An Assessment Of The Capacity Of National Police Service Response Teams On The Management Of Covid-19 Containment Measures In Nairobi City County, Kenya

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Abstract: Coronavirus (COVID-19) disease swept through most countries of the world prompting governments to come up with various response strategies towards containing the spread of the disease. Security agencies globally were involved in implementing the containment measures. In Kenya, the National Police Service (NPS) was involved in the management of COVID-19 containment measures. This study sought to examine the capacity of the NPS response teams on management of COVID-19 containment measures in Nairobi City County, Kenya. The capacity variable was measured by four constructs: appropriate training, adequate knowledge, adequate information, and resource mobilization. The study was anchored on the New Public Management (NPM) and adopted an exploratory research design. The target population was 4,000 people who included NPS officers, NPS managers and members of the public. A sample size of 350 respondents was finally utilized in the study and primary data was collected using questionnaires and interview guides. Quantitative and qualitative data was analyzed and revealed major findings as follows: On training 44.0 percent of the respondents agreed that: NPS response teams had the appropriate training, 25.4 percent strongly agreed, 9.1 disagreed, 0.9 percent strongly disagreed, and 20.6 percent were not sure. Appropriate training had a mean of 3.84 and a Standard Deviation (SD) of 0.94. On adequate knowledge, 38.6 percent of respondents agreed that NPS had imparted adequate knowledge, 28.9 strongly agreed, 7.1 percent disagreed, 0.3 percent strongly disagreed and 25.1 were not sure. Adequate knowledge had a mean of 3.89 and an SD of 0.92 On adequate information, 42.6 percent of the respondents agreed that the NPS had given adequate information, 23.4 percent strongly agreed, 7.4 percent disagreed, 0.6 percent strongly disagreed, and 26.0 percent were not sure. Adequate information had a mean of 3.81 and an SD of 0.90. On resource mobilization, 40.9 percent of the respondents agreed the NPS had mobilized enough resources, 25.4 percent strongly agreed, 6.0 percent disagreed, 1.1 percent strongly disagreed, and 26.6 percent were not sure. The resource mobilization had a mean of 3.83 and an SD of 0.92. These findings implied that each construct measured, positively and significantly impacted on management of COVID-19 containment measures. The study recommends the formation of an Emergency Situations Response Unit, provision of pre-planned contingency plans and provision of support policies. The research suggests further studies on the following: the need for joint coordinated pre-deployment training to recommend best training models that would enhance operational efficiency during emergencies.

Keywords: Law enforcement officers, response strategies, management of COVID-19 containment measures

I.   BACKGROUND TO THE STUDY

Globally, the International Criminal Police Organization (INTERPOL) brought forth international guidelines modeled in line with best practices to enhance effectiveness and safety of law enforcement officers in the context of COVID-19 environment. These guidelines were distributed across several jurisdictions (INTERPOL, 2020). Lum, Maupin, and Stoltz (2020) notes that COVID-19 had affected the normal operations of law enforcement agencies with the stay-at-home

orders changing people's routines and consequently patterns of crime. With the law enforcement officers still mandated to continue working daily on maintaining law and order including a wide range of other calls, the surging COVID-19 increased the risk of officers getting infected.

According to Bates (2020), the USA security was grappling with COVID-19 impacts on their safety and there were increased fears by police officers in different states like New York, Illinois and Michigan who encountered challenges of working with minimal protective gear in trying to balance public health and public safety. As part of the response strategy, the police departments changed their patrol assignments and reduced the number of road blocks and arrests to control escalation of COVID-19. Notwithstanding these efforts, the United States Fraternal Order of police reported as of June 15th 2020 that 121 officers had died in the line of duty from the virus and thousands more infected, indicating a need to take more precautions (Fraternal Order of Police, 2020).

In Africa, a range of tailor-made containment measures were instituted across the continent while in East African region, the East African Community (EAC) unveiled a joint strategy to prevent cross border spread. The common containment measures instituted in Africa and East Africa included lockdown, cessation of movement, ban on public gatherings, curfew, public transport measures and manadtory use of face masks among others.

In Kenya, the first COVID-19 positive case was detected on 13th March 2020. Since then, the disease escalated exponentially with Nairobi City County as the epicenter. As a result, the government's immediate response, through MOH, was to institute containment measures to prevent the spread of the disease. These measures included cessation of movement, ban on public gatherings, curfew timings, mandatory wearing of face masks and restricting the number of passengers in the public service vehicles (MOH, 2020). Social distancing requirements were further extended to privately owned vehicles where the passenger carrying capacity was limited to 50 percent. The NPS was given an additional mandate of executing the response strategy to manage the COVID-19 containment measures. During the execution, the NPS response was subjected to public scrutiny.

STATEMENT OF THE PROBLEM

The capacity of the law enforcement officers in many parts of the world came under sharp focus as the COVID-19 pandemic spread rapidly throughout the world. The developed countries like the USA and European countries had build adequate capacity owing to its past experiences in dealing with similar diseases like Spanish flu, Zaas and others (WHO, 2020). The police globally were tasked with managing the containment measures to curb the spread of the disease. These containment measures included imposing curfews and restricting movements from one country to another. In Kenya, while the government response to COVID-19 was lauded, the management of the containment measures by the NPS often elicited harsh criticism. The capacity of the NPS was also brought to focus, for instance, the police cells were not adequate in terms of the space leading to the flouting of the

COVID-19 protocols. When the NPS arrested those flouting the curfew regulations, their exposure to risks of infections was not well taken care of. In most cases, the arrested were often held in close proximity and taken to the police stations with crowded vehicles. There were many cases of overcrowding in the police cells which raised many questions as to whether there was adequate capacity by the NPS to enforce the regulations. Notably, there were no studies done in Kenya relating to the capacity of NPS response teams to manage the COVID-19 containment measures. This created a knowledge gap. To fill this gap in knowledge called for an urgent study to assess the NPS response strategy on management of COVID-19 containment measures so as to enhance understanding on the NPS execution of their additional mandate. This study focused on addressing this specific problem.

OBJECTIVE OF THE STUDY

The specific objective of the study was to examine the capacity of the NPS response teams on management of COVID-19 containment measures in Nairobi City County, Kenya.

RESEARCH HYPOTHESIS

H_0: The capacity of the NPS response teams had no significant impact on the management of COVID-19 containment measures in Nairobi City County, Kenya.

II. THEORETICAL LITERATURE REVIEW

This study was anchored on the New Public Management Theory

A. THE NEW PUBLIC MANAGEMENT THEORY

The New Public Management Theory (NPM) was coined and elaborated by Orhard (1998). According to Heyer (2011), the theory emerged and gained attention in the late 1980's against a backdrop of major public reform approaches in the United Kingdom (UK) under British Prime Minister Margaret Thatcher. The theory posists that public institutions should re-adjust themselves during emergencies and pandemics to cope with emerging challenges (Juneja, 2015). The NPM theory mainly emphasizes on managerial and implementation improvement and capacity building. According to Mongkol (2011), the managerial strand comprises of enhancing appropriate capacity to ensure results oriented approach to service delivery. Its intent is to improve capacity, service, quality, efficiency in operations and effectiveness of policy implementation (Haque, 2007). Fundamentally, the theory proposes a change in attitude when managing issues to one that ensures adequate capacity and results oriented service delivery.

In relation to this study, the theory captures the spirit of management of COVID-19 containment measures in that NPS must enhance its capacity to cope with the disease by ensuring execution of outcome-oriented strategies. This was achieved

through both the public as well all front-line workers adhering to guidelines and protocols as provided by the MOH in general. Additionally, the theory was important as it assisted NPS in Nairobi City County to improve the capacity of their response teams through training, information and knowledge-based operations and mobilization of resources. This capacity building enhanced efficiency in the NPS response strategy on management of COVID-19 containment measures. With the COVID-19 imposed containment measures, the NPM theory was anchored on this objective that examined the capacity of the NPS response teams in the management of COVID-19 containment measures.

III. EMPIRICAL LITERATURE REVIEW

A. CAPACITY OF NPS RESPONSE TEAMS IN MANAGEMENT OF COVID-19 CONTAINMENT MEASURES

According to Holsbeeke and Keteelar (2006), capacity is a human resource topic that involved skill development, training and ability to deliver better and improve outcomes and performance. Capacity includes infrastructure, skills and collective traits such as management and leadership. According to Hylton (2017), increasing the capacity for the police increased efficiency in service delivery. This was fundamental as it enhanced emergency management. Capacity building amounts to provision of training programs to inform police officers on how to go about any sponteneous emergencies. There was also the aspect of mobilization of resources which was esential primarily in the provision of required equipment. The United Nations Office on Drugs and Crime (UNODC) noted that African law enforcement officers faced a high risk of contracting COVID-19 just like other officers around the world and recommended simple guidelines like wearing of personal protective equipment (PPE) which were acquired through finances (UNODC, 2020). The capacity of NPS response teams in the study was measured by the constructs training, knowledge and information and resource mobilization. According to Hylton (2017), increasing the capacity for the police increased efficiency in service delivery. This was fundamental as it enhanced emergency management.

Globally, with the surge in and repeated encounters of disasters in the recent past, enhanced readiness from institutions and organizations had been identified as vital in preparing and managing emergencies. Zamoum and Gorpe (2018) argues that managing crisis should be a proactive process that involved tackling it before, during and after it happens and calls for organizations to play a role in protecting stakeholders from damange and possible negative consequences of the crisis. With a quasi benchmark in place, the Brennan Centre for Justice (2020) accounts that police departments in the USA made needed policy changes to help promote community health and safety while maintaining law and order in the COVID-19 environment. National Police Chiefs Council (NPCC) in the UK launched a response pack that included a four step escalation principle when responding namely; engaging, explaining, encouraging and enforcing (NPCC, 2020).

Regionally in the African context, the continent has never been short of health disasters. The 2014-2016 Ebola Virus Disease (EVD) outbreak in West Africa demanded rapid action from the Region to contain the highly contagious disease that spread across borders within weeks. With its transmission occurring through poor nursing practices like re-use of contaminated needles and poor handling of bodies of victims, medical officials put in place the use of face masks, gloves and gowns for health personnel as mandatory (CDC, 2018). In a more elaborate report, Ross (2017) noted that the initial response capacity by the Ministry of Health in Sierra Leone was marred with confusion leading to the establishment of the National EVD Response that headed all operational control under the guidance of the Ministry of Defence. Under this new control, the Sierra Leone Police were deployed and given the main responsibility of guarding quarantine homes, securing checkpoints and guarding hospitals and clinic facilities. In South Africa, the National Disaster Management Policy Framework was legislated and incorporated into all spheres of government. In a study to critically analyze this framework, Niekerk (2014) engaged senior public officials in the government, private sector and academia and found that there lacked a clear guidance on how the framework would work for local municipalities. The study also found that funding, overall mastery and capacities for disaster risk reduction were insufficient. In another study conducted in Egypt, El Deh, Ewis & Debacker (2018) on capacity of emergency medical technicians level of training and education in handling mass casualties in disaster events found that the medical technicians engaged had good planning procedures to deal with such events.

Nationally, Kenya experienced a wide range of strife that neccesitated government interventions raging from floods, drought and famine. Of concern was that despite this knowledge and continuous risk, little investment to build capacity among most first responders had been made. For instance, a study by Moses (2013) on disaster preparedness and response strategies in Kenya revealed that capacity building for disaster response at all levels was low. In another study that sought to assess Kenya preparedness to disasters caused by natural hazards, the Development Initiatives (2017) found that Kenya was better coordinated in responding to disasters caused by drought than those caused by flood and disease outbreaks. This review on capacity of NPS response teams on the management of COVID-19 containment measures provided key insights into the capacity of law enforcement officers during disasters, medical emergencies and in management of COVID-19 containment measures in different countries at global, regional and national levels. In terms of capacity of response teams, the NPS required necessary training, knowledge, information and mobilization of resources to manage COVID-19 containment measures within the confines of the MOH guidelines and protocols. The NPS in Nairobi City County required response teams with the requisite capacity to respond to the management of COVID-19 containment measures.

B. CONCEPTUAL FRAMEWORK

The conceptual framework in Table 1.1 shows that the Capacity of NPS response teams was the independent variable while the management of COVID-19 containment measures was the dependent variable. The Capacity of NPS response teams was measured by the indicators of training, resource mobilisation, knowledge and information. The management of COVID-19 containment measures was the represented by management of public gatherings, management of curfew timings, management of the mandatory use of face masks and management of public transport measures. Figure 1.1 illustrates the relationship
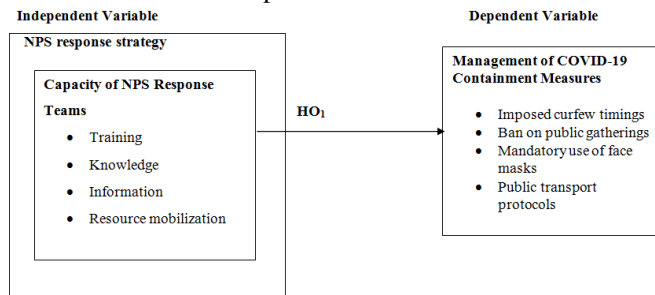
Source: Author (2021)

Figure 1.1: Conceptual framework

IV. RESEARCH METHODOLOGY

The study used an exploratory research design which involved investigating the problem that has limited literature (Formphus, 2020). Exploratory research design was therefore suitable for this study as it sought to assess the NPS response strategy on management of COVID-19 containment measures in Nairobi City County, Kenya.

The population targeted was 4,000 respondents comprising of 2,700 NPS officers, 300 NPS managers and 1,000 members of the public within the Nairobi City County in accordance with the Nairobi County Records (2020). For the purpose of this study, 10 subcounties consisting of 50 wards were considered statistically significant for data collection. The 10 selected subcounties were Kasarani, Starehe, Lang'ata, Roysambu, Westlands,Kibra, Ruaraka, Makadara, Kamukunji and Mathare Subcounties. Where the populace is reasonably big, 10% of the populace is ideal for a sample size. The sample size was 400 comprising 270 NPS officers, 30 NPS Managers and 100 members of the public. The sample size was arrived at using stratified random sampling and constituted 10% of the population in accordance with Mugenda and Mugenda (2003). Table 1.1 shows the population and sample size.

Strata	Target Population	Percentage	Sample Size
NPS Officers	2,700	10	270
NPS Managers	300	10	30
Members of the Public	1,000	10	100
Total	**4,000**	**10**	**400**

Source: Researcher (2021)

Table 1.1: Target Population and Sample Size

Data collection was done using questionnaires and key informants' interviews. The key informants were 20 management police officers in the NPS headquarters. Pilot data was collected from 40 respondents which constituted 10% of the sample size. The data was subjected to a validity and reliability tests. Validity of the research instrument was done using content validity. The test of reliability entailed the use of Cronbach's Alpha index that relating to correlation of the items set was used in respect of each of the research variable. A threshold of at least 0.7 was chosen for making decision as recommended by Kimberlin (2010). The Cronbach's alpha obtained was]>0.70 for all variables hence the research instrument was reliable.

V. RESULTS AND DISCUSSION

A total of 400 questionnaires were distributed and 350 were correctly filled and returned. This translated to a response rate of 87.5%. According to Maria (2018), a response rate of at least 70 percent for a face-to-face survey is considered good enough. A response rate of 60 percent and above is acceptable (Fincham, 2008). The value 87.5 percent is 27.5 percent way above Finchman's of 60 percent threshold.

DESCRIPTIVE STATISTICS

Sample mean and sample standard deviation were computed to provide the summary measures for describing the sample with reference to the observations made from the field. The descriptive statistics analysis for capacity of NPS response teams is at Table 1.2.

Statement	MEAN	SD
The NPS gave police officers appropriate training focusing on management of COVID-19 containment measures in Nairobi City County, Kenya.	3.84	0.94
The NPS imparted on police officers' adequate knowledge on management of COVID-19 containment measures in Nairobi City County, Kenya.	g3.89	0.92
The NPS provided police officers with adequate information on management of COVID-19 containment measures in Nairobi City County, Kenya.	3.81	0.90
The NPS mobilized enough resources such as police officers, vehicles, ambulances, PPEs, face masks, sanitizers etc. for the management of COVID-19 containment measures in Nairobi City County, Kenya.	3.83	0.92

Source: Survey Data (2021)

Table 1.2: Capacity of NPS Response Teams

From the study finding in Table 1.2 and the corroborative literature, provision of appropriate training to the police officers was a critical component NPS response strategy that significantly impacted on management of COVID-19 containment measures. The study finding was further

supported by one NPS manager key informant No. 10 who narrated that; On the onset of COVID-19 in Kenya and upon the NPS being given an additional mandate of managing COVID-19 containment measures, the NPS management with relevant stakeholders embarked on giving appropriate pre-deployment training to the police officers to enhance their knowledge and skills in the management of the containment measures. This training played a critical role in ensuring success of the operations and preventing the police officers from contracting the disease. The researcher also sought to find out whether the NPS imparted adequate knowledge on management of COVID-19 containment measures in Nairobi City County, Kenya. The adequacy of knowledge indicator had a mean of 3.89 and an SD of 0.92 which implies that the knowledge imparted was adequate and it positively and significantly impacted on the management of COVID-19 containment measures. This study finding was corroborated by Hanawi et al., 2020) who in a study of knowledge in COVID-19 in the Kingdom of Saudi Arabia, found that most study participants were knowledgeable about COVID-19 and the knowledge was crucial in managing the crisis. The key informant indicated that NPS management gave priority to impartation of knowledge to ensure successful management of COVID-19 containment measures.

The researcher further sought to find out whether the NPS provided adequate information on management of COVID-19 containment measures in Nairobi City County, Kenya. As presented in Table 1.2, the information indicator had a mean of 3.81 and an SD of 0.90 which implies that the provided information was adequate, and it positively and significantly impacted on the management of COVID-19 containment measures. This study finding is collaborated by Endriya et al., (2021) who states that most people had knowledge about the disease which made prevention easier. The study finding was further supported by one NPS manager key informant No. 7 who opined that; information is power hence the NPS management organized for COVID-19 experts to provide relevant information to the police officers. Lastly, the researcher sought to find out whether the NPS mobilized enough resources for the management of COVID-19 containment measures in Nairobi City County, Kenya. As presented in Table 1.3, the resource mobilization indicator had a mean of 3.83 and an SD of 0.92 which implies the NPS mobilized enough resources which positively and significantly impacted on the management of COVID-19 containment measures. These resources were police officers, vehicles, ambulances, PPE's, face masks and sanitizers among others. The findings were also supported by a study by Laufs and Waseem (2020) on their systematic review of police during disasters where the authors identified provision of resources as one of the best practices by law enforcement agencies around the world in responding to COVID-19. The response from the key informant also reinforced these findings.

INFERENTIAL STATISTICS

Inferential analysis was conducted to establish the effectiveness of NPS response strategy on the management of COVID-19 Containment measures in Nairobi City County,

Kenya. The results of this analysis are presented in Table 1.3 to 1.6.

		Management of COVID-19 Containment Measures	Capacity of NPS response teams
Management of COVID-19 containment measures	Pearson Correlation	1	0.467**
	Sig. (2-tailed)		0.000
	N	350	350
Capacity of NPS response teams	Pearson Correlation	0.467**	1
	Sig. (2-tailed)	0.000	
	N	350	350

Source: Field Data (2021)
Table 1.3: Correlation Coefficients of Capacity of NPS Response Teams on Management of COVID-19 Containment Measures

As shown in Table 1.3, the correlation between capacity of the NPS response teams and management of COVID-19 containment measures was moderately positive (r=0.467, p=0.000). The relationship was therefore found to be highly statistically significant because the p-value was 0.000, which is far below the conventional significant level $p = 0.05$ (for a 2-tailed test).

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.467[a]	.218	.216	1.5342959

a. *Predictors: (Constant), Capacity of NPS Response Teams*
Source: Field Data (2021)
Table 1.4: Model Summary for Capacity of NPS Response Teams

The adjusted R-square (coefficient of determination) based on findings in Table 1.4 was 0.216. This implies that when all other explanatory variables are held constant, capacity of NPS response teams accounted for 21.6 percent of the variations on management of COVID-19 containment measures while 78.4 percent was attributable to other factors outside the scope of this study.

	Sum of Squares	Df	Mean Square	F	Sig.
Regression	228.254	1	228.254	96.962	.000
Residual	819.214	348	2.354		
Total	1047.468	349			

a. *Dependent Variable: Management of COVID-19 Containment Measures*
b. *Predictors: (Constant), Capacity of NPS response teams*
Source: Field Data (2021)
Table 1.5: ANOVA for Capacity of NPS Response Teams and Management of COVID-19 Containment Measures

Table 1.5 presents the results of ANOVA for the regression coefficients which was found to be highly statistically significant with a p-value = 0.000. This p-value was lower than the conventional p-value of 0.01. This model fit statistics implied that the relationship was highly statistically significant and thus the capacity of NPS response teams significantly impacted on management of COVID-19

containment measures at 1% level of confidence. From the statistical tests of hypothesis employed, the decision to reject the null hypothesis that H_{01}: $\beta_1=0$ was based on the fact that the regression coefficient of β_1 was significantly different from zero at a confidence level of 1percent. The findings from both the ANOVA and regression analysis found that the capacity of NPS response teams had an impact on management of COVID-19 containment measures, which was statistically significant at 1 percent level (i.e., p-value = 0.000 which is less than $p< 0.01$) with the regression coefficient β_1 being significantly different from zero ($\beta_1=0.786$). From the analysis, the null hypothesis, $H_{01,}$ which stated that the capacity of NPS response teams had no significant impact on the management of COVID-19 containment measures, was therefore rejected.

These findings were congruent with the findings from similar research studies. For instance, Harris (2015) found that increased capacity for law enforcement officers was associated with increased proficiency in service delivery. This was important because it enhanced emergency management. The capacity involved training programmes which were helpful in providing information to the police officers on matters concerning unexpected emergencies. Mobilization of resources was required towards providing the much-needed equipment for emerging pandemics. Due to the high risk of police officers contracting the COVID-19, there was need for officers to have the capacity to deal with the risks. It was crucial as well as essential for the workforce of any society to have basic PPEs which helped preventing the spread of COVID-19. According to Okon et al, (2021) police officers ought to be provided with protective gears to stop the spreading or transmission of COVID-19.

Model	Unstandardized Coefficients		Standardized Coefficients	T	Sig.
	B	Std. Error	Beta		
(Constant)	3.620	.684		5.293	.000
Capacity of NPS response teams	.786	.080	.467	9.847	.000

a. Dependent Variable: Management of COVID-19 Containment Measures

Table 1.6: Regression Coefficients on Capacity of NPS response Teams in Management of COVID-19 containment measures

RESEARCH DATA (2021)

Table 1.6 results into the following regression model;
$Y = 3.62 + 0.786X_1 + \sum i$
Where: Y is the Management of COVID-19 Containment measures.

X_1 is the Capacity of NPS response teams

To examine empirically the effect of the capacity of the NPS response teams on the management of COVID-19 containment measures, simple linear regression analysis was employed. As presented in Table 1.6, it was inferred that every unit change in capacity of NPS response teams, the management of COVID-19 containment measures changed by a factor of 0.786 when all the other explanatory variables were

held constant. Thus, the impact of capacity of the NPS on the management of COVID-19 containment measures was found to be statistically significant with a p-value = 0.000, which was lower than the level of significance $p = 0.01$ (for a 2-tailed test).

HYPOTHESIS TESTING'

The study was guided by the hypothesis herein
Ho_1: The capacity of the NPS response teams had no significant impact on the management of COVID-19 containment measures in Nairobi City County, Kenya.

Based on the outcome in Table 1.2, the impact of capacity of the NPS on the management of COVID-19 containment measures was found to be statistically significant with a p-value = 0.000, which was lower than the level of significance $p = 0.01$ (for a 2-tailed test). Hence the null hypothesis was rejected. These findings were congruent with the findings from similar research studies. For instance, Harris (2015) found that increased capacity for law enforcement officers was associated with increased proficiency in service delivery. According to Okon et al, (2021) police officers ought to be provided with protective gears to stop the spreading or transmission of COVID-19.

VI. CONCLUSION AND RECOMMENDATIONS

CONCLUSION

Capacity building is a key component of all entities involved in any operation since the success of operations is dependent on whether the executing teams possess the requisite capacity. The study concludes that NPS response teams had the appropriate capacity that significantly and positively impacted the successful management of COVID-19 containment measures.

POLICY RECOMMENDATIONS

The study recommends the formation of a Special Situations Emergency Unit, NPS should embrace the state-of-the-art technologies and allocate special budget for any eventual emergency occurrences. The study further recommends that to make police operations more efficient, the national and county governments to formulate support policies that would subsidize both the cost of acquiring of new technologies and related training in management of COVID-19 and other emergencies.

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