also assists in water rescues during floods, drownings, crime prevention operations and disaster management exercises (Divers in the SAPS, 2008:6).

For the purpose of the study Water Police is regarded as a unit that is responsible for the maintenance of law and order, and for recoveries, in a professional manner, in, on and around water.

1.4.3 Crime Prevention

Crime prevention involves responding to a few priority problems, using targeted multi-agency programs. These programs aim to address the causes of and opportunities for particular problems. They should enforce laws, ensure that order is maintained in the day-to-day activities of the community and reduce public fear of crime (*A Manual for Community Based Crime Prevention*, 2000:5).

In “*A Manual for Community Based Crime Prevention*” (2000:11-36), defines crime prevention in a nutshell as “all policing and community acts that prevent or reduce precipitating and predisposing factors to crime”. If one analyses this definition, it is understood as follows: “all policing and community activities” – these include any joint intervention technique between the community and the police. “Preventing or

reducing” – ensuring that crime does reduce to an acceptable level; and “predisposing and precipitating factors” – refers to conditions that might result in criminal deeds.

Crime prevention deals with crime before it actually happens, rather than waiting for transgressions to take place and then responding to them.

1.5 VALUE OF THE RESEARCH

In a pragmatic situation the research aspires to include, and broaden an existing body of knowledgeable information. This will clarify argumentative knowledge and simply up-to-date perceptions into such knowledge during the conclusion of this research. According to the recently drafted Divisional Order (Water Policing, 2006), the purpose of this Order is to ensure the effective and optimal utilization of police divers and vessel handlers in the South African Police Service. The results of the research are expected to contribute to a better functioning of the Waterwing as a specialised unit in the future, and to subsequently improve the service delivery to the South African community. The results will be applicable, not only to the researched area where the study was conducted, but also elsewhere in the country. The SAPS, the South African community and governance in general will benefit by the results.

The SAPS, the South African people, UNISA, the Minister of Safety and Security and the Provincial Minister of Community Safety will have a better perception of the problems concerning water policing. Visible Policing on water is expected to reduce the incidence of drownings, unlawful behaviour of vessel handlers and water users, and criminals using water to cover up crimes committed. All these issues concern the authorities and community at large.

The intention of this study will be to improve the effectiveness of the current Waterwing. Water-related incidents will not necessarily show a downward trend in the short term, but as the Waterwing becomes more effective, it will help to reduce water-related occurrences in the long run. Ultimately this study aims to reduce drownings, improve law and order on recreational water, and establish an awareness of the danger of water through Social Crime Prevention Programmes at schools, informing children of the dangers associated with water. The research aims to result in a more organised and professional handling of crime scenes and giving expert evidence in courts. As a result,

the detection and conviction rates should improve. This study also poses the opportunity for future studies to test the validity and success of any proposed solutions.

1.6 RESEARCH METHODOLOGY

1.6.1 Research approach and design

The study was descriptive in essence and was administered in a qualitative paradigm.

1.6.2 Qualitative approach

In this study a qualitative research approach was followed. In the quantitative approach (according to Cresswell.1994:1-2), data are measured in numbers and analysed with statistical procedures to determine whether the predictive generalization of the theory holds true. In contrast, a qualitative approach brings to light a contributor's subjective evaluation, experience or perception. The qualitative researcher is therefore concerned with understanding, rather than explaining; and with neutral observations, rather than controlled measurements. By using a qualitative approach, the researcher minimizes the gap between the researcher and those that were researched. This research was, for functional purposes, confined to the researcher's work surroundings in the Gauteng policing area. This is why the qualitative approach was the appropriate process for this study (Creswell, 1994:21,43). A qualitative study is concerned with non-statistical methods and "small" samples, often purposely selected (McRoy, 1995:2009-2015).

In this study, the researcher's point of view was that a qualitative research approach was suitable, since its main purpose was to collect data regarding people in their everyday surroundings. Consequently, qualitative research approaches were made use of to collect data about the knowledge and understanding of Waterwing Police members regarding their functions and duties.

The researcher had to understand the nature of experiences and ideas of these police members regarding the current functionality of the present Waterwing Unit and the shortcomings of not having a specialised permanent Inland Water Policing Unit. A descriptive approach was used to describe why it was necessary for the SAPS to have

a permanent unit that deals with the prevention of drownings and the recovery of evidence and bodies in a professional manner.

A research domain was selected with a phenomenological approach. In this study, members of the SAPS Waterwing were asked to participate in the research. These individuals were already experienced in different fields of the SAPS Waterwing. All members involved were able to provide contextual information on the topic.

Cresswell as cited in De Vos (2002:269), recognises five investigative designs that could be used in qualitative research, namely: Biography, Phenomenology, Grounded Theory, Ethnography and Case Study.

The phenomenological approach was regarded appropriate, as this approach helped to grasp and explain the meaning that subjects gave to their routine lives. This design backed the intention of this study, namely to investigate the experiences and understanding of Police Waterwing members concerning the effectiveness of the current functioning of the SAPS Waterwing. The investigation was directed to the quality of facts given by the subjects involved.

1.6.3 Method of data collection

The researcher made use of observations, interviews and document analyses in collecting data. The researcher has approximately five years of operational Waterwing experience. His Waterwing related qualifications include: Class IV Commercial Police Diver, rope handler, compressor operator, Level 3 medical, SA Lifesaving swimming instructor, high angle rescue, fire fighting, confined space and vehicle extraction training.

1.6.3.1 Observation

The researcher went to 14 water-related scenes in the period from 15 December 2007 to 3 January 2008: a total of 20 days. This period was chosen as it was a festive season and summer, and normally a busy time for the Waterwing in Gauteng. A festive season crime prevention programme was also in place to police busy recreational waters. The researcher also acted as a participating observer at the water-

related scenes and made thorough observations and took comprehensive field notes based on an observation schedule (see Annexure 1) on features such as reaction times, type of recoveries, equipment used, who took charge at scenes and the time it took to finalise scenes. Information about the reasons for call-out, the *modus operandi* of call-outs procedures and the infrastructure of the Waterwing Unit was obtained through the researcher's experience as a Waterwing member. Gauteng Waterwing members' working conditions were examined and investigated. Notes were taken on the effectiveness and efficiency of the unit, with special attention to resources, equipment and training that are required to render an effective specialised service.

There are ethical issues about observing people without their knowledge or consent. The researcher made certain that consent was given by all respondents who were observed while they attended to water drownings and water-related crime scenes. The researcher looked at the bigger picture at these events to see how efficient this unit functioned. Field notes were made, containing a comprehensive account of the respondents, the events that took place, the actual discussions and communications, including the researchers' attitudes, perceptions and feelings.

1.6.3.2 Interviews

Semi-structured interviews were conducted individually with 10 Gauteng Waterwing members that were sampled in relation to their duration of service in the Waterwing and their tasks (the sampling technique that was operationalised will be discussed in greater detail in 1.6.4). According to Greef (2002:302), semi-structured interviews are used to gain a detailed picture of a respondent's beliefs about, or perceptions or accounts of a particular topic. It gives the researcher, as well as the participant, more flexibility. Through these methods the researcher was able to get a wider picture, and participants were able to give a detailed view of the functioning of the Gauteng Waterwing. The researcher ensured that the respondents were perceived as experts and were allowed to tell their stories to the fullest during the interviews.

1.6.3.3 Document analysis

Related documents were analysed regarding crime reduction operations on water in Gauteng during the festive season (see Annexure 2). Occurrences relating to water

are a police matter, as they are often crime scenes. If specialised services are needed, the Police Waterwing is contacted to do recoveries and conduct investigations. Furthermore, pro-active preventative measures were implemented by the Waterwing, especially during water events and peak holiday times when water incidents are more common.

Documentation such as newspapers and media reports, police documents, circulars and information available on the Internet were collected and integrated with the data obtained. Further documents obtained from the SAPS co-ordinators containing national instructions and SAPS statistics regarding the functioning of these units, as well as drownings and recoveries in Gauteng were included. Data were analysed and frequently revised as the study progressed. Statistics and water-related policing figures and details on drownings were obtained from the SAPS Journal (2006:39). Recovery of evidence and body statistics were obtained from Opthof (2007), although the primary cause of death was not included. Management of water policing functions, according to the newly-drafted, but not yet officially accepted Divisional Order (Water Policing, 2006), was utilised during the research progress, and was combined and examined, to complete the data collection stage.

Information deals with first-hand research findings through data analysis and the interpretation thereof. Data were collected by means of observations, semi-structured interviews and document analysis. Through observations and semi-structured interviews, data from respondents were obtained and lists and field notes completed. The observation report was divided into 28 sub-sections, and then divided into six main sections, incorporating the sub-sections into primary themes. These observation reports allowed for various themes, such as the functioning of the current SAPS Waterwing, the management of the Gauteng Waterwing Unit, the functioning as a specialist in the Waterwing, shortcomings in the maintenance of human and physical resources, professionalism in management of the Waterwing Unit and its members and lastly equipment requirements. Furthermore, the semi-structured interviews consisted of four questions and were incorporated into the primary themes of the observation findings, as well as into the findings of the document analysis. Profiles of data and information regarding the role and functionality of the Gauteng Waterwing, including the communication, geography, crime prevention operations, command and control and resources were collected. Facts relating to attendance of members, type

of call-outs, type of services rendered, response times, proper training and the efficiency of equipment were documented on the observation reports by the researcher.

1.6.4 Target population and sampling

The target population for this research was the members of the Police Waterwing Unit in Gauteng, who are tasked with Water Policing functions and who have a direct effect on the professional handling of water-related scenes. Purposive sampling, namely, homogeneous sampling, was used. The research focused on a case study of the Waterwing in Gauteng; therefore members of the Waterwing were interviewed and observed, and the sample used was the Gauteng Waterwing. The researcher approached all participating Waterwing members at scenes during the observation period, and obtained their permission to be observed. Furthermore, individuals who were willing to take part in the interview processes were interviewed.

Data were obtained from selected Gauteng Waterwing members. A total of 10 semi-structured interviews were conducted with respondents who are all members of the SAPS in Gauteng. Dates were arranged for the interviews with the respondents. The venue was a central boardroom at the Police Emergency Response Unit in Germiston.

1.6.5 Themes which were explored during the interviews

The following themes were explored during the interviews:

- The day-to-day functioning of the current SAPS Waterwing
- Management of the Waterwing Unit
- Functioning as a specialised unit
- Shortcomings in maintenance of human and physical resources
- Professionalism in management of Waterwing team members
- Equipment requirements
- Reasons for the small number of call-outs during the data collection period

Interviews were held in the East Rand Police Emergency Response Service Boardroom. The time, place and date of the interviews were telephonically arranged with respondents, followed up in writing and confirmed closer to the date. Before the interview, in order to gain the participants' consent, the researcher discussed the research theme, the objectives of the study and the request for permission to use an audio- tape recorder for the recording of the entire interview process.

1.6.6 Data analysis

Data analysis is the process of achieving order, structure and meaning in data that have been collected. Data analysis in the qualitative form is conducted with the aim of achieving validity, generalisation and testing the ability to meet research objectives. In this study data analysis was done through a phenomenological approach.

In this section the interviews with the respondents, the observation of the respondents and the document analysis of statistics were done. Cresswell (1994:153), explains that qualitative data analysis occurs concurrently with data collection, data interpretation and narrative writing. In this study the data analysis was done according to the analysis method suggested by Tesch (1990:112,142-145), as explained by Cresswell (1994:155):

- a) The researcher obtained a sense of the whole by reading through the transcripts carefully; and preliminary themes were noted.
- b) One interview was selected at a time, and whilst reading the respondent's comments, the researcher reflected for a moment to establish the underlying meaning. Thoughts were written down in the margin.
- c) The process was repeated for each interview. The themes and topics were then listed and grouped. The researcher distinguished between main themes that were further sub-categorised into smaller sections.
- d) The list of data was compared and topics were abbreviated as codes next to the appropriate sections of the text. New categories emerged during this stage.
- e) Categories were then described and grouped to identify relations between them.

- f) Assembled data material, belonging to each category was grouped and a preliminary analysis was performed.
- g) Recordings were made of interviews.

1.6.7 Phenomenological interpreting and display

Phenomenological interpreting describes and summarises data qualitatively, as seen through the eyes of people who have first-hand experience. According to Fouché and Delport (2002:268), a phenomenological study allows the researcher to comprehend people's perceptions, perspectives and understanding of particular situations in ways that give significance and pave the way to insight. Statistics allow the researcher to analyse a phenomenon from a range of perspectives in order to perceive more clearly what is being indicated.

The data from the observation reports were displayed by using frequency distribution histograms. According to Burns and Grove (1993:473), frequency distribution is a strategy to organise data. Grouped frequency distribution plots for continuous data, and relative frequency distribution for converting data to percentage distributions were used. Pie charts, bar charts and tables were invaluable to illustrate data obtained. Graphic presentations were used to illustrate meaningful relationships between situations. "The presentation (pictures)" as stated by Sussams (1991:27) "is worth a thousand words".

1.6.8 Ethical Reflection

The study complied with the UNISA code of ethics for research. To obtain informed permission, a copy of the research proposal was presented to the Provincial Waterwing Co-ordinator with a recommendation that the study was devoted to the code of ethics as specified in Articles 70 and 71 of the Police Act, 1998.

According to Stuwig & Stead (2001:67), researchers should be mindful of individual differences amongst people, such as age, gender, race, ethnicity, religion, language and socio-economic status. Ethics is defined as a code of behaviour and study of morals (Collins English Dictionary & Thesaurus, 2006:264).

The research necessitated the inquiry into experiences of respondents to gain knowledge of Waterwing affairs. Furthermore, the research focused on whether a permanent Waterwing unit would be feasible. The potential risk was that consent could not be obtained and confidentiality breached. Consequently, the researcher believed that the ethical issues stayed evident throughout this study.

The principles and the implementation of the research (Code of ethics, 2008) involve the following:

- The research was devised and administered in such a way that harm or embarrassment of participants was excluded.
- Participants who did not want to participate in the research were not discriminated against.
- Permission to conduct the study was granted by the Research Committee of the University of South Africa (UNISA), and the South African Police Service, after scrutinising the conditions and nature of the research (refer to Annexure 3 and 4).
- The participants' moral right to their own views was safeguarded.
- Informed consent was acquired from participants by the researcher.
- The researcher verbally obtained informed consent from Waterwing members when participative observation took place at water-related scenes during the observation period.
- Measures were taken to ensure privacy and anonymity of the participants at all times.
- Participants were interviewed in private to ensure respect of their personal feelings regarding experiences relating to the Gauteng Waterwing.
- The researcher adhered to the principles governing the research.
- To ensure that no connection could be made between comments or reactions and the identity of a respondent, the respective Waterwing point in Gauteng, or the analysis information, only numerals were employed to identify participants.
- Ethics prescribed for the proposal, execution, assessment and recount of the research was adhered to.
- All participants' dignity was honoured, especially with the mentioning of the usefulness of their input and their significance to the survey.

- Impartiality was maintained throughout the data collection period.
- Credibility of the study was safeguarded through procedures as reflected below.

1.6.9 Credibility of the study

To ensure that the study was authentic and dependable, the researcher made use of a qualitative approach in a descriptive manner. Individual interviews were managed where the same questions were asked to every respondent. Purposive sampling namely, homogeneous sampling, was used. The sample group for this population includes those that have volunteered for this research. To improve validity and reliability of information, representative checking and pattern matching was done. Credibility in a qualitative study must demonstrate that the investigation that was conducted, was done in such a way that events and the interpretations are accepted as plausible by readers. According to De Vos (2002:351), the alternative to validity is credibility.

The goal here is to demonstrate that the enquiry was conducted in such a way as to ensure that the subject was accurately identified and described. The contents of the semi-structured interview questions were evaluated.

The observation report and interview schedule were piloted to the extent to which the divisions in the observation report, as well as the questions to be asked to the respondents by means of semi-structured interviews, appeared logical and contained the scope of the research.

Validity and reliability of the research was improved by the inclusion of all four Waterwing areas in Gauteng and the participation of these members in the study. The willingness of the researcher to be a participating observer and conductor of semi-structured interviews provided consistency and further strengthened the credibility of the study.

1.7 PROBLEMS THAT COMPLICATED THE STUDY

The pre-eminent purpose of this research was to probe the effectiveness of the Waterwing Unit as a whole in Gauteng and the role they play in the advancement of the SAPS

achievements in the Gauteng area. The research nevertheless indicates advantages and limitations as a phenomenological study. The reach of the sample size in the study was restricted to the four Waterwing points in Gauteng. This approach will not support overall presumptions relating to Waterwing units in all the Provinces in South Africa. Thus, the research findings are only relevant to the Gauteng area and cannot be extrapolated to other provinces. Explorations into the functioning of the Waterwing units in other Provinces in South Africa could result in other findings. Findings should be explored in the other provinces, in an effort to establish the applicability of the findings for all the water policing units in the South African Police Service.

CHAPTER 2: THE FUNCTION OF SPECIALISED UNITS IN THE SAPS

2.1 INTRODUCTION

The South African Police Service (SAPS) has changed drastically over the last fifteen years since the implementation of the latest Constitution. The introduction of the 1993 Interim Constitution of the Republic of South Africa, which was later superseded by the 1996 Constitution, marked an end to the old way of functioning of the previous South African Police Force. Specialised units however, have been established in the detective service for a particular purpose only, throughout the existence of the SAPS. If a specific kind of criminality became a problem in a region or province, a specialised unit was established to resolve the issue.

This chapter aims to provide an assessment of the relative effectiveness and background of specialised units in the SAPS, with a specific focus on the SAPS Waterwing. In addition, the organisational structure, into which the Waterwing fits, will be discussed. An overview of specialised units in the SAPS will be explained with arguments for and against the closure of these units. Finally, the extent of the work of the Waterwing in Gauteng will be discussed.

2.2 OVERVIEW OF SPECIALISED UNITS IN THE SOUTH AFRICAN POLICE SERVICE

Specialised units necessitate being consistent with the circumstances in the SAPS as an entity. Definite key facts concerning the restructuring of specialised units in the SAPS will be debated in this chapter, especially the restructuring of specialised units in the SAPS. Furthermore, the development of the remaining specialised units, as well as the number and distribution of members involved with these units will be discussed in conjunction with SAPS Strategic Plan (South Africa, 2004).

The South African Police area covers 1,219,090 square kilometres. The Police Service has 126,643 sworn police officials, including 33,114 civilians (SAPS Facts and Figures, 1:2007). i.e. 9.6 police officers per thousand square kilometres.

The role of the SAPS, according to the Constitution, is to uphold and to enforce the law and to safeguard the community and their property from harm. The SAPS Strategic Plan (South Africa, 2004) includes the following strategic priorities: to combat organised crime, address serious and violent crime and to reduce the incidence of crimes committed against woman and children.

2.2.1 Specialised Units (South African Police Service)

The SAPS went through a process of vigorous reforms to its specialised investigation units due to their poor performance and consequently the performance of the detective services as a whole (Redpath, 2002). The SAPS continued to restructure specialised units and by the end of 2003 some 500 specialised units were clustered into five specialised investigation units. According to the Safety, Security and Defence (2004:452) yearbook, the remaining specialised units are Serious and Violent Crime, Organised Crime, Commercial Crime, Serious Economic Offence and Family Violence, Child Protection and Sexual Offence Units.

Frontline police are required and entitled to the highest possible level of support to carry out their responsibilities. There are many specialised skilled units that support policing functions in the South African Police Service. These units include operational units that have interaction with the community such as Crime Prevention, Police Emergency Response Service, Radio Control, Public Order Policing, Accident Unit, Social Crime Prevention and the Mounted Unit (Operational Units, 2006:10). Furthermore, there are specialised skilled units that do not have interaction with the community, but form an integral part of service delivery to the public. These units include: Dog Units, Bomb Squad, Diving and Waterwing Units, Border Policing, Airwing, Special Task Force and Protection Services (Operational Units, 2006:10).

2.2.2 South African Water Police

South Africa is divided into nine provinces. All of these provinces have their own Water Police units, subdivided in some provinces into subdivisions to be more central to react to calls for assistance. Waterways in South Africa include navigable rivers and canals, the sea, un-navigable rivers and streams, reservoirs, amenity sites and ponds, flooded gravel pits and ex-industrial locations. The SAPS Waterwing Unit

plays a crucial role in contributing to the better functioning of the greater SAPS by prevention of crimes on water and recoveries out of water. The SAPS Waterwing forms part of the Crime Prevention and Operational Response Department of the SAPS, under the Head of the Police Emergency Response Services, in consultation with the Divisional Commissioner (Water Policing, 2006:10). This division is currently known as the Division: Visible Policing. Even though the documentation accessed refers to the Division: Crime Prevention, this should be interpreted as Division Visible Policing. Waterwing duties are a secondary function for members working at these units. Members work at various police stations and units and do Waterwing duties on a voluntary basis (South African Police Service, 1997). Water Police activities are divided into two disciplines namely, diving and underwater operations, and vessel handling and visible policing.

- **Diving and underwater operations**

SAPS Waterwing members, including the divers, must perform their duties in full accordance with the Diving Regulation (2001) (South Africa. Department of Labour, 2001). Nationally, Police Divers deal with an average of 1000 dive operations yearly (South African Police Service, 1997). Police Divers are fully qualified Commercial Class IV Divers/Supervisors, with skills that support dangerous diving operations that are performed in very hazardous and dangerous situations. All commercial diving activities within the borders of the Republic of South Africa are mainly regulated by the Department of Labour under the terms of the South African Occupational Health and Safety Act 85 of 1997. Secondary to this, but read in conjunction with the Act, is the newly drafted Divisional Order (Water Policing, 2006). All diving and underwater operations within the SAPS are done strictly in accordance with these laws and regulations. According to the Divisional Order: Water Policing (2006: page 8-9), the functions of Police Divers include search and recovery operations in an attempt to recover drowned victims, exhibits and other items submerged in water or any other water-based fluids. Their duties are to assist in the investigation of crime-related diving activities and to promote the image of the Police Waterwing through community awareness projects and initiatives.

- **Vessel handling and visible policing**

The aspect of water policing is regulated by law and internal SAPS Standing Orders; the law being the Merchant Shipping Act (South Africa, 1951:Act 57). This law regulates all commercial shipping and watercraft activities and is enforced by the South African Maritime Safety Authority (SAMSA). Subordinate to this, and read in conjunction with the act, is the South African Police Service Special Force Order (G)3A, 1987, that regulates the handling, maintenance and liability of SAPS vessels. All vessel handlers in the SAPS are fully trained and licensed according to SAMSA standards, and are responsible as stated by the Divisional Order (Water Policing: 2006:8) for surface search and recovery operations in an attempt to recover bodies, exhibits and crime-related items. Crime prevention operations focus on water safety in and on water, including policing at organised water sport and recreational events, assisting in the investigation of crime-related boating activity and promoting the image of the Police Waterwing, through community awareness projects and initiatives. Units stationed at the coast should assist in the inspection and maintenance of deep sea vessels once a month.

2.2.3 Strategic overview and principal objectives

The South African Police Service (SAPS) came into existence in 1995 following the amalgamation of the 11 self-governing policing agencies that existed before the country's change to democracy (South African Police Service, 2004a:452). The objectives of the service in terms of section 205(3) of the Constitution are in line with the powers and functions of the service, as originally set out in the Transitional Constitution, under which the service was established.

The influence of Sir Robert Peel and the Metropolitan Police is evident in the Constitutional tasking of the SAPS. Section 205(3) of the Constitution of the Republic of South Africa determines that the objectives of the police service are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law (Burger, 2007:31).

The principal intent and agenda of the SAPS are focused on the objectives provided for in Section 205(3) of the 1996 Constitution (South Africa, 1996(a):sec.205). The SAPS has a responsibility to:

- **Prevent, combat and investigate crime**

Crime prevention is defined according to the White Paper on Safety and Security: 1999-2004, that was published in September 1998, (South Africa; 1998:14) as all activities which reduce, deter or prevent the occurrence of specific crimes; firstly, by altering the environment in which they occur, secondly, by changing the conditions which are thought to cause them, and thirdly by providing a strong deterrent in the form of an effective Justice System. According to Burger (2007:10), crime combating is a term often used, but users are often confused about its correct meaning. Crime prevention and crime combating are thought to be the same, but are not. Crime combating is the pro-active and re-active police measures taken to enforce the law, to sustain public order and to be visible through policing. The investigation of a crime is a re-active and pro-active function, including detective, investigative, intelligence and detection capacities. It is the purpose of the criminal justice system to combat, prevent and reduce crime, by processing cases, and trying offenders speedily and effectively and by handing down appropriate sentences to those convicted of an offence.

- **Maintain public order**

During the eighteenth century, at the time of the Industrial Revolution, crime and disorder became more prevalent and a new and more organised approach was needed (Hale, 1994:3). People migrated from rural to urban areas, and this created problems for the Police to maintain public order in a small area with a large population. In a similar vein, since the establishment of the SAPS in 1995, police divisions working with the maintenance of public order have had to deal with many changes. The Division of Internal Stability (Afdeling Binnelandse Stabiliteit) was the largest unit in the SAPS before the 1994 elections. After the elections their name was changed to the Public Order Policing Service and with the name change, their responsibilities also changed to be more in line with the combating of crime. Recently the name has changed to Operational Response Service and their duties

vary from crime prevention to robbery response. The maintenance of public order is mostly pre-arranged for events, while public order is maintained by police officials working the streets.

- **Protect and secure South Africans and their property**

Everyone has the right to the freedom and security of the person and property in terms of Act No. 108(12) and (25) of the Constitution 1996. Every police official is obliged to render a direct service to the public, including reaction to requests of the public, handling of complaints and the taking of statements and reports.

- **Uphold and enforce the law**

The SAPS and its work force are tasked with the upholding and enforcing of the South African law. Offenders may be arrested and detained by police officials, as empowered by the Criminal Procedure Act, Act 51 of 1977 (South Africa, 1977). The SAPS Standing Orders provide guidelines that arresting police officials must follow to comply with the Criminal Procedure Act. Section 35 of the Constitution of the Republic of South Africa, 108 of 1996, guarantees Human Rights to arrested or detained persons. An arrest may not be done if a suspect can be brought to court by means of a summons. The law allows the SAPS to make an arrest without a warrant (section 40 and 41 of the Criminal Procedure Act), in serious cases, or if there are reasonable grounds to suspect that a suspect will flee or dispose of evidence, or will attempt to evade or obstruct justice in some way.

According to the Constitution of South Africa, the Police has a duty to the community it serves to safeguard them and their property from harm through enforcing the law.

2.2.4 Restructuring of Specialised units in the SAPS

Before 2003, serious crime investigation was in general the responsibility of specialised units. These units had worse conviction rates than those dealing with less serious crimes. This suggested that specialised units were not efficient in meeting objectives. The rationale underpinning closure of the former specialised units is rooted in the poor performance of these units (Mistry & Redpath, 2001:1). The statement that specialised

units were to be closed down and dissolved in January 2001, appeared frightening to generally all South Africans, who thought that serious crimes would no longer receive special attention. According to Mistry & Redpath (2001:2), these units were to be re-organised into Organised Crime and Serious and Violent Crime Units. They quote the National Commissioner of the SAPS, Jackie Selebe during a speech in January 2001, as saying that the “police’s capacity to deal with organised crime syndicates should be co-ordinated in an integrated manner”. In addition, there was an impression that “Local police stations should be empowered to effect expert policing”. This would ensure that serious and violent crime would be sufficiently attended to by members with applicable and irreplaceable knowledge (Mistry & Redpath, 2001:2). The purpose behind the disbandment of the original units was the placement of trained personnel across the board, to be able to investigate a broader range of offences.

At the Second World Conference 2001 on the Investigation of Crime, Modern Criminal Investigation, Organised Crime and Human Rights held in Durban South Africa between: 3 – 7 December 2001, some attention was focused on the impact of the disintegration of specialised units on the investigation of crime in South Africa (Mistry & Redpath, 2001:1). The foremost reason for the restructuring of Special Investigation Units in the SAPS lay with their poor performance and consequently the performance of detective services as a whole. Disorder and the avoidance of taking responsibility for cases, lack of communication between units, lack of community input to crime investigation and unnecessary managerial expenses were some of the difficulties related to the units’ performance. This induced problems with the investigation of crime (Redpath, 2002:16-20).

The institution of the current democracy saw important alterations in the nature of policing. South Africa became a republic in 1961 and was ruled by a white minority government until 1994. The majority of black people were not allowed to vote, or to participate in any political activities, except in the so-called homeland system. After nearly 30 years of conflict in South and Southern Africa, the South African government and the African National Congress (ANC) agreed to negotiate a political settlement (Hough & Du Plessis, 1994:1, 51-55). These negotiations came to fruition when the Transitional Interim Constitution of the Republic of South Africa; South Africa 1993 (Act No. 200 of 1993), came into operation on 25 January 1994. The role of the South African Police Force under the previous apartheid regime promoted distrust between

the police and some communities (Burger, 2007:70). Chapter 14, sections 214-223 of the Transitional Interim Constitution provided for the establishment of the South African Police Service, its functions and its functioning. The Transitional Constitution was a forerunner to the 1994 (27 April) elections, won by the ANC, which established a Government of National Unity (Hough & Du Plessis, 1994:27). The Transitional Constitution was succeeded by the Constitution of the Republic of South Africa in 1996. The South African Police Service came into being during 1995 in terms of section 5 of the South African Police Service Act, 1995 (Act No.68 of 1995). Section 205(3) of the new Constitution changed the definition of the functions of the Police. According to section 205(3), the objectives of the SAPS are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law. The second stage of amendment inside the SAPS itself was intended to execute the fighting of crime more effectively. The most significant of these steps has been the reduction of specialised units that were created to investigate an extensive diversity of crime types. The SAPS continued to restructure specialised units and by the end of 2003 some 500 specialised units were clustered into five specialised units. These units were:

Table 2.1: SAPS Specialised Units

Specialised Crime Units	Number of Units	Number of Detectives
1. Serious and Violent Crime Unit	27	677
2. Organised Crime Unit	24	723
3. Commercial Crime Unit	17	626
4. Serious Economic Offence Unit	1	24
5. Family Violence, Child Protection and Sexual Offence Unit	46	755
Total	115	2805

Safety, Security and Defence: 2004

Mistry & Redpath (2001:2) state that all previous specialised units would be reorganised into Organised Crime and Serious and Violent Crime Units. These two main units were divided into five sub-specialised units after the restructuring that took place after 2003. According to the Safety, Security and Defence (2004:452) yearbook,

the remaining specialised units were Serious and Violent Crime, Organised Crime, Commercial Crime, Serious Economic Offence and Family Violence, Child Protection and Sexual Offence Units. The number of units and detectives that worked in these specialised units in South Africa is shown in the above table. These units were further reduced to two (2) individual units, currently known as Organised Crime and Commercial Crime Units, in October 2004.

During 2004, top management considered the proposal that only Organised Crime and Commercial Crime remain specialised units in the SAPS. Management Services gathered information regarding the functional structure rank levels and the different units within the proposed units to enable management to consider this matter. On 12 March 2004, structures for Organised Crime units were proposed (Taioe:2005).

Organised Crime units have been established and enhanced since the reorganisation process of the Detective Service commenced in January 2001. During this monitoring process, it was decided that the organisational, functional and ideal structures should be revised to further enhance the effectiveness of these units. The approved structure for Organised Crime units, according to the policy document on the activities of the Detective Service, meant that this unit would function on provincial level and report directly to the Provincial Commander. However, the Provincial Head of Detective Services must put mechanisms into place to inform area commissioners of organised crime threats in their specific policing area. Furthermore, Organised Crime units must only focus on big-timers involved in organised crime as identified by means of the Organised Crime Unit through the threat and analysis process, and must be dealt with through approved methods and techniques used in the SAPS. Approved core functions of this unit, according to Assistant Commissioner Taioe (2005:2), involve the following:

- Investigating organised crime effectively and efficiently.
- Managing disruptive operations by focusing on priority crimes.
- Investigating activities relating to, and monitoring movement of precious metals and diamonds, precursor chemicals, fauna and flora and non-ferrous metals.
- Rendering an effective and efficient specialised investigation support service.

The Asset Investigation Section and Precious Metals and Diamonds unit fall directly under the command and control of the Provincial Commander Organised Crime, who in turn will be responsible for the functioning of this section. The Asset Investigation section has been established in all the provinces to conduct financial investigations and asset tracing, in conjunction with the Asset Forfeiture unit of the National Director of Public Prosecutions. The obligation of the Asset Investigation section with the Organised Crime structure is to ensure that cases in which assets may be forfeited are identified in terms of Chapters 5 and 6 of the Prevention of Organised Crime Act, 1998 (Act No. 121 of 1998) (Taioe, 2005:2-3).

The Commercial Branch went through a process of restructuring during 2002. The aim of this restructuring was to enhance the effectiveness and efficiency of the unit. The vision of this specialised unit is to promote economic growth and prosperity by stemming the commercial crime wave. The mission statement of the Commercial Branch is to be committed to the combating of commercial crime in partnership with those they serve, and the purpose is to investigate and prevent commercial crime, as contained in the mandate (South Africa Police Service, 2004). According to the historical perspective on the Commercial Branch, the current unit consists of seventeen Commercial Branches and one Serious Economic Offenders unit in South Africa (South African Police Service, 2004:2). The aim to this restructuring was to enhance the effectiveness and efficiency of the Commercial Branch. At National level, the Head of the Commercial Branch is responsible for managing the activities of this unit, and is in turn accountable to the Divisional Commissioner of the Detective Services of the South African Police Services. Furthermore, the Section Heads of the Commercial Branch and the Commander of the Serious Economic Offences unit are directly accountable to the Head of the Commercial Branch. At Provincial level, the commander of the Commercial Branch is directly accountable to the Provincial Head: Detective Services, who in turn, is responsible to the Provincial Commissioner. The Commander at branch level is directly accountable to the Provincial Commander of the Commercial Branch (South Africa Police Services, 2004:14-20). The objectives of the Commercial Branch Policy (South African Police Service, 2004b:5-6) involve the following:

- To ensure the effective prevention and investigation of commercially related crimes.
- To ensure the effective gathering, management, use and dissemination of information on commercial crime, in order to meet the legal responsibility of the SAPS.
- To ensure excellent service delivery through effective investigation of commercially related crimes.

The Commercial Crime Unit focuses on fraud relating to banking, intellectual property rights, scams, serious financial crimes and electronic crimes.

2.2.5 SAPS Strategic Plan (2004–2007)

The word strategy, according to Beaufre (1965:19), is one of those words that are used often, but seldom properly understood. It is commonly used by Police to explain a combination of policing activities. These activities are grouped together for the purpose of achieving specified objectives within prescribed timeframes. The SAPS Strategic Plan (2004-2007) is the plan that management has put together to fight crime.

The SAPS Strategic Plan includes the following key strategic priorities:

- To combat organised crime.
- To address serious and violent crime.
- To reduce the incidence of crimes committed against women and children.
- To improve the investigation and prosecution of these crimes, as laid out in the South African Police Strategic Plan (2004-2007).

The reality is that many of the crime categories for which the new specialised units were originally created, entail crimes often committed by organised criminal groups. This does not automatically imply that the members of all the previous 500 specialised units were trained or equipped to investigate matters as stated in the Strategic Plan 2004–2007 effectively. This restructuring of specialised units in South Africa and the movement of its members has without a doubt relocated the best performing and trained members to the newly formed units.

Members of the previous specialised units were redeployed into the current specialised units, and the remaining majority of detectives had to undertake detective work at station level, which caused many problems; for example members lost pride and motivation (Redpath: 2002:18-26).

The reason behind the improvement of police investigations in South Africa is not hard to grasp. Sophisticated criminal syndicates, serious and violent criminals and offenders against women and children are often also involved in crimes such as money laundering, vehicle theft, diamond-/gold smuggling and prostitution. If different police units look into a syndicate that commits different types of crime at the same time, an effective investigation of the syndicate cannot be done, due to duplication of investigations. A multidisciplinary specialised crime unit is likely to be more effective because of its holistic approach and its wide variety of appropriate skills (Mistry & Redpath, 2001). With a great variety of specialised units focussing on specific crime classifications and which are also tasked to deal with organised crime, problems are always experienced with determining where the degree of responsibility of one unit starts and that of the other ends.

2.2.6 Development of remaining specialised units

It would be more desirable for the management of the SAPS to use its powers in terms of misconduct regulations, to remove those who should not be there, rather than resort to restructuring as a substitute to make wrongs right. Low conviction rates suggest that serious crime investigations have been poor in the past. The redeployment of detectives to station level has the potential to unlock some of the structural impediments to improved performance of the restructured specialised units. Nevertheless, performance of the newly established units will not improve, unless the suggestions by Redpath (2002) are implemented.

Redpath (2002) states that the development of these specialised units will benefit from:

- Improved and expanded specialised training.
- Reduction in the case burden of detectives.
- Appropriate assignment of resources.
- Reduction in authority control.

- Enhanced performance assessment and promotions without managerial task or function.

While persons who are actually engaged in politics, especially members of parliament, frequently declare war on crime (Rauch, 2002:21-22), the police have been known to respond by creating supplementary specialised units and/or reorganising and presenting renewed strategies and schemes (Nqakula, 2003).

The crime situation in South Africa is perceived to be out of control. According to Hough (2002:202), the high incidence of especially violent crime and organised crime is so critical that it has to be regarded as one of the primary hazards to South Africa and its community. The problem is that police seem to accept the blame for the high crime levels, and then react to it by constantly reorganising themselves, and by continuously introducing new policing approaches, as can be seen in the restructuring of specialised units.

2.2.7 A critique on specialised units

Over the last decade there have been a number of initiatives aimed at addressing crime by focusing on police reforms (Burger, 2007:66). An example is the change of a “force” to a “service” which, however, had little practical value. Even the attempts to demilitarise the police by the use of the name “service”, did not work, due to the serious levels of crimes and the legal authority the police possess to use force.

The intention to improve practising policing can be debated. According to Burger (2007:66), most of these changes and novelties have had a negative impact on the police and policing, because of the impossibility of the police’s mandate. There are critical arguments against specialised units, and arguments in favour of these units.

2.2.7.1 Controversy surrounding Specialised Units

The amalgamation of specialised units in the SAPS and the closing of units and redeployment of additional members with specialised training to police stations do not necessarily make sense (Mistry & Redpath, 2001:1-10). Members that were part of special investigations no longer have significant use of their specialised training and

knowledge at local detective branches. In principle, the strategy of increasing the investigative capacity of the SAPS detectives at local level makes sense (Redpath, 2002:18). But the question must be asked if the former specialised units will still be as effective as they used to be before, even if their success rate was of a poor standard. According to Burger (2007:66), the creation of what is termed “institutional schizophrenia” within the police is descriptive of the confusion and uncertainty among police personnel about what they are expected to do and what they actually do.

There is concern that the restructuring has resulted in the unwanted and lesser motivated and skilled detectives being moved to local level, while the new specialised units retained the skilled detectives (Mistry & Redpath, 2001:6). Although it was not formally said, it seems as if the restructuring was a method to remove underperforming members from specialised units, and redeploy them at local detective branches. Due to the previous specialised units’ functions, it was difficult to keep an eye on these detectives, and this might be a reason for the under-performance of these units. If they work from a police station, their work will be more closely monitored. According to Burger (2007:66), a change often leads to a decline in self-confidence and results, and poor morale, which negatively impact on the police *esprit de corps*. Members who were redeployed are de-motivated due to the perceived loss of status, and uncertainty about their future. According to Redpath (2002:1), the manner in which the restructuring was announced also created concern among the members of the former specialised units, and did not allay their fears about their future in the SAPS. Although it appears as if some deliberation occurred at senior management level, the hierarchical structure of the SAPS and of the detective service necessarily meant that most detectives felt this to be yet another policy imposed upon them. With the current high crime rates, linked to the decline in the public’s feeling of safety, more police restyling, more experimentation with unfamiliar policing concepts and more crime combating, crime prevention and crime investigation plans and strategies are certain to follow, creating an almost venomous cycle of burden and result, without solving the problem (compare this with the analogy of a Band-aid on cancer) (Burger, 2007:66).

With respect to the Anti-corruption units, a worrying development is their absorption into the Organised Crime units (Mistry & Redpath, 2001:8). Members of the Anti-corruption units were redeployed within the Organised Crime units (Mistry &

Redpath, 2001:7). This is a predicament, as it will be difficult for detectives to investigate corruption from within the Organised Crime component, because they will certainly be called upon to investigate a fellow worker. The investigation of corruption within the SAPS is likely to suffer, and therefore the decision needs to be reconsidered.

The existing Child Protection units and Family Violence units were not closed down in the restructuring process. This was because of the highly specialised and intensive training required for interviewing and managing children, which cannot be left to the general investigator. In most cases allocated to these units, the person committing the offence is known to the victim, and investigations revolve around gathering evidence and managing difficult witness circumstances rather than identifying the perpetrator (Redpath, 2002:23). Family Violence, Child Protection and Sexual Offence units have specially trained members with skills and facilities for probing unlawful acts. The perfect position will be to have these trained members working from local police stations, and not from within the specialised unit context, so that child abuse and rape victims can get attention as soon as reported. According to Redpath (2002:20), investigation capacity at station level requires further improvement, especially in the fields of family violence and child protection. This does not mean that such units should be closed and the members transferred to fill this capacity. Stations need to receive skilled persons and the necessary facilities. Detectives from specialised units are more often than not situated far away from the areas in which the crimes they investigate were committed. Investigating officers may lack local knowledge needed to solve such crimes. They have little day-to-day contact with the people they are meant to work for (Mistry & Redpath, 2001:3). Investigators are secluded from the public and do not always get the information they may need from the community to combat crimes committed against women and children. The public report cases at their local police stations and it will be difficult for them to follow progress made by the detective investigating the case, if he is remotely situated.

A specialised unit is commissioned in order to investigate matters in line with its job description, for example, Serious and Violent Crime. If a crime does not exactly match the criteria of the unit, it will be easy to say that the unit does not have the mandate to investigate the offence, i.e. avoidance of responsibility. The fact that many of the crime categories for which the units were established involve crimes

regularly committed by organised criminals, does not necessarily imply that the investigators of these units are equipped or trained to investigate such offences (Mistry & Redpath, 2001:1-10). This may cause avoidance of responsibility, and placing the responsibility for investigating serious crimes back to station level. Instead of rationalising the police mandate with regards to specialised units, expectations are raised and the “impossible mandate” in fact broadens, exposing the police to more criticism and increasing chances of failure (Burger, 2007:66).

A problem is that there are few experienced people to implement specialised training in South Africa. More and more experienced people are leaving South Africa from the specialised units, as well as from the normal detective service (Redpath, 2002:16), for greener pastures. While there are indications that training has improved within the SAPS, the number of detectives receiving specialised, as opposed to general investigative training, remains too small (Redpath, 2002:16). The focus of the Police has increasingly moved away from what they can do to what they cannot do, or to where their impact is at best limited, for example, the specialised training of members functioning under the banner of specialised units, without the proper grounding. There are few experienced people to implement specialised training (Redpath, 2002:16) and trained members are leaving the police. The SAPS plans to grant “Pay Promotions” which will exclude managerial roles and thereby maintain skills and reward good performance. This was noted in 2002; however, in 2007 these pay promotions are still not in effect.

2.2.7.2 Advantages of Specialised Units

Specially trained members from former specialised units strengthen police station investigations, and therefore detection capabilities through intelligence and information gathering will also improve. According to Redpath (2002:7,16), police station detectives were overloaded with cases. Many detectives said that overloading was exacerbated by mismanagement, and that the boundless number of cases reported did not alone cause this predicament. Instead of teaming up to investigate cases, each investigator received an unmanageable consignment to deal with on his/her own, because of the shortage of members. Given the high crime rate in South Africa, the better management of case loads can only be done by increasing the number of detectives at station level (Redpath, 2002:7-17).

Increasing the investigative ability of the SAPS detectives at local level makes good sense. A major theme of the official motivation for redeploying specialised detectives to station level is that a large quantity of skills will thus be transferred to station level (Redpath, 2001:6). This means improved expertise and higher numbers at local level, to deal more effectively with case loads and to obtain better conviction rates. According to Ramphele (1991:7-16), operational deployment of station detectives and specialised units is one of the SAPS's most glaring weaknesses, especially in respect of gathering of intelligence and detection capabilities. Intelligence-led policing is becoming a reality.

Duplication of work will not occur as easily when a crime syndicate is investigated, as was the case with the previous specialised investigation units, when information was not shared between units. According to Redpath (2002:18-19), there used to be an overlap between the various structures responsible for investigating and preventing crime in South Africa. A country with limited resources cannot afford the luxury of unnecessary duplication. The wasting of time, resources and manpower is kept to a minimum with the more compact, restructured units. However, an issue that must be guarded against is the overlap of the mandate of the Organised Crime units, as well as the Serious and Violent Crime units, as both may be liable to investigate the same crime syndicates (Mistry & Redpath, 2001:12). Management of both units must be done in close cooperation with each other to safeguard against unnecessary duplication and unproductive rivalry in investigations. Effective communication between various specialised units will be maintained if the managers of different task teams within particular specialised units guard against jealousy, and refrain from viewing specific information as their exclusive property.

The establishment of specialised units is a shift towards more multi-disciplinary policing teams which will result in bringing a broader spectrum of investigative abilities to bear upon a case.

Another tendency worsening the crime situation in South Africa is the growth in organised crime. Organised criminal groups typically tend to be involved in a number of different crimes. It does not make sense for different units to investigate in isolation if there are different crimes committed by a single group.

Based on the available statistics quoted previously, better performance was recorded for less serious crimes than for the more serious crimes in the old structures, whereas the converse is obviously more desirable. The performance of the “old” specialised units was poor (Redpath, 2002:15). These statistics clearly show that changes to the former specialised units into more “leaner and meaner” investigation units are more effective. According to Redpath (2002:26), performance of the restructured units should be measured to see if there is a performance improvement in comparison to the old structure. The performance of individual detectives, units and provinces should be thoroughly observed, not only to recognise and hence correct inadequate achievement, but also to pinpoint high quality work and in this way recognise top achievers and effective units. Lower levels of corruption within these units should be recorded as a result of this constant monitoring. Analysis of case records, from when a crime is reported to the case conclusion, should assist to establish measures of detective performance. Perhaps police management cannot really prevent crime, but it can affect crime, directly and indirectly. Directly, by focusing specialised units to investigate priority crimes and indirectly through improving the performance of these units. Gaines (1996:119) focus on the obvious, direct effects of policing: “the effectiveness of crime reduction will be maximised if the police would, *inter alia*, focus on crime reduction”.

Some excellent training modules have been developed, especially on commercial crime investigation (Redpath, 2002:25-26). Training forms an integral part of reaching objectives in any organisation, as well as in any individual career development. Promotion, which is an important aspect of any individual’s career path, is often made on the basic technical performance, rather than on competencies and training. As a result, detectives are often promoted outside of their competencies and training. It frequently happens that excellent investigators make poor managers. Promotion of excelling investigators puts a greater managerial role on them, taking them out of the field and away from their expertise. According to Burger (2007:66), the focus of the police has increasingly moved away from what they can do to what they cannot do, or to where the impact is best limited, for example, concentrating on specialised training. There are few experienced and competent people to implement specialised training (Redpath, 2002:16) and trained members are leaving the police for better opportunities. The promise that the SAPS in (Redpath, 2002:32-33) is exploring a system whereby good detectives will be rewarded with a pay-rise or an

adjustment in rank, has not yet been implemented. The purpose of the goal-road-model of Robert House is that management must clearly inform all members of standards that have to be maintained and which objectives should be reached (Batement & Zeithaml, 1990:498). Stumbling blocks must be removed to create opportunities for members to be compensated with rewards such as salaries, promotions, security and appreciation for work well done. Management should ensure that members meet the requirements laid down to receive these benefits.

Reduction in resource and administrative costs: Additional resources are redistributed to station level to boost the capacity of police stations, and the process of relocating eliminates the superfluous administration functions (Mistry & Redpath, 2001:6). Preceding the restructuring there were just over two police stations for every specialised unit. Each unit had its own offices, administrative staff and resources (Redpath, 2002:20). Resource management forms an integral part of any organisation management program and has a three part aim. According to Crouse, as cited in Kroon (1995:451), the three part aim of resource management is to help managers plan their work effectively, manage workplace activities and to meet the organisation objectives. The objective of the SAPS is to render an effective service to the community in a cost-efficient manner.

2.3 POLICING STYLES

It is an ongoing discussion as to whether or not the existence and actions of specialised units within police forces really discourage crime or only displace criminal activities. Police lawmakers, Members of Parliament and society generally accept that “the boys in blue” prevent lawbreaking by means of arrests or the threat of apprehension. Nevertheless, the proportion of crimes successfully resolved by the Police is relatively low. There are several means of preventing crime; an illustration is to take care of primary crime- causing circumstances through enforcing corporal procedures, such as specialised units to bring about psychological stumbling blocks. Specialised policing reduces the opportunity to commit unlawful acts in specific areas. Therefore the committing of a crime within these areas becomes even more dangerous and less worthwhile; which in turn, leads to a powerful discouragement to commit crime in these specific areas.

Efficient policing is assumed to reduce the opportunity to enact crime. Policing styles vary from country to country and even from one division to another in the same police agency. There are several styles of policing that are employed directly as self-contained policing approaches, or combined as a specific situation demands it. Each and every style has its own strengths and weaknesses. According to Rogers (2006:148), the principal policing styles currently in use are community-oriented policing, zero tolerance policing and problem-orientated policing. The idea regarding these policing initiatives is to connect local communities with their local police station to fight crime in a partnership. As cited in Rogers (2006:149), Sir Robert Peel had a philosophy regarding the “Principles of Policing” which was used in the Metropolitan Act 1829, particularly Principle number 7 that stated “The police shall at all times maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police” (Peak & Glensor, 1996:8). Police agencies must be committed to the paradigm of Problem Orientated Policing (POP), as partnership policing is highly desirable, or a necessity in South Africa. This partnership approach must involve traditional policing styles (Re-active Policing) and the current Problem Orientated Policing (pro-active) approach. These same principles should apply to specialised units such as the Waterwing function, which currently operates largely in the re-active policing mode. A comparison between conventional (re-active), and community policing (current) approaches will point out the relation or differences to the functioning of the Waterwing.

2.3.1 The Policing approach to reduce water crimes adopted by the Waterwing

The contrast between the re-active policing style and the community policing style in relation to the functioning of the Waterwing approach is presented below:

Re-active policing comprises of a government police agency that is responsible for law enforcement. Relationships between the police and other public departments are often hostile. Cited in Burger (2007:64), Waller points out that it is unlikely that any government department will accept the authority of a crime prevention agency (Police power) if such a department is situated inside another government department (Police Force/Service). In other words, for re-active policing to be productive it must be placed autonomously and should only answer to Government without interference of other parties. The effectiveness of the police is measured by their response times and

their role is centred on solving crime. Public calls for assistance are only dealt with if there is no authentic police work to be done and the primary function of the police involves swift and effective response to serious crime. Prosecution of offenders is of utmost importance.

Problem Orientated Policing (POP) consists of the “police being the public and the public being the police”, i.e. the police are there to serve the community. There is a close connection between the police and other public departments to ensure the welfare of the citizens. The effectiveness of the police is connected to the collaboration with the public. Public calls for assistance are fundamental and a great opportunity to interact. The primary function of the police is to keep close to the community. Prosecution of offenders is one means of many to achieve the objective.

The approach of the Waterwing is a secondary task of the police members who mostly react to water-related calls for assistance. The relationship between the water police and other public departments is of paramount importance to ensure an effective service to the community. The effectiveness of the Waterwing is indicated by recoveries made and secondary preventative measures taken by this unit to prevent occurrences during festive seasons at recreational waters. This is the only time that the community policing approach is followed, although calls for assistance are dealt with as a primary objective, as in the community policing model, and the prosecution of offenders is also a means of preventing incidents before they happen (Peak & Glensor, 1996:73). The newly implemented Merchant-Shipping (National small vessels safety) Regulation, Gazette No 8728, 2007 in terms of the South African Merchant Shipping Act, 1951 (Act No. 57 of 1951), requires all small vessel operators to be licensed before August 2008. Crime prevention operations during festive seasons will be the only opportunity for the Waterwing Unit to enforce the law regarding this newly drafted act. According to the Act an “enforcement officer” means a police official and any person designated as an enforcement officer by Authority (Merchant Shipping (National Small Vessels Safety) Regulations, 2007:11).

2.3.2 Policing style change in South Africa

South Africa became a republic in 1961 and until 1994, was ruled by a white minority government. The upsurge of the African National Congress, the South African Communist party, the Pan African Congress and other radical groups in the late

1950's necessitated policing to move away from a crime prevention and investigation of crime approach to a re-active policing style on order to safeguard perceived internal security in the Republic. Communication between the police and especially black communities deteriorated. Terror, anarchy and violence had erupted and escalated since 1976, and it was the function of the South African Police to attempt to "normalise" the situation. This made the police even more unpopular amongst black people. During those times, community policing was unheard of. This situation can be rationalised: black people did not have any political rights in South Africa, and the police were required to enforce the "apartheid" regulations of the ruling government. This led to a further decline in relationships between black communities and the police. The 1980's will be remembered for terror attacks, public violence and unrest. On the second of February 1990, the State President F.W de Klerk, un-banned the previously illegal organisations and started discussions between the ANC and the South African Government to attempt to negotiate a political settlement acceptable to all (Hough and Du Plessis, 1994:51-59). The negotiation process between the previous adversaries culminated in the interim Constitution of the Republic of South Africa 1993 (Act No. 200 of 1993), which was approved on 25 January 1994. This evolution of necessity preceded community policing in South Africa. The interim constitution was succeeded by the current Constitution of the Republic of South Africa, 1996. The police have been prompted to change their mission from the traditional re-active style to a pro-active community policing style.

Prior to 1994, the South African Police Force mainly made use of re-active policing measures, and it was managed by individuals promoting the welfare of their own racial groups. When riots occurred, the police would respond in full force to intervene and to suppress the resistance. Very little was done to promote community police relations, but policing is a hypothesis/theory that cannot be contemplated as divorced from its community responsibility. Change is part of civilisation and the movement from unorganised (re-active) policing to organised policing (community policing) must be viewed as a move to change in the new South Africa.

In South Africa the customary re-active policing style led to the police being excluded from the general community. However, problem-orientated policing is strongly encouraged in the latest police plan, which endeavours to address the tradition of re-active policing. According to Cox and Wade (1998:105), traditional policing is

different from community policing, and the more recent problem-orientated policing. The traditional approach addresses the symptoms of disorder and crime through reacting to requests for help or incidents, and community policing focuses on the partnership between the police and community. The problem-orientated policing approach on the other hand, strives to identify and address fundamental problems. The development of pro-active plans and a more desirable relationship with the community it serves are useful on a practical level to create a workable crime control practice, that in turn ensures the movement of intelligence from the populace to the police. This in turn, calls for the development of an accommodating partnership between the police and the public. If information regarding criminal activities is given to the police, the community must be certain that the information that was given will be investigated, and that feedback will be given on the outcome of the investigation. As a result of this two way communication approach, an effective community policing outcome will be achieved. However, if information is ineffectively communicated between these parties, the community policing approach will be doomed to failure. An effective community policing partnership will, however, necessitate a massive deployment of human and physical resources to cover all contingencies. Currently the SAPS is recruiting personnel, with the aim of employing 200 000 police officials by 2010, which implies an increase of more than 100 000 police officials since the implementation of the community policing approach in 1994. With the escalating crime statistics in South Africa and the envisioned augmentation of police official numbers an impression is currently being created that community policing is failing.

Re-active policing is worldwide not an issue of debate and it will under no circumstances cease to exist in South Africa. Visible policing in South African provides a pro-active as well as a re-active police service. Police Emergency Services are re-active in nature, and include the Flying Squad, Dog Unit, Hostage and Suicide negotiators and Police divers; all of whom provide specialised services by responding to crimes in progress. Furthermore, the SAPS has specialised operations in place to intervene in extreme situations when regular re-active policing is ineffective. For incidents such as public violence, serious and violent crime situations, policing public gatherings, providing specialised operational support and handling of high-risk operations, units such as the Air Wing and Special Task Force are available. Currently the SAPS aims to follow a problem-orientated policing approach, but the

bulk of policing in South Africa is still re-active in nature, due to high crime levels. The re-active and pro-active approach in water crime reduction is the objective of almost every police agency worldwide, but it is not always viable, as lawlessness is the order of the day. Each and every resident requires that the police should meet his/her individual expectations. Additionally, citizens expect that the police should perform according to their own understanding of what the SAPS should and can do, for instance some citizens may only be satisfied if a re-active policing approach is followed, while others would prefer a pro-active policing style. Beliefs regarding policing amongst citizens are mostly impractical, inconsistent and contradictory, and the police will never be able to please everyone.

2.4 SOUTH AFRICAN POLICE SERVICE CRIME PREVENTION STRATEGIES

A general definition of crime prevention, in line with South African conditions is indicated in the White Paper on Safety and Security (1999-2004), circulated in September 1998. The White Paper (South Africa, 1998:14) portrays crime prevention as “every activity that lessens, deters or hinders specific crimes”, mainly through altering the environment in which they happen, but also by introducing a strong discouragement in the form of a capable Justice System. The analysis in the following section will concentrate on crime prevention approaches in South Africa, as described in the White Paper and National Crime Prevention Strategy.

Lab as cited in Burger (2007:12), differentiates between three types of approaches to crime prevention:

Primary crime prevention recognizes circumstances of the physical and commercial surroundings that supply opportunities to offenders to commit crime. Characteristic models are environmental design, community forums, security and enlightening the community about crime and crime prevention.

Secondary crime prevention focuses on the premature recognition of possible lawbreakers, as well as areas where crime is more likely to occur, and aims to intervene before crime takes place.

Tertiary crime prevention attends to culprits of crime and presupposition. Tertiary crime prevention inflicts punishment on criminals and necessitates mediation in a way that ensures offenders will not perpetrate again. This type of crime prevention is mostly undertaken inside the criminal justice system, after the apprehension of offenders.

In the White Paper of Safety and Security (South Africa, 1998:14), a definition is presented to explain Crime Prevention in South Africa: “All activities which prevent, deter or reduce the manifestation of particular crimes, by adapting the environment in which they happen, by alternating the circumstances that are considered to cause them and lastly by supplying a strong deterrent in the form of an efficient Justice System”. Furthermore, the National Crime Prevention Strategy (South Africa; 1996(b):5) aspires to concentrate on those that create a risk of offending and those that create a risk of victimisation.

2.4.1 A critical assessment of the White Paper on Safety and Security (1999-2004) and the National Crime Prevention Strategy (NCPS) in South Africa

South Africa has a serious crime problem. Devastating levels of crime became a high priority to the Government of South Africa soon after the 1994 democratic elections. In 1995 the Council of Government introduced a measure for the establishment of a National Crime Prevention Strategy. The NCPS was inaugurated in May 1996, developed by a strategy team in direct reaction to concerns uttered by Government about the high levels of crime in South Africa (South Africa, 1996(b):4). According to Rauch (2002:10), concerns were addressed in two ways; firstly through a long-term strategy that was to attempt to address social and development aspects believed to promote crime, and secondly to a shorter term strategy, a high profile and visible policing action plan with the objective to protect the public.

The 1998 White Paper of Safety and Security attempted to deepen government’s policy approach to crime prevention in South Africa, and proposed ways to revise the original NCPS. Furthermore, the White Paper entitled “In Service of Safety” was approved by the government in September 1998 and was intended to provide the policy framework for the provision of safety and security by the Cabinet until 2004. Primarily the White Paper focused on these three areas, namely law enforcement, crime prevention and institutional reform to meet goals (Pelser, 2002:18). The White

Paper on Safety and Security (South Africa, 1998) can be described as a vision for enhancing the Safety of South Africa's inhabitants, preventing them from becoming victims of crime. The mission statement of the White Paper was the reduction in crime through more efficient and effective policing as part of an effective justice system, and through a greater ability to prevent crime (South Africa, 1998:4). According to this document, the way forward for the SAPS in encompassing safety and security involves, as first priority, the arrest and prosecution of criminals to stop them from committing further offences. The plan must secondly ensure that effective investigation, apprehension and prosecution act as a discouragement to possible lawbreakers (South Africa, 1998:15). The police input to safety and security must reflect effective crime prevention through the deterrence of crime. On the contrary, the White Paper employs the alternative terminology policing and law enforcement (South Africa, 1998:6). It is obvious that the terms "policing" and "law enforcement" are featured throughout the White Paper as predominantly re-active activities. The primary challenges facing policy-making around crime prevention in South Africa remain integrating crime prevention short-term operations with long-term prevention measures (Pelser, 2002:25). According to Burger (2007:82-83), the White Paper cannot logically support the inclusion of crime prevention as a function of the SAPS, as it includes apparently compelling reasons for disallowing crime prevention as a policing function. The researcher does not agree with this statement, as he believes the rejection of the prevention function of the SAPS will lead to anarchy and chaos. The modernisation of procedures can only be effective if community support is secured. There is no doubt that long-term crime prevention strategies are the best way of dealing with the criminal judicial system. Short-term measures to discourage crime are failing, as high crime rates persist and the community does not feel the effect of short-term actions taken by the police. This leads to the loss of public confidence.

According to Pelsner (2002:26), South Africa still lacks an up-to-date, coherent and implemental national framework for preventing crime. Nevertheless, the SAPS, the National Government, Municipal and Provincial organisations have crime prevention programs in place. If these programs could be sustained and show positive results, renewed public interest in long-term crime prevention will be achieved (Pelser, 2002:26).

Crime prevention as a whole, is beyond doubt, a shared liability between Government departments (such as Education), the community and the judicial system. The SAPS is only one of the role players which forms part of the crime prevention picture. The police must work solely within the justice system, and can only inform relevant establishments who have the power to address certain problems. The preventative effect of the police is a consequence of their visibility and their functions relating to law enforcement. The aim and ultimate objective of the NCPS is to reduce the levels of crime in South Africa. The four subordinate objectives supporting the primary objective are:

- The establishment of a comprehensive policy framework which attends to each and every policy area that is affected by crime.
- Generating a shared understanding amongst South Africans of what crime prevention involves.
- Combining the policy objectives of a variety of central government departments.
- Presenting a foundation for the development of a commonly accepted vision on crime prevention which can be embraced by the entire society (South Africa, 1996(b):5).

In explaining the supporting objectives, it could be said that the criminal justice system mainly attends to crimes already executed. However, it must be accepted that crime control and an efficient criminal justice process can act as crime deterrents (Crime Prevention). Furthermore, the White Paper expands on its statement of the meaning of crime prevention through a competent criminal justice system and social crime prevention (South Africa, 1998:14). Criminal justice performs by being instrumental in the prevention of crime; by decreasing the opportunities to commit crime and making it less rewarding and more risky; all of which are pro-active factors. The intent of social crime prevention is to reduce socio-economic and environmental aspects that influence persons to enact crimes (South Africa, 1998:14). The SAPS policing priority is criminal investigations, implementation of goal-orientated visible policing and improving the service to victims of crime. The NCPS puts a framework in place that enlightens citizens on what crime prevention involves, and further supports the premise that the justice system largely deals with crimes already committed.

The current focus of crime prevention initiatives is to stop the tide of crime by making use of re-active approaches, principally through additional policing attention to specific criminal tendencies. The NCPS makes it clear that the belief that crime and violence are caused by only one factor has no justification, and that attempts to reduce criminal activities to a single causal factor will merely result in an over-simplistic approach to problem solving. Furthermore, the NCPS rejects the viewpoint that more police officials and visible policing will deter crime. It is argued that efficient crime prevention can only be practicable if the economic, political, social and psychological, reasons causes of crime are investigated and addressed. Additionally, the strategy highlights the importance of differentiation between root causes and enabling factors of crime (South Africa, 1996(b):11). Generating jobs, welfare safety nets and meeting the basic needs of citizens may ultimately contribute to the prevention of crime.

The NCPS (South Africa, 1996(b):80) states that an “integrated multi-agency approach is needed to prevent crime. Not by the government alone, but all sectors of civil society.” The implementation of this strategy is the responsibility of the Minister of Safety and Security (South Africa, 1996(b):81).

According to Pelser (2002:137), the White Paper on Safety and Security was commended in 1998 with great expectations, but has not been implemented in any systematic way, furthermore, most of its terms were totally ignored. In addition, the NCPS of 1996, with the exception of the victim empowerment program, concentrated on policing and criminal justice, rather than on the proposed crime prevention projects supposed to make an impact on the causes of crime. Significantly few NCPS initiatives were implemented at local level, ensuring failure; as for any prevention strategy to be successful it must be adequately implemented. Crime prevention strategies as practised in development nations were the building blocks for the NCPS and the White Paper on Safety and Security and Security of South Africa. The budgeting and reporting processes make these approaches difficult to implement, as the *modus operandi* of the South Africa government inhibits the implementation of joint activity. Individual departments are allocated specific line functions and budgets, and these departments report separately on expenditures and activities and function separately from each other (Pelser, 2002:138). Furthermore, Pelser (2002:142) mentions that crime prevention activities have been emphasised to the point that they became the exclusive “activities” of a crime prevention initiative. In

other words, the main elements of the crime prevention process, such as coordination, partnership and consultation were never put into action. It is evident that leaders have failed in preventing crime. Crime is at an all-time high; the budget allocated to combat crime increases year after year to little effect. The negative effect of crime on overseas investments and financial growth is an indicator of failure on the part of the Minister of Safety and Security. This outcome comes at a high price for South Africa. To conclude, it is ironical that at the end of the day the blame for high crime levels is still placed on the shoulders of the police.

2.5 HISTORICAL DEVELOPMENT OF THE WATERWING IN THE SAPS

The South African Police Service (SAPS) traces its foundation to the Dutch Watch, a paramilitary organisation formed by colonists in the Cape in 1655, at first to defend civilians from attack and later to enforce law and order. From 1795, British officials took control of the Dutch Watch and in 1825 they instituted the Cape Constabulary, which became the Cape Town Police Force in 1840. Elsewhere, the Durban Police Force came about in 1846. Their name changed to the Natal Mounted Police in 1861 and they increasingly assumed military functions as the Republic suffered from the last of a series of frontier battles that went on for more than 100 years (History, 2006).

2.5.1 Coast Water Police

In 1867 the first Coastal Police Unit was established in the Cape-Colony to police the Cape harbour. This unit was under the command of Boat Officer J. Robotham. The unit expanded over the years to one Boat Officer, two corporals and eight constables. In 1886 the Coastal Police was placed under the command of Commissioner Bernard V. Shaw of the Cape Police. In 1894 a Water Police Unit was formed at Durban harbour under the command of Superintendent G.E. Talum, assisted by two non-commissioned officers and 30 constables. Just after the commencement of the Second World War, harbour duties were taken over by the Essential Services Protector Corps (ESPC). Their duties were not just policing of the harbour, but also the issuing of permits to ships and crew members. In December 1941 the Railway Police, which had been founded in June 1934, took over all duties from the ESPC. On 1 October 1986 the South African Railway Police and the South African Police amalgamated. Members and vessels were redistributed within the SAP (Suid-Afrikaanse Polisiediens, 1999:2).

2.5.2 Inland Water Police

Inland Water Policing was established in 1935 to police the Vaal Dam by vessel because of the proximity of the Deneysville International Airport. The Deneysville Airport went out of service in 1950, but Water Policing continued due to the development on the banks of the Vaal River and dam. Development of shorelines on main lakes, dams and rivers expanded here and throughout South Africa. This emphasized the need to broaden policing on waters to combat crime. Inland Water Police teams were tasked as a secondary function to police most waters when needed. (Suid-Afrikaanse Polisiediens, 1999:2). The Water Act, South Africa 1956 (Act No. 54 of 1956) was put in place to cover all South African state waters.

2.5.3 Waterwing 1986 – 1994

The duties by the South African Police Services (SAPS) relating to the regulating of water use stretched over many years. Throughout the years the Police had to extend their duties to accommodate changing circumstances relating to Water Policing. Some of these extensions include search and recovery duties under water (diving), swift water rescue, confined space rescue and rope rescue (Suid-Afrikaanse Polisiediens, 1999:6).

The Waterwing was established in 1986, as a result of the amalgamation of the South African Railway Police whose water duties were related to the sea and harbours, and the South African Police who did policing on inland waters. It was necessary to combine the two Water Police units to operate more cost efficiently and to maintain a national standard throughout the country. This unit started off as a logistical support component from Benoni under the command of Captain B.K.J. van Niekerk (Suid-Afrikaanse Polisiediens, 1999:4). Since the constituting of the new South Africa in 1994, the South African Police Service had to make certain changes in their managerial structure. The Police Waterwing has advanced since 1867 from being a Coastal Police Unit in the Cape Harbour to a country-wide division, not only patrolling coastal and inland waters by boat, but also diving for evidence and bodies. In addition, water awareness projects, search and rescue operations are also done. The Waterwing function is done by Police members, on a voluntary basis, as a secondary function to their normal police duties. In the next section, the current Organisational Structure of

the SAPS and Waterwing since 1994 will be explained, and where the Waterwing fits in up to Provincial level.

2.6 ORGANISATIONAL HIERARCHY IN WHICH THE WATERWING FITS

The Organisational Hierarchy has to do with the grouping and allotment of activities to head- or functional divisions and subdivisions, creation of posts in those divisions and the stipulation of duties, authority and responsibilities to that effect. In this process an organisational structure unfolds that gives a structural framework for an undertaking such as the South African Police Service activities; head- and subdivisions, formal authoritarian state, responsibility and communication lines and the different management levels (Marx & Gouws, 1983:63). The Organisational Hierarchy of the South African Police Service, and how the Waterwing fits into this structure will be discussed in the next section.

2.6.1 Organisational Hierarchy

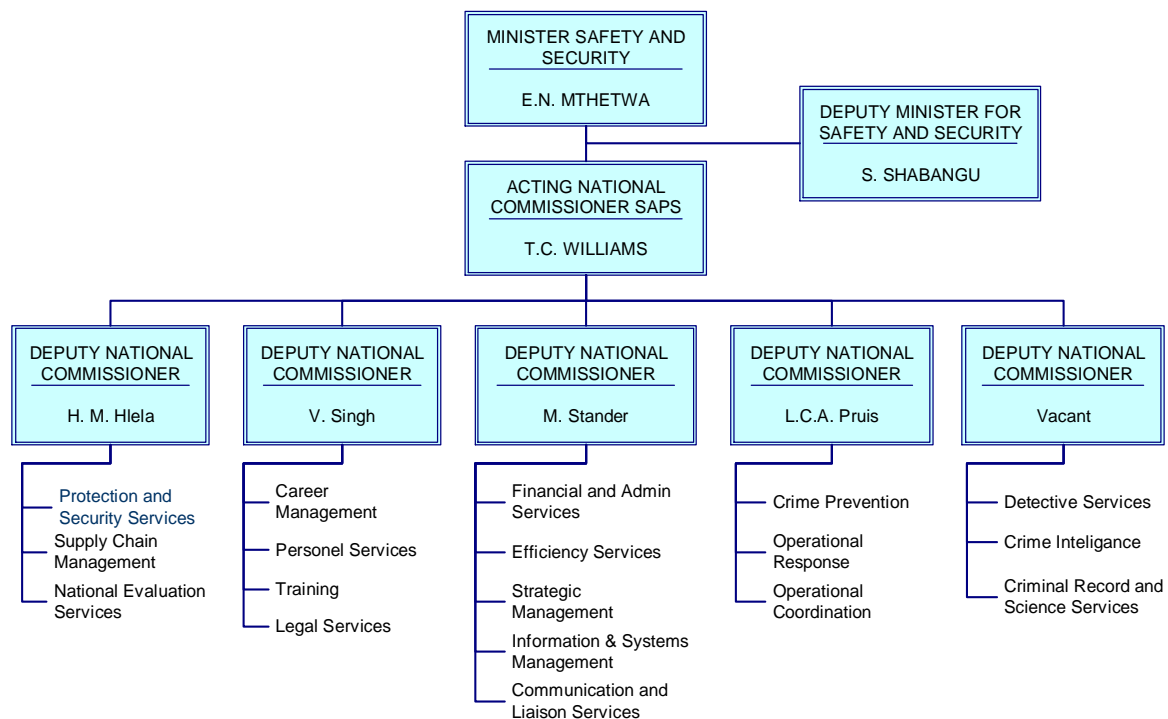
An organisational structure can be described as the hierarchical representation that defines duties, responsibilities and authority of people and divisions. This includes the definition of relations between the authorities of people and different divisions in order to establish and promote cooperation, the systematical implementation of work and the reaching of goals in the most effective manner possible.

The Organisational Hierarchy of the South African Police Service (SAPS) (Organisational Structure 3), and a description of where the Waterwing belongs from the top structure down to the Provincial level, down to the Waterwing in Gauteng (Water Policing:2006) is presented on the next page.

2.6.2 National Top Structure – South African Police Services

Any organisation needs a leadership management structure to manage human and other resources as effectively as possible to enable the organisation to deliver products and services, in order to reach its goals (Marx, 1984:160-161). The following is a layout of the South African Police Top Management.

Figure 2.1: South African Police Service Principal Management



Organisational Structure 1.2008

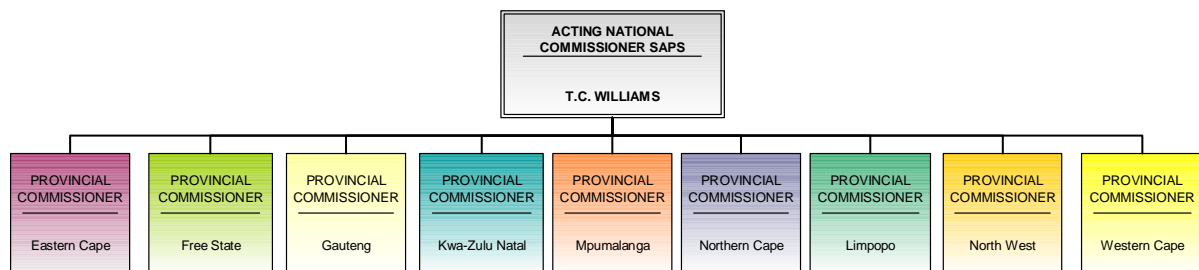
In the structure of the Department of Safety and Security, E.N. Mthetwa is the Minister of Safety and Security. The Acting National Commissioner of the SAPS is T.C Williams who leads the National Top Structure of the SAPS, followed by five (5) Deputy National Commissioners with different responsibilities as per the (Organisational Structure 1), above.

The South African Police Waterwing forms part of the Crime Prevention Department of the SAPS, under the head of the Police Emergency Services in consultation with the Deputy National Commissioner L.C.A. Pruis, (Water Policing, 2006:10).

2.6.3 Provincial Top Structure - South African Police Services

The Acting National Commissioner of the SAPS, T.C Williams also leads the Provincial Top Structure of the SAPS which consists of 9 provinces.

Figure 2.2: National Top Structure



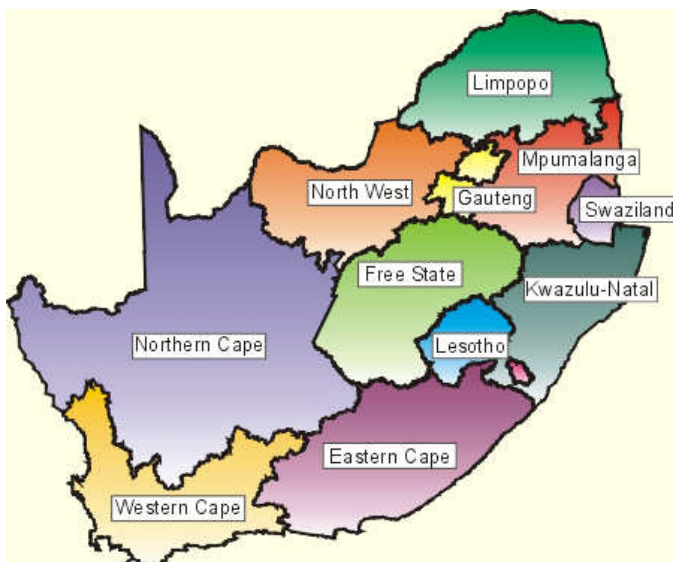
Organisational Structure 2.2008

Each Province in South Africa has a Provincial Commissioner who heads the Police Service in that area. They are accountable to the National Commissioner of the SAPS.

2.6.3.1 Republic of South Africa - Geographical layout

The Republic of South Africa is divided into nine provinces. Swaziland and Lesotho are situated inside the boundaries of Southern Africa, but are independent countries governed by their own legislation.

Figure 2.3: South African Exhibit



In South Africa, as in a number of other countries, for instance Western Australia and New Zealand, unacceptable levels of drowning and water-related crimes and the role of water police continue to be the focus of debate and controversy. Scharf (2003:11)

states that despite what we all are doing, and despite all the work and innovation going into the fight against crime, the general trend in crime is not reduced. Four of the nine Provinces in South Africa border the sea, namely; Kwazulu Natal, Eastern Cape, Western Cape and the Northern Cape. The South African Police Waterwing in each of these provinces is responsible for the South African coastline, and members work closely with and provide support to other government agencies, such as the Department of Transport, Marine Division, Department of Fisheries, the Department of Conservation and the Customs Service. Furthermore, these coastal Provinces, with the remaining inland Provinces, i.e. Limpopo, Gauteng, North West, Free State and Mpumalanga are responsible for all inland waters. All of these different Waterwing units are responsible to provide support and advice to police station areas, if they are in need of the Waterwing.

2.6.3.2 South African Police Service: Facts and Figures

Table 2.2 below provides a summary of different categories, relating to the South African topographical and population layout in relation to the SAPS:

Table 2.2: South African Police Service Facts and Figures

Item	Data	Detail
Provinces	9	
Police Areas	43	
Police Stations	1,115	
RSA Population	47,390,900	Estimated Mid-Year 2006
RSA Land Surface	1,219,090	Km ²
Member Strength	126,643 33,114 159,757	(officers) February 2007 (civilians) February 2007
Police Population Ratio	1:374	

SAPS Facts and Figures 1.2007

South Africa is divided into 9 Provinces. All of these Provinces are divided into 43 areas. These areas are divided into 1115 Police Stations, with a total of 126,643

police officials and 33,114 civilians who perform administrative functions. The total strength amounts to 159,757 people. The estimated total population of the Republic of South Africa (Mid Year:2006) amounts to 47,390,900. This gives a Police/Population ratio of 1:374 (SAPS Facts and Figures 1:2007). Countries to be included in the best practices section will be Western Australia with a Police/Population ratio of 1:235 (2004), and New Zealand with a ratio of 1:537 (July 2006) (International Comparison:2007). Regional best practices will include Namibia with a Police/Population ratio of 1:203 (2006) and Nigeria with a ratio of 1:405 (2007). All the Provinces in South Africa have their own Police Waterwing teams.

2.6.4 Gauteng Provincial Topography

Gauteng Province is divided into seven policing areas namely: Pretoria, North Rand, Johannesburg, Soweto, West Rand, East Rand and Vaalrand.

Figure 2.4: Gauteng Province



2.6.4.1 South African Police Service Gauteng Facts and Figures

Table 2.3 below presents a summary of different categories relating to the SAPS Gauteng Province:

Table 2.3: Gauteng Police Service Facts and Figures

Item	Data	Detail
Police Areas	7	
Police Stations	127	
Gauteng Population	8,900,000	Estimated Mid-Year 2006
Gauteng Land Surface	17,125	Km ²
Member Strength	24,806 6,827 31,633	(Officers) February 2007 (Civilians) February 2007
Police Population Ratio	1:384	
Water Police Sectors*	4	North/East Rand Johannesburg Pretoria Vaalrand

SAPS Facts and Figures 2.2007

* Water Policing: 2006

Gauteng Province is divided into 7 Police areas namely: Johannesburg, Pretoria, Vaalrand, North-Rand, East Rand, Soweto and West-Rand. These areas consist of 127 Police Stations, with (estimated mid-year 2006) population of 8,900,000 citizens. Police member strength calculated in February 2007 amounts to 24,806 officers, thus giving a Police/Population ratio of 1:384 (SAPS Facts and Figures 2:2007). The Water Police in Gauteng adds up to four sectors namely: North-/East Rand, Johannesburg, Pretoria and Vaalrand. The Johannesburg sector is responsible for the Soweto and West-Rand area.

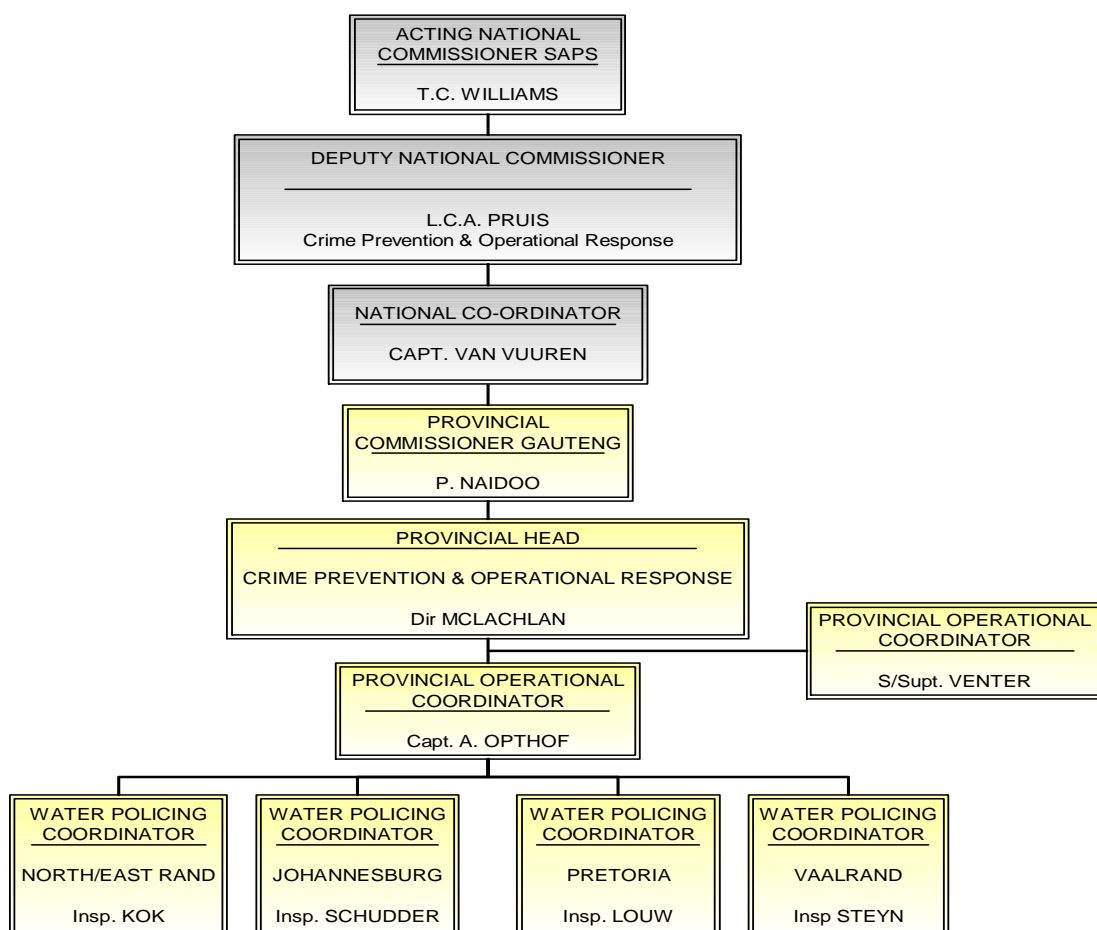
2.6.5 Organisational Structure in which the Waterwing of Gauteng functions

The Provincial Commissioner of Gauteng, P. Naidoo together with the designated Provincial Head of Crime Prevention and Operational Response Services, Dir. D.H. McLachlan and seconded by S/Supt. Venter, manages the Waterwing in Gauteng. S/Supt Venter is in consultation with the Provincial Operational Waterwing Co-ordinator Captain A. Opthof, to ensure that there is a sufficient number of trained

Waterwing personnel in Gauteng at all times, with sufficient vessels and equipment to perform their tasks in terms of the South African Police Service Act, 1995 (Act no 68 of 1995). Gauteng Province is divided into four (4) Waterwing units, namely North/East Rand, Johannesburg, Pretoria and Vaalrand with Co-ordinators Insp. Kok, Schudder, Louw and Steyn responsible for organizing and coordinating members when Waterwing duties are called for.

Figure 2.5 portrays the Waterwing Structure within the SAPS hierarchy.

Figure 2.5: Gauteng Waterwing Structure



Organisational Structure 3 - Water Policing:2006

The National Commissioner of the SAPS is in control of all Policing functions in South Africa. The Deputy National Commissioner of Crime Prevention and Operational Response Service, under which the Waterwing functions, is in charge of Water Policing. In turn, the Gauteng Provincial Commissioner functions as the Head of the Province. This Commissioner has a Provincial Head in command of Crime Prevention

and Operational Response Service that includes the Waterwing. The Provincial Head has a Provincial Operational Co-ordinator who works hand in hand with the four Water Policing co-ordinators in Gauteng.

2.7 THE EXTENT OF THE WORK OF THE WATERWING IN GAUTENG

Inland drownings and the recovery of bodies and evidence in difficult-to-reach places occur throughout the whole of South Africa on a regular basis and thus have a heavy case/incident load. The South African Police Service (SAPS) is tasked with attending these scenarios, as they might be crime scenes. It must be taken into consideration that crime and criminal activities are relevant to all dimensions of policing, namely ground, air and water. Thus it has come about that the use of Water Police is a customary system in most of the respected police agencies in the world.

The SAPS Waterwing forms part of the Crime Prevention and Operational Response department of the SAPS under the Head of the Police Emergency Response Services, in consultation with the Divisional Commissioner (Water Policing, 2006:10). The objective of this department is to secure the highest utilization of Waterwing members, and to ensure that a competent and well-organised service is rendered to the society.

The next section will deal with the theoretical outline of the functioning of the SAPS Waterwing in Gauteng South Africa. The different facets of diving and underwater operations will be discussed, as well as vessel handling and visible policing. Furthermore, a critical analysis will be done of the Water policing approach in the SAPS, which includes the functions, statistics, management and aims of the Water Police. The advantages and disadvantages of the SAPS Waterwing will also be discussed.

2.7.1 Theoretical outline of Inland Water Policing in Gauteng

This section will focus on the SAPS Waterwing in Gauteng: what they do, and how they function. It must be said that the Gauteng Waterwing must be seen in a broad perspective, as SAPS has Waterwing units throughout all 9 Provinces in South Africa. Every unit must function according to regulations and procedures set out by the Divisional Order Water Policing 2006. Waterwing duties are a secondary function for members working at these units. Members work at various police stations and units

and do Waterwing duties on a voluntary basis (South African Police Service, 1997). This implies that there are many difficulties that have to be overcome in order to handle water-related crime scenes and operations in an efficient and professional manner.

The current SAPS Waterwing unit plays a major role in contributing to the better functioning of the greater SAPS by prevention of crimes on water and recoveries out of water. For any organisation to achieve its goals, all departments in the organisation must function at their highest potential. However, there are few careers that require as much loyalty and sacrifice as that of a policeman, and more so a policeman who is doing Waterwing duties on a voluntary basis. Here policemen are more exposed to unpleasant circumstances than in other units of the service. Contingencies, such as biological and hygienic hazards, dead and decomposing bodies and diving-related dangers are just some of the situations that Waterwing members need to deal with. Those in authority cannot or should not ignore the impact that the current Waterwing unit has in delivering a service to the community it serves.

2.7.1.1 The approach in the South African Police Service

Within the framework of the Constitution and the Police Act, the South African Police Service has a responsibility to ensure the safety of all persons in South Africa (South Africa, 1996a:sec10). SAPS Waterwing members, including divers, must perform their duties in full accordance with the Diving Regulations (South Africa Department of Labour, 2001), made public on 7 January 2002.

Nationally, Police divers deal with an average of approximately 1000 dive operations annually (South African Police Service, 1997). The objective of this department is to secure the efficient utilisation of Waterwing members, and to ensure that a competent and well-organised service is rendered to society.

SAPS Waterwing members perform duties such as search and recovery of evidence and bodies from water, visible policing at water sport events and they also perform duties at dams and rivers in peak holiday times. Furthermore, a high percentage of diving operations are performed in very hazardous and dangerous situations, for example, the divers are often required to dive in adverse climatic conditions, zero

visibility areas, confined spaces and contaminated waters such as dams, caves, wells and mine shafts.

The approach of the SAPS with regard to water police activities stipulates that water policing as a whole needs to be divided into two disciplines namely, diving and underwater operations, and vessel handling and visible policing. These disciplines will now be discussed in further detail:

- **Diving and underwater operations**

All commercial diving activities within the borders of the Republic of South Africa are governed and regulated by the Department of Manpower under the terms of the South African Occupational Health and Safety Act 85 of 1993, promulgated in Government Notice Number 22991, dated 11 January 2001, by the Department of Labour. Secondary to this, but read in conjunction with the Act is the newly drafted, but not yet officially accepted, Divisional Order (Water Policing, 2006). All diving and underwater operations within the SAPS must be done strictly in accordance with the stipulations of the above-mentioned laws and regulations.

- **Vessel handling and Visible Policing**

Once again this facet of water policing is regulated by both law and internal SAPS Standing Orders, the law in this case being the Merchant Shipping Act (South Africa, 1951: Act 57). This law regulates all commercial shipping and watercraft activities and is enforced by the South African Maritime Safety authority (SAMSA). Secondary to this, and read in conjunction with the act, is the South African Police Service Special Force Order (G) 3A, 1987 that regulates the handling, maintenance and liability of SAPS vessels.

The main issues regarding the Waterwing of the South African Police Service are many and complex. Member strengths are distressingly low, resulting in personnel being on a 24-hour seven-day-a-week standby. Furthermore, restraints relating to the functionality of the Waterwing are an internal police regulation that states the responsibilities of members. The Waterwing function is specified as a secondary

police function. Long and time-consuming training induces complications relating to a member's primary functions. The respective Police Waterwing units in South Africa are subordinate to their own Provinces, with an appointed provincial co-ordinator. Consequently, these co-ordinators do not have direct authority over Waterwing members, as these members fall directly under their own function commanders.

2.7.1.2 The Functions of the Waterwing

Police Divers carry out their duties in terms of the South African Police Service Act, 1995 (Act No 68 of 1995), and the Inquest Act, 1959 (Act No 58 of 1959). Vessel handlers perform their tasks in terms of the South African Police Service (Special Force Order (G) 3A, 1987).

The right to have a person's dignity protected, even after he or she has died, constitutes the basis on which the legal reference is set for Waterwing members. Police Waterwing personnel work within the structure of the regulations that are usually appropriate to their action.

According to the Divisional Order: Water Policing (2006:8), the functions of Waterwing members include the following:

- a) Search and recovery operations in an attempt to recover drowned victims, exhibits and other items submerged in water or any other water-based fluids.
- b) To conduct surface search and recovery operations in an attempt to recover bodies, exhibits and crime-related items.
- c) Crime prevention operations in and on water, focusing on water safety, including policing at organised water sport and recreation events.
- d) Assisting in the investigation of crime-related diving and boating activities.
- e) To promote the image of the Police Waterwing through community awareness projects and initiatives.
- f) Units stationed at the coast should assist in the inspection and maintenance of deep sea vessels once a month.
- g) Conduct regular equipment maintenance.
- h) Continuously attend refresher training.

It is clear that all fundamental aims and goals of the SAPS Gauteng Inland Waterwing Unit must fall within the boundaries of, and are limited by the regulations and stipulations of laws and internal policies.

2.7.2 Statistics regarding Waterwing Operations in Gauteng 2002 to 2006

The SAPS in Gauteng is under the command of the Provincial Commissioner currently P. Naidoo. The current Provincial Head of Crime Prevention and Operational Response under which the Waterwing functions, is Director D.H. McLachlan, represented by Senior Superintendent Venter, and the current Provincial Operational Co-ordinator of the Gauteng Waterwing is Captain A. Ophhof. According to “Gauteng Waterwing Structure” (see Figure 2.5), Gauteng Waterwing is divided into four districts, namely, North-/East Rand (Inspector Kok), Johannesburg (Insp. Schudder), Pretoria (Inspector Louw) and Vaalrand (Inspector Steyn). All of these districts have their own teams to handle water-related scenes. Call-outs are done through Command Centres in the above areas. These centres receive calls from the public, reporting crimes and situations in need of police intervention. A complaint vehicle is sent out to all scenes, and if needed, the Waterwing co-ordinator for the area will be contacted by the Command Centre. He in turn, will contact Waterwing members to attend to the scene.

The following are the statistics of all Waterwing Districts in Gauteng from 2002 to 2006, stating the crime prevention hours worked, active hours at scenes, number, type and outcome of all call-outs. Different colours are given to every year, starting from the left: blue (2006), red (2005), yellow (2004), green (2003) and purple (2002). Each bar shows the quantity for each year in different colours. The column below displays totals per year.

2.7.2.1 North-/East Rand

Crime prevention and patrols were mostly done by the North-/East Rand Waterwing during holiday seasons, when recreational activities were at their highest. Secondary to this, work was done at water sport events when Water Police was needed. An average of 504 hours was worked per year for the years from 2002 to 2006. In Figure 2.6 below, active hours at scenes were calculated as hours at scenes when searches

took place for bodies and evidence, when the Waterwing was called for. An average of 334 hours was worked per year. Scenes attended are the number of call-outs received for the assistance of the Waterwing. Scenes amount to an average of 128 per year. Bodies recovered by the Waterwing consist mostly of drowned and murdered victims. An average of 51 bodies per year was recovered by these members. Saved persons are those people who are assisted when in trouble in the water; predominantly people in distress at water sport events, and pleasure crafts in trouble. Persons saved on average are 56 per year. Recovered evidence presents scenes attended when items were found, and not the actual number of evidence items recovered. Recovered evidence adds up to an average of 13 scenes per year:

Figure 2.6: North-/East Rand

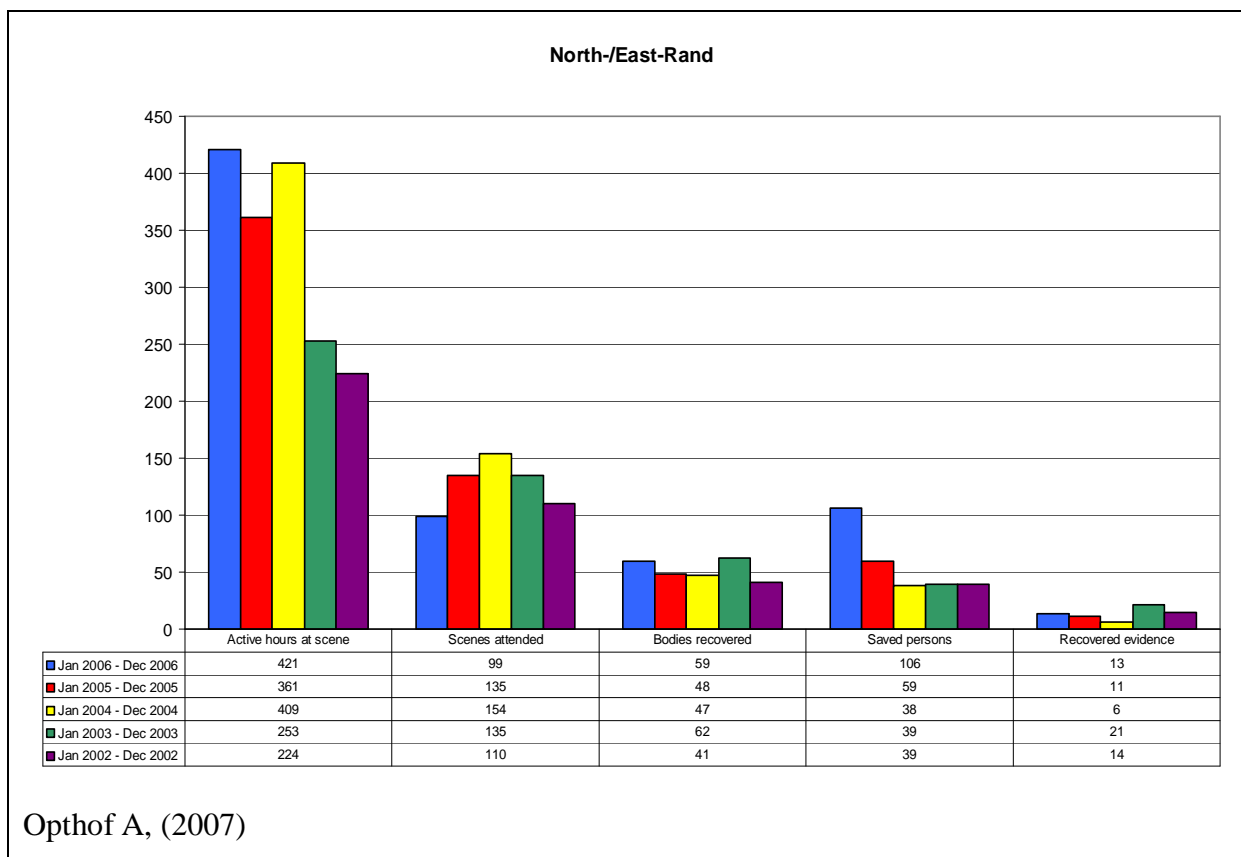


Figure 2.6 shows the North/East Rand Waterwing activities since 2002 to 2006. This detailed analysis of events gives a true reflection of their activities on a yearly basis, and clearly indicates that this sector was mostly targeted to attend scenes.

2.7.2.2 Johannesburg

Johannesburg area; crime prevention and patrols were mostly done during public holiday times and at water sporting events at dams and rivers. An average of 549 hours was worked per year, patrolling waters. In Figure 2.7 below, active hours at scenes were calculated as hours at scenes when searches took place for bodies and evidence. An average of 227 hours was worked per year. Scenes attended (call-outs) received for Waterwing assistance amounts to 42 calls per year. Bodies recovered by the Waterwing involve drowned and murdered victims. An average of 47 bodies was recovered per year. An average of 24 people was saved from water distresses. Recovered evidence consisted mostly of fire-arms, ammunition and weapons. The number of recovered evidence presents scenes attended where items were found, and not the actual number of evidence items recovered. Recovered evidence adds up to an average of 5 scenes per year.

Figure 2.7: Johannesburg

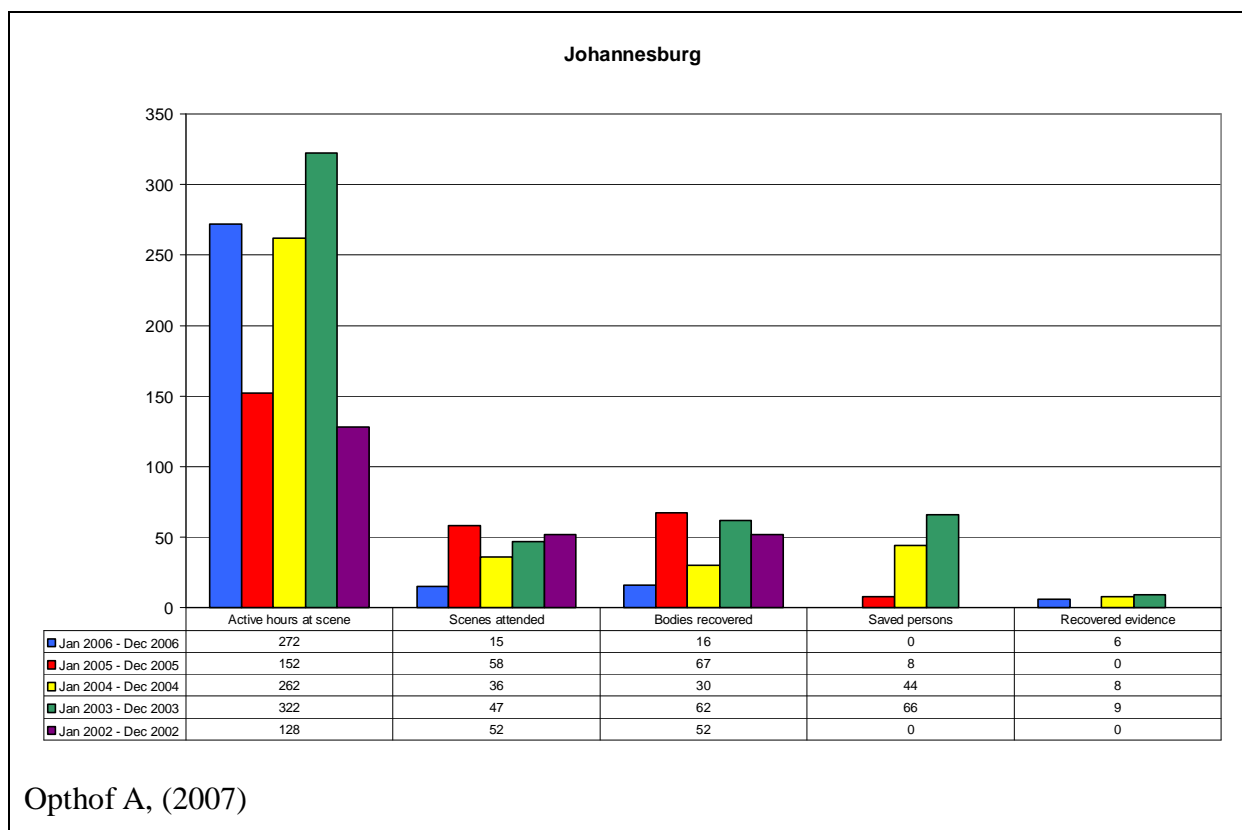
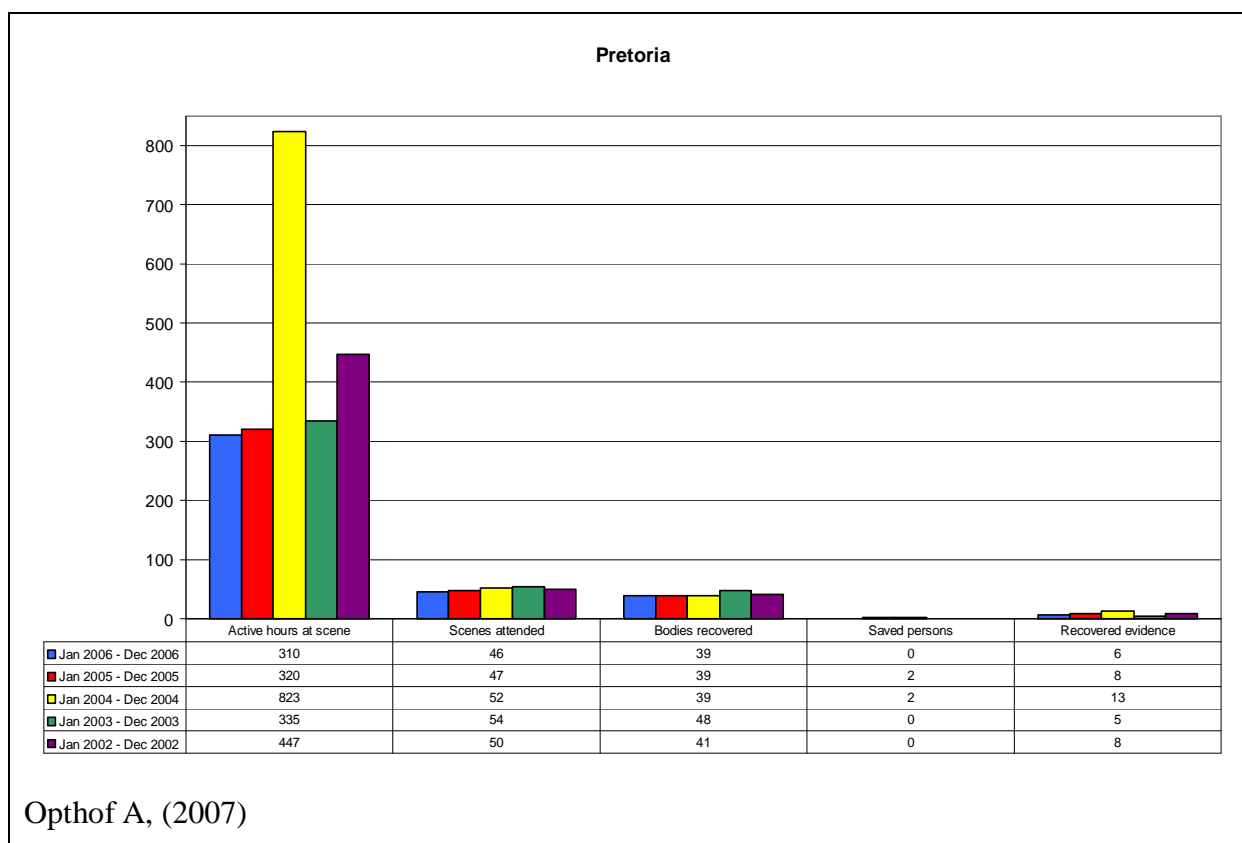


Figure 2.7 presents an annual summary of the activities of the Johannesburg Waterwing, 2006 – 2006. It is concluded that this Waterwing unit plays a vital role in rendering a service to the community it serves.

2.7.2.3 Pretoria

Pretoria area; crime prevention and patrols were done during peak holiday times and at water sports events at dams and rivers. An average of 618 hours was worked per year, patrolling waters per boat. In Figure 2.8 below, active hours at scenes were calculated as hours at scenes when searches took place for bodies and evidence. An average of 577 hours was spent at water-related search scenes per year. Scenes attended by Pretoria Waterwing members average 50 scenes per year. Bodies recovered add up to 41 per year, and people saved out of water distresses amount to nearly one per year. Recovered evidence presents scenes attended where items were found, and not the actual number of evidence recovered. These items recovered are mostly fire-arms, ammunition and weapons, and they amount to an average of 8 items per year.

Figure 2.8: Pretoria

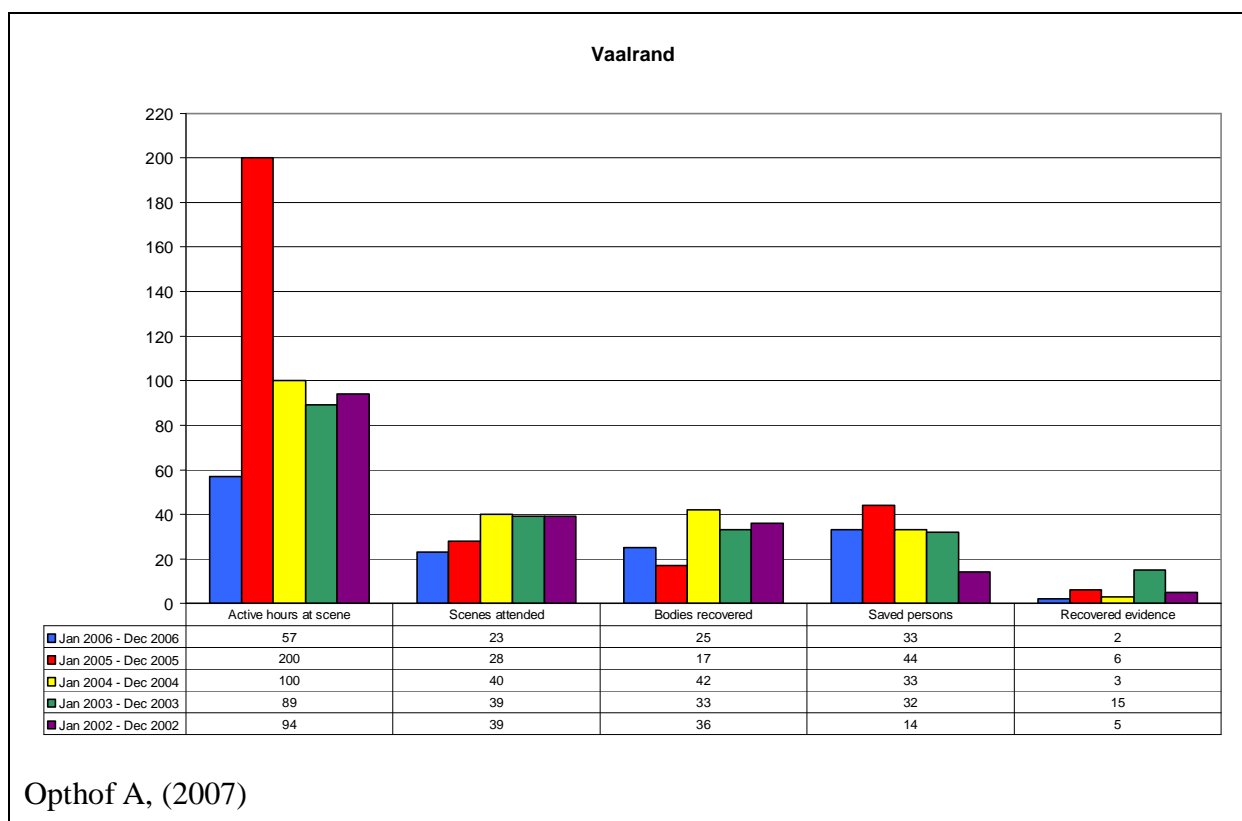


The preceding data from the Pretoria Waterwing (2002-2006) reflect a nearly constant pattern relating to scenes attended and bodies recovered over the five year period.

2.7.2.4 Vaalrand

The Vaalrand area has a greater need for water policing because of the Vaal River in that area. The Vaalrand Waterwing Unit functions under the pretext of Crime Prevention, and is able to patrol waters on a daily basis. An average of 3287 hours a year was spent on crime prevention patrols for the last five years. As shown in Figure 2.9 below, active hours at scenes were calculated as hours at scenes when searches were done for bodies and evidence, whenever the Waterwing was called out. An average of 108 hours was worked per year. Scenes attended were the amount of call-outs received for assistance. These scenes amounted to an average of 36 per year. Bodies were mostly drowned and murdered victims. An average of 31 bodies per year was recovered. 'Saved persons' are those people who are assisted when in trouble in the water, predominantly people in distress at water sports events, and on pleasure crafts in trouble. Persons saved on average are 31 per year. Recovered evidence consists mainly of fire-arms, ammunition, weapons and sunken boats. The number of recovered evidence presents scenes attended where items were found, and not the actual number of items of evidence recovered. Recovered evidence adds up to an average of 6 items per year.

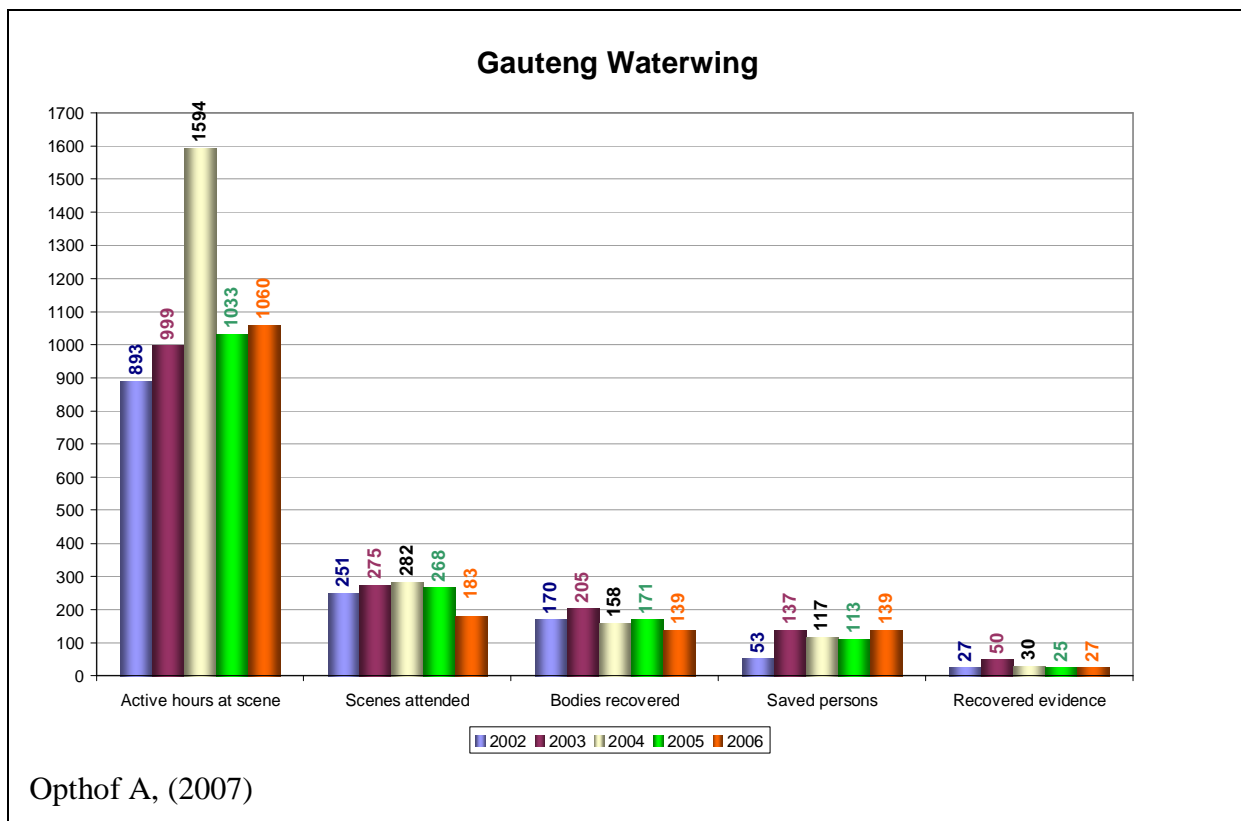
Figure 2.9: Vaalrand



Vaalrand Waterwing statistics (2002-2006) suggest that its crime prevention and patrols were much higher than those of other sectors. On the other hand, the scenes attended were on average less than the other Waterwing points.

Figure 2.10 below, presents a summary of all statistics of the four Waterwing sections in Gauteng for 2002 to 2006.

Figure 2.10: Summary of all statistics in Gauteng for 2002 to 2006



The results achieved by the Gauteng Waterwing from the beginning of 2002 up to the end of 2006, as presented in Figure 2.10, clearly indicate that there is a need for Water Police functions in Gauteng. The ultimate goal is to improve on service delivery to the community.

2.7.3 Management of Gauteng Waterwing

According to Fayol (1963:6), the underlying everyday principles are still used as ground rules in the management of organisations. These four basic guidelines help in the organisation and administration of companies, as cited in Kroon (1995:33). These management principles will be applied to see if the Gauteng Waterwing is managed

effectively. Specialisation provides all workers and managers the opportunity to build skills, certainty and accuracy. Managing the Gauteng Waterwing, however, is complicated by the fact that the Gauteng Waterwing members are not all situated at the same location. Thus the coordination of prompt and efficient notification of Waterwing members to attend to a dive/crime scene is difficult and time consuming. Waterwing members also perform this function as a secondary function (South African Police Service, 1997) to their normal duties on a voluntary basis, and they might not always be readily available in time of need.

Authority is the right to order, and the power to enforce obedience. Authority must be used responsibly. According to Water Policing (2006:11), the Provincial Commissioner is responsible for the management of the Waterwing within the Province which comprises of:

- i) ensuring that adequate HRM (Human Resources Management) resources are available for Waterwing Operations in accordance with regulations.
- ii) making certain that enough financial resources are available.
- iii) making certain that accessibility to equipment is in line with Diving and Shipping Regulations.
- iv) making certain that logistical resources, as considered necessary by due point co-ordinators and dive supervisors, are supplied.
- v) making certain that Waterwing teams have suitable transport.
- vi) ensuring that returns reach the office of the National Waterwing Co-ordinator in time.
- vii) sufficient training is provided.

Discipline entails obedience, dedication, energy, good behaviour and respect between management and the work force. Members are required to have 5 years operational experience at the time of application, must be willing to sign an undertaking to be part of the Waterwing for 5 years, be physically, mentally and medically fit and meet the requirements of Waterwing Regulations (Water Policing, 2006:11). To avoid conflicting orders and to guard against confusion, workers must receive orders only from one person (manager). According to Water Policing (2006:12), the Provincial Waterwing Co-ordinator (Captain Opthof, co-ordinator of Gauteng) is responsible for giving orders, compiling a budget, distributing/maintaining/replacing equipment,

maintaining records, ensuring equipment inspections are performed, ensuring suitable transport to operations is available, ensuring formal training of members and ensuring that prescribed returns are made on time.

Every group activity must have one leader who executes one agreed-upon plan. To be able to manage the Waterwing members for all intents and purposes, it is necessary to have a qualified person in charge of this Specialised Unit who is familiar with the duties and tasks that have to be performed. Gauteng is divided into four Waterwing sections, each section led by a dive point Commander (Co-ordinator). This commander is responsible for compiling his own budget. In addition to being the designated leader, he/she is also responsible for distributing/maintaining/replacing equipment, maintaining records, ensuring equipment inspections are performed, selecting and evaluating members to be trained as Waterwing members, ensuring that members remain current, ensuring that a duty list of all members is available, and ensuring timely returns are submitted. He is also responsible for the maintenance of police vessels under his command. Obviously they have a full work load.

The interests of workers must be subordinate to the goals of the organisation. According to the Occupational Health and Safety Act, Section 17, a representative (Diving Supervisor) must ensure the health and safety of all divers. The Diving Supervisor shall perform his/her duties in terms of section 18, which includes the responsibility for:

- i) safeguarding the dive team in compliance with Diving Regulations.
- ii) ensuring that the minimum personnel requirements at the dive site are met at all times.
- iii) compiling a dive plan for each diving operation.
- iv) ensuring that divers are competently trained in equipment to be used before each dive.
- v) briefing members and inspecting equipment before every dive.
- vi) checking to see if equipment is adequate, safe, certified and maintained. These checks must be recorded in the dive operations log book before a dive operation.
- vii) obtaining the whereabouts of the closest medical facility and dive chamber equipment to handle dive medical emergencies before every diving operation.
- viii) ensuring in-service training of divers.

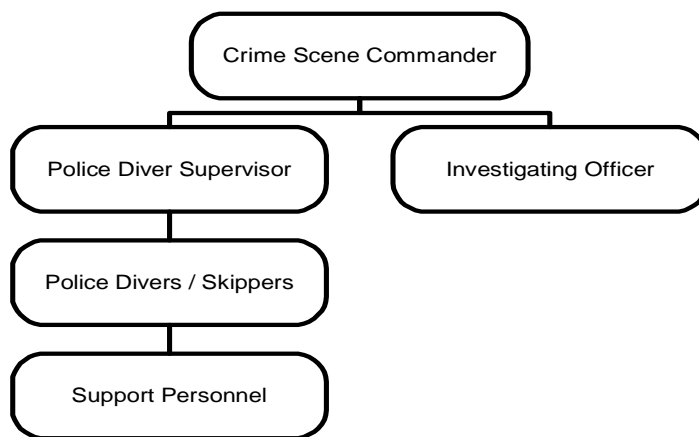
- ix) executing the dive plan.
- x) ensuring the compilation of dive log books and reports in the allowed time frame.
- xi) debriefing of members.

To encourage enthusiasm and commitment, the reward system must be just and fair. Remuneration is an important part of this reward system. According to Ivancevich and Glueck (1989:380), the remuneration system has the following objectives: to ensure that correct personnel are recruited, to compensate personnel fairly, to retain personnel and to encourage better performance. Waterwing members in Gauteng are paid overtime if their duties are out of their normal working times. However, it has been said that members with scarce skills, including Waterwing members, will receive additional compensation in the near future.

A properly developed duty schedule for Waterwing members does not exist. Furthermore, most call-outs occur after hours. A properly developed schedule would enable members to plan and work accordingly, thereby reducing the time to contact them, and for them to react in an emergency. Delays in attending the crime scenes can cause possible lives to be lost, and evidence to disappear. If the schedule is efficiently drawn up, this process need not be time consuming. The extent to which authority is concentrated or dispersed, must be determined by circumstances. A balance must be attained between centralisation and decentralisation. The first members at a dive scene are responsible to inform radio control, or in the absence thereof, the Station Commander, giving the location and description of the scene and confirming the number of people drowned or injured. Radio control or the Station Commander must ensure that the scene is adequately attended to, radio contact maintained, the Dive Supervisor/Point Commander/Provincial Co-ordinator, Detective Services, Criminal Record Centre informed and the mortuary organised. The senior member on the scene is in command until a Crime Scene Commander takes charge. The investigation officer who attends to the scene must take control to determine if help of the Waterwing is needed and if so, contact the unit, cordon off the scene, control spectators and traffic, call next of kin, identify witnesses and obtain information that may help the Waterwing. He/she must support the Waterwing members when they arrive and ensure that they are not hindered in their searching activities. The local station is responsible to deal with bodies and evidence according to legislation after Diving Operations. The Diving

Supervisor is responsible for the execution of the diving operation, ensuring the health and safety of all members, as noted in paragraph 2.5.3.6.

Figure 2.11: Responsibility Chart



The lines of authority follow the rank order from the highest to the lowest level of management. The chain of management may only be broken if it is really necessary, and if approved by top management. The Divisional Commissioner, Crime Prevention, is in overall command of Water Policing (Water Policing, 2006:15). The Provincial Waterwing Operational Co-ordinator for Gauteng is Capt. A. Opthof, with four Dive Point Commanders in respectively the Johannesburg, Pretoria, Vaalrand and North-/East Rand areas. The Dive Point Commander, in turn, has Diving Supervisors, Divers, Vessel Handlers and Support Personnel. Equipment and members must be available at the right time in the right place. The Divisional Order: Water Policing provides Waterwing teams the opportunity to work cross-border (international) operations if the need arises. However, this must be authorised by the Divisional Commissioner, Crime Prevention in consultation with the different Provincial Commissioners (Water Policing, 2006:20). The characteristics of effective managers (Bateman and Zeithaml, 1990: 8-14) include to be good leaders, to be able to communicate efficiently with members, to be actively involved at operations and to be dedicated. They must also be friendly and just. They must promote a favourable work environment, make adequate resources available, and remunerate timeously. In addition, they must also apply participative management: members' skills and abilities should be used to reach Gauteng Water Police targets. Personnel must be allowed to make proposals and be permitted to implement these after discussions. Managers must supply opportunities

and encourage members to reach their own goals and therefore encourage members to improve their skills and abilities through training. Lastly, managers should use limited resources optimally.

The turnover of members must be kept as low as possible. Effective and steady management is preferred, rather than having more competent persons who change work often. The encouragement of teamwork will give personnel a feeling of unity (Plunkett and Attner, 1983:30; Hodgetts, 1975:44; Miner, Singleton and Luchinger., 1985:62).

2.7.4 The aims and goals of the Gauteng Waterwing

It is clear that all fundamental aims and goals of the SAPS Gauteng Inland Waterwing Unit must fall within the boundaries of, and are limited by the regulations and stipulations of the above-mentioned laws and internal policies. This section will focus on the pro-active (before), re-active (during) and post-active (after) measures taken by the SAPS Waterwing.

According to the Divisional Order: Water Policing (2006:18), in addition to training as a Dive Supervisor, Diver or Vessel Handler (respectively); all members on the team should be qualified in the following additional training:

- (a) High Angle Rescue
- (b) Aquatic Rescue
- (c) Vehicle Extrication
- (d) Fire Search and Rescue
- (e) Wilderness Search and Rescue
- (f) Aviation Rescue
- (g) Industrial and Agricultural Rescue
- (h) Confined Space Rescue
- (i) Trench Rescue
- (j) Structural Collapse Rescue
- (k) Hazmat Operations
- (l) First Aid Level 3

As far as crime prevention is implicated in Waterwing operations, it is mainly re-active in nature and subordinately pro-active in nature. It is re-active by means of

reacting to call- outs, and not to arrest potential offenders, but to retrieve evidence that may lead to the arrest of offenders. Hence arrests can only be the result of the effective implementation of the law, in which contract law enforcement is the process, and crime prevention the outcome. Crime prevention is a complex subject and the preventative measures in place for the Gauteng Waterwing relates to boat patrols during the festive seasons, enforcing water safety regulations.

- Re-active:
- Reaction to incidents
 - Deployment of expert personnel
 - Safeguarding of evidence
 - Retrieval of evidence
 - Rescue
 - Search and recovery

Re-active policing (according to Burger, 2007:113), takes place shortly after a crime has been committed. Gauteng Waterwing units respond to call-outs from Command Centres, to assist in water-related complaints of the community. It is the responsibility of the closest dive point commander of the specific area to deploy the needed expert personnel to scenes (Water Policing: 2006: 24). Retrieved bodies and evidence are safeguarded to preserve evidence, and these units are equipped to rescue vessels and persons in life-threatening situations.

- Post-active:
- Investigation of Criminal Offences
 - Providing expert evidence in court
 - Court testimonials
 - Assisting in obtaining convictions
 - Internal training
 - Skill development
 - On duty exercise activities

According to the Collins English Dictionary and Thesaurus (2006:586), post-active implies (-prefix) “after, later than, for example post-war”. Gauteng Waterwing units are able to assist and investigate crime scenes, because the members are highly qualified, as evident in the qualifications listed earlier. All members must meet the requirements set out in the Diving Regulations, have 5 years of operational experience

at the time of application, have undergone psychometric tests and are mentally and physically fit. All divers are registered at the Department of Labour as Class IV divers and Dive Supervisors, which means that they are allowed to work under water in dangerous circumstances. Skippers are certified vessel handlers registered to SAMSA, and the vessels and crew comply with the various standards set out in the Merchant Shipping Act, 1951 (Act No 57 of 1951). As a result of the above-mentioned skills and expertise, members are able to provide expert evidence in court, and assist in obtaining convictions.

Other post-active functions of the Gauteng Waterwing are internal training, skill development and on-duty exercise activities. The SAPS, divers and skippers have a shared responsibility to ensure that divers/skippers are in-dated and physically fit and ready for operations (Water Policing: 2006:17).

2.7.5 A critical analysis of the Gauteng Waterwing

Within the framework of the South African constitution and the Police Act, every Police officer has the responsibility to ensure the safety of all persons in South Africa. The Gauteng Waterwing has an obligation to fulfil its duties in accordance with the Diving Regulations (2001) and the Occupational Health and Safety Act (Act 85 of 1993). In the following paragraph the advantages and disadvantages of the functionality of the Gauteng Waterwing Unit are discussed.

2.7.5.1 Benefits

The South African Police Service is multi-tasking its members: The Police Waterwing performs this function as a secondary function on a voluntary basis (South African Police Service, 1997:1). Members are able to expand their knowledge basis, and are able to derive more job satisfaction and fulfilment than normal Police officials. Potentially this could overload them.

- **Skills development of members from normal career paths:** According to South African Police Service (1997:2), members performing these duties will gain knowledge of both the theoretical and practical aspects of police diving, vessel handling, swimming and skills and fitness will be improved. Furthermore, their

knowledge in legislation, policies and all instructions relating to police diving/vessel handling will be improved. As seen in paragraph 2.5.4 and as cited in Water Policing (2006:18), all members in the team should have this additional training.

- **Units have low maintenance costs, due to the lack of continuous activity:** As a result of the nature of call-outs, the Waterwing in Gauteng is only active in times of need. It does not mean that costs are low, but that it would be much higher if the units worked on a permanent basis.
- **Maintenance of equipment:** There are certain requirements, covering the maintenance, storage, inspection, replacement and distribution of equipment governing Water Policing, as set out by the Divisional Order, Water Policing (Division: Crime Prevention) (2006:27-29). The Gauteng Provincial Operational Waterwing co-ordinator is tasked to ensure that all equipment is in order, or replaced if necessary. The Provincial co-ordinator is assisted by the four Point Commanders in Gauteng, who are tasked with ensuring that equipment is maintained correctly and members are kept safe from harm.

2.7.5.2 Detriment

- **Shortage of enough trained / skilled personnel:** According to Community Policing (1997:1), Waterwing activities are demanding and performed under dangerous circumstances. The members are required to demonstrate true dedication, commitment and enthusiasm in fulfilling tasks which are not always rewarding and can be considered very stressful. Because of the above demands, volunteers for the unit are scarce. Furthermore, applicants must meet the requirements set out in Waterwing Regulations (Water Policing, 2006:11).
- **Active members may be terminated due to the following reasons:** Misconduct, medical unfitness, the resignation as Police Diver/Skipper, termination of services within the SAPS, operational requirements and the repeated failure of the prescribed fitness test (Water Policing, 2006:22) are reasons why members may be terminated. The Occupational Health and Safety Act (Act 85 of 1993) states that a certain number of divers are required to conduct

a search operation. It often happens that cross border operations are necessary to meet the requirements of a full quota of team members at search operations.

- **Inconsiderate attitudes of members' Commanders regarding Waterwing activities:** As Waterwing members in Gauteng fulfil these duties as a secondary function (South African Police Service, 1997:1), uniformed Commanders are at times reluctant to permit members to attend scenes, with the mindset that Waterwing duties are secondary to their normal work functions. All Senior Commanders should understand the core functions at the Waterwing Unit in order to cooperate when their Waterwing members are called out to a scene.
- **Reaction times are prolonged when members are deployed to incidents:** When Dive Point Commanders are contacted to respond to an incident, the commander must contact the required members one by one telephonically, and arrange for their transport. Furthermore provision must be made to bring the needed equipment to the scene. Because this is not a permanent specialised unit, the reaction times are drastically slowed down.
- **Control over equipment:** Access to the place of storage must be controlled by the Dive Point Commander to minimise the loss of equipment (Water Policing, 2006:29). This is not always possible, due to the lack of facilities. In addition, it is nearly impossible for the Dive Point Commander, whose responsibility it is to maintain, inspect and service all equipment e.g. dive cylinders, vessels and compressors, to conduct these duties satisfactorily, on his own.
- **Little or no water policing leads to a general perception amongst the public of lawlessness on dams and rivers and further encourages such lawless behaviour:** Crime prevention on dams and rivers is mostly done during the December holiday season and at water sport events. This is not enough, because people drown throughout the year, vessels are stolen and crimes are hidden in water on a daily basis.

2.8 SUMMARY

This chapter provided a review of the literature on the effectiveness and background of specialised units in the South African Police Service, with a specific focus on the Waterwing. The purpose of this chapter was to clarify the organisational structure, into which the Waterwing fits, and to obtain a thorough understanding of the work performed, management, aims and goals and the position of the current Gauteng Waterwing.

Chapter 3 provides a presentation and discussion of the nature and value of specialised units in policing agencies, internationally and regionally.

CHAPTER 3: AN INTERNATIONAL AND REGIONAL OVERVIEW OF SPECIALISED UNITS IN POLICING AGENCIES

3.1 INTRODUCTION

When comparing established Western Australian and New Zealand or other inland water police or diving units with those of South Africa, we find that similar tasks are performed in the current South African system. However, statistically speaking, the scale leans towards South African dominance. Waterwing members are educated from ground level upwards in Waterwing-related special tasks such as diving and vessel handling. This training contributes to a consistent standard as a result of the professional instruction by qualified SAPS members from the Special Task Force in Pretoria and the Benoni Mechanical School respectively. International best practices make use of outsourcing as well as internal training, which may lead to inconsistent levels of training in members. Furthermore, the South African Police Service will be compared with other African Nations, and is in line with specialised units and their Water Police related functions.

3.2 INTERNATIONAL BEST PRACTICES IN SPECIALISED WATER POLICING

The perceived best International Police practices discussed in this study will be those of the Western Australia Police and the New Zealand Police. Western Australia has permanent Water Police Units that include Diving Operations, Marine Intelligence and Investigations and Search and Rescue. New Zealand Police performs water police functions such as diving operations that are done as a secondary duty to their primary function, such as in the South African situation. By comparing the practices in these two countries, the advantages and disadvantages in the South African system can be clearly highlighted and seen in context. These countries have been chosen because their climate and amount of inland water compare to the South African context. Furthermore, the police forces in these countries facilitate water policing and are tasked with water-related crime endeavours.

3.2.1 Overview of Specialised Units in Western Australia (a case study of the Western Australia Water Police Unit)

The Western Australia Police region covers the largest single police jurisdiction (with the exception of national police forces) at an area of 2,5 million square kilometres. It has 6,318 employees, including 4,993 appointed police officers (Western Australia Police, 2006c), i.e. 2 ½ employees per thousand square kilometres.

Australian Police organisations are currently undergoing vigorous reforms (Woodcock, 1991:1992; Ryan, 1996), as are many other public organizations in Australia and elsewhere in the world (Vikers, 2001:7). Reforms are necessary in all police agencies from time to time, to keep up with change and new trends in order to combat social and criminal threats to society.

The role of policing involves serving the community, keeping the peace and enforcing the law. More recently, this role has perhaps shifted in emphasis towards a more service oriented philosophy but, fundamentally, remains unchanged. A police service exists to uphold the law and maintain peace (Miller Blackler and Alexandra. 1997:144), and one can see that the specialised and demanding life of a police officer requires a multitude of skills and abilities.

The mission of the Western Australia Police is to enhance the quality of life and well-being of all people in Western Australia by contributing to making the country a safe and secure place. Their values include honesty to themselves, their jobs, their colleagues and the community and fairness, consistency and equity in decisions and processes, in dealing with the community and with each other. Open and honest communication must be practised, the only exception being where there is organisational and operational risk. They take accountability for themselves, the team and their agency. Mutual respect is based on respect for human dignity, for individual needs and differences, and in communicating with individuals and groups in the community, or when teaching one another. Empathy towards victims and vulnerable groups in their community (Western Australia Police Strategic Plan, 2005-2007) is also required.

3.2.1.1 Specialised Units (Western Australia Police)

There is increasing pressure on police organisations to maintain their efforts to uphold the law in the face of more sophisticated offenders – new technologies, shifting social values and the increase in violence (Vikers, 2001:9). A number of specialised units have been established in Western Australia. Specialised units in support services include the Tactical Response Group, Crime Investigation and Intelligence Services, Water Police Branch, Community Safety Branch, Traffic Enforcement Group, Regional Operations Group and Air Support Unit (Western Australia Police, 2006:2). Furthermore, the Specialist Crime Investigation Units in Western Australia are combined under the Specialist Crime Portfolio, which in turn is under the command of the Assistant Commissioner, Mal Shervill. The portfolio is responsible for providing specialist investigative services, including criminal investigations involving an upper level of power, a high level of organised criminality and ongoing expert involvement in relation to a range of criminal activities within Western Australia, nationally and internationally. The Specialist Crime Portfolio subscribes to the mission of the Western Australia Police, i.e. to “enhance the quality of life and wellbeing of all people in Western Australia by contributing to making the state a safe and secure place”. Several departments within the portfolio have formed an alliance with trade, business, the community and other states, national and international law enforcement, government and investigative agencies to successfully fight crime. The Specialised Crime Portfolio consists of the following departments: Commercial Crime Division, State Intelligence Division, Organised Crime Division and Major Crime Division.

Frontline police are required and are entitled to the highest possible level of assistance to carry out their duties. There are many specialised units supporting policing functions in the Western Australia Police Service. These units do not have interaction with the community, but form an integral part in service delivery to the public. These units include: Air Support, Police Canine Section, Emergency Management Coordination Unit, Ethics and Integrity Unit, Forensic Division, Equity and Diversity Unit, Mounted Section and the Water Police.

3.2.1.2 Western Australia Water Police

Waterways in Western Australia include navigable rivers and canals, the sea, un-navigable rivers, streams, locks and lakes, reservoirs, amenity sites and ponds, flooded gravel pits and ex-industrial locations. The public in Western Australia are fortunate to have the opportunities of supervision and unsupervised use of waterways (Inland Water Safety, 2003).

The Western Australian Water Branch was established in 1851 and is situated on the Swan River in North Fremantle. Twenty-four staff members, including sworn police officers and civilian staff operate and maintain sections. Equipment comprises of four boats and two rigid inflatable boats. The Western Australia Water Police work closely with other Government authorities by patrolling the State waterways, by providing support to the community and state-wide Police Operations with respect to all water-related occurrences. The Water police consist of a Boating section, Diving Operations, Search and Rescue and Marine Investigations. The various tasks of the Inland Water Police will be discussed in the next section.

- **Diving Operations**

According to Diving Operations (Western Australian Police, 2006(b)), a police officer who was also a trained and experienced diver from the Western Australia Police Service, named Theo Brown, was used to recover bodies and evidence as early as 1950. In 1958, another police officer, Bill Foster, formed a part-time dive squad with 14 members. These members had to use their own equipment at their own expense. Diving duties were only part-time duties for these policemen, as is the current situation in South Africa. Once a month, a dive training day was organised for the divers to practise and carry out clearance dives at bridges and jetties, searching for stolen items and firearms. Nowadays the Diving Squad is an established permanent component of the Western Australia Water Police Section. These Police Officers have the dual role of patrolling waterways and performing underwater operations, including searches for stolen property or collecting evidence of criminal activity, and the unpleasant task of recovering of bodies.

Diving operations are undertaken by at least three members. One diver works below the water whilst the second acts as the attendant to assist the diver and to direct signals from the Supervisor. The third member acts as a Diving Supervisor, and works on the surface and is in complete control of the scene. All divers are issued with a complete set of personal diving equipment that they must maintain. The kit includes wetsuit, fins, mask, snorkel, weight belt, water shoes, gloves, knife, a diver slate, underwater torch, first and second stage regulator, compass and a dive computer. Required equipment, not on issue, is stored in the diving store in a dry and ready condition for quick response. The team has state-of-the-art equipment, such as a heated drying room, under-water communication system, and a high speed compressor for quick cylinder fill. The Dive Squad has a truck and vessels available for operations around the state at any given time. Most operations are performed in hazardous and dangerous situations. Divers are required to dive in adverse climate conditions, zero visibility and contaminated waters such as the upper Swan River, dams, caves, wells and mine shafts. Water temperatures vary from warm tropical waters off Dampier, to the cold southern inland lakes and dams.

- **Marine Intelligence and Investigations**

According to Marine Intelligence and Investigations (Western Australia Police, 2006), the Marine Intelligence and Investigations section has developed into an indispensable component of Water Police operations in Western Australia. It supplies information and investigative support to the Water Police. The unit was established in 1988, and is accountable for the collection, collation, examination and circulation of intelligence from the public and other origins. This empowers the Water Police to diagnose tendencies in nautical-based crime. The section also mediates with other law enforcement departments as necessary. All members of the Water Police section are called upon to work as a body in all aspects of Water Police work, including the maintenance and manning of vessels, search and rescue, planning and co-ordination, maintaining the Marine Watch program, and all other duties as needed anywhere in the State of Western Australia.

- **Search and Rescue**

The Western Australia Police Service is responsible for all search and rescue operations within Western Australia. The Water Police base centre for search and rescue operations is located in North Fremantle. This centre is extensively equipped to assist in searches throughout the waterways of Western Australia. Personnel are nationally qualified Search and Rescue Mission Controllers for both land and sea operations. Skills of personnel are enhanced through a computer program that produces a search area that can be directly transposed into a marine chart. This program assists in locating boats and persons adrift in water whilst keeping weather conditions in mind. Furthermore, the program gives information on the speed and direction of ocean currents and prevailing winds (Western Australia Police, 2006(a)). In addition, Water Police training staff travel around Western Australia, providing training in sea and search and rescue techniques to police officers and other personnel who assist in these operations.

Based on the discussions above, the researcher concludes that water policing in Western Australia is a specialised function, and police members performing these duties, do them as a primary function.

3.2.1.3 Overview of Specialised Units in New Zealand (a case study of New Zealand Water Police Unit)

New Zealand is divided into twelve districts. Each district has a central station from which subsidiary and suburban stations are managed. According to the New Zealand Strategic Plan to 2010, New Zealand Police had 10,521 staff members, of which 7,700 were police officers (International Comparison, 2007) on 1 July 2006. The area of New Zealand stretches over 270 534 square kilometres (National Geographic, 2004), giving a manning density of nearly 39 employees per thousand square kilometres.

The mission of the New Zealand Police is to establish safer communities; by being a world-class Police Service, working in partnership with communities and citizens to prevent crime, road trauma, enhance public safety and maintain law and order (New Zealand Police, 2006:1). The New Zealand Police's values, according to their

Strategic Plan 2006 – 2010, include integrity through being loyal to the vision, values and goals of their organisation. Professionalism is displayed through awareness of the impact of every member's behaviour, image through implementation and maintenance of standards, policies and procedures set by the New Zealand Police. It also includes respecting the rights, values and freedom of all people; and being committed to the Treaty of *Waitangi* as New Zealand's founding document.

3.2.1.4 Specialised Units (New Zealand Police)

The New Zealand Police is a component of a government wide appeal, where departments and services joined forces to work towards a cohesive and safe environment (New Zealand, 2006:2). According to the New Zealand Police Strategic Plan (2006:5), a challenge for the Police is to ensure that adequate capacity and capability is always available to comply with demand. Efficient utilisation is about having the appropriate men and woman doing the right thing, in the right place, at the right time.

After working as a probationary constable for two years, police officers have many career options. Police officials can decide to remain a General Duties Constable or undertake promotional study or specialise in a variety of areas (New Zealand Police, 2006). Specialist Units within the New Zealand Police consist of 61 Units from Armed Offender Squad, through a Specialised Dive Squad, to a Youth Aid Section.

3.2.1.5 New Zealand Water Police

New Zealand is divided into twelve districts (New Zealand Police, 2007:1). New Zealand Water Police consists of the National Dive Squad and two Marine Units, which conduct search and rescue operations.

The New Zealand National Dive Squad is based in Wellington. This Unit responds to appeals for assistance country-wide, as a secondary function. The Marine Units are based in Auckland and Wellington. The various tasks of the Inland Water Police will be discussed below.

- **Dive Squad**

Although based in Wellington, the Dive Squad responds to appeals for assistance from all over New Zealand. Two to six divers respond to every task, which may last for several days. The squad spends most of its time on evidential searches, which can involve technically difficult underwater video work that may be used as evidence. The squad focuses on recovery and not rescue as the South African situation. It is important to note that the Dive Squad members have regular police duties in addition to their dive work and training (New Zealand Police, 2006).

- **Marine Units**

New Zealand has two Water Police Marine Units: The Auckland Police Maritime Unit based in Mechanics Bay near the Port of Auckland; and the Wellington Maritime Unit based on Wellington's Waterloo Wharf. Most of the units' time is spent on crime and disorder, public events, and tasking lists like lost-and-found property, or body recovery. Assisting the Police National Dive Squad to assess difficult locations such as rivers and giving logistical and operational support for other police Search and Rescue operations, form part of these Marine Units' responsibilities (Marine Units, 2006). The units work closely with many agencies, including Customs and Fisheries. The Auckland Maritime Unit also transports police staff and prisoners to or from some of the 200 islands in the area (Auckland Maritime Unit, 2006), hence any water-related search and rescue operations in their respective areas are coordinated by these units.

With growth in water recreation, these units have a vital role in protecting these water users from dangers and crime relating to water activities. Some of these duties include controlling water sport events, protecting lives and property, maintaining resources at the units, investigating and reporting offences, maintaining law and order, accompanying groups on tours through these units, and supporting customs (Marine Units, 2006).

3.3 REGIONAL BEST PRACTICES IN SPECIALISED WATER POLICING IN AFRICA

Namibia is a Member State of the Southern African Development Community (SADC). The King of Swaziland, King Mswati III is the Chairperson of SADC (SADC, 2007). The SADC vision is one of a common future in a regional commonwealth that will guarantee economic welfare, betterment of the quality of life, social equity and peace and security for all in Southern Africa (SADC, 2008). Namibia and Nigeria are used as best practises in the African region, because of the fact that they are currently more involved in water policing than other African Nations.

3.3.1 Overview of specialised units in Namibia (a case study of Namibian Water Police Unit)

Namibia covers 824,292 square kilometres (National Geographic, 2004). The Namibian region is a large and sparsely inhabited land on Africa's South Western border. According to the 2004 National Geographic survey, the population of Namibia was estimated at 2,031,000. The low number of inhabitants can be ascribed to the severe climatic conditions in the region. The Namibian Police Force (NAMPOL) with its Head Quarters in Windhoek, has eleven districts and is commanded by district Commanders (Namibia Geography, 2004). The Police Force has 88 police stations in all, with 10,000 employees (Country Reports on Human Rights Practices, 2006) 12 per thousand square kilometres which is a higher density than that of Western Australia.

The mission statement of the Namibian Police complies with the morals and philosophy of the rule of law, reinforcing a service supply organisation for inhabitants and foreign residents residing in the Republic of Namibia (About a Police, 2007). Namibia became independent on 21 March 1990 whilst the Constitution of the Republic of Namibia was established in February 1990. The Namibian Police force came into existence by an act of the Parliament (Act 19 of 1990). According to the Mission Statement by the Inspector General of the Namibian Police Force (2006), the functions of Nampol are to prevent and investigate crime; maintain law and order; maintain internal security of the Republic of Namibia and the protection of life and property.

Nampol members combine pro-active and re-active methods of policing with a community policing perspective to ensure public involvement in crime fighting and the maintenance of law and order. According to Inspector-General L.P. Hangula of the Namibian Police, the task of the Police is to be the safe-keeper of the nation. It is expected of every police member to excel in service delivery, to sustain the integrity of the rule of law, to be dedicated to the nation and to demonstrate unwavering nationalism and regard for the paramount law of the Republic of Namibia, although being responsible for the nation they work for. Nampol members must be guided by the principles and norms of the Police Act and rule relevant to the Act (Mission Statement, 2006).

3.3.1.1 Specialised Units (Namibian Police)

There are several departments, branches and units inside the Namibian Police. The Police Force is segregated into district units for special functions and purposes. Role clarification improves service delivery, and as a result it has proven to have had a positive effect on the self-esteem of police members and has impacted on lessening the prevalence of crime (Burger, 2007:7).

Specialised Investigation Units such as the Commercial Crime Investigation Unit, Drug Law Enforcement Unit, Motor Vehicle Theft Investigation Unit and Serious Crime Investigation Unit forms part of the Criminal Investigation Department, which is charged with the investigation of complicated and extensive offences. These units are under the control and supervision of the respective Unit Commanders, and in turn these Unit Commanders are responsible to the Commissioner of the Criminal Investigation Department at National Headquarters, which is situated in Windhoek (Namibian Police force, 2006). Within the Namibian Police Force, Specialised Units such as the Namibian Forensic Science Institute and the Namibian Police Criminal Records Centre work under the command and supervision of the Commanding Officer Crime Investigation Support Unit in Windhoek. Units such as the Crime Information Unit, Protected Resource Unit, Scenes of Crime Units and the Woman and Child Protection Unit fall under the command and supervision of these units' respective Commanding Officers, who in turn report to Regional Commanders.

The overall strategy of specialised units in the Namibian Police focuses on the allotment of tasks, and the coordination of these activities within every branch. Each specialised unit has its own district strategy. According to Beaufre (1965:31), the overall strategy is used to assign tasks and to integrate activities within each of the fields of potential conflict. The operational strategy of these specialised units consists of various branches of activities from the main field, each with its own objectives and strategies. According to Beaufre (1965:31), operational strategy is the level where conception and execution meet.

Support Divisions in Nampol include the Special Field Force, the Special Reserve Field Force and the VIP Division (Other divisions, 2006) which function under the respective Regional Commissioners. Furthermore, the Security Commission constituted by the Constitution and instructed through the Security Commission Act of 2001 (Namibia, 1990: Art.114(1)), established the Complaints and Discipline units in Namibian police which investigate complaints and introduce legal or internal disciplinary affairs.

3.3.1.2 Namibian Water Police

Initially the Namibian Police had no water crafts in their possession and they made use of the Ministry of Fisheries and Marine Resources' vessels to administer their marine duties. Since the 25th of October 2000, with the introduction and commencement of its first two coastal patrol vessels and a further twenty officers, the Namibian Water Police began (Police commissions patrol vessels, 2000).

Water Police functions include the maintenance of security within the Namibian domain through visible policing, the rescuing of seamen and vessels, and the prevention or prosecution of illicit drug trafficking, illegal immigrants, smuggling, piracy and unlawful fishing by alien vessels in Namibian waters. According to the Deputy Commander, Peter Shaamena who arranged the training of Water Police members, the boats form part of a long-term coastal strategy of the Namibian Police (Police Commissions Patrol Vessels, 2000). Nampol attempts to have two boats patrolling and operating in regions that border the ocean, or that accommodate perennial waterways. Smaller vessels are employed to operate in North-Eastern Namibia on the Katanga and Zambezi rivers.

The Water Police in Namibia has fewer members than in developed countries such as Western Australia and New Zealand due to the country's landscape that consists mostly of deserts, and bushes dotting its landscape with little inland water.

3.3.2 Overview of specialised units in Nigeria (a case study of Nigerian Water Police Unit)

Nigeria is geographically located on the Western seaboard of Africa of the Gulf of Guinea, completely within the tropics. Nigeria covers 923,786 square kilometres, with a population of 131,530,000 people, the most substantial national population in Africa (National Geographic, 2004). The Nigerian Police Force has thirty-six states and a federal capital territory, each of them assisted by a unit called the command, governed by a state commissioner of police (Structure and Organisation of the Nigerian Police Force, 2005). Three to four state commands are joined in twelve regions, each of which is governed by an Assistant Inspector General. The Nigerian Police Force has approximately 325,000 police officers, with a ratio of one officer to every 400 Nigerian citizens (Structure and Organisation of the Nigerian Police Force, 2005). The ratio compares with the South African context.

The intention of the Nigerian Police is to improve the quality of life in the nation through working in alliance with the people and in accordance with statutory rights to ensure compliance with the terms of the constitution, maintain the peace, to diminish fear and to provide for a safe environment (Aims and Objectives, 2006). According to the Aims and Objectives of the Nigerian Police Force (2006), they intend to reduce overall crime, increase sanction detection rates and target prolific and other high profile offenders, reduce the nation's concerns about crime and combat serious and organised crime in partnership with the community. The Nigerian Police Force is governed by an inherited colonial legislation (Police Act (CAP 359) of the Laws of the Federation of Nigeria, 1990) and the 1999 Constitution. Section 4 of the Police Act provides that: The Police shall be employed for the prevention and detection of crime and apprehension of offenders, the preservation of law and order, the protection of life and property and the due enforcement of all laws and regulations with which they are entrusted and shall also perform military duties within or without Nigeria as required.

To ensure effective, accountable and responsive policing in Nigeria, a ten point plan of action was introduced:

- Firstly through effective crime prevention and control through intelligence led policing;
- To combat violent and economic crimes;
- Conflict prevention and resolution;
- Community policing with a police-public partnership;
- Zero tolerance for corruption and indiscipline within the force;
- Approved career development, salary and welfare packages to motivate police members and thereby promote better service delivery and discipline;
- Through reorganising the investigative function to ensure prompt and timeous investigation of cases.
- To contribute positively to improving the quality of justice delivery in Nigeria;
- To improve field officers operationally by devolution of powers to improve the reliability, standards, consistency and responsiveness of the service;
- By re-orientating the force public relations department to focus on improving public perception and image of the force.

The above-mentioned points are aimed at the motto of the Nigerian Police Force: To Serve and Protect with Integrity (10-Point Program, 2007: 1-3).

There are divided groups in society with conflicting interests concerning policing, but mainly they argue “that the Police were not established to serve “society” or the “people” but to work for some parts of humanity and some people at the cost of others” (Institute for the Study of Labour and Economic Crises, 1982:12). According to Alemika and Chukwuma (2004:13), the Police are ill-equipped to perform its responsibility well and in being compliant with the rule of law. It is evident through the author’s observations that the Nigerian Police Force is highly and visibly submissive to the rich and powerful. Otwin Mavenin (1985:80) appropriately observes that the Nigerian Police tend to protect the powerful in their routine work.

3.3.2.1 Specialised Units (Nigeria)

While policing may begin in combined and public processes of social authority, specialised (police) forces advance with social inequality and hierarchy (Reiner, 2000:5). Robinson and Seaglion (1987:109) advance this argument further in that the evolution or emergence of specialised police forces “is linked to economic specialisation and differential access to resources that occur in the transition from a kinship to a class dominated society” (cited in Reiner, 2000:5).

During the period after 1999, numerous special police units have been brought into being to focus on the predicament of rising crime in Nigeria. These specialised units include; the Rapid Response Squad, Operation Sweep, Special Anti Robbery Squad and the Federal Anti-Crime Task Force (Background, 2005:1). There are several departments, branches and units inside the Nigerian Police. The Police force is segregated into six departments, each with their sub-departments, and all are answerable to the Inspector General of Police. Specialised units form part of the Department of Operations which comprises of special operations and assigned secretarial support. The main functions of this department are to enforce laws and ordinances, deter crime, and resolve national safety problems and to prepare reports for prosecution or further investigation. The Deputy Inspector General of the Operations Department reports directly to the Inspector General of the Police. Furthermore, the Force Criminal Investigation Department is the highest investigation arm of the Nigerian Police Force. This department’s main functions include investigation and prosecution of serious and complex criminal cases within and outside Nigeria, as well as intelligence gathering (Nigeria Police Force, 2007).

According to Nigerian Police reform specialists, the Police Force has members who are inadequately trained to sufficiently address policing needs. Nigerian Police are unable to meet the safety and security needs of their citizens and are often overpowered by violent criminals. This loss of public confidence in the effectiveness of the Police Force has resulted in lawlessness. The ten point plan of action operational strategy aims to bring into being effective means of combating crime according to the goal set by the mission of Nigeria to improve quality of life in the nation by working in alliance with the community.

3.3.2.2 Nigeria Water Police

The inland waterways in Nigeria amount to a length of 8575 kilometres and consist of the Benue and Niger rivers, as well as smaller streams and creeks. These waterways sustain Nigeria's third most important means of transportation (Inland Waterways, 2007). The use of boats and canoes is a common practice in Nigeria, especially in marshy areas where roads are scarce. The Government build river ports in the hope of relieving road traffic in the early 1980's, but major problems arose as a result of changes in water levels between the dry and wet seasons. Furthermore, Nigeria has seven coastal ports in its territorial waters that facilitate import and exports, and being rich in crude oil, the country has two additional specialised tanker terminals that handle the export thereof (Ports, 2007).

The Nigeria Police Marine Branch was formed in 1894, named the Nigerian Coast Constabulary under the British influence. It was disbanded in 1900 when the Colony and Protectorate of Southern Nigeria was proclaimed (Nigeria Police Force, 2007).

The establishment of the National Inland Waterways Authority that functions under the national Inland Waterways Authority (NIWA) Act no 13 of 1997 was fully implemented in January 1998 when 5000 policemen were deployed to police Nigerian inland waterways (Marine Police Command, 1999). The Water Police operate under the name of Force Marine Police and Inland Waterways Police under Department "13" of Operations to enforce laws and ordinances, deter crime, and solve national safety problems and to prepare reports for further investigation. The article "Nigerian police boss laments oil pipeline vandalism" (2006) explains that vandalism of petroleum pipelines by thieves is widespread in Nigeria, as most Nigerians assume that they should benefit from petroleum production as the nation is rich in oil reserves. Theft of petroleum is therefore rife; holes are drilled into pipelines and fuel stolen, resulting in many deaths. Stolen petroleum and petroleum products are transported by boats to illegal bunkers. Pirates roam coastal and inland waters and deny safe passage for both operators and users of waterways. The establishment of the Marine and Inland Water Police Command by President Obasanjo in 1998 (Marine Police Command, 1999) was meant to annihilate illegal activities influencing the economy and tourism of Nigeria. Furthermore, Water Policing is tasked with diminishing illegal oil bunkering, monitoring water pollution, preventing vandalism

of pipelines and protecting lives and the environment. The policing of waters in Nigeria is unlike the South African context, because the Nigerian Police contract local divers to recover corpses and evidence.

The Maritime Safety Administration of Nigeria is the national Maritime Authority (NMA) (Hebden, 2006:6). In the case of criminal activities of an employer or any person on board of a vessel within the Nigerian territorial waters, the Forces Marine Police can detain seafarers for illegal lifting of oil or illegal carrying of arms. These suspects have to be charged or brought before a court of law within 48 hours, and have access to legal representatives (Hebden, 2006:35), as in South Africa. According to Hebden (2006:50), the responsibility of the Nigerian Maritime Authority is to protect the rights and welfare of all seafarers.

3.4 CRIME PREVENTION (Long Term Activities)

Crime prevention is the *modus operandi* enacted to influence future crimes. According to the White Paper on safety and security: 1999 to 2004 (South Africa, 1998:14) crime prevention is described as motions that either prevent, deter or reduce particular crimes in their formative stage, firstly through changing the environment in which they manifest themselves, secondly by altering the circumstances that are considered to give rise to them, and lastly by supplying a powerful deterrent through a competent justice system. Thus long term crime prevention activities move the emphasis from short-term re-active procedures, to a more systematic pro-active approach. Hence, crime prevention embarks on the prognostication of crime with the emphasis on crime prevention through environmental design and socio-economic development within the community. As stated by Burger (2007:143), crime prevention is regarded as indirect policing and relates to police activities that support crime combating, but are not directly involved in detection and apprehension.

3.4.1 Crime prevention through environmental design

The prevention of crime through environmental designs is an element of the situational crime prevention approach. The idea behind this approach is to build and redesign environments that will be able to place themselves. According to Rogers (2006:124), poorly designed living spaces such as apartments accommodating large

low income households, demonstrate higher crime and disorder tendencies than free-standing houses with comparable incomes accommodating people at an inexpensive cost. For water policing purposes in Gauteng, crime prevention through environmental design has little significance, since there is little that can be done to alter water masses.

3.4.2 Socio-economic mediation

The White Paper on Safety and Security (1999 – 2004) mentions that socio-economic mediation (social crime prevention) is intended to reduce socio-economic and ecological elements that encourage people to carry out crime (South Africa, 1998:14). Moreover, the Paper identifies crime prevention and especially social crime prevention as of prime importance, with a focus on the management, planning and implementation of endeavours relevant to crime prevention through a multi-departmental approach (South Africa, 1998:20-21). Here anti-social behaviour of known offenders is targeted to prevent and reduce crime. Social crime prevention involves programs aimed at risk groups, partly through public participation. Bright (1991:64) believes that strengthening social agencies such as schools, churches and community institutions must be done in order to influence people who are at risk of becoming offenders. However, social crime prevention may also prevent or reduce crime resulting from social factors that promote crime. Programs must be implemented successfully by departments such as the Government, Government Agencies and all relevant social parties, such as Crime Prevention Forums that encourage people and communities to prevent and reduce crime. Police agencies' roles should mainly be restricted to that of an advisory medium, informing the public of statistics regarding the occurrence of crime and crime tendencies, as well as conducting awareness programs. However, the police cannot sit back and hope the social crime prevention approach of giving information regarding crime will be enough to prevent crime. The police must be actively involved. Information can be communicated through liaison with the media in the form of newspaper articles, Crime Prevention Forum meetings and addressing the general public, for example schools informing them of crime and occurrences scenarios and how to survive these incidents.

3.4.3 Arrest and Justice System equals deterrence

Arrest tactics are an effective medium for impending anti-social behaviour, either as an independent measure, or in combined effort with the justice system. Consistent with the crime reduction policing model (Figure 4.4), it can be said that Crime Prevention (long term activities) and Policing (short term activities), both pro-active and re-active, can lead to the arrest of offenders, if performed effectively. In South Africa, any person arrested must be brought before a court of law within a timeframe not exceeding 48 hours, except if the period falls within weekends (Saturday and Sunday) or public holidays. Through the effective implementation of the crime reduction policing model (4.5), the opportunity to commit crime will be reduced. Additionally, the arrest of offenders coupled to a competent justice system is a powerful means to deter unlawful acts. As explained in the White Paper, “it makes crime more risky and less rewarding” and accordingly creates a strong deterrent to crime (South Africa, 1999:12). The primary role of the criminal justice system is to act as a deterrent to crime, and it relies on the appropriate synergy between crime prevention activities and policing activities both pro-active and re-active. The detective profession (crime prosecution) is regarded as a re-active policing activity (Figure 4.4), but it has components of prevention and reducing crime through deterrence.

3.5 SUMMARY

In this chapter international and regional best practices were analysed to establish the nature and value of specialised units in these policing agencies, compared to the South African context. Information was obtained and applicably presented according to the respective countries, with a clear focus on their Water Policing function, responsibilities and tasks. This chapter explained a water crime reduction policing style, various legislations such as the White Paper on Safety and Security (1999-2004) and the National Crime Prevention Strategy (NCPS) in South Africa which indicated the failure regarding Crime Prevention initiatives. The significance and implications of the crime reduction approach of the Gauteng Waterwing were also discussed and explained.

Chapter 4 equips the study with a presentation and discussion of the research findings. The presentation and analysis of the qualitative data is displayed, examined and discussed consistent with emergent themes and subcategories relating to the Gauteng Waterwing.

CHAPTER 4: PRESENTATION OF FINDINGS

4.1 INTRODUCTION

In this chapter, the interpretation of the research findings is discussed. A qualitative phenomenological research approach was used to target the research objectives. A descriptive survey was administered to estimate the efficiency of the Gauteng Waterwing. Data was gathered by means of observations and interviews and was subjected to statistical analysis. Observations made by the researcher were documented on observation report forms, and data obtained from respondents through semi-structured interviews was documented on information lists. The observation reports were divided into 28 parts. Biographical dates and dates relating to aspects that influence the effectiveness of the Gauteng Waterwing, including the functioning of the current SAPS Waterwing, management of the Waterwing Unit, its functioning as a specialised unit, shortcomings in maintenance of human and physical resources, and professionalism both in management and Waterwing team members, and equipment were gathered. The methods used to ensure validity and reliability are explained in Chapter 1 (1.6.8).

Globally, specialised components in policing agencies have changed drastically over the years. As time progresses, the crimes they commit are becoming more sophisticated. Policing agencies need to adapt to keep up with these changes. As stated by Purpura (1997:134), law enforcement is the implementation of legal measures in response to behaviour which disregards lawful measures. Policing is arguably a common necessity of any communal fraternity, and could even be performed by a multitude of various processes, such as specialised units.

It is essential to demonstrate that while South Africa, as a developing nation, has in several ways an extremely totally dissimilar policing requirement to developed nations, it nevertheless encounters identical policing difficulties. The true test of police effectiveness is low crime rates not the apparent demonstration of police functioning in dealing with it.

4.2 CRIME PREVENTION APPROACH OF THE GAUTENG WATERWING

Safety and crime prevention deterrence operations during the festive season from 1 December 2007 to 6 January 2008 were used as means to adequately explain crime prevention operations. As the Gauteng Waterwing is divided into four points as previously mentioned, so were their duties during the festive season. The North/East Rand sector was working at the Vaal Dam, Vaalrand Vaal River, Pretoria Roodeplaat dam and Johannesburg Bronkhorstspuit dam. Data was derived from the South African Police Service Water Policing festive season successes and the production report reference 3/5/1 (see Annexure 2) as well as Crime Prevention information, Quarterly report: 2007/2008, Water Policing activities, Gauteng reference 3/1/8/5 (see Annexure 5). Basic information was collected from archives to illustrate occurrences over the last 5 years (Figure 2.10) where annual reports were insufficient. In these documents, Crime Prevention information regarding the Gauteng Waterwing activities during the festive season, at prominent water attractions such as dams was examined. Members were permanently tasked from 1 December 2007 to 6 January 2008 to the above mentioned waters to prevent lawlessness and uncalled- for incidents and deaths. The Gauteng Waterwing also worked in four groups, patrolling bodies of water in vessels. These teams worked on an 8-hour-a-day system for 6 days a week for a period of 37 days, which resulted in 296 hours per unit for a grand total of 1050 hours. Additionally, a group responsible for all diving needs was seconded to non-policed dams and public swimming pools in Gauteng during the festive season (Annexure 5). The achievements attained by the four teams of the Gauteng Waterwing through preventative measures are included in the analysis of their prevention model. Excluded from the investigation into the Crime Prevention Model are water-related crime scenes or deaths which were attended by Dive teams that were observed and analysed in Chapter 4.

Contrary to the analysis presented above, the researcher believes that crime prevention forms an essential part of pro-active policing activities, which either prevents a crime from taking place, or which acts as a deterrent to crime, as cited by (Burger, 2007:112). It is important to realize that Waterwing functions have pro-active as well as re-active merit, but with a clear focus on re-active policing. For instance, law enforcement usually takes place after an offence has been committed or an incident has occurred, for example the dive team reacts to a drowning incident. This makes it re-active. Critical evidence recovered by the diving unit may lead to the conviction of a repetitive criminal, which

will in turn prevent future criminal activities by this individual. This action is pro-active, but in an indirect long-term sense. In contrast to this, law enforcement for petty violations may stop more severe transgressions, for example the issuing of fines to water users, who offend by not wearing personal flotation devices. This is an important pro-active safety function. Waterwing functions in Gauteng are however, above all a re-active function, due to the Waterwing being a non-permanent unit, mostly reacting to calls for water recoveries. Although their actions are largely re-active, even these can result in prevention, i.e. a pro-active action, for example, searching for drowned bodies makes the community aware of the dangers of water. Furthermore, publicity through media exposure of water policing functions concerning water-related crime scenes will make the general public mindful of the dangers of water. Besides the illustrations of the re-active functions of the Gauteng Waterwing, their pro-active policing approach can contribute to the apprehension of prospective wrongdoers.

The different facets of the water crime deterrence model in Gauteng and aspects relating to the effectiveness of these operations are explained below:

4.2.1 Location, hours worked, personnel and services of the Gauteng Waterwing

The four Waterwing points in Gauteng and the visiting team were placed horizontally and the location, hours worked, visits and member strength placed vertically in the table below:

Table 4.1: Information regarding festive season water policing outcomes

Waterwing Point	N/E Rand	Vaal Rand	PTA	JHB	Visiting Team	Visiting Team
Location	Vaal Dam	Vaal River	Roodeplaat Dam	Bronkhorstspuit	Gauteng	GP
Hours Worked	264	264	264	264	80	1136
Visits	64	24	30	20	0	138
Personnel Involved	8	5	5	4	4	26

Duties were not performed on a compulsory basis, but in reaction to the demands of the public. Water patrols were done randomly and visits to non-policed water bodies and swimming pools were done unsystematically (Table 4.5). The researcher believes that the prevention strategy during the holiday season reduced the number of incidents and water-related deaths during this period at serviced areas. However, as cited in the February issue of the *Servamus* (Gauteng's No-Nonsense Water Police, 2008:31), 20% more drownings occurred during the December 2007 holiday season than the previous year, bearing in mind that many of the drownings occurred in farm dams and quarries that were not serviced. The range of services provided by all areas contributed towards primary crime prevention.

4.2.2 Number of personnel, equipment and training

Through the study of documents (Annexure 5), it could be assessed whether the availability of vessels, equipment and human resources as well as their level of training and expertise were sufficient to meet the needs of effective re-active policing on and around water bodies.

To police waters properly, adequate personnel and physical resources are required. The personnel structures of the Gauteng Waterwing, as endorsed by the Provincial commissioner, are reflected in Table 4.2. Comparing the number of trained divers and coxswains in the Waterwing unit and available vehicles, it is evident that both the North/East Rand and Pretoria had a vehicle shortage. The number of personnel compared to the numbers of vessels available was adequate in all sectors. As dive teams work in teams of 7 people, each area could task between 1 and 2 dive teams if all members were available, and not committed to other Police duties (Table 4.2). It is evident that all areas were understaffed as a minimum of 3 teams are required in extreme circumstances to allow rotation and surface decompression stops. For further reference regarding dive teams and safety aspects refer to Chapter 3.

Currently multi-tasking is practised at all Waterwing points, by manipulating the system, for example members in decompression act as standby divers, medical assistants, rope handlers and compressor operators. Larger scenes necessitate combined participation of all sectors, and this could influence reaction time.

Table 4.2: Resource strengths of the Gauteng Waterwing

Area	Supervisors	Vessel Handlers	Reservists	Divers	Vessels	Vehicles	Personnel Strength
N/E Rand	2	7	0	6	3	2	12
JHB	2	4	2	8	1	2	10
PTA	3	5	3	12	2	2	13
VaalRand	4	6	0	6	4	4	6
Total	11	22	5	32	10	10	41

As stipulated in the Divisional Order: Water policing (2006), the need of the Gauteng Waterwing is to a lesser degree focused on physical resources than on training aspects (Table 4.3). All areas indicated a need for members to become either trained in fast water techniques, or becoming Class IV Commercial divers. To a lesser degree, Pretoria was the only area with a need for vessel handlers and a supervisor. To transport members and equipment, all sectors needed at least one additional vehicle, as some vehicles are single- cab light utility vehicles, with a capacity to seat only two persons (Table 4.3) and are mostly regulation 80 vehicles (vehicles forfeited to the benefit of the state).

Table 4.3: Needs of the Gauteng Waterwing (training and resources)

Area	Supervisors	Vessel Handlers	Divers	Vessels	Vehicles	Swift Water Training
N/E Rand	0	0	4	0	1	11
JHB	0	0	2	0	1	8
PTA	1	2	4	0	1	8
VaalRand	0	0	4	0	1	6
Total	1	2	14	0	4	33

In an attempt to identify particular shortcomings with regard to training and resources of the Gauteng Waterwing, several comparisons were made. Data in figure 4.2, which portrays human and physical resource strengths of the Gauteng Waterwing, were compared to the needs in Figure 4.3 of the same unit. It is concluded that there

is a significant need for especially swift water training, followed by training for divers, vessel handlers and a supervisor/supervisors.

4.2.3 Crime prevention outcomes of the festive season

Compared to other areas, Vaalrand and the North-/East Rand were more actively involved during the festive season, as the majority of their members took part in Crime Prevention operations. The reason for this could be that in relation to each area, vessel handlers (Table 4.2) and the numbers of members (Figure 4.1) are closely comparable, indicating that those members who are trained as coxswains were involved. The number of each area's personnel involved in the operation does not directly relate to staff shortages during the Crime Prevention operation as vessels were adequate in all Waterwing areas (Table 4.2). However, tending to diving scenes will lead to skill shortages. The Gauteng Waterwing as a whole managed well during the operation timeframe, but Johannesburg and Pretoria needed more personnel in relation to the number of vessels in their possession; four and five (Table 4.2) vehicles respectively were available, but only one or two (Table 4.2) used during the operation period.

Figure 4.1: Pie Chart illustrating personnel during the crime prevention operation

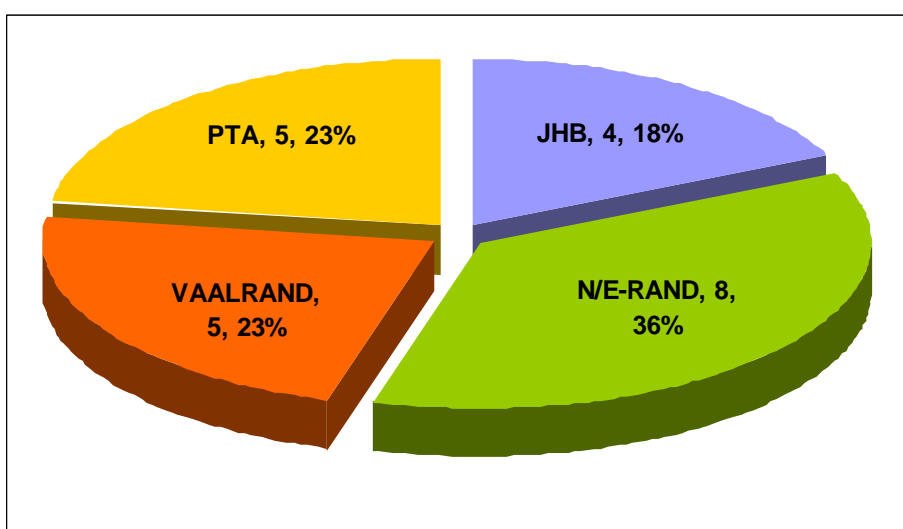
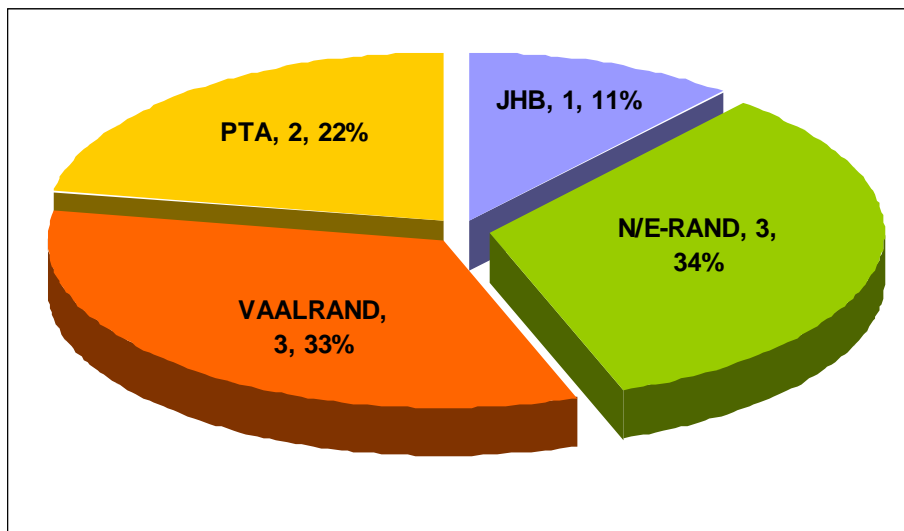
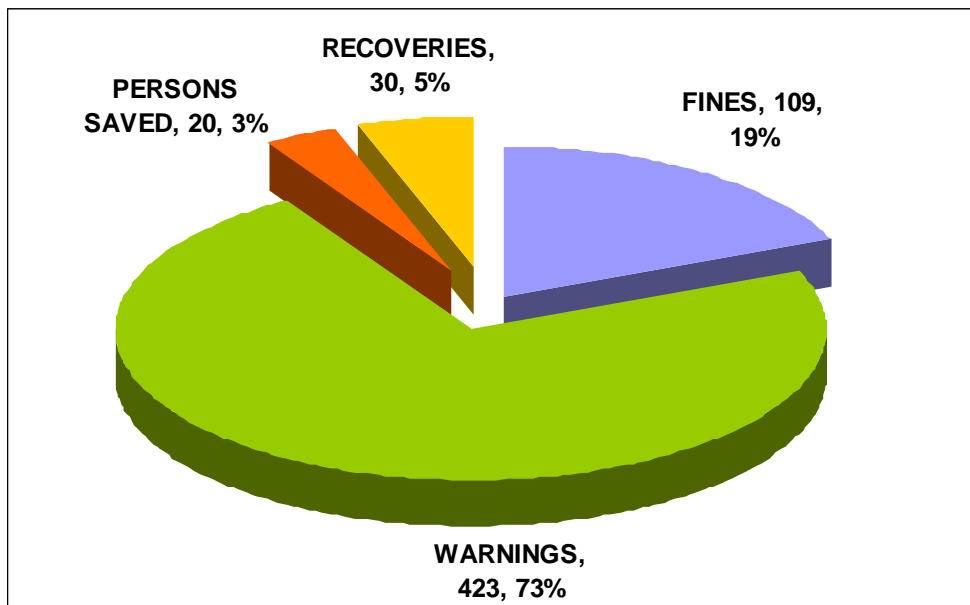


Figure 4.2: Pie Chart illustrating vessels used during the festive season



Consideration of all the warnings, fines, persons saved and recoveries that the Gauteng Waterwing had to deal with, indicates that many people do not always practise water safety, especially during the festive season, as evident in (Figure 4.3). Contributing factors were alcohol abuse, reckless and negligent handling of water craft and the lack of floatation devices. According to Gauteng's No-Nonsense Water Police (Servamus, 2008:30), the Gauteng Waterwing dealt with offenders who did not obey the law and they have issued 109 fines to the value of more than R31, 000 as well as 423 warnings during the festive period that ended on 11 January 2008.

Figure 4.3: Pie Chart illustrating fines, warnings, people saved and recoveries

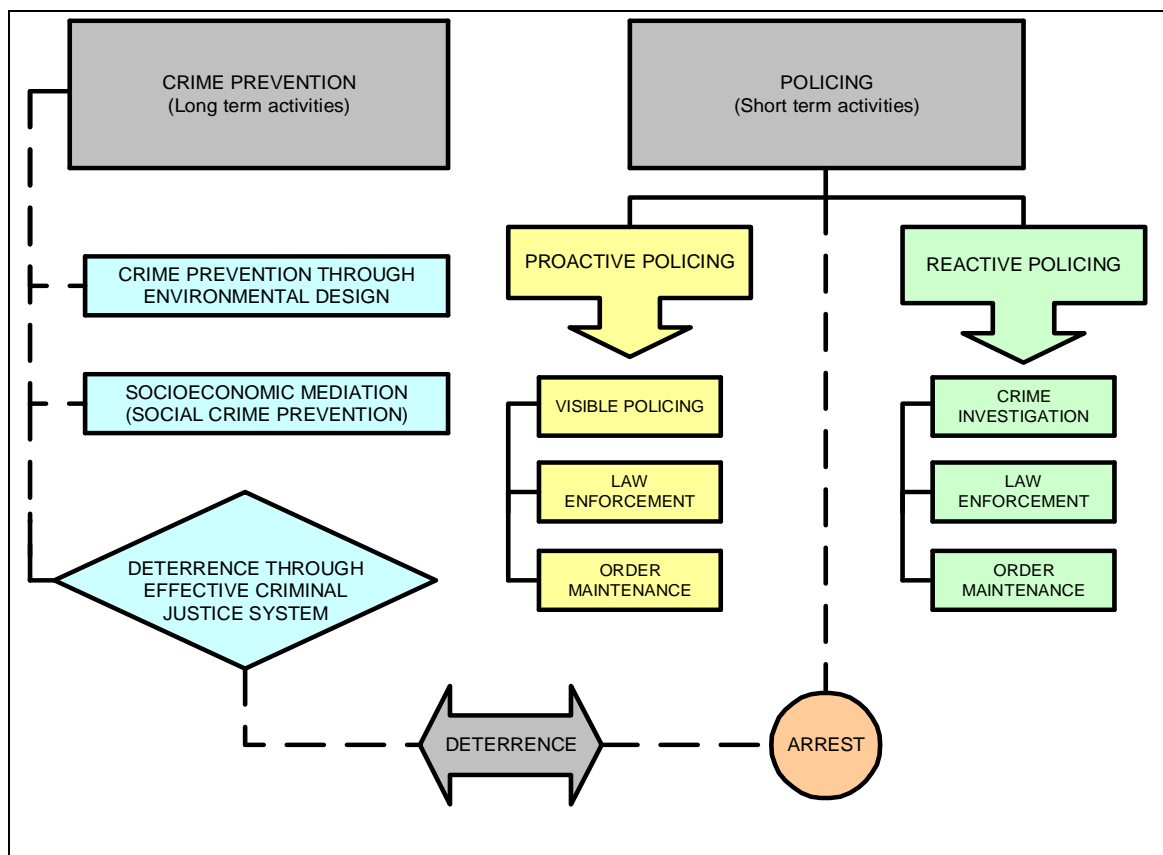


From the crime prevention figures and the pie chart assembled (Figure 4.3) from data in annexure 2 of this document, it is obvious that the Water Policing festive season successes were just an indication of the benefits to both the SAPS and the members of the Gauteng Waterwing in serving the community. Two of the counter-measures, i.e. fines and warnings, were primary deterrents to prevent incidents before they could occur.

Counter-measures were conducted in the form of primary response efforts during the December festive seasons at popular water destinations and its surroundings, thus preventing incidents before they could occur. The expression Crime Prevention has a far-reaching connotation. As cited in Burger (2007:13) the manual for community based crime prevention entitled “Making South Africa safe (South Africa, 2000:4)”, explains Crime Prevention as “stopping crime from happening, rather than waiting to respond once offences have been committed”. Furthermore, the National Crime Prevention Strategy (South Africa, 1996(b):5) focuses on a long-term prevention intervention, concentrating on those who are at risk of offending and those who create a risk of being victims. In conformity with Lab (1992: 11-14), there are three approaches to crime prevention, namely; primary, secondary and tertiary crime prevention.

Police officials fulfil various roles within a policing agency and these functions tend to be closely related to one another in various aspects. Numerous components of police practice have a re-active, preventative or reduction strategy incorporated in them. At times, discussions around the policing tasks of crime prevention and law enforcement become heated, with followers of the different parties giving motivation for better and more resources at the cost of the other party. In reality, all aspects of police work have prevention/deterrence and policing possibilities.

Figure 4.4: Gauteng Waterwing Model



Based on Burger (2007:112)

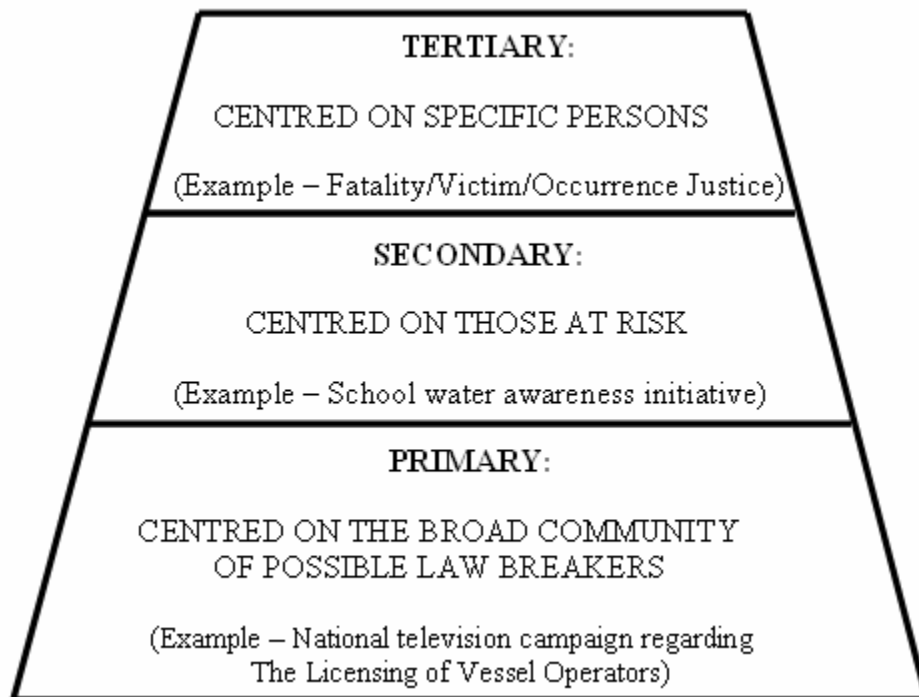
Figure 4.4 illustrates and identifies long- and short-term crime prevention policing activities. Concepts are interrelated, but function separately from each other. To follow is an interpretation of what a crime reduction policing model is, in collaboration or corporation with crime prevention and policing activities (primary, secondary and tertiary), according to which the Gauteng Waterwing functions.

What is involved in crime reduction is explained by Ekblom (1992:35-51) as being actions that encompass both a future position of prevention, and policing (actions) in the present to counter specific crimes as they happen, for instance through police operations, such as the Gauteng Waterwing festive season operations. Furthermore, it involves the reduction in probability of criminal activities through intervention in their origins (pro-active), or by interceding directly (re-active) in the incidents themselves. Crime prevention and policing, focus on crime and its causes. Figure 4.4 displays to what degree the action of the police can be instrumental in the prevention of crime through effective policing. Notwithstanding the fact that police functions have both pro-active and re-active importance (Burger, 2007:112), Waterwing teams react to crime scenes mostly after a crime has been enacted or reported, making their actions re-active in nature. In addition law enforcement for misdemeanours committed might possibly impede on more severe future transgressions, for example the arrest of a drunken vessel handler might save lives. Even though the investigating of crime is above all a re-active function it fulfils a deterrent role if justice prevails. Visible policing fulfils primarily a deterrent role, and is primarily a deterrent (pro-active) activity, but will in addition contribute to the apprehension of criminals, if it is adequately implemented.

4.2.3.1 Pro-active and re-active policing measures

For police agencies to engage fully in pro-active policing there are several areas in which they need an elementary understanding and also an appreciation of their significance. These include visible policing and law enforcement. A workable definition for pro-active policing can be described as all police actions which “either prevent a crime from taking place (interventions), or which act as a deterrent to crime” (Burger, 2007:112). Reference to the three levels of pro-active policing interventions (Figure 4.5), and the examples should make this type of policing approach understandable.

Figure 4.5: Three levels of pro-active policing interventions



Preventing criminality at grass roots is what primary level pro-active policing interventions are meant to achieve. These interventions involve fields such as dealing with poor supervision at swimming pools and the licensing of vessel operators. An example of this style of intervention includes national radio and television broadcasts to reach citizens regarding the importance of these and similar items. Secondary policing interventions are aimed at influencing certain groups to refrain from committing offences, and preventing people from becoming victims. An example is school-based water awareness initiatives. Lastly, tertiary efforts are aimed at individuals previously affected or at risk of drowning, through “target hardening” such as swimming lessons, while restorative justice encourages offenders such as unlawful vessel handlers to become licensed.

According to the Audit Commission (1996:48-49), visible police presence to reassure the public and the deterrence of anti-social behaviour is the sole responsibility of the police. This pro-active method can lead to the apprehension of possible offenders by police officials in patrol, and informative information from the public will be received more freely. Furthermore, the Policing Priorities and Objectives of the South African Police Service 1999/2000 explains active visible policing as including high-density

policing, preventative patrols, sector policing and directed patrols (South Africa, 1999:18-19). Therefore the major influence of visible policing lies in the perceived increase of patrols and police officials working the streets, or waters, with the intention of arresting offenders. Furthermore, police officers and police organisations are generally regarded as law enforcement officers and law enforcement organisations; and this implies that policing and law enforcement are largely believed to be alike. Within the White Paper on Safety and Security 1999-2004, law enforcement is compared to policing, and in turn viewed as identical to crime prevention (South Africa, 1998:6). This idea seems to owe its origin to Hale (1994:34), who defines law enforcement as a basic responsibility of the police. In addition the Police Priorities and Objectives 1999/2000 seconds the view of the White Paper by defining effective policing (law enforcement) as measures that reduce the opportunity for possible offenders to enact crime (South Africa, 1999:12), making crime less rewarding and more risky, resulting in an effective discouragement of crime. The Constitution of the Republic of South Africa, 1996 section 205(3) explains the objectives of the SAPS as “preventing, combating and investigating crime, to sustain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law”. The maintenance of order assumes a more pro-active position, with greater emphasis on quality of life matters; as well as a better perception of human rights and political freedom which are important to thriving self-governing policing agencies. Pro-active order maintenance measures, such as analysing order-related problems to detect their underlying causes and designing order maintenance methods are actions perceived to improve the quality of life and promote growth in community satisfaction.

All activities performed by the police are done according to the Constitution of South Africa. To apprehend offenders after a crime has been enacted and to restore public order relates to re-active policing. For the purposes of clarity, the Constitution of the Republic of South Africa (1996), section 205(3) states that the objectives of the SAPS are to prevent, combat and investigate crime, to sustain public order, to secure and protect citizens and their property and to uphold and enforce the law in the Republic. Re-active policing includes crime investigations, law enforcement and order maintenance (Figure 4.4). As mentioned in the National Crime Prevention Strategy (South Africa, 1996(b)), crime control refers primarily to re-active actions, in contrast to crime prevention that centres on the prevention of crime from an early stage. As

cited in Burger (2007:11); Stevens and Cloete (1996:42,47) and Moore Trojanowicz and Lelling. (1996:3-4) state that crime control (re-active policing) has three prevalent strategies, namely retrospective investigation of crime, rapid response to calls for assistance and motorised patrols.

One of the duties of the Police Service according to the Interim Constitution of the Republic of South Africa, 1993 (Act No 200 of 1993) is described in section 215 as “the investigation of any offence or alleged offence”. Policing agencies according to Morgan and Newburn (1997:8), should emphasise that the management of information and technology regarding the investigation of crime needs to be kept up to date. By doing this, repeat offenders, crime tendencies and prevalent crime areas can effectively be targeted. Furthermore, re-active policing through law enforcement on waters has made major contributions towards the development of safety and the reduction of disasters during festive seasons (Figure 4.3). This is an appropriate identification of the benefit of both the SAPS and the members of the Gauteng Waterwing in serving the community. Scrutiny of Figure 4.3 clearly indicates that the issuing of fines, warnings, people saved and recoveries made during the December festive season were of a re-active nature and that these actions made a difference. Re-active police actions (order maintenance) on peoples’ distress are not simply a desire of the public to ask for advice or information, but for the police to attend to their dilemmas. Clearly the value of the Waterwing is highlighted in these situations when the priorities of the community necessitate action from the police service, for instance the recovery of a drowned person.

Primary crime prevention identifies conditions in the physical and social environment that provide opportunities for criminals to act. An example is the identification of crime areas favourable to the cultivation of criminal activity, such as areas on or next to waters where there are many activities taking place. Examples of police response should be to have security at access points, to inspect water vessels and to confiscate any alcoholic beverages. According to the Divisional Order on Water Policing (2006:9), the Gauteng Waterwing Unit has to carry out crime prevention procedures in and on water, and must also concentrate on water safety, which naturally incorporates pro-active visible policing at organised recreation and sporting events. Visible policing lessens offences. The researcher notes that this is an apparent contradiction to the NCPS. Furthermore, re-active policing through Law Enforcement

and Order Maintenance on waters has made a major contribution towards the development of safety and the reduction of disasters in aquatic surroundings in Gauteng. Incidents and occurrences of water-related crimes are documented by the Dive Point Commander on prescribed returns on a monthly, quarterly and annual basis to reach the office of the Provincial Dive Co-ordinator as prescribed in (section 5 (viii) of the Divisional Order). In terms of section 4 (viii) of the Divisional Order, the Provincial Dive Co-ordinator is in turn responsible for ensuring that returns are made to the Provincial Commissioner. The Gauteng Waterwing Unit gains insight into problematic times and places by analysing past occurrences, which will help them with primary crime prevention.

Secondary crime prevention was aimed at countering the damage done by incidents that occurred by well-timed prior recognition of potential hot spots and presence at these spots.

Secondary crime prevention is a protocol that engages in timely identification of potential offenders and seeks to intervene in order to neutralise them. A typical example of lawlessness on water is the handling of vessels under the influence of alcohol. The popularity of water sport and water recreation activities has created a need to develop awareness of the necessity for aquatic tuition and safety. For those without an understanding of the dangers of water use as recreation, it can be as dangerous as it is fun. The article “Drownings a concern” (2005:2) explains that police emphasised the need for water safety awareness, after a recent spate of drowning cases across South Africa. Having to recover children’s bodies remains tragic and police divers feel even more obligated to start considering projects to educate learners in rural areas with regard to water safety (Water Safety Projects, 2005:2). Over and above the fatalities by drowning, innumerable people are hurt in accidents relating to water use, not only at open waters such as dams and rivers, but also at residential and public swimming pools. All residential swimming pools must be cordoned off by a fence or wall according to South Africa law. Policing the safeguarding of swimming pools in South Africa is the responsibility of the respective Metro local authorities. Little to nothing is done to ensure that residential swimming pools are cordoned off, and no steps are in place to prosecute offenders. The mission of the Gauteng Waterwing is to put basic water safety regulations in practice through social crime prevention and awareness projects. Through re-active policing such as

attending to crime scenes and searching for bodies or evidence (and the recovery thereof), members are able to assist the investigator or detectives in the investigation of water-related crimes through their diving activities and findings (section 3(e) of the Divisional Order). As cited by Burger (2007:143), direct policing refers to pro-active and re-active police functions, where the police have a direct and primary responsibility to combat crime. In general, policing underpins a specified authority action and particularly the guarding of the society order (Van Heerden, 1986:13). Stated otherwise, policing is a traditional collaboration function that government has assigned on the condition that the task is performed in accordance with the power and authority to which the society agreed upon. In addition, policing in a democratic country requires that society defines the nature and extent of police authority, and the rights which must be protected and respected. Respected policing agencies throughout the world have policing plans. These plans encompass the Government's plan for policing during a definite period. These plans are the ruling Government's plan for policing are essential in South Africa, as highlighted in the Strategic Plan from 2003 to 2010, and are regarded as critical to the future and course of police reform. Consequently it is necessary to comprehend what the Strategic Plan for the South African Police Service represents for the purpose of policing disorderly behaviour. The South African Police Services are required to develop strategic plans by managers at all levels, who were required to devise plans that would be implemented in the Strategic Plan corresponding to the specific area of their responsibility. After 2002 the SAPS developed strategic plans for the South African Police Service, namely the (2002 – 2005), (2004 – 2007) and lastly the (2005 – 2010) plan. The Strategic Plan for the South African Police Service 2002 – 2005 (South Africa, 2002) was implemented on the 1st of April 2002 and provided a policing structure according to which the SAPS would function (South Africa, 2002). However, the Strategic Plan (South Africa, 2002:20,30-26), mentions that the National Crime Combating Strategy (NCCS) will be the pre-eminent functional structure to attend to safety and security in South Africa. At that time the five key priorities of the Strategic Plan for the South African Police Service 2002 – 2005 were (1) Administration; (2) Crime Prevention; (3) Operational Response Services; (4) Detective Services and Crime Intelligence; and (5) Protection services (South Africa, 2002:12-14). The Strategic Plan for the term 2004 to 2007 was publicised by the police as an enhancement of the existing strategy (South Africa, 2004:viii). In this improved plan there were two significant features, which should be noted as essential

for policing in the fight on crime. Firstly, the initial key priority number two, “Crime Prevention” has been substituted with the term “Visible Policing” (South Africa, 2004:19). Therefore it is reasonable to argue that the police are progressively embracing their strategic approach, as they become aware that as crime prevention did not have the envisioned impact on crime, it is necessarily inferior to visible policing. Secondly it is noted that the Justice, Crime Prevention and Security (JCPS) clusters are progressively becoming regulation policing. The influence of these cluster priorities on the police is demonstrated in the Strategic Plan on pages 4 – 13 which makes it obvious that the strategic plans for the SAPS are in line with the JCPS clusters. The latest strategic plan for 2005-2007 was implemented in 2005. It is not clear why, since the new plan is obviously a prolongation of the previous plan. According to Burger (2007:128), the only reason given is that this strategic plan is the first 5-year plan brought into existence in compliance with the amended Treasury Regulation. Having examined what policing in the SAPS involves, the main issues (pro-active and re-active policing) and their respective subheadings identified in Figure 4.4, will be explained. It must be mentioned that crime prevention must not be confused with pro-active policing. For instance, crime prevention relates to motions of each and every government agency, such as the criminal justice department thus including the police with the intention to prevent crime in the long term: whereas pro-active and re-active policing relate solely to police activities in the short term. The key feature of the National Police Service mentioned in the Constitution of the Republic of South Africa, 1996 section 205(3) states that the objectives of the police are to “prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law”.

Lastly, tertiary crime prevention efforts are aimed at the outcome of incidents and hence prevent further offences.

Tertiary crime prevention is an area that deals with criminals after the act and entails intervention to prevent them from committing further offences. An example is arrests, and the issuing of fines to water offenders. Consumption of alcohol while in control of a vessel, a common practice on South African waters is aggravated by insufficient policing on waterways. In addition the use of un-sea-worthy vessels and the lack of safety equipment on the vessels and occupants necessitate tertiary crime

prevention to hopefully prevent drownings and accidents from happening. The tertiary crime prevention capacity of the Water Police has a vital role to play in discouraging potential perpetrators from offending. Through the intervention of the courts, offenders will be fined or be incarcerated, which therefore serves as a deterrent to future offences. Furthermore, the tendering of expert evidence in court enables the South African Police Service to render a more effective service to the community it serves.

Data differs from year to year, and there is currently no proof that the issuing of fines or warnings lessens the occurrences of water-related deaths during the documented festive season in comparison to the previous year in the Gauteng area, as quoted by Captain Opthof in the Servamus (2008:31); or at least not at the dams and rivers that the Gauteng Waterwing policed. The researcher believes that the prevention strategy during the festive season diminished the number of incidents and water-related deaths.

4.3 ANALYSIS OF THE OBSERVATION REPORTS OF WATER-RELATED CRIME SCENES IN GAUTENG FROM 2007-12-15 TO 2008-01-03

This analysis deals with water-related occurrences that were serviced by the Gauteng Waterwing during the period 15 December 2007 to 3 January 2008. Data were derived from actual scenes that the members of the Waterwing attended. Observations were done according to a formal Observation Report Form that was specifically developed for this purpose (see Attachment 1). In this report a water-related event is defined as an occurrence, including a possible crime, to which Police Waterwing members in Gauteng responded, to recover bodies or evidence. Included in the analysis is the communication channel used, reaction time, number of personnel, cause of death/type of evidence, location and the adequacy of Waterwing unit equipment and training. Excluded from the analysis are scenes that did not necessitate the intervention of the Waterwing, for example, false calls for assistance. For consistency the researcher was a participant observer, using a phenomenological approach to attain an in-depth understanding of the functioning of the Gauteng Waterwing. According to Coertze (1993:69), participant observation in this way is subjective in so far as this practice does not aim at measuring in numbers, or emanate from rules of behaviour. The focus was on the everyday characteristic experiences of the respondents. The researcher became part of the scenes being observed and sometimes even participated at these scenes. The researcher

predicted problems such as notions of lack of objectivity, due to his involvement over a period of time with the Gauteng Waterwing scenes, as stated previously and was therefore alert to the possibility of bias arising from his involvement in those situations.

From 15 December 2007 to 3 January 2008, the Gauteng Waterwing responded to 14 water-related incidents in Gauteng (close to one per day). The average time spent at a scene was 4 hours and 46 minutes. There were many variables such as the time of day, the difficulty of the recovery, safety aspects and waiting for experts, such as photographers that had an influence on events. The business needs of the SAPS Waterwing in Gauteng were measured in qualitative terms only, but through hard data measures used in the observation reports to monitor the apparent “health” of the unit. Overtime for work was always available, and the recently implemented scarce skills remuneration for divers made personnel more positive in conducting their services as they are thence regarded as skilled professionals, in the SAPS. (Unfortunately coxswains are not yet rewarded for their scarce skill abilities). Furthermore, all scenes observed in the allocated time frame were completed successfully, with little or no wastage of time or damage to equipment. As the South African Police Service is a transforming organisation, and is in constant change, the researcher looked at the organisation as a whole, when making recommendations. Risk factors other than criminal activities which were predominant during the assessment period related to drownings; this included the lack of supervision, and the inability to swim.

4.3.1 Gender and age of victims

Table 4.4 presents the grouping of the 14 incidents in the above time frame, according to the Gauteng Waterwing’s four sections, as well as the gender and age of the victims. The four reporting agencies are positioned according to alphabetical order.

Table 4.4: The gender and age of victims

Gender of Victim				Age of Victim				Total
Reporting Agency	Male	Female	Unknown	Adult 18+	Youth 12-18	Child 4-12	Infant	
Johannesburg	3	0	0	1	2	0	0	3
North-/East Rand	3	4	1	1	2	5	0	8
Pretoria	0	0	0	0	0	0	0	0
Vaalrand	2	0	0	2	0	0	0	2
All sectors total	8	4	1	4	4	5	0	13

Infants (0-4 years), youths (12-18 years) and adults (18+ years) and males and females appear equally vulnerable. The researcher attempted to determine if there is a relation between the sex and age of victims.

The researcher recorded thirteen victims recovered in water bodies during the observation period. Male bodies numbered eight, females four and one unknown body, representing 62%, 31% and 8% of the total bodies recovered. Male bodies were dominant and can be attributed mostly to lack of swimming abilities and one of suicide. Female bodies were also fairly significant and are linked to three accidental drownings when females fell into water, and one case that was thought to be a concealment of a suspected sexual crime. The unknown body was in an advanced stage of decomposition and the cause of death is unknown.

With reference to the age of victims, the age groups of the victims were more or less balanced. Adults 18 years and older numbered four, youths 12 to 18 also amounted to four and children aged 4 to 12 numbered five, representing respectively 31%, 31% and 39% of the total bodies recovered. Adults and youths recovered were all males (eight) and children were composed of four females and one unidentifiable body. Children aged 4 to 12 years comprised the largest group of casualties (see Table 4.4) relating to water associated recoveries and were largely females during the observation period.

4.3.2 Grouping of body recoveries

During the month of data collection, three bodies (23%) were recovered in the Johannesburg area, eight (62%) in the North-/East Rand and two (15%) in the Vaalrand area. There were no calls to recover bodies in the Pretoria area.

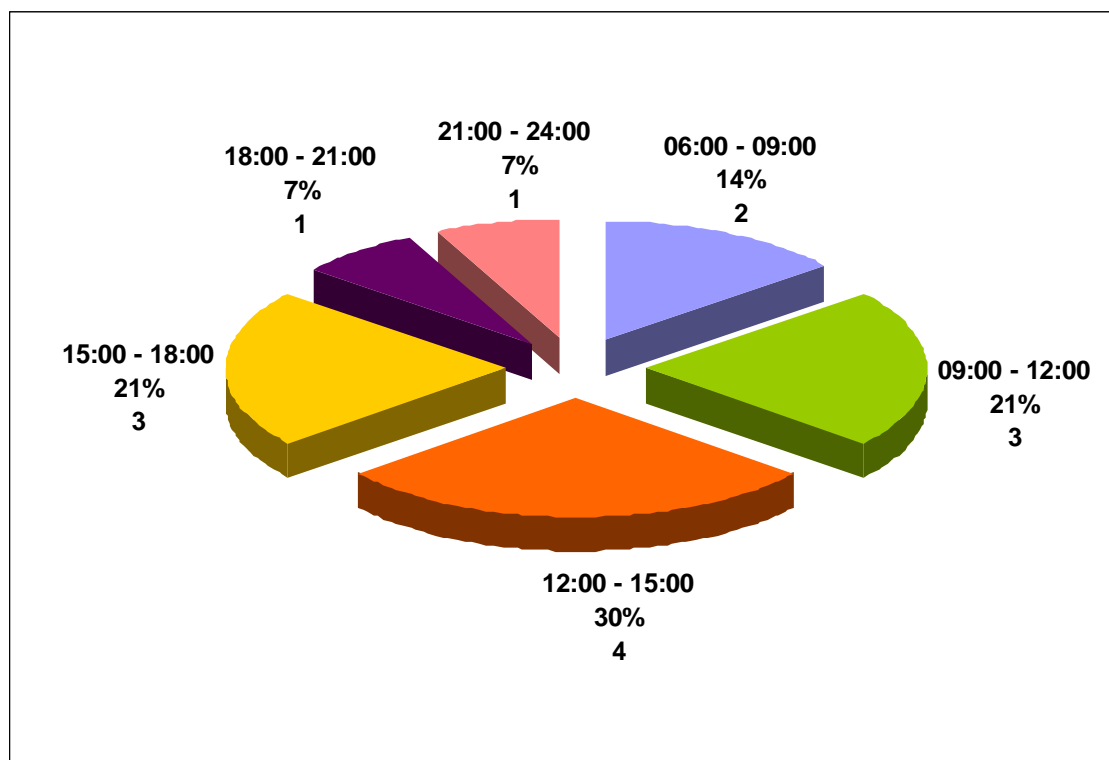
The preceding data were obtained from the observation reports, and it must be emphasised that the figures represent body recoveries. Nine of the fourteen serious water-related incidents in Gauteng resulted in thirteen body recoveries of persons of all ages. Table 4.4 presents the distribution of the bodies according to the reporting agency, sex and age of the victims. More than 38% of bodies recovered were children between the ages of four and twelve, and this statistic again raises the old question of parental supervision. The tendency relating to gender leaned towards males. Sixty-two percent of the bodies recovered were males, and they therefore seem to be more of a risk than any other group.

The causes of death ranged between being undetermined (might be a murder), accidental (drowning) and suicide. The objective in this section is to determine whether there was a relation between the sexes of the victims, the age of victims and to identify the areas where scenes were prominent. Recoveries of bodies were more prominent in the North-/East Rand, followed by Johannesburg and then the Vaalrand. The Pretoria area was not called upon to make any retrieval. Table 4.4 shows some interesting and perhaps unanticipated realities regarding the reporting agency. The North-/East Rand area featured eight incidents while Pretoria had no call outs for assistance in the given time. This does not mean that the Pretoria Waterwing is dormant, but rather that there could be pro-active measures in place, reducing incidents or simply fewer bodies of water in their jurisdiction.

4.4 TIME OF CALL

Figure 4.6 presents the grouping of the 14 incidents during the observation period clustered into time intervals of three hours.

Figure 4.6: Pie Chart illustrating the distribution of incidents by hour of day



The researcher attempted to establish the distribution of incidents by hour of day. The Pie Chart (Figure 4.6) displays call-out times relating to the times calls for assistance were received.

4.4.1 Determining the grouping of incidents by hour of day

Calls during the observation period were received randomly. It is impossible to say that the tendency in receiving call-outs is more predominant during certain days of the week. Furthermore, some calls were received immediately after an incident took place and others weeks after the event. It was possible to establish the distribution of incidents by hour of day as shown in Figure 4.6. The peak time for call-outs was between 09:00 and 18:00. Most of the calls were between 12:00 and 15:00, when more people are present at water, with the balance of the call-outs largely remaining in the daylight hours. This led to problems that extended to reaction times to scenes. As members perform this function as a secondary function, members might be at home when called for assistance. Moreover, not all members have a state vehicle

allocated to them; this means available members have to be collected before a scene can be attended.

The pie chart illustrates the distribution of incidents by hour of day (Figure 4.6). This could improve future response times and effectiveness of the Gauteng Waterwing through better management of resources.

4.5 NOTIFICATIONS, DURATION OF ATTENDANCE AND PERSONNEL AT SCENES

Table 4.5 presents the grouping of the 14 incidents in the observation period of the Gauteng Waterwing, and relates to time outcomes and personnel rendering services.

Table 4.5: Table illustrating time frames and attending personnel

Incident	1	2	3	4	5	6	7	8	9	10	11	12	13	14	Total	Ave.
Contacting Time	00:05	00:25	01:00	00:15	00:20	00:10	00:15	00:20	00:05	00:10	00:10	00:10	00:10	00:20	03:55	00:17
Reaction Time	02:45	00:30	01:25	00:30	00:31	00:20	00:55	00:45	01:45	00:20	01:15	00:20	00:45	01:15	13:20	00:57
Personnel at scene	4	6	4	5	1	5	2	5	5	3	4	3	3	3	53	3.8
Time at scene	04:00	32:30	00:20	05:00	02:00	00:20	00:55	00:45	01:45	00:20	01:15	00:20	00:45	01:15	51:30	03:41
Number of non involved people called	3	3	3	0	1	0	3	0	1	3	3	3	2	2	27	1,9

The accessibility and service delivery of the Gauteng Waterwing relates to contacting and reaction times, as well as the number of personnel at scenes and the time spent at these places. These aspects need to be acceptable to the community the SAPS serves. Waterwing teams responding to calls for assistance did so in their respective water policing areas in Gauteng.

4.5.1 Contacting time and number of people called not directly involved

Contacting time relates to communication between co-ordinators/supervisors and attending personnel. Mostly calls for help from the public were received at the Police Midrand call centre and Police Stations from where complaint vehicles were dispatched. If the need arose, the complaint vehicle contacted the call centre and requested the necessary police personnel such as detectives, photographers, police divers and mortuary personnel. Skilled supervisors at the call centre are then responsible for communication to the relevant parties, according to a duty list containing telephone numbers stating the names of Waterwing co-ordinators/supervisors. These customer service representatives (supervisors) should take ownership for recording correct information about scenes that can then be correctly communicated to relevant parties. The co-ordinator of the relevant Waterwing sector in Gauteng was contacted and it was found that an accurate description of the scene was mostly given. In turn, the co-ordinator was also responsible for communication between supervisors and members. It was the responsibility of the co-ordinator or acting supervisor to call persons not directly associated with the scene, such as Waterwing member's commanders, to authorise the use of his/her personnel and sometimes vehicles, as well as the Media Liaison Officer to inform the media of happenings. During the observation period the time it took co-ordinators/supervisors to call all personnel needed, was mostly of an acceptably short time, except on one occasion when there was a problem with channels, due to the implementation of a new radio communication system in Gauteng. Contacting times varied from 5 minutes to 1 hour in relation to the 14 incidents, with an average contacting time of 17 minutes. The number of persons called by Waterwing co-ordinators/supervisors not directly involved with the scene was between 0- 3 with an average of 1,9 persons called per scene (Table 4.5).

4.5.2 Number of personnel attending to scenes during the observation period

Re-active water policing functions necessitate an adequate workforce to function effectively. However, the safety aspects regarding workforce strength at scenes are not in accordance with the Occupational Health and Safety Act (Act No.85 of 1993), promulgated in Government Notice No. 22991, dated 7 January 2002 by the Department of Labour, which states what the respective minimum personnel should

be to conduct operations. According to the Occupational Health and Safety Act (84/1993): Incorporation of the Health and Safety Standards in the diving Regulations (2002:6) a “dive team means the divers, standby divers and diver support personnel involved in a diving operation, including the dive supervisor, line attendant, life support technician and such other persons as are necessary to man any machinery and equipment which may be required before, during and after a dive”.

A total of 53 members attended the fourteen (14) water-related scenes respectively. Based on the observation reports, the greatest number of attending personnel at a scene was six (6) and the smallest number one (1), with a rounded average of four (4) Waterwing members present per scene.

- **Time at scene**

During the month of data collection there was not a fixed pattern relating to times spent at scenes as circumstances varied extensively. For example, in incident two a search for a body continued for thirty two hours and thirty minutes, while incident three took only twenty minutes to complete. The average time spent at scenes was three hours and forty one minutes during the observation period. The time spent is closely connected to the searching effort, weather conditions, the difficulty of the removal of bodies and evidence and member strength attending the scene. Furthermore, Waterwing efforts were often delayed due to the fulfilment of criminal investigations and the Local Crime Record Centre. Lastly, the waiting period for the Mortuary personnel additionally contributed to the times spent at scenes. As mentioned in Table 4.5, 3.8 personnel attended scenes on average during the observation period. This total, multiplied with the average of time spent at a scene (03h41) calculated to (13h57) man-hours per scene, indicating exactly how many resources are required.

4.5.3 Reaction time

Calls outside peak times (depicted in Table 4.5) led to longer reaction times. As the Waterwing duty is a secondary function, it entails that members are permanently on standby. If this responsibility were a primary duty, reaction times would improve. The Gauteng Waterwing is in operation on a 24-hour standby basis. Reaction times

were measured from the first call for assistance to when the last operational member arrived at the scene. The first incident took a lengthy period of two hours and forty-five minutes for all the necessary members to be present. The scene was complicated by a body attached to a tree by the neck, dangling in a strong river current. Safety aspects had to be adhered to, and therefore the long reaction time. Incident twelve took the shortest period of time (20 minutes) to attend to a body recovery, because fortunately, members were busy with a water crime prevention operation in the vicinity. On average, the reaction time to attend to scenes was 57 minutes. Problems that occurred mostly related to not being a permanent unit, such as transport and member availability difficulties.

The researcher attempted to determine the apparent relationships between contacting and reaction times, as well as personnel strengths and time spent at scenes. Communication between relevant parties was mostly effective and the necessary people were contacted in an acceptably short time (an average of 17 min), except on one occasion, when radio problems were encountered. Comparing the number of personnel that attended scenes to the actual number of members needed to safely conduct operations as defined in the Occupational Health and Safety Act, shows categorically that all four Waterwing Points in Gauteng were understaffed. The number of available trained divers was the greatest concern, where a minimum of seven appropriately qualified members is needed to safely and effectively conduct searches. According to the Divisional Order: Water policing (2006: page 21 of 31), the Dive Point Commander/Dive Supervisor on standby must deploy a dive team sufficient to perform dive operations at any given time. Cognisance must be taken of the minimum personnel requirements in the current Occupational Health and Safety Diving Regulations. This diving decree requires a minimum of one Dive Supervisor, who must be responsible for the conduct of the diving operation and ensure the health and safety of all those taking part. Moreover, the Supervisor must be on site and be in direct control of the diving operations taking place. During a dive operation, a minimum of two divers and one standby diver is required to conduct an underwater search. Furthermore, there must be one person to assist with immediate medical assistance in an emergency, one compressor operator and one rope handler present. Not all scenes were dive related; as in just seven (50%) of incidents there were submerged subjects. With a maximum of only six attending personnel recorded at one incident and an average member attendance at all incidents of only 3,8 it is apparent

that safety aspects were not adhered to. Multi-tasking being practiced by members was evident throughout the observation period. It was noted that aspects such as lack of constant recruiting, loss of Waterwing members due to promotions in their primary line function and medical fitness contributes to the shortage of members. These reasons directly relate to staff shortages in the Gauteng Waterwing. Because of these shortcomings the workload had to be manipulated skilfully.

4.6 TYPES OF RECOVERY SERVICES PROVIDED BY THE WATERWING

Table 4.6 shows the bodies of water in which recoveries took place in the Gauteng area according to numbers of incidents during the observation period.

Table 4.6: Table illustrating the body of water in which recoveries took place

Incident #1						X				
Incident #2						X				
Incident #3	X									
Incident #4						X				
Incident #5							X			
Incident #6						X				
Incident #7						X				
Incident #8						X				
Incident #9						X				
Incident #10							X			
Incident #11							X			
Incident #12						X				
Incident #13							X			
Incident #14			X							
Body of Water:	Pool in ground	Pool above ground	Excavation site	Sewerage works	SPA	River	Dam	Septic Tank	Bath Tub	Toilet

Services provided by the Gauteng Waterwing are mostly of a re-active nature. The researcher attempted to determine the most common place of recoveries. Bodies of water in which recoveries mostly take place in the Gauteng area are presented in Table 4.6. However, retrievals within the limit of the observation time did not include all the usual sites.

4.6.1 Swimming pool recoveries

Swimming pools in and above the ground were only implicated in one (7%) of the fourteen incidents. Pool drownings were thus not significant, with only one incident that occurred (7%). This incident involved two female children aged 4-12 that drowned due to the lack of supervision. Most drownings in swimming pools in Gauteng occur in residential swimming pools; as public swimming pools are more adequately supervised, being watched over by lifeguards.

4.6.2 Excavation site recoveries

Excavation site retrieval incidents numbered only one (7%), with two males that drowned, probably due to their lack of swimming abilities. It is important to bear in mind that informal settlements in Gauteng are commonly situated close to excavation sites, such as old mines, excavations/pits and quarries, since these locations give people easy access to main roads.

4.6.3 River recoveries

Most incidents took place in rivers. River recoveries were predominant throughout the monitoring period, with eight retrievals (51%) being carried out by the various Waterwing authorities in Gauteng. These recoveries included four bodies, three cases of evidence recovery and one patient evacuation. Bodies included one adult male suicide, and two adult male bodies whose origins were unknown. Evidence recovered consisted of two stolen vessels, and the salvage of one vessel that had burned out. Lastly, one person was rescued and evacuated after a skiing accident.

4.6.4 Dam recoveries

Dams constituted the next most prevalent locations for water-related recoveries. A total of four (29%) of recoveries were made in dams within the limit of the observation period in Gauteng. These recoveries included four bodies, and one of evidence. Two boys, one girl and one adult male drowned in dams as a result of their poor swimming abilities; one motor vehicle was recovered that was either believed to be stolen or an insurance fraud.

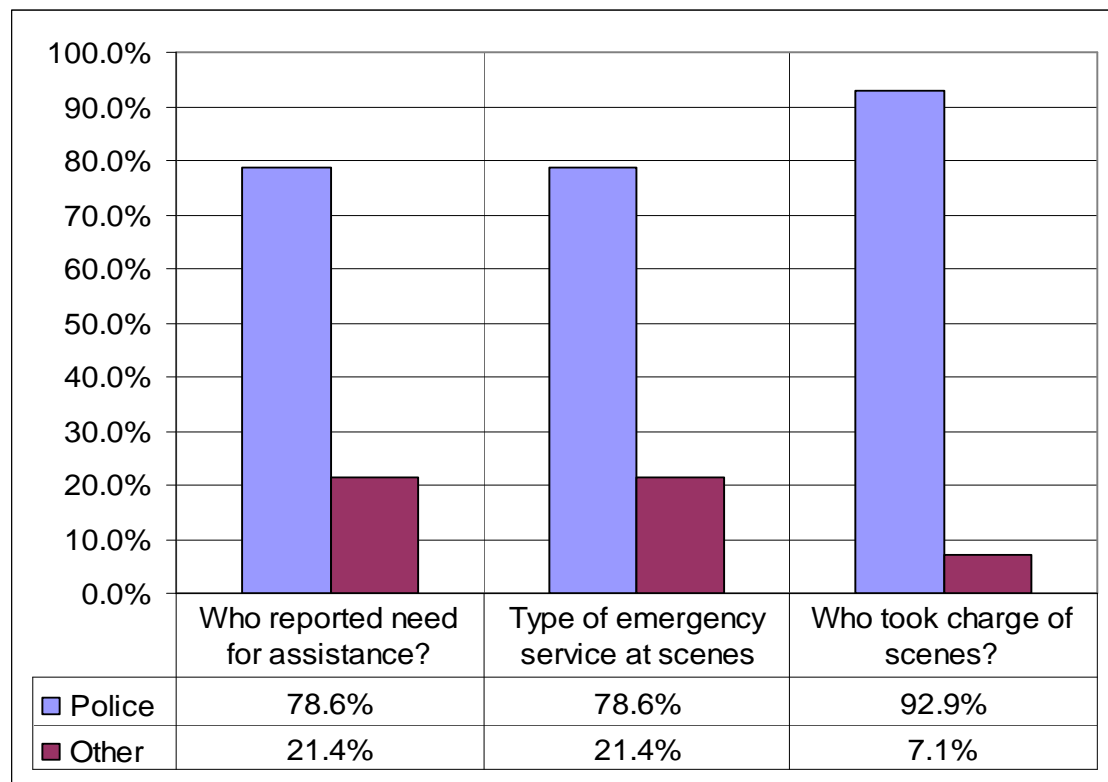
Incidents such as drownings, concealment of crimes, accidents and suicides are agents necessitating the Gauteng Waterwing to react. The host is the environment in which these happenings occur. These waters may be still flowing, raging, clear, murky or contaminated. This detailed analysis of the body of water in which recoveries take place is a breakdown of the most likely locations where recoveries take place. Consequently actions must be taken, and attempts must be made to alter the circumstances that lead to these events. The primary aim of the SAPS and more specifically the Waterwing should be to prevent occurrences before they happen. So far the Waterwing in Gauteng's main countermeasure is largely re-active in nature, with the intention to execute recoveries after incidents have occurred.

Countermeasures should rather be of an educational nature regarding the dangers of different types of water bodies and, promoting supervision when people swim. These are excellent measures that can be taken to prevent drownings and accidents. In direct contrast to these preventative measures, crime-related concealments will be more difficult to combat, as water masses are believed to be an effective means of obscuring evidence. This bone of contention should be allocated more attention as a preventative resolution to water-related incidents.

4.7 COMMAND AND CONTROL

Figure 4.7 presents the command and control measures during the observation period.

Figure 4.7: Bar chart illustrating reporting agencies, type of emergency services at scenes and control at these scenes



Primary command and control at scenes require adequate supervision to function effectively. In South Africa, fire departments, emergency departments and police complaint vehicles are normally first responders to emergencies. However, only Police Waterwing members are authorised by the Department of Labour to remove bodies or evidence from water. This section will attempt to determine the reporting agency, type of emergency services present and the responsible party at scenes during the observation period.

4.7.1 Initial reporting party

During the data collection period, seventy-nine percent (79%) of calls for assistance were received from Police agencies such as police stations fifty percent (50%). Radio

Control Centres (10111) twenty-nine percent (29%). The remaining twenty-one percent (21%), of reporting agencies were respectively Emergency Services and a boat club. Reporting agencies are illustrated in Figure 4.7.

4.7.2 Emergency services at scenes

During the observation period the majority of emergency services at water-related scenes (79%) were provided by the South African Police Services, followed by other emergency services, including Netcare 911, the Fire Department, Provincial ambulance, Metro traffic and a tow-in service (total of 21%).

4.7.3 Control of scenes

Referring to Figure 4.7, Netcare 911 was in control of a scene in only one incident, due to the fact that a girl needed urgent medical attention by means of resuscitation. This patient was transported to hospital but passed away later the same day. Access to these scenes was the responsibility of the SAPS, as these events were either potential or actual crime scenes that required police intervention. It is evident that there is a direct re-active relationship between water-related scenes and the Waterwing.

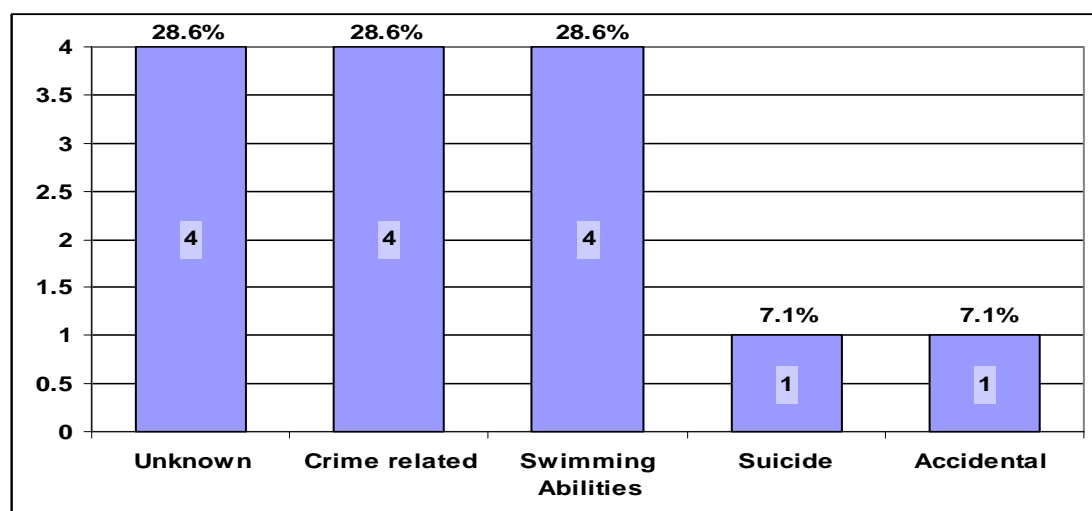
A major reason for establishing command and control at scenes is the identification of aspects surrounding water-related crime incidents. Fire Departments, Police complaint vehicles and emergency departments were usually at the scenes first and were able to provide first hand information to the Police Waterwing Supervisor about the event. Problems relating to different types of emergency services at scenes were a concern. Often crime scenes were manhandled when fire departments and first responders, acting in ignorance, took over the role of the police when removing bodies and evidence from bodies of water, thus possibly destroying evidence that the police may need for further investigation. It must, however, be accepted that saving a person's life is always of the highest importance, and if there is the slightest chance of resuscitation, the first responders are obligated to save a life at any cost. According to law, any and all unnatural or suspicious causes of death must be interpreted as criminally related, until otherwise determined by investigation. It is common knowledge that saving a life necessitates fast action, but the necessary investigation

into the circumstances of the event that led to the incident can be a drawn-out process. Complications occur when bodies and sometimes evidence are removed, as these actions sometimes destroy evidence. It is again emphasised that Waterwing members alone are authorised by the Department of Labour to remove bodies or evidence. It also sometimes happens that crime scenes are not adequately documented. As the observation reports were gathered, a number of noteworthy data gaps were revealed relating to emergency services and who took charge of scenes. Many problems occurred in the police system, due to not having permanent Waterwing units, compounded by the lack of adequate personnel to give proper attention to tasks, such as freak acts of nature, disasters and maybe terrorism. If one of these incidents occur, different departments will be necessary to attend to these scenes. All of these instances require a tremendous amount of skilled personnel with sufficient equipment to respond quickly. If the Waterwing existed as a permanent unit, it would be easier to respond more effectively. Currently, the members' primary functions interfere with training, maintenance of equipment and rapid response times.

4.8 CAUSES OF OCCURRENCES

Figure 4.8 presents the grouping of the 14 incidents in the observation period of the Gauteng Waterwing, and relates to the causes of the occurrences.

Figure 4.8: Bar Chart illustrating the reasons for incidents



Water-related incidents that occurred in the Gauteng area are grouped in five segments relating to their causes, namely, unknown, crime- related, swimming abilities, suicide and accidental. This section will attempt to determine the apparent circumstances surrounding each event.

4.8.1 Cause of occurrences - unknown

Incidents that were attended by the Gauteng Waterwing during the observation period where the causes of occurrences were unknown, amounted to four. On three separate occasions bodies were recovered, of which two were adult males, that were fully clothed with no external injuries; and one body of a child (-sex unknown), that was in an advanced stage of decomposition. Furthermore, there was one case of a boat that was salvaged that had exploded and burnt. In all of these incidents the circumstances surrounding the particular incident could not be ascertained.

4.8.2 Cause of occurrences – crime-related

The number of crime-related scenes attended by the Waterwing in Gauteng amounted to four. Three incidents related to the concealment of evidence, and one to murder. The concealment activities were related either to theft or insurance fraud, as a boat and a vehicle were hidden under water, and a boat that was reported stolen, was recovered at an aquatic club. The body of a female child was recovered in a river, and it was believed that she was murdered as her underwear was tied around her neck, with strangulation marks evident.

4.8.3 Cause of occurrences - swimming abilities

The number of drownings related to the absence of supervision in the Gauteng area amounted to four incidents, resulting in the death of eight individuals, of which seven were children between the ages of 4 and 12 (three females and four males) and one was an adult male. In incident three, two girls drowned in a residential swimming pool and in incident nine one adult male drowned when he attempted to save two boys who ventured too deep into a dam. In incident eleven, one girl fell into a dam while washing her hands, and in incident fourteen two boys drowned while swimming in an excavation site.

4.8.4 Cause of occurrences - suicide

One water-related suicide took place during the observation period. The deceased was an adult male who was reported missing nine days before, and who apparently died by hanging himself from a tree overhanging a river.

4.8.5 Cause of occurrences - accidental

While it is said that drownings can be classified as accidental, drownings were counted separately for the purposes of this analysis. One incident occurred when a recreational water user had a skiing accident. This person was not killed, but evacuated to hospital.

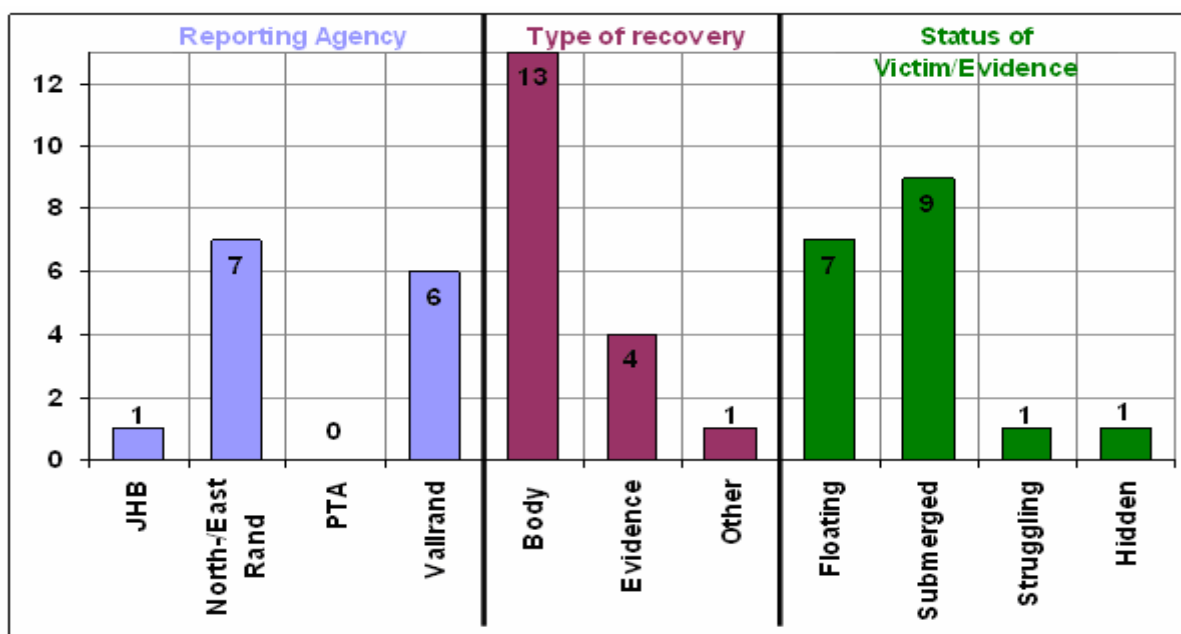
Prominent risk factors that contributed to water recoveries were linked to crime, swimming abilities, accidents and suicide during the data collection period. The researcher attempted to determine the apparent circumstances surrounding each event. When gathering this information the researcher either asked bystanders at the scene what happened, or he made his own conclusions. The observation reports indicated that most drownings can be attributed to the lack of swimming abilities, poor or no fencing and supervision. Educational messages such as social crime prevention, awareness projects and media coverage of drownings have helped to reduce the impact of these problems, but there is still room for improvement. These steps are referred to as they affect the dependability of the data recounted herein. Through the observation analysis it was determined that prevention messages should be customised to suit the seasons of the year, especially the warmer months or in holiday times when drownings are more common. There is a typical pattern discernible from the previous year's documentation (Figure 1.1) that water occurrences are more common during summer months between November and February and slightly more common during weekends. Furthermore, suspicious circumstances where homicide is assumed, as well as the concealment of evidence in water also occurred during the observation period. This confirms that submersion in water is used as a means of concealing events of a criminal nature. One suicide by hanging also occurred when the body fell into a river and had to be removed by the Gauteng Waterwing. It is evident that Police intervention is needed not only to prevent drownings, but also to

recover bodies and evidence in order to investigate water-related crimes and ultimately to apprehend offenders.

4.9 OVERVIEW OF RECOVERIES

Figure 4.9 presents an overview of recoveries made on the four Waterwing sectors during the observation period.

Figure 4.9: Bar Chart illustrating recoveries made according to the four Waterwing sectors in Gauteng



The overview of recoveries, including the reporting agency, type of recovery and the status of the victims/evidence is based on the observations made (i.e. observation reports).

4.9.1 Reporting agency

Gauteng Province has four Waterwing sections known as the North-/East Rand, Vaalrand, Johannesburg and Pretoria sectors. Services rendered by these units were on a twenty-four-hour support basis. The Gauteng area has various water bodies such as dams and rivers, with rainfall mostly in the summer months, which leads to occasional floodings, especially in informal settlements, which tend to be close to

water bodies. Within the limit of the observation period, the North-/East Rand reported seven (50%), Vaalrand six (43%), Johannesburg one (7%) and Pretoria zero of the water-related incidents in Gauteng.

4.9.2 Status of victim/evidence

The status of the victims and evidence was combined to illustrate the nature of recoveries made during the observation period. As can be seen, the combined total of the “status of victims/evidence” does not correlate with incidents that were attended to; in incident three one child was submerged while the other was struggling, and in incident fourteen one body was submerged while the other was floating. Furthermore, in incident nine, three submerged bodies were recovered. The individual subjects recovered totalled eighteen for the fourteen incidents attended by the Gauteng Waterwing. Floating subjects numbered seven, of which five were bodies, one was a boat and there was one person who required medical attention. Submerged subjects amounted to nine, seven bodies, one motor vehicle and one boat. One girl was struggling in a swimming pool when emergency services arrived, but later died in hospital. Lastly one stolen boat was recovered after information was received from the Vaal River Aquatic club that it had been hidden onshore.

4.9.3 Type of recovery

The ratios between bodies, evidence and water accidents that were attended to by the Gauteng Waterwing are obvious. Bodies recovered were pre-eminent with thirteen bodies retrieved due to various causes, see Figure 4.8. Less evident, was evidence recovered, with four incidents relating to assets such as a vehicle, and three small water vessels (boats). Lastly, one water-related accident occurred where a patient needed to be evacuated to hospital. There is no contemporary current structure inquiring into the success rate of all recoveries made in Gauteng.

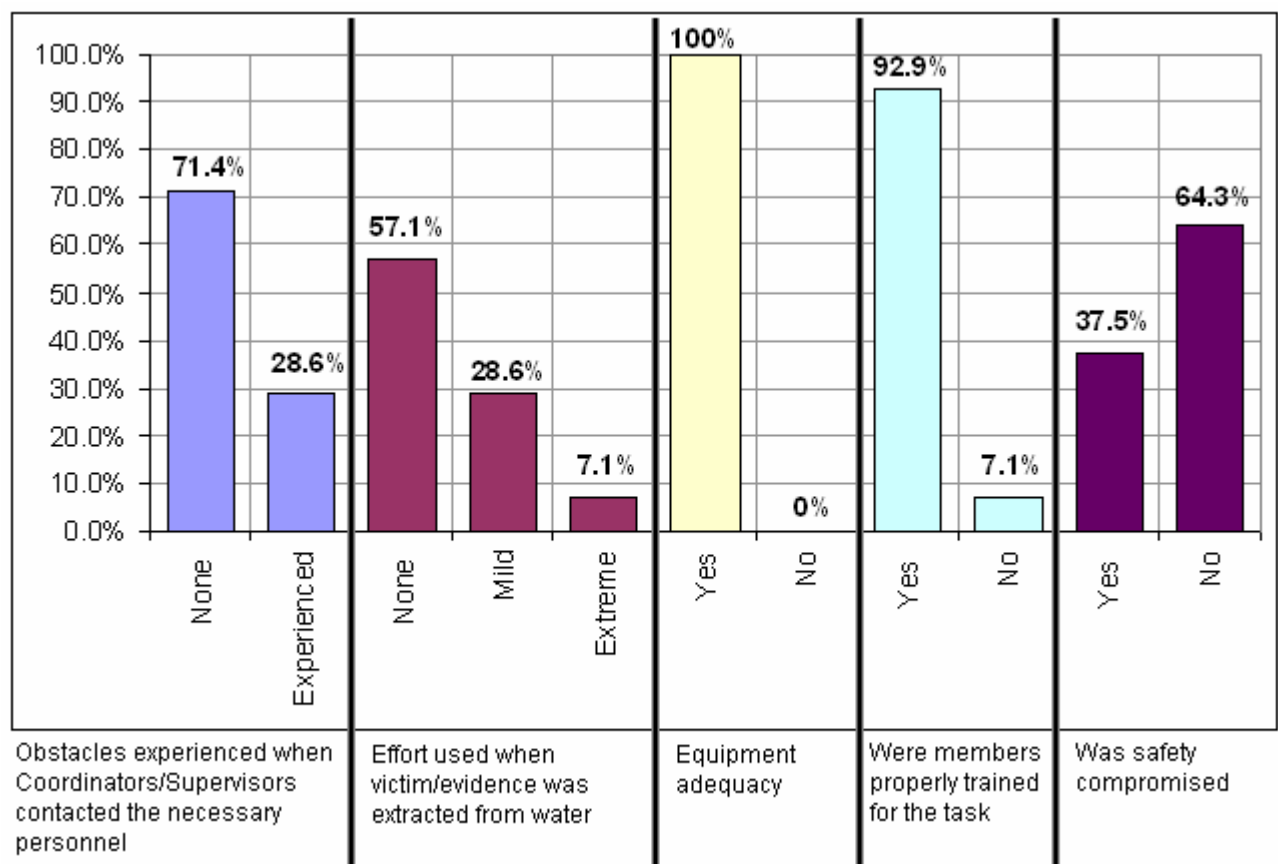
Underreporting of water-related occurrences to the Waterwing is evident in the Gauteng area. Boating incidents, such as accidents and theft, regardless of the water body, are not appropriately surveyed, as theft of vessels and damages to these crafts are only reported to the local police station for insurance purposes. A suggested solution to this shortcoming will be to initiate partnerships between the Waterwing,

police stations and emergency services. There is no contemporary current inspection system to confirm that reports of scenes done by fire stations, medical response groups and the SAPS are accurate in their details or that they are comprehensively recorded. No follow-up inquiries are conducted at hospitals concerning discharge data. No assurance can be given that the scenes attended by the Gauteng Waterwing during the observation period were a true reflection of all water-related crime scenes. The solution should be to identify staff members at relevant institutions, such as local emergency services, fire departments and hospitals, who can work in a combined effort with the SAPS Waterwing personnel to help lessen these information gaps. Nationwide involvement and thorough statistics relating to aquatics have, without exception proven problematic to obtain. It was evident that North-/East Rand and Vaalrand Waterwing points were more active during the observation period than the Johannesburg and Pretoria sectors. It can be argued that these prominent Waterwing points' territories are larger and that they have more water bodies than the areas where fewer incidents were reported. Different agents lead to submissions such as drownings or homicide and sinking of property. The decomposition of bodies also leads to flotation; and it should be remembered that Figure 4.9 examines the incidents when the Waterwing arrived at the scenes and refers to the whereabouts of bodies and evidence, and not the place or position where these subjects might have been when the incidents occurred.

4.10 PROBLEMS EXPERIENCED IN RENDERING SERVICES

Figure 4.10 presents the grouping of the 14 incidents in the observation period of the Gauteng Waterwing, and relates to problems encountered.

Figure 4.10: Bar Chart illustrating problems experienced by the Gauteng Waterwing



The problems experienced in rendering services were emphasised in this section specifically to highlight the need for organisational restructuring in the SAPS Waterwing to empower them to perform more productively and to improve their service delivery in servicing the community.

4.10.1 Obstacles experienced

In twenty-nine per cent (29%) of all incidents received, Co-ordinators/Supervisors experienced obstacles in ensuring that adequate Gauteng Waterwing members attended to scenes (Figure 4.10). Two obstacles experienced were of a transport nature, when there was a lack of transport for members to scenes, and once owing to the festive season when some members could not attend due to family obligations. On the first occasion, the conveying of members was a problem due to a shortage of vehicles to collect members who were on rest days. On the second occasion Waterwing members of the North-/East Rand had to come to the aid of the

Johannesburg sector as a result of the latter's lack of vehicles. Furthermore, on one occasion there was a shortage of divers because of members' family responsibilities during Christmas. Lastly there were radio channel problems during the implementation of a new radio system in Gauteng that hampered communication with relevant parties.

4.10.2 Effort

Services were provided without exertion, as Figure 4.10 indicated. Most incidents (fifty-seven percent 57%) involved little to no effort, followed by mild effort of twenty-nine percent (29%) and extreme effort of seven percent (7%) to recover evidence from water bodies. Over and above the obstacles experienced by team members in reaching scenes, difficulties arose at scenes that required special intervention. Moreover, the topography, depth of water, and the strength of currents were some of the aspects that had an influence on the effort involved to execute tasks. Little to no effort was associated with tasks that were uncomplicated. Effort required to extract evidence and victims was mostly small except for the one occasion when the Vaal River was flowing strongly, and it was night time.

4.10.3 Equipment adequacy

The criterion for availability of equipment was whether the Gauteng Waterwing had sufficient equipment to meet normal needs when attending call-outs. Equipment needs were adequate during the observation period, with a hundred percent (100%) sufficiency rate. Members' diving apparatus, ropes and vessels were up-to-date and also up to the standard required to deliver a professional service to the society. The Gauteng Waterwing had sufficient equipment throughout the data collection period.

4.10.4 Personnel skills

The researcher further observed that even though appropriate equipment was available to members, there was a seven percent (7%) need for training in swift water recovery techniques. Difficulties in the first incident related to first responders that could not retrieve a body, owing to their lack of skills/training and they had to contact and wait for trained members to assist them in the swift water recovery. Additionally, the skill

shortage had an influence on prolonged reaction times and the time spent at scenes (Table 4.5). However, in ninety-three percent (93%) of call-outs received during the observation period, members were properly trained for the tasks at hand. A very high number of members are highly skilled and equipped which lessened the effort in removing bodies and evidence in potentially strenuous circumstances.

4.10.5 Safety issues

Although the requirements of the Occupational Health and Safety Act were not strictly followed, team members worked in as safe a manner as conditions allowed. Data summarised in Figure 4.10 confirm that in nine incidents members' safety was not compromised and in five incidents it was. Safety was jeopardised mostly through environmental circumstances such as the location, water current, night diving, chemicals in the water and ultimately in not obeying the Occupational Health and Safety Act. These circumstances cannot be manipulated, and measures were implemented to safeguard members' safety.

Obstacles experienced during the observation period were moreover related to not being a permanent unit. The Gauteng Waterwing experienced personnel shortages due to the members primary policing activities, lack of active personnel, members on leave, transport problems and once there was a communication problem. If the Waterwing responsibilities were to be a primary function, members could be controlled more effectively through measures such as duty lists, stating clearly who is on standby during non- operating hours. In general scenes did not require strenuous efforts to effect outcomes and this relates directly to high training standards and adequate equipment. Members need to learn and keep in practice with the operation of all necessary recovery techniques and equipment to ensure that no life threatening situations arise. It was obvious that although some delays occurred in attending scenes due to personnel skills, in-time and effective finalisation of scenes was mostly achieved. The researcher further observed that even though the appropriate members mostly attended scenes, effective service to the community was hampered as a result of the fact that the unit is not a permanent service. All four sectors included in this study had the basic equipment needed for the handling of scenes. A concern, however, was the lack of swift water training, adequate vehicles and personnel to give appropriate attention to their duties.

4.11 THE RESULTS OF THE INTERVIEWS

Responses of the Pretoria Waterwings reaction to the 2 semi-structured interviews are presented below and are discussed by means of one central subject and its sub-groupings as they relate to the absence of call-outs (Table 4.4) for this unit during the observation period. Furthermore, interviews with 8 other Waterwing unit members were also held to supplement data. First and foremost, an explanation of the main theme is provided. Secondly, responses to the questions will be supplemented with verbatim reactions of respondents. In summarising the presentation of the subject matter and its sub-groupings, a influential assessment is presented which will conclude the interview results.

The main bone of contention, the small number of call-outs in the Pretoria area, will be discussed in the next section.

4.11.1 The small number of call-outs in the Pretoria Area during the observation period

Functional aspects such as productivity should form the measuring tools for the effectiveness of the Gauteng Waterwing, and more so the management thereof, as this is required to ensure the expansion and survival of the Gauteng Waterwing unit in the long term. During the observation of water-related crime scenes in Gauteng, in the period from 2007-12-15 to 2008-01-03, the Pretoria sector did not report any call-outs, while Johannesburg area reported 3, North-/East Rand 8, and VaalRand 2. Calls for water-related assistance are either made from the public to emergency services, communal emergency services to the SAPS, or from the SAPS to their respective Waterwing points. Through interviews with the Commander and members of the Pretoria Waterwing sector, the researcher's aim was to determine the reasons for the non-reporting of scenes during the observation time frame.

4.11.1.1 Shortcomings or constructive actions of the Pretoria Waterwing

Considering the actual reasons for success or failure, weaknesses and conversely constructive actions result respectively in either the lack of achievement, or successful activities, that in turn lead to specific outcomes. These strengths and

weaknesses might both contribute to the absence of call-outs during the observation time frame in the Pretoria area.

It appears from the semi-structured interview with the Pretoria Waterwing Co-ordinator that he is uncertain what the reasons were for the small number of reported cases during the observation period. Members of the Pretoria Waterwing speculated about the reason for non-attendance. This unit had social prevention strategies in place, such as school projects informing children regarding the dangers of water albeit in a small way. Furthermore, the unit established good relations with recreational water supervisors, and with emergency departments informing them about water safety issues and giving them ideas to prevent water-related accidents from occurring on their waters. Additionally, respondents felt that they have good relations with Provincial Emergency Departments which may ensure that reports are made. The festive season's crime prevention operation occurred during the data collection time-frame, which could also possibly heighten awareness. The nil report of the Pretoria area is however, not the norm, as water-related scenes occur frequently in this region during the year. "Soos jy kan sien op my informasie bord teen die muur, vanaf Januarie die jaar het ons heelwat uitroepe gehad, selfs gedurende die wintermaande wanneer water voorvalle gewoonlik minimaal is" ("As you can see, the information board on my wall displays frequent water call-outs from January this year, even during the winter months when water incidents are normally minimal"). From the individual semi-structured interviews with the Pretoria Waterwing Co-ordinator and the other respondents, it is clear that they had mixed emotions about the small number of reported incidents during the observation period. The uncertainty of respondents about the reporting of water-related crime scenes might be the result of the inadequacy of the current communication channel. On the other hand, a number of respondents believe that the preventative measures taken by the unit led to a positive outcome during the observation period. No system is perfect, and no system is free from human error, even where the safety record is excellent. It is difficult, if not impossible to factually isolate causal factors that relate to the absence of water-related crime incidents during the data collection period in the Pretoria area. It is interesting however, to find that the respondents interviewed on the subject mentioned two factors that they believe to be responsible for the lack of call-outs; firstly, change and secondly their commitment to water-related crime prevention. Hence the data

relating to the nil statistics cannot statistically be applied to the specific context, such as to why there was not a need for the Pretoria Waterwing, nevertheless, everyone interviewed on the subject confirmed that the lack of incidents are not the norm.

The theme to be discussed next explores the impact of the Waterwing as a secondary function. Responses from members from other Waterwing units in Gauteng will be discussed.

4.11.1.2 Impact of the Waterwing as a secondary function

The impact of the Waterwing operating as a secondary function relates to the consequences it has on members and the effects on their primary functions. Moreover, the secondary function aspect is closely connected to the effectiveness of the Waterwing unit and in a greater sense reflects on the responsibility of the SAPS to the community it serves. This can take the form of a lack of professionalism, communication and inadequate control and lack of satisfactory service provision.

It emerged strongly during the individual semi-structured interview with the Pretoria Waterwing Co-ordinator that the Waterwing operating as a secondary function leads to an enormous amount of problems. The co-ordinator indicated that the coordination of the Pretoria Waterwing and its members is his primary function and that he has firsthand experience relating to the Waterwing as a sub-function. “Dit is noodsaaklik vir die Watervleuel om ten alle tye optimaal te kan funksioneer, maar probleme ontstaan wanneer daar nie genoegsame lede vir tonele beskikbaar is nie” (“It is important that the Waterwing is at all times able to function to its fullest potential, but problems manifest themselves when there are not enough members to deal with scenes”). Most of the respondents were of the opinion that it is of utmost importance for the Waterwing to act in a professional manner and this can only be achieved if effective control and communication are practised. “Lede is veronderstel om hulle primêre funksies te verrig, maar as daar ‘n water toneel is beteken dit besigheid, hulle prioriteit is dan veronderstel om die water vleuel funksie eerste te stel” (“Members are required to perform their primary duties, but if a water-related situation presents itself, members should

place their Waterwing function first”). Often this understanding of the change of duties is inadequate to deal with water emergencies, as members are hampered by their commanders who mostly believe that the functioning of his station or unit is of more importance. Furthermore, the transport of members is another difficulty, as co-ordinators rely mostly on the members’ primary function commanders for transporting members to scenes. Other than the availability of personnel and transport related difficulties, there are issues such as the maintenance of physical resources and training that hamper the performance of the unit, as a result of this being a secondary function.

Secondly, respondents in the individual interviews clearly expressed their concern and unhappiness at the Waterwing operating as a secondary function. Respondents are of the opinion that the Waterwing functioning as a secondary responsibility hampers the effectiveness of this unit in its professionalism, communication and control functions. As a result, respondents are unhappy at not being a permanent unit. One respondent accentuated the unpredictability of his duty as a police official in that there is an uncertainty of where his responsibilities lie. Due to poor communication and control of the members’ commanders, respectively between their primary function and the Waterwing function, there is a noticeable lack of professionalism. One of the major purposes of this research was to reveal how the Waterwing in Gauteng actually operates and performs in comparison to what the members are supposed to do while performing water-related duties. Based on this sample part of the interview process, it appears that several general characteristics hold true for Waterwing points in Gauteng. Although issues such as training, professionalism and equipment have improved during recent years, the working situation of the Waterwing members is not in line with the optimal effective functioning expected of this unit, because these duties are secondary.

The next theme for discussion focuses on the positive and negative influences on the morale, productivity and quality of services rendered by Waterwing members functioning as a permanent Inland Waterwing Unit. Furthermore, the impact these factors would have on the service as a whole, the influences within and outside the organisation, as well as the resistance to change will be evaluated.

4.11.1.3 The impact on the morale of members, on productivity, on quality of service and the positive and negative aspects regarding a permanent Inland Waterwing Unit

The attitudes of members regarding a permanent Inland Waterwing unit can take a positive or negative form, and have the potential to impact in a major way on the morale of members, their productivity and the quality of their service delivery. Positive perspectives are the point of view and encouraging attitudes of members towards a permanent Waterwing system; these attitudes can take the form of members being positive, constructive and confident with regards to permanent Waterwing units. Negative perspectives will reflect opposite of the positive views. Furthermore, the uncertainty of members' prime responsibilities leads to doubts and a lack of confidence in the South African Police Service.

Individual semi-structured interviews with respondents revealed that, according to them, permanent Waterwing units would be the ideal. For the purposes of a more in-depth analysis, this sampling theme was separated into two categories to explore the impact that a permanent Waterwing unit would have on members' morale in either a positive or negative way. The data showed many significant differences in the morale of members, their productivity and the quality of their services. In an attempt to identify particular influences relating to the impact of the Waterwing on the member's morale, productivity and quality of service, several comparisons were made between positive and negative aspects. A Waterwing co-ordinator highlighted positive aspects of a permanent unit. "Bevelvoorders van primêre funksies sal nie geraadpleeg hoef te word as daar tonele is nie, verder sal daar 'n beter diens gelewer kan word omdat daar altyd persone beskikbaar sal wees. Pro-aktiewe aksies soos bewusmakings projekte sal meer effektief uitgevoer kan word en re-aktiewe bywoning van water tonele sal baie vinniger bygewoon kan word met die hulp van dienslyste" ("There will be no need to contact other commanders if a scene presents itself. Furthermore, a better service will be delivered as there will always be sufficient members to attend to call-outs because of the implementation of a duty list. Pro-active actions such as awareness projects will be executed more effectively and the re-active attendance at water scenes will be faster"). On the other hand, respondents clearly expressed negative aspects. "Die verrigting van veelvoudige take met inbegrip van primêre funksies en sekondêre

funksies, sal iets van die verlede wees wat moontlik werkstevredenheid mag beïnvloed. Verder bestaan die moontlikheid dat lede sal sukkel om bevorder te word in the Watervleuel, en ook in ander rigtings omdat persone se spesialiteit Watervleuel is. Laastens as 'n lid gelukkig is om bevorder te word sal hulle hoogs waarskynlik buite die Watervleuel bevorder word wat sal lei na die verlies van kundigheid” (Multi-tasking with regard to primary and secondary duties will no longer be significant, which might influence job satisfaction. Furthermore, promotions within the Waterwing and the SAPS as a whole would be limited. If a member is fortunate to be promoted, this person will most likely be transferred to an unrelated workplace, which will lead to the loss of skills”). Most respondents expressed their feeling of de-motivation in functioning on a part-time basis and made no secret that they would prefer to work at a permanent Waterwing unit, even if it means that their promotion options will be fewer. The Waterwing function as a secondary duty has a negative effect on the morale of members and affects the productivity and service capacity of the Waterwing negatively.

From the above it was apparent that the perceptions of respondents have a negative impact on the morale of most of them, as most just move with the main stream and take a laidback attitude towards their duties. To determine the impact of the Waterwing on the morale of members and their productivity and quality of service, their verbal feedback was used to establish the effect it has had on them and the Waterwing. The comparison of feedback, both positive and negative revealed that the majority of respondents felt that the current system of the Waterwing functioning as a secondary function has had a negative impact on their morale, mainly because they do not know where their main responsibilities lie. This negativity has had a negative impact on the productivity of this unit. In contrast to the negative aspects, positive views regarding a permanent Waterwing unit were prevalent amongst most respondents, where it was felt that permanency would simplify current common difficulties. In addition, respondents believed that Waterwing members, the SAPS and the community are disadvantaged because there is no permanent Waterwing unit. The majority of the respondents stipulated that the main focus of attention regarding this matter should be professional service delivery to the whole of society, since the South African Police Service cannot lag behind the rest of the modern world. Only one respondent had mixed emotions regarding aspects relating to a permanent Inland Waterwing Unit: “Die meeste

lede van die huidige Watervleuel sisteem wil graag hulle primêre funksie verruil vir uitsluitlik water verwante polisie werk, maar ek wonder of hulle so positief sal bly indien hulle vir 'n aantal jare net die funksie beoefen" ("Most members of the current Waterwing system want to exchange their primary functions for water-related police work, but I wonder if they will stay as positive if this was their only function for some years"). The same respondent mentioned that most Waterwing members desire the Waterwing function as a primary function because they have not been promoted for several years; in other words members want to exchange promotion for job satisfaction.

The next theme to be discussed explores how members experience the management of the Waterwing as well as their understanding of its resources.

4.11.1.4 Management and resources

Management's responsibilities are defined by the acronym "PLOC" Plan-Lead-Organise and Control. This includes the command and control over resources and capabilities. The resources refer to human (workers) and physical (equipment) availability. In addition, aspects such as constant learning objectives that support the growth and progress of any organisation, should be managed effectively to support the SAPS Waterwing.

All respondents taking part in the individual interviews were of the opinion that the Management of the Waterwing at Provincial level is not up to standard. It must be mentioned that these top level commanders/managers attend to the needs of the Gauteng Waterwing, in addition to their primary functions. These dual functions have a negative impact on the service delivery of the Gauteng Waterwing which directly relates to available physical and human resources of this unit. As a result, physical resources, but more importantly vehicle shortages, are the pre-eminent physical resource concern for the respondents interviewed. "...daar is 'n groot tekort aan voertuie; ons as watervleuel lede is verleë aan ons direkte primêre bevelvoerders om ons met vervoer en gepaste voertuie te voorsien wat meestal nie moontlik vir die bevelvoerders is nie. Verder het die Pretoria punt, 'n Regulasie 80(6) voertuig (voorheen gesteelde voertuig) gekry, maar die papierwerk rondom die voertuig het nagenoeg twee jaar geneem om afgehandel te word, terwyl die

voertuig net in die son gestaan het, wat veroorsaak het dat die voertuig nou baie probleme gee” (“...there is a big shortage of vehicles. We as Waterwing members rely on our direct primary function commanders to supply us with suitable vehicles, but mostly it is not possible for them to do this. Furthermore, Pretoria Waterwing received a previously stolen vehicle that now has a lot of mechanical problems, due to the length of time it took to procure the vehicle while it was standing in the sun”). All the respondents were happy with the availability of essential equipment that includes boats, diving equipment and safety gear. All the necessary equipment that relates to members safety is supplied and kept within the standard set by the Occupational Health and Safety Act. Human resources is a great concern for most respondents. “Daar is altyd ‘n tekort aan lede, as gevolg van bedankings, bevorderings en jaarlikse mediese ondersoeke wat nie geslaag word nie. Verder omdat daar regstellende aksie toegepas word, gebeur dit veral dat swart persone nie aan die vereistes van waterverwante kursusse voldoen nie, omrede daar meestal ‘n groot agterstand aan swem vaardighede is. Persone wat wel kan swem mag noodgedwonge nie op die kursusse gestuur word nie as gevolg van hul velkleur” (“There is always a shortage of members, due to resignations, promotions and persons who fail their yearly medical examinations. Furthermore, affirmative action is the order of the day, and it is commonly known that most “black” people have a swimming disadvantage that leads to their failing in water-related courses. People who can swim cannot go on these courses due to their skin colour”). This is the expressed opinion of an interviewee and does not necessarily reflect the views of the researcher. As a result of the above, respondents stated that only a small number of new Waterwing personnel are actively introduced to the Gauteng Waterwing each year which directly results in a shortage of manpower. Additionally, most respondents believed that the relation between the number of call-outs and the Waterwing member strength does not encourage safe and professional conduct; therefore they cannot provide an effective service to the community. In addition to the management of physical and human resources, training forms an integral component of proficient Waterwing conduct. All respondents had completed training courses related to the Waterwing activities of the South African Police Service. From a total of ten respondents three respondents completed the vessel handling courses and only two had completed commercial diving training. The remaining respondents were trained in both disciplines. All the respondents completed a number of courses that supplement

these two primary water policing duties, such as diving supervisor, swift water, medical, 4 x 4 and rope technician courses. All respondents received their skills training through the SAPS. However, there is no a formal exercising or refreshers program to keep members on an acceptable standard which once again relates directly to the management of this unit.

The general opinion of the respondents taking part in the individual semi-structured interviews is that the Management of the Gauteng Waterwing does not have the desired impact to improve on service delivery. A contributing aspect to the incompetence of the SAPS Management is that the Waterwing unit is subordinate to the primary functions of the Provincial Division Operational Response Services, with the result that this unit is dealt with only after units such as Police Emergency Services are allocated budgets. This contributes to the lack of vehicles. In addition, human resources are influenced because of the policy of affirmative action which ultimately leads to unsatisfactory service delivery. This might also explain the low morale experienced by members. As a result, the lack of a proper management practice might explain the productivity weakness and negative morale of members that affect the quality of service delivery to the community. On the other hand, the majority of members are positive and deliver a professional service as far as possible.

4.12 CIRCUMSTANCES ASSOCIATED WITH THE WATERWING PREMISES IN GAUTENG

At some Waterwing points in Gauteng, conditions are far from ideal:

- Johannesburg Waterwing sector uses the Johannesburg Police Emergency Services offices, and has sufficient storage space.
- North-/East Rand Waterwing operates from both the East and North Rand Police Emergency Services, with equipment divided between these two places. There is a need for a combined central storeroom.

- Pretoria Waterwing sector works from Pretoria Police Emergency Services and also has sponsored premises at the Roodeplaat dam at its disposal (which in addition functions as a storage facility). This unit needs a more central facility.
- Vaalrand Waterwing sector uses community sponsored offices, and the possibility that they might be evicted on short notice is obvious.

Most of the Waterwing points do not operate under optimal conditions. This may result in a demoralised staff component. The lack of appropriate facilities to render quality services may contribute to unacceptable levels of service delivery.

4.13 SHORTCOMINGS OF THE GAUTENG WATERWING

It must be mentioned from the start that the evaluation of the Gauteng Waterwing weaknesses on crime and the deterrence thereof is a complex task. As crime statistics in South Africa clearly demonstrate, the country has a crime predicament. Furthermore, victims have lost faith in reporting crimes to the police, and thus crime statistics do not give a true reflection of the real situation. An example relating to water occurrences that are not reported, is when emergency services such as fire departments attend water-related scenes without notifying the proper authority. Without proper statistics it is difficult to implement plans, therefore a true reflection is needed to put re-active measures in place.

Shortcomings in the re-active functioning of the Gauteng Waterwing can be narrowed down to one primary cause, namely, that it is not a permanent unit. Social crime prevention and situational crime prevention measures are practically impossible to implement; members' duties are mostly of a re-active nature and their principal duties receive preference over water policing and related prevention and deterrence activities. It is a well-known fact that the best way to prevent offenders/victims from becoming crime statistics is to educate them, and thus empower them to become "harder targets". For instance, encouraging people to learn to swim will make persons less susceptible to drowning, and informing people about safeguarding their properties will make it harder for offenders to commit crimes. Additionally, it should be kept in mind that crime prevention goes much further than just stopping people from becoming victims and criminals. Social and personal factors make people more

likely to become victims. These circumstances should also be effectively addressed issues such as unemployment, proper/inadequate schooling, drug abuse and moral-beliefs. These social circumstances cannot be attended to by the police. There is a deficiency in the South African Police Service, including the Waterwing Unit, in that police officials are not being educated in matters relating to prevention and deterrence, including water safety and vessel safety.

Another weakness of the Gauteng Waterwing is that there is not a decent data base regarding the licensing and registration of vessels within the South African vehicle registration authority. This makes the prevention of vessel theft impossible as it is difficult to circulate details of stolen vessels because the trailer is the only component that is registered. The result is that theft of vessels is thriving in South Africa and the recovery thereof is poor. Until 2008, vessel operators did not require vessel handling permits to operate water craft, as required on sea going vessels. This used to lead to loss of life as vessels are inadequately equipped. The newly amended Merchant Shipping Act will be enforced during 2008 to ensure that coxswains are licensed and vessels are water-worthy, even when using water craft inland as is currently required for sea going vessels.

Further shortcomings in the Gauteng Waterwing are more of a resource nature, such as vessels, vehicles, safety equipment, hazardous diving suits and metal detectors. Resources are of utmost importance because without them, it is inevitable that a poor and unprofessional service will be rendered. As is the case with any specialised unit in any police organisation all over the world, poor quality of training of members, and inadequate equipment is a clear indication of bad management.

4.14 SUMMARY

Policing agencies over the world perform various functions, and their responsibilities are strongly cross-linked in numerous ways with a preventative, pro-active or re-active purpose embedded in them. According to Rogers (2006:13), police agencies should move from short-term re-active policies to a more pro-active scientific approach, which predicts crime and disorder and executes prevention through partnerships. Contrary to this statement, the Waterwing in Gauteng has only a re-active function, as members perform these duties as a secondary function. The focus

of the Waterwing as a rule is mainly on recoveries (re-active) throughout the year, except during the December festive season when pro-active policing measures are taken at popular water destinations. Water-related incidents affect all members of society. The South African Government has an immense burden in effectively dealing with crime, and consequently visible policing (crime prevention) and policing activities (pro-active and re-active) are frequently staged as being a universal cure within the criminal justice system. Evolution in every aspect of human existence is moving forward at a rapid pace, and police agencies must keep up with these changes, including Waterwing functions. It can be said that re-active policing is non-debatable in police practices worldwide, and will under no circumstances cease to exist.

Data were analysed and explained in this section. A qualitative and phenomenological approach was used to direct the research. A non-experimental, as well as a descriptive research design was chosen for the study. Information and data collection was effected through participating observation and semi-structured interviews to produce findings. All relevant data were displayed by means of figures that included pie, table and bar charts which were comprehensively explained. Information was gathered regarding the feasibility of a specialised Waterwing unit, weaknesses, shortcomings and the functioning of the SAPS Waterwing through observations and members' experiences. Findings were consistent with literature records. Ethical criteria were adhered to and matters concerning validity and reliability were taken care of.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

Chapter five gives a summary of this study from chapters one to four. The analysis made in Chapter four is expanded and conclusions drawn, followed by recommendations based on the conclusions concerning the shortcomings in the functioning of the Gauteng Waterwing. A qualitative phenomenological research outline was implemented in this study to address essential issues relating to Water Policing in Gauteng. Evidently if the South African Police Service (SAPS) were to devote themselves to the recommendations generated in this dissertation, there could be a marked improvement in the service delivery capability and management of the Waterwing in Gauteng.

5.2 SUMMARY

The aim of the study was to explore the feasibility of full-time, as opposed to part-time Gauteng Waterwing, regarding the viability of this unit as a non-specialised unit in the South African Police Service (SAPS).

Chapter one discussed the motivation for the research, namely to investigate the capacity of specialised units in the SAPS and to evaluate if the Gauteng Waterwing would improve its performance if this were to be a primary function. In addition, the problem statement was presented after which the aim and significance of this research was explained. The value of this study and the possible significance were additionally examined. Goals and objectives which provided the aims and reasons for the study were discussed, as well as a clear and unambiguous statement of the research objectives. The primary objective of this study was to evaluate if the Waterwing unit could function as a specialised/permanent unit in the SAPS. Data were gathered by means of observations and documented observation report forms, which were then subjected to statistical analysis. In addition, semi-structured interviews with ten Waterwing members were conducted and the respondents' views were analysed and described. The secondary rationale of this research was to:

- undertake a literature study to determine an understanding of the functioning of specialised international, and regional Waterwing units.

- provide an assessment of the effectiveness of a specialised Waterwing unit in the SAPS in terms of international and regional best practices.
- determine the functioning of the Gauteng Waterwing in the SAPS.
- develop an action plan to address the needs that may be identified.
- make recommendations regarding the need for the establishing and managing of a specialised SAPS Waterwing unit in Gauteng.

Furthermore, the delimitation of the study defined how the study was narrowed in scope. This was followed by the problem statement, after key management problems experienced during the study were discussed. The nature and extent of this study which explained its intentions, aims and objectives were explained. Key theoretical concepts, fundamental to this study, were described to present an overall understanding of their connotation in this study. A description of the value of the research and the research methodology, defining the precise measures that were taken to address the research problem, were also highlighted. This description included the explorative characteristics of the study, the research approach and design, method of data collection and analysis, methods to ensure validity and reliability, ethical considerations and problems that complicated the study.

Chapter two presented a holistic overview of the nature and extent of the problem. A study of the historical development of the Waterwing in the South African Police Service (SAPS) provided a broad framework and basis for this chapter. The focus of this chapter was on the organisational hierarchy in which the Waterwing operates, from the National top structure to the Provincial structure, supported by the geographical layout and the South African Police Services facts and figures. Furthermore, the delimitation of this chapter gave an overview of specialised units and the restructuring of these units, and concentrated on the SAPS Strategic Plan (2004-2007), with a clear focus on the development of the remaining specialised units. The chapter presented a policing strategy for water crime reduction in order to understand the various aspects relating to policing approaches. Furthermore, this chapter provided background pertaining to the policing style change in South Africa, and a critical assessment of the current strategies central to crime prevention. The opinions and viewpoints of various authors that relate to the essence of this chapter were analysed and augmented to place this study in perspective. This chapter concluded with a discussion and presentation of the extent of the work of the Waterwing in Gauteng by illustrating the functions, statistics consistent

with the four different Waterwing points, the management, aims and goals, position, benefits and detriments of this unit.

Chapter three presented an overview of the nature and value of specialised units in policing agencies internationally and regionally, in comparison with the South African context, with a clear focus on their Water Police Units. Relevant literature relating to these selected case studies analogous to South African conditions was reviewed and presented to point out the similarities and differences between the types of specialised services rendered. The significance of the respective specialised units of these countries was examined to establish the nature and value of specialist units in these policing agencies compared to the South African context.

In chapter four the interpretation of the research findings was discussed and analysed. The aim of the analysis was to understand the different divisions and subdivisions of the information acquired, through a breakdown of similarities between the different concepts, constructs and variables in order to recognize separate tendencies and patterns as well as to derive new solutions from the data. This chapter investigated the crime reduction approach (primary, secondary and tertiary) of the Gauteng Waterwing. The locations, hours worked, personnel services and equipment involved, the training and crime prevention outcomes during a holiday season were presented. The importance and implications of long-term crime prevention, as well as pro-active and re-active policing measures were also discussed to justify the significance of each aspect. Included in the analysis are the achievements of these four teams in Gauteng. Information and data were collected by means of participative observations and semi-structured interviews, according to a descriptive research design. Topics relevant to the functioning of the Gauteng Waterwing were evaluated. Qualitative measures were combined with measurable facts. An explanation of each theme was given, supplemented with tables and figures. A critical assessment of themes and their sub-headings was made. This chapter concluded with circumstances associated with the respective Waterwing units in Gauteng and the shortcomings of the Gauteng Waterwing.

5.3 CONCLUSION

This study, “Specialised Units in the SAPS – A Case Study of the Waterwing in Gauteng”, has resulted in a collection of substantial findings that might aid the SAPS, its

specialised units and the Waterwing in particular (management and operations) to enhance the professional conduct in the Gauteng area. The decision by the South African Government to reduce the number of specialised units strengthened police station investigations and therefore detection capabilities through improved intelligence and information gathering at station level. However, this decision caused controversy regarding the specialised units, which does not necessarily make sense to the affected members, who in turn feel that their special skills will no longer have significant use at local detective branches.

Study findings indicated that Waterwing services were available to all communities in Gauteng. Services were provided as agreed upon by the Constitution of South Africa and government policy. The majority of respondents interviewed revealed that they were not content with their working conditions within the Gauteng Waterwing. Findings furthermore suggested that the primary functions of members interfered, as operational hours were mostly at inconvenient times, necessitating interventions to overcome predicaments, such as transport to scenes. It was found that equipment available was of a good quality, but training of members should be done continuously.

The researcher advocates more involvement of members in decision making regarding Waterwing matters, improved team work between National and Provincial levels, as well as between Waterwing points. Members should also insist on improvement of the Waterwing units. The findings and recommendations of the study should contribute to the enhancement of operations of the Waterwing in Gauteng.

5.4 RECOMMENDATIONS

The study suggests that the Waterwing in Gauteng has several weaknesses. These shortcomings act as stumbling blocks which hamper the envisioned improvement of professional service delivery of the SAPS. As a result of these shortcomings there is a plethora of concerns that demand the attention of SAPS management. The literature review indicated that specialised unit initiatives and the establishment of these units originated as a result of the need to address the impact of crime in South Africa as a whole. Furthermore, this study revealed that water policing activities were implemented by the SAPS to address the high occurrence of water-related incidents in South Africa.

The problem researched in this study is whether the Waterwing Unit should function as a permanent unit or not. Recommendations are consequently focused on the feasibility of a permanent Waterwing unit in the SAPS. It is clear that the Waterwing function within the SAPS is a necessity, but literature obtained from best practices and data findings suggest that the Waterwing should become more specialised in its role, but must remain a secondary responsibility. Based on the research and facts contained in this dissertation, the ensuing recommendations were formulated to enable the SAPS to make the necessary adjustments with regard to the improvement of the Waterwing to ensure a more efficient service delivery capacity. The following recommendations are made in the light of the above-mentioned conclusions.

5.4.1 Grounds for non-permanent status

Data obtained in the document analysis and observation reports (Chapter 4), do not support the implementation of a permanent/specialised Waterwing unit. It is important to mention the reasons here specifically. The customary crime prevention approach of the Gauteng Waterwing (4.2) during the festive seasons has the necessary effect on recreational water users at prominent water attractions. Figure 4.3 shows the figures relating to the effectiveness of the Gauteng Waterwing during the festive season. It is clear that the Waterwing is effective in preventing water-related incidents through their crime prevention approach. Furthermore, the number of personnel involved in the crime prevention festive operations in each area, did not directly relate to staff shortages during the operations, as police vessels were adequate in all Waterwing areas (Figure 4.1 and 4.2). Personnel numbers compared to the number of vessels available were adequate in all sectors, however, the need to attend to diving scenes led to skills shortages.

The following recommendations are made in the light of crime scene attendance:

- The number of call-outs does not justify a permanent Waterwing unit (Table 4.6 & Figure 4.6).
- This study revealed that police Waterwing activities fulfil an important duty to address the occurrence of water-related crime scenes in South Africa. The literature review showed that the Waterwing came into existence as a result of the need to address the effect that water-related occurrences have on the community.

Nevertheless, all call-outs during the observation time frame were dealt with competently (Table 4.5) and the objective of every call-out was met.

- The data in Table 4.6 presented the water bodies in which recoveries took place. It must be mentioned that the majority of call-outs were at waters not actively policed by the Waterwing during the festive season.
- In order to ensure a professional and more importantly, a safe service, the Department of Labour only authorises the police to remove evidence and bodies from water. The Department of Labour do not limit the Police to remove evidence only from water. The mode of diving and appropriate training limits police divers. Therefore if the Police choose to be more specialised they will be allowed to dive in other substances. From figure 4.7 it is obvious that the Waterwing took charge of water-related scenes, even though it is their secondary function.
- Figure 4.8 displays the reasons for water-related incidents. One of the most important reasons for illustrating the causes of incidents is to determine if the Waterwing could prevent occurrences from happening. Since figure 4.8 does not indicate a great deal of variance in reasons for occurrences, it is suggested that social crime prevention activities (Figure 4.5: Three levels of pro-active policing interventions), should be implemented to warn water users of the danger of water and to encourage people to learn to swim.
- The findings evident from figure 4.9 have shown that body recoveries are more prominent than evidence recoveries, and the status of victims/evidence is more likely to be un-revealed. The predicament lies in that dive teams should work in teams of 7 people, according to the Occupational Health and Safety Act (Act 85 of 1993). While each area could task between 1 and 2 dive teams if all members were available, commitment to other police duties frequently meant this ideal was not met (Table 4.2). It is recommended that the 4 Waterwing points in Gauteng combine their members at bigger scenes to increase the personnel strengths of dive teams at these scenes.
- An analysis of the problems experienced is presented in figure 4.10. It is evident that complications were minimal. Problems mostly occurred in contracting personnel and in environmental circumstances, such as the location. Members were adequately equipped and mostly properly trained. As a means to create and maintain a proper communication channel, the primary commanders of members should be committed to allow Waterwing members to attend to scenes, so that all

the Waterwing members within Gauteng will have the opportunity to attend to all scenes. Therefore, adequate support and guidance should be provided by the primary function commanders to improve water-related service delivery to the community.

The impact of the Waterwing operating as a secondary function directly relates to the consequences it has on members and the effects on their primary functions. The following recommendations are drawn from the interviews with members:

- Respondents predominately are unhappy at not being a permanent unit. But as concluded previously, the constitution of a permanent Waterwing unit is not justified by this study. Respondents are of the opinion that the fact that the Waterwing has to function as a secondary responsibility hampers the effectiveness of this unit in its professionalism, communication and control functions. It is clear that issues such as training, professionalism and equipment have improved during the recent year. However, the working situations of the Waterwing members are not in line with the optimal effective functioning of this unit. It is recommended that the Waterwing should become a semi-specialised unit, as findings suggest that there are some serious shortcomings that need to be addressed.

5.4.2 Greater specialisation is needed

As stated above, the Waterwing must be a semi-specialised unit. When all variables were analysed, the need for training and the vehicle shortages were revealed as prominent weaknesses. The current study indicates that there is a need for constant new diver training, as the stringent medical requirements frequently result in applicants failing the strict tests. Furthermore, the training in safety aspects, relating to dangerous environmental situations, should also receive attention. More training exercises must be arranged more frequently to cover all aspects of Water Policing work. This can be done through national instructions that can force primary function commanders to send Waterwing members under their command to attend such training exercises. The mere fact that members stay up to date with their respective qualifications will have a twofold benefit; members will be involved more often within their respective Waterwing points, and secondly it will promote the Waterwing

as a semi-specialised unit. Recruitment and training of new members must be done more consistently and executed in conjunction with the needs of the unit. SAPS members that apply for recruitment must not be rejected on the basis of their skin colour, as such practices could possibly reduce pass rates. Results have indicated that equipment is up to the prescribed standard (Figure 4.10); however, vehicles are a problem as Waterwing members depend on their primary commanders to supply them with transport, which is not possible in most cases. It is imperative that National Head Office provides for a budget to supply the Waterwing with appropriate vehicles, as this will improve service delivery and the professionalism thereof.

The variation noticed on the West Australian and New Zealand best practices indicates that a central permanent Waterwing unit in Gauteng, supported by part-time units will be the ideal. Procurement of accoutrements, including vehicles will be simplified considering the specific responsible unit. This responsible unit will be able to mobilize on short notice, and part-time member's participation will only be at larger operations. This approach could be instrumental to specialisation. Subordinate units will not stop functioning, and members that form part of these units can continue with their normal police duties, needless to say with improvements suggested by the researcher.

5.4.3 Waterwing management proposal

To ensure better functioning of the Waterwing Unit as a semi-specialised unit, recommendations are consequently centred on an effective management plan for the Waterwing, to eliminate the impediments hindering the optimal functioning of the Waterwing. The focus of this recommendation is to transform the organisational culture and work procedures in order to improve the functioning of the Waterwing Unit and ultimately to enhance service delivery. The solution to management restructuring of the Gauteng Waterwing should be an inquiry into the current management plan and subsequently ensuring that the plan will be changed. The management processes life cycle consists of a continuous cycle of four basic management tasks namely; Planning, Organising, Activation and Control. For a proposed semi-specialised Waterwing unit to succeed in serving the community effectively as a non-permanent duty, it will need to be managed according to the basic

rules of active management. This includes a proper management plan, participative management and core management responsibilities.

Planning: Top management must mainly be concerned with strategic planning, while middle and lower management must be responsible for tactical and operational planning. Strategic management (top management) must include a continuous planning process to establish appropriate plans to suit constant changing environments and to implement plans to meet the needs of the community.

Organising: This is the clustering and distribution of activities to leading sections or functional divisions. Subdivisions inherent in this are the creation of posts in these sections and divisions, as well as the stipulation of duties, authority and responsibility of these sections. After quantitative and qualitative human resource needs are determined, recruiting must fill vacancies. Human resource provision does not only mean the supply of human resources to suit the needs of the organisation, but also the provision of the right personnel for the task or duties. Training is especially important if workers want to specialise in a certain direction, such as Water Policing. One of the human resource functions is to point out needs, to implement training and to develop programs to empower all personnel. Promotion of members in the Gauteng Waterwing normally leads to the loss of a skilled person, as a result of more responsibilities given to the member in his primary function. Unfortunately there is not a structured promotional route within the Gauteng Waterwing. Successful candidates for the Gauteng Waterwing must be effectively incorporated and orientated into the unit. The new member must be introduced to co-workers and supervisors and all work-related issues must be thoroughly explained. The objective is to create a favourable impression on the new member to promote teamwork. If the new member can become productive as soon as possible, time will be saved.

Activating: Activation is the process by which people are influenced so that they will give their cooperation enthusiastically to reach the organisations goals. The placing of members with necessary skills, training, experience and temperament in the appropriate posts will ensure that the Waterwing strategies are in place and properly implemented. The importance of rewards in this regard should not be ignored; these should be in line with achievements made by Waterwing members, for example, overtime money should be paid to members for water-related duties after normal

working hours. Furthermore, members who are more reliable than others can be sent for additional training to increase their skills. In this way they will be rewarded for their diligence. Participative management is also important to motivate members, because people who are involved in the management process will know about problems and will be able to contribute to the solving of these problems.

Control: The primary aim of control is to make certain that goals of an organisation will be reached. Control is a relatively simple process, but its effective implementation requires skill and resourcefulness. Without a proper budget, Gauteng Waterwing planning may be successful, but the implementation will be unsuccessful and will lead to little control, because of the lack of necessary funds. The Waterwing manager's responsibility to implement productivity measurements means analysing the results obtained in this study. The recommendations will result in solutions which will give the Waterwing a competitive advantage within the South African Police Service. The improvement of service delivery should be a priority for the Gauteng Waterwing, as well as for the SAPS at large. If the SAPS does not attempt to improve productivity on all levels of management, this will lead to unacceptable low levels of productivity which will, in turn, affect the public. An important aspect of every manager's task is to create an intensified productivity environment and to maintain it.

5.4.4 Water-related community policing

Preventing criminality and incidents from happening at grass roots level is what primary level pro-active policing interventions are meant to achieve. It is of utmost importance to establish appropriate active communication channels with the community.

- Primary pro-active interventions must focus on the broad community of possible lawbreakers or victims. It must involve aspects such as supervision at swimming pools and licensing of vessel operators. The co-operation or involvement of businesses, holiday resorts, boating companies and municipal swimming pool personnel should be actively sought to assist the Waterwing in promoting water awareness. In order to get the necessary role players involved, interventions such as national radio and television broadcasts could be launched to inform role players regarding the importance of these water safety issues. The mission of the

Gauteng Waterwing must be to put basic water safety fundamentals in practice through social crime prevention and awareness projects.

- Secondary pro-active policing interventions must aim at influencing certain groups away from committing offences, and preventing people from becoming victims. One way of doing this is to launch water awareness projects at schools. The idea must be sold to the Education Department, and then deployed to schools. The SAPS must conduct these initiatives with school governing bodies to educate learners about water safety issues. Much has been said about policing measures (4.2.3), but it is obvious that community involvement is a necessity, especially regarding the implementation of boating safety. The newly implemented Merchant-Shipping (National small vessels safety) Regulation, Gazette No 8728, 2007 in terms of the South African Merchant Shipping Act, 1951 (Act No. 57 of 1951), requires all small vessel operators to be licensed. The effectiveness of the implementation of this act directly relates to police-public collaboration.
- Tertiary pro-active policing interventions must aim at specific persons. People that cannot swim must be encouraged to learn to swim, and structures which involve community learn-to-swim projects must be launched. Restorative justice must encourage offenders such as unlawful vessel handlers to become licensed. If boating-shops do not sell boats without proof of a buyer's licence and if holiday resorts do not allow unlicensed skippers and their vessels on water, occurrences will be prevented before they can happen. The licensing of skippers and vessels is an important matter and will require an integrated endeavour from the community and the SAPS. The SAPS must enforce the law relating to the licensing of coxswains and vessels. However, it is just as significant for them to enlighten vessel owners, holiday resort management and boating shops about the new legislation. Boating companies and water body management must additionally be influential in this process, and customers must be guided to license themselves, as well as their vessels. All involved parties must assist the SAPS and report those who offend.

Re-active policing through Law Enforcement on waters has made a major contribution to the development of safety and the reduction of disasters during festive seasons. This was an appropriate recognition of the benefit of both the SAPS and the

members of the Gauteng Waterwing in serving the community (Figure 4.3). However, the Waterwing's re-active police actions and associated dilemmas come to the forefront in situations where the priorities of the community necessitate action from the police service, such as recoveries of bodies and evidence that occur at different locations (Table 4.6). This is when the most difficulties occur for Waterwing members to reach scenes. It is recommended that transport issues should be attended to by means of the allocations of budgets that specifically cater for the procurement of the vehicles. It is further recommended that members from the respective Waterwing points in Gauteng should be based at the same primary function workplace in order to simplify communication channels and the availability of members at all times.

This study indicated that there is undeniably a place for specialisation in the Waterwing. However, the results implied that it does not inevitably indicate that the Waterwing Unit should become a permanent unit, but rather that this unit should be a semi-specialised unit, even though its members work from different stations and units.

It is arguable whether all Waterwing point members should work from a central police station or unit to simplify matters such as transport, training and control. The findings of this study must be considered within the organisational structure in which the Waterwing of Gauteng functions (Figure 2.5) in order to make the implementation of the recommendations more viable.

5.5 RECOMMENDATIONS FOR FURTHER RESEARCH

Inland water policing and diving is a relatively new concept in the South African policing domain and might not be perceived by the organisation as important. Top, middle and lower management might not understand the benefits of water policing and the enforcement of the newly drafted SAMSA law. In a Regulation published in the Government Gazette of 8 August 2007, the Department of Transport set out a plan, relating to the licensing of vessels and vessel handlers, as well as the SAPS's role and responsibility regarding this legislation. This makes it essential for additional research to be done in facets of Water policing and its improvement.

Further research can be directed to explore the following:

- Community / Police relationship and strategies to improve this relationship.
- Strategies to recruit black people to make the Waterwing more representative of the population.
- Strategies to make the community more aware of the dangers of water.
- Effective community involvement in the policing of waters.

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ANNEXURES

ANNEXURE 1: OBSERVATION REPORT FORM

ANNEXURE 1

OBSERVATION REPORT OF WATER RELATED CRIME SCENES IN GAUTENG FROM 2007-12-15 TO 2008-01-03 *									
DATE OF INCIDENT (YYYY/MM/DD): / /		TIME (HH:MM): : :		REPORTING AGENCY: (JHB/PTA/N/E-RAND/VAAL) JHB PTA N/E-RAND VAAL		INCIDENT NO: 			
DATE CALL WAS RECEIVED: : : / /		NUMBER OF PERSONNEL AT SCENE: :		AGE/SEX OF VICTIM: <input type="checkbox"/> ADULT (18+) <input type="checkbox"/> YOUTH (12-18) <input type="checkbox"/> CHILD (4-12) <input type="checkbox"/> INFANT (0-4)		<input type="checkbox"/> MALE <input type="checkbox"/> FEMALE <input type="checkbox"/> UNDETERMINED			
TIME OF CALL (HH:MM): : : / /		TYPE OF EMERGENCY SERVICES AT SCENE (SAPS, PROV.): :		EFFORT WHEN VICTIM/EVIDENCE WAS EXTRACTED FROM THE WATER: <input type="checkbox"/> NO EFFORT <input type="checkbox"/> MILD EFFORT <input type="checkbox"/> EXTREME EFFORT					
WHO RECEIVED THE INITIAL CALL:		WHO TAKES CHARGE: WHY:		THEIR FUNCTION:					
WHO REPORTED THE NEED FOR ASSISTANCE:		LOCATION OF INCIDENT:		WATER TYPE/SOURCE: <input type="checkbox"/> POOL IN GROUND <input type="checkbox"/> SPA <input type="checkbox"/> SEPTIC TANK <input type="checkbox"/> POOL ABOVE GROUND <input type="checkbox"/> RIVER <input type="checkbox"/> BATHTUB <input type="checkbox"/> EXCAVATION SITE <input type="checkbox"/> DAM <input type="checkbox"/> TOILET <input type="checkbox"/> SEWERAGE WORKS <input type="checkbox"/> OTHER:		CAUSE OF DEATH: <input type="checkbox"/> CRIMINAL <input type="checkbox"/> ACCIDENTAL <input type="checkbox"/> EVIDENCE <input type="checkbox"/> UNDETERMINED			
WHO DID THE CO-ORDINATOR/SUPERVISOR CALL FOR ASSISTANCE: 1. 2. 3. 4. 5. 6.		DESCRIBE THE CIRCUMSTANCES LEADING TO THE INCIDENT:		WAS EQUIPMENT AT THE SCENE ADEQUATE: <input type="checkbox"/> YES <input type="checkbox"/> NO		NOTE:			
THE TIME IT TOOK THE CO-ORDINATOR/SUPERVISOR TO CONTACT NECESSARY PERSONNEL (HH:MM): : : / /		LOCATION AND ACTIVITY OF VICTIM/EVIDENCE IMMEDIATELY PRIOR TO INCIDENT:		WERE MEMBERS PROPERLY TRAINED FOR THE TASK: <input type="checkbox"/> YES <input type="checkbox"/> NO		NOTE:			
OBSICLES EXPERIENCED WHEN CO-ORDINATOR/SUPERVISOR CONTACTED THE NECESSARY PERSONNEL:		TYPE OF RECOVERY: <input type="checkbox"/> BODIES <input type="checkbox"/> NUMBER OF BODIES: <input type="checkbox"/> EVIDENCE <input type="checkbox"/> NUMBER OF EVIDENCE: <input type="checkbox"/> OTHER:		WAS SAFETY COMPROMISED: <input type="checkbox"/> YES <input type="checkbox"/> NO		NOTE:			
NUMBER OF PEOPLE CALLED NOT DIRECTLY ASSOCIATED WITH THE SCENE (e.g. COMMANDERS):		STATUS OF VICTIM/EVIDENCE WHEN FOUND IN WATER: <input type="checkbox"/> SUBMERGED <input type="checkbox"/> FLOATING <input type="checkbox"/> STRUGGLING <input type="checkbox"/> OTHER:		TIME SPEND AT SCENE (DD:HH:MM): : : / /		REPORT COMPILED BY:			
REACTION TIME OF ALL MEMBER TO SCENE (HH:MM): : : / /		GARMENTS OF VICTIM: <input type="checkbox"/> SWIM WEAR <input type="checkbox"/> CLOTHES <input type="checkbox"/> NONE <input type="checkbox"/> OTHER:		NOTES:					
NAME OF COMMANDER/SUPERVISOR AT SCENE:		NOTE: THIS CHECKLIST IS ABOUT CONTROL GROUP BEHAVIOUR, AS TEAM MEMBERS PERFORM THE TASK							

ANNEXURE 2: CRIME PREVENTION OPERATIONS REPORT

ANNEXURE 2

SUID-AFRIKAANSE POLISIEDIENS



SOUTH AFRICAN POLICE SERVICE

INFORMATION NOTE

TO: SNR.SUPT.VENTER
SUPT OPPERMAN
FROM: CAPTAIN OPTHOF
REFERENCE: 3/5/1
DATE: 2008-01-09

WATER POLICING FESTIVE SEASON SUCCESSES AND PRODUCTION

1. Total number of bodies recovered: 28
2. Total number of rescues: 20
3. Total number of recoveries: 30
4. Total number of fines issued and value: 109 value R31 300
5. Total number of warnings issued: 423
6. Total number of visits to other dams and swimming pools: 138

CAPTAIN.
SUB-SECTION HEAD : POLICE EMERGENCY RESPONSE
A. OPTHOF

ANNEXURE 3: REQUEST PERMISSION

ANNEXURE 3

SAP 21

SUID-AFRIKAANSE POLISIEDIENS



SOUTH AFRICAN POLICE SERVICE

Posbus/Post Office Box ??

Verwysing Reference	
Navrae Enquiries	INSP. R. BOOYSEN
Telefoon Telephone	(011)617-4028
Faksnommer Fax number	(011)617-4030

THE PES COMMANDER
POLICE EMERGENCY SERVICE
EAST RAND
ALRODE
1468

2007-11-27

**The National Commissioner
South African Police Service
PRETORIA
0001**

Attention: S/ Supt Snetler

APPLICATION FOR PERMISSION TO CONDUCT A RESEARCH STUDY IN THE SOUTH AFRICAN POLICE SERVICE

- 1. This letter serves as an application to conduct a research study in the South African Police Service***
- 2. The applicant is an employee of the SAPS with the Police Emergency Response Service East - Rand Gauteng
Personal Details : Name - R. Booysen Service No - 0460325-7
Rank - Inspector.***
- 3. The applicant is a registered student for a Masters Degree in Policing (M - Tech) at the University of South Africa (UNISA). It is part of the study to conduct research. Proof of registration with the university has been attached with this application.***
- 4. The research topic is : Spesialised units in the SAPS - A case study of the Waterwing in Gauteng. The research will be qualitative in nature since the aim is to investigate the perceptions, experiences, opinions and personal views of waterwing members regarding the SAPS Waterwing in Gauteng. You are advised to consider the attached proposal document of the study very carefully and identify any implications thereof.***
- 5. The applicant has consulted with the Faculty of Policing at Unisa regarding the study and therefor, permission was granted to proceed with this intended topic. The study leader is Proffessor R. Snyman : Contact details : (011) 471 - 3560 .***
- 6. The research process is now at the stage where approval or permission is awaiting from the (SAPS) where this study is going to take place. Research will begin as soon as the letter of approval is received.***

ANNEXURE 4: PERMISSION GRANTED

ANNEXURE 4 - Page 1



INFORMATION NOTE

Ref: 3/34/2 (16)

The Provincial Commissioner
SA Police Services
GAUTENG

**APPLICATION TO CONDUCT RESEARCH IN THE SOUTH AFRICAN
POLICE SERVICES: POST GRADUATE STUDY : INSP. R. BOOYSENS :
POLICE UNIT: SAPS WATERWING : GAUTENG.**

1. Insp. Booyens is working for the SAPS Emergency Response Service at East Rand in Gauteng and studying M-Tech(Policing) with UNISA.
2. His study covers the following topics
 - ★ The functioning of the current SAPS Waterwing
 - ★ Management of the Waterwing unit
 - ★ Functioning as a specialist in the Waterwing
 - ★ Shortcomings in maintenance of human and physical resources
 - ★ Professionalism in management of the Waterwing Unit and its members.
 - ★ Equipment requirements
3. Interviews will be held in the East Rand Police Emergency Response Service boardroom. The time, place and date of the interviews will be telephonically arranged with respondents and will be followed up in writing and confirmed. The researcher will discuss the topic, objective of the study and request for permission to use an audio tape for recording the interviews.
4. The aim of the study is to evaluate whether or not a specialized inland water policing unit will have a wider and more efficient and professional function than the current voluntary Waterwing Unit.

5. The nature of the research will be qualitative since the aim is to investigate the perceptions, experiences, opinions and personal views of Waterwing members regarding their unit. The researcher will use observation, interviews and document analysis in collecting data from twenty(20) members who will be participating in the research.
6. The researcher will require a period of three (3) months in which to conduct the research.
7. The following documents are attached:
 - 7.1 Application from Insp. R. Booysens
 - 7.2 Research proposal.

**RECOMMENDED / NOT-RECOMMENDED
COMMENTS**

----- : DIRECTOR
PROVINCIAL HEAD: MANAGEMENT SERVICES: GAUTENG
W.A. VENTER

**APPROVED / NOT APPROVED
COMMENTS**

----- : DEP PROV COMM
F/PROVINCIAL COMMISSIONER : GAUTENG
G.H. BESTER

Information Note Compiled by SAC. D. Mathule

011- 274 7611 (office)

011- 274 7565 (fax)

083 396 8866 (cell)

Information Note Verified by Snr Supt. PS. Naicker

011- 274 7566 (office)

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082 455 5373

ANNEXURE 5: CRIME PREVENTION QUARTERLY REPORT

ANNEXURE 5 Page 1

SUID-AFRIKAANSE POLISIEDIENS



SOUTH AFRICAN POLICE SERVICE

Die Provinsiale Bevelvoerder Polisie Nooddiens Gauteng Privaatsak X57 Braamfontein 2017		The Provincial Commander Police Emergency Service Gauteng Private Bag X57 Braamfontein 2017	
TO	THE DIVISIONAL COMMISSIONER: CRIME PREVENTION		
FOR ATTENTION	SUPT.STRYDOM		
FAX	(012)421- 8223		
DATE	2008-01- 09		
REFERENCE	3/1/8/5		
HANDLED BY	Capt OP'THOF		
TEL	011-274-7746/ 0827785930		
NUMBER OF PAGES	02		
SUBJECT			
CRIME PREVENTION INFORMATION: QUARTERLY REPORT: 2007/ 2008 WATER POLICING ACTIVITIES : GAUTENG			

MESSAGE

1. Herewith the Provincial return.
2. Third Quarter.
3. The return follows:
 - 3.1 Active Dive Supervisors (Permanent members) : 12
 - 3.2 Active Dive Supervisors (Reservists) : 01
 - 3.3 Active Divers (Permanent members) : 24
 - 3.4 Active Divers (Reservists) : 04
 - 3.5 Active Vessel Handlers : 24
 - 3.6 Total number of call outs : 58
 - 3.7 Total number of dives : 102

- 3.8 Total time spent on Dive scenes : 447 Hours
- 3.9 Total time spent on Water Policing : 1497 HOURS
- 3.10 Total number of drowning : 60
- 3.11 Total number of firearms recovered : 8
- 3.12 Total number of exhibits recovered : 32
- 3.13 Total number of rescues : 42
- 3.14 Other Dive operations and events Policed : Swim challenge,
Rotary river festival, Regatta Emerald Casino, Iron man,
Sasol simulation, Vaal Oewer, Grootvlei dive scene,
Vlaklaagte Kriel dive scene, Steenkool Spruit dive scene



F/PROVINCIAL COMMANDER: POLICE EMERGENCY SERVICE: GAUTENG
A. OPTHOF

CAPTAIN