Towards multi-strategic police organisations

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Abstract:

From one hand, recent police reforms in Europe had illuminated the fact that most reforms were loosely linked to problems of safety. Reasons for reforming the police are hidden in an economy, politics or some other domain instead of public order or crimes — the problems that are traditionally associated with the police. From the other hand, the wickedness of security issues requires the police to be more professional. The question is, how the police that in the police literature are mostly presented as a monostrategic organization can be linked to issues of security in a way that it could have at least a chance to mitigate these wicked problems? This article suggests that the knowledge of police management about strategies of policing and police organization should be enhanced. The article sketches out the idea for how the strategies of policing together with the view of the organization as an open system can hold the police to be more focused on its core mission and connected to the task environment.

Keywords: the police, policing, police strategy, organisation

Introduction

In the general level, the core mission of the police is to enhance and advance the internal security of a particular country, and the guiding principle of contemporary policing is that the (civil) police should be separated from the military. (United Nations General Assembly, 1979; Committee of Ministers of the Council of Europe, 2001) However, the question of security is not constrained only by the topics of public order or crimes. That was so centuries ago at the times of the birth of Continental police culture in France or Anglo-American police culture in England (see Brodeur, 2010), or in age at cockcrow of police science at the beginning of the last century (see Vollmer, 1930, 1933). The concept of security is now defined as a wicked problem (see Rittel and Webber, 1973) — the problem 'that are complex, unpredictable, open ended, or intractable' (Head and Alford, 2015: 712). Despite this monstrous

challenge that the police should answer, many of the latest police reforms in Europe (see chapter 1.2. below) were not driven and not designed to address security issues. The economic situation was the main starter for reforming the police to achieve greater efficiency and effectiveness, and the centralization was the dominant mechanism in reforming organization for these purposes. From research papers that describe or analyses particular reforms one can hardly find a note about strategies of policing. In this article I argue, that the traditional view of an organization and the lack of knowledge regarding strategies of policing detach the police from its core mission, and brings on new reforms. Although every organization ought to develop and change, it is wise to anticipate significant shocks that most reforms definitely are. Thus, the central question for this article is composed of two parts. First, how the concept of the organization should be handled in a way that it at least gives a chance to mitigate wicked

problems? Second, what are these mechanisms that could develop police's professional status in society and act as a tie inside of an organization but also connects the organization to existing task environment? I argue, police strategies are these means that gives a meaning and real 'soul' for the buffering and bridging techniques and are the basis for the metalanguage of the police.

These questions are important not only for the police but have more general implication for all social world. Since security is like a two-faced Janus: one face tells us that security regarding traditional crimes is in decline, and the other face refers to new global trends like terrorism or fears related to migration. However, the social world is not simple as that, and it would be misleading to describe it in such dialectical or dichotomy way.

In order to stay in frames of current conference aiming to exchange the ideas, which could advance the police, and policing it would be beneficial to emphasize two rising questions at issue. The first question has some bearing on all history of the police — the dilemma between the theory and practice. The gap between scientific knowledge and the actual action of the police has been widely discussed topic that recently got a more concrete form. The 'pracademics' (see Posner, 2009; Willis, 2016; Braga, 2016; Tahiliani and McCabe, 2016) are seen as a possible bridging mechanism having a potential to connect these two poles. Another trend related to the latter concerns the question of the police science in general. As stated by David H. Bayley (2015: 11): 'Police science must become part of police professionalism.' (See also Huey and Mitchell, 2016)

To offer some fresh and in police literature underdeveloped aspects that may help the police advance and anchor its position as a professional player in the field of security I draw some ideas from contemporary organizational theories and strategic management. The article consists of four main parts. The first part, the introduction, outlines the problem and takes up the research questions. Second, the empirical part illuminates the problem through the case of Estonian police, the European police reforms, and the problem of monostrategicism. In the third part, theoretical principles that are familiar to management audience but not so familiar in the field of policing will be introduced, and the fourth part summarizes the article and makes some concluding remarks. Since the article is not build up as a traditional empirical article, the reason for that

needs to be clarified. Traditionally in empirical articles a theory precedes empire, but in this article, it is in the opposite. Although the empirical part composed of three different studies, and all of them had different purposes as well as results, in this article they will be used as problem-constructors, and the theoretical part should be handled as possible solutions to the problems posed.

1. Police strategies: ignored and underestimated

Some years ago, I started the research of Estonian police with the purpose to discover and explain organizational changes that took place after restoring the independence of Estonia in 1991, while the Soviet military militia was reorganized into Estonian police. Studying changes in one particular organization provide an opportunity to go deeper than just a comparison of organizations or countries. Often the importance of findings gets precise meaning in some specific context. For that reason, I simultaneously with studying the Estonian police, analysed police reforms in Europe during last two decades. I also revised the leading journals in the field of policing (¹) from the same period to find an answer to the question: how the police strategies are portrayed and analysed? In this chapter, the problems from all studies in the context of this article will be presented. Since the studies under discussion, are extensive, what follows is a very cursory and simplified view of them.

1.1 Changes in astrategic organization: the case of Estonian police (²)

The case of Estonian police is interesting in many ways, but in the context of this article two central points should be highlighted. First, the Estonian police is an interesting object for a study, since it has such a dramatic history and rapid changes in replacing Russian-speaking military Soviet militia with democratic Estonian national police organization in 1991. Second, security in Estonia has improved enormously after the

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(¹) There are three police-specific journals that were indexed in the databases of Thomson Reuters Web of Science: Policing: An International Journal of Police Strategies & Management; Police Quarterly; Policing and Society.

(²) Main results of the analysis are presented in following article: Suve, Priit; Peeter Selg; and Georg Sootla. 'Two Decades of Estonian Police and the (Ir) relevance of Police Models for the Development of Safety Policy.' *Studies of Transition States and Societies* 8.1 (2016): 36-52.

early years of independence (see Saar, 2004; Markina, 2011; Saar, 2013) despite the fact that the Estonian police has not knowingly practiced any strategy of policing during 1991-2013 (Suve, Selg, and Sootla, 2016).

The analysis was based on documentary analysis of following public documents: two principal laws regulating police action during the period 1991-2013 (Eesti Vabariigi Ülemnõukogu, 1990; Riigikogu, 1998); four basic regulations structuring the organization at the government and local level (Politsei- ja Piirivalveamet, 2012; Vabariigi Valitsus, 1991; Vabariigi Valitsus, 1992; Siseminister, 2009); four major development plans (Politseiamet, 1999; Riigikogu, 2008; Riigikogu, 2010; Siseministeerium, 2001), and five instructions for police work in order to understand changes at the operational level (Politsei- ja Piirivalveamet, 2010a; 2010b; Politseiamet, 1993; 1998; 2001).

In analysing changes of Estonian police the Cordner's four-dimensional (philosophical, strategic, tactical, organizational) model of community police (see Cordner, 1995; Cordner and Sarborough, 2013) were used. The model of community police was exercised in a reason that it is probably the most well-known model in last 50 years, and since it could be useful to analyse changes through of some concept and not run the analysis without any particular point. The latter can be used as a mirror to reflect changes under discussion.

We found that the overall development of the Estonian police has contradictory directions within different dimensions and between them. For example at the philosophical level (development plans) emphasize is on an importance of prevention, but the tactical level sets bureaucratic activities (e.g. registering and handling reports) before the activities of prevention. The tendency to more militaristic principles can be recognized from the organizational behaviour. Namely, the military-like career system is the example of that. (Suve, Selg, and Sootla, 2016: 47-49)

To be correct, the 'model' and 'strategy' of the police are in this article used as synonyms ([3]). Thus, we do not know how would the developments of Estonian police be different, if there were intentionally be used some police strategy, but we are aware that without

any precise and understandably stated strategy the developments were unplanned and unpredictable. To conclude the point for this article: the Estonian police have developed without using intentionally any police model or strategy, and changes in the police were inconsistent in many ways. Despite the latter, the overall security in Estonia has improved a lot.

The case of Estonian police emphasizes only one side of the problem — the organizational size. Since till now, the link between the police and security was not under discussion but have the important element in this article, the section below shed light on this topic through the police reforms in Europe.

1.2 Reforming police organization instead of policing

The primary aim of studying police reforms came from the need to put the changes of Estonian police into the European context. The literature of public administration recognizes some different views how the European territory should be analysed, but none of them are familiar to police specific audience. The police culture is often split into two cultural zones — a Continental, and Anglo-American police. The historical roots of the former stem from France and the latter from England. (See Brodeur, 2010) From the regional point of view, the Scandinavian police culture can also be highlighted as a specific and distinctive in many ways. For that reasons, the samples for the analyses were chosen on cultural argumentation. The other reason for picking exactly these examples is related to existing empirical material. Nevertheless the fact that police reforms are common in many countries, there is not too many studies (in English) to take into the analysis ([4]). Considering aforesaid information the following countries were chosen as appropriate: the England and Scotland as countries representing Anglo-American police culture, the France and Germany as the countries representing Continental police culture, the Finland and Sweden as the countries representing Scandinavian police culture. The Holland and Belgium were chosen because they do not directly belong to any precise police culture.

The analysis revealed at least two important observations. First, the main trend of the reforms was concentrated into reforming organization, instead of policing. Centralization and merging of police units were the

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[3] Here is the right moment to highlight another comment: terms 'police model' and 'police strategy' are in police literature often used in an ambiguous way. The ontology and epistemology of these terms need to be specified, and I dealt with the question in my Ph.D. studies.

[4] The study embraces the research within English language literature, but the problem of research in the multilingual region is not new in police research (see e.g. Holmberg, 2005: 206).

predominant mechanisms in reforming organization (see Scotland (Fyfe and Scott, 2013; Terpstra and Fyfe, 2015); Finland (Virta, 2013; Vuorensyrjä, 2014); Belgium (Maesschalck, 2002; Devroe and Ponsaers, 2013)). Second, security had an equivocal meaning in a context of police reforms. Most important from the point of the core mission of the police: security had a secondary meaning. From one hand it is good news since it allows assuming the good overall condition of security. From the other hand, in reforming the police — the only professional player in the field of security — forgetting its core mission and role in society, pave the way for de-professionalization and further police reforms. The reasons for the latter may be exclusively related to security questions since there are not anymore any professional player in the field.

Among the cases under study the reforms in Belgium (Devroe and Ponsaers, 2013; Pollitt and Bouckaert, 2011), Holland (Terpstra and Fyfe, 2015; Terpstra and Fyfe, 2014), and Sweden (Betänkande av Polisorganisationskommittén, 2012; The Swedish Parliamentary Ombudsmen, 2014) had still some links to security. The problems were not related to overall security situation, but with some single failures of the juridical system (include the police) (see the case of Marc Dutroux in Belgium) or police organizational failures (see fragmentation and problems of cooperation among the police in Holland or dissatisfaction with the quality of the Swedish police). From the perspective of this article, it is important to mention, that one can hardly find police reform that is focused on policing — that discuss police behaviour from the point of police strategies (even at the corporate level).

The analysis raises the question of police professionalism: how the police can improve its reputation as a security professional, and what are those mechanisms that guarantee the continuous development of the police and links the organization to immediate task environment?

1.3 The problem of a monostrategic policing
After analysing the studies related to police strategies that were published in the top police-specific journals, the conclusion is quite simple: the police are mostly presented as a monostrategic organization. The latter is not critical of oneself, but it is just unrealistic — every police organization run simultaneously many strategies in single as well as in different levels. The only question is about the consciousness of police action. It

is likely that most of the time police action is based on an unconscious choice of various tactics or techniques, but these tactics and techniques do not constitute any particular strategy. In vain, the problems that the police should face are simple, complex and wicked, and the organization needs different strategies to succeed. Opportunities for this are extensive, and the only obstacle is probably the knowledge about these odds. I would go even further: the metalanguage of the police base on knowledge about police strategies. The reason for that is quite simple — police strategies are these constitutive ties through the principles criminology and management constitute the police science. Hence, one may ask: Is it possible to be a (police) leader without the understanding of a metalanguage of specific domain? It would be hard. The wicked problem may also ask: how the police leaders will mitigate the security issues without understanding possibilities for that? The field of the police embraces a variety of strategies that are necessary for contemporary policing.

The community policing is indefinitely the dominant topic in the field. (See e.g. Frank, Brandl, and Watkins, 1997; Oliver and Bartgis, 1998; Barlow and Barlow, 1999; Gowri, 2003; Somerville, 2009; Ferrandino, 2014) Topics like problem-oriented policing (e.g. Mazerolle and Terrill, 1997; Jesilow, Meyer, Parsons, and Tegeler, 1998; Bichler, Schmerler, and Enriquez, 2013), zero-tolerance (e.g. Burke, 1998), Compstat (e.g. Walsh, 2001; Moore and Braga, 2003) or intelligence-led policing (e.g. Ratcliffe and Guidetti, 2008; Schaible and Sheffield, 2012), have got least attention. Monostrategic or comparative or combining studies of two, seldom three strategies is the penetrating characteristic that should be highlighted. In some sense, it is understandable because the particular strategy has developed for a particular situation. In reality, the police have to solve many different situations at the same time. For example, a police station has to resolve a murder case; thefts from rural properties; arson episodes in a city; push drugs near schools; and so on. Some of the cases extend over the station's border; some of them needs to be solved with an external help; some of them limited to a specific area or period; some of them require top manager's personal attention; and so on. There are a uncountable amount of situations related to management (leadership) as well as to security, and the police should be managed in an adequate, understandable and efficient way. Notwithstanding, one can hardly find some analysis about multistrategic police. Is the analysis too complicated to carry out? Maybe, but without having

knowledge (metalanguage) of police strategies, on which the citizens trust on the police should rest or on which rests the police officers faith to police leaders? What is the 'professionalism' in policing concerning organization and security? How this specific type of organization should be managed to get the best possible results for citizens and police organization? These blunt questions are intimately related to each other and together with facts mentioned above illuminate the importance of police strategies in policing.

2. Theoretical perspectives

The police science, grasping part from criminology and part from management theories (see Greene, 2007), is interdisciplinary by nature but still have the metalanguage distinct from the other players in the field of security. This chapter consists of two subchapters where the first concentrates to organization and the second to strategies. They both are well-developed concepts outside of the police science, and in combination have a strong potential to offer a solution for the problems under discussion. The purpose of this chapter is to develop a mental framework how the concept of strategy should be combined with the idea of organization as an open system in a way that the potential for developments of the police would be illuminated.

2.1 Security as a wicked problem and organization as an open system

First of all, I have to explain what I meant above in saying 'traditional view on an organization.' From that perspective, the traditional organizations are 'designed for efficiency, which emphasizes vertical linkages such as hierarchy, rules and plans, and formal information systems, or toward a contemporary organization designed for learning and adaptation, which emphasizes horizontal communication and coordination.' (Daft, 2009: 127) These organizations have internal logics that base on fixed ties between organizational units and functions like we know from the early organizational scholars (see Taylor, 1947; Fayol, 1949). A history of contemporary police denotes to military, the only example to draw ideas in building up the police. The latter is important since we know from Stinchcombe (2000: 233) that organizations tend to maintain its initial structure. The police are still in many ways a paramilitary organization (e.g. chain of command, internal hierarchical bureaucracy, ranking system, tasks that expecting military-way organization (e.g. riots, deten-

tions of criminals)). It has at least some of characteristics (see Cox, 1995: 66-67) as the following ones: (1) centralized command structure and chain of command; (2) control exerted through the issuance of commands, directives, and orders; (3) vertical communications going from top to bottom; (4) coercion as the method of employee motivation; (5) initiative neither sought nor encouraged; (6) authoritarian leadership; (7) low tolerance for nonconformists; (8) lack of flexibility in confronting novel situation. These principles may go with the simplified and very narrow view of police tasks (e.g. catching criminals, random patrol arrangement) but the organization that base on previously stated principles (inherent to the concept of traditional organization) probably come to grief with security as a wicked problem. Before we go further with the organization, the question of wicked problems needs to be clarified.

By definition, there are no 'right' or 'wrong' solutions to 'wicked problems,' but only 'good' or 'bad' ones. (Selg, 2016: 18; Rittel and Webber, 1973) Since there is no crime-free society out there, this is exactly the way how security should be handled. As stated by Roberts (2000: 1-2), wicked problems can be distinguished from other types of problems in the following way. Simple problems enjoy a consensus on a problem definition and solution; problem solving is straightforward engendering little if any conflict among those involved. Complex problem solvers are agreed on what the problem is, but there is no consensus on how to solve it; despite agreement on the problem definition, there are unresolved issues concerning its solution. The increase in conflict makes the problem solving process more complex. Wicked problems engender a high level of conflict among the stakeholders. In this instance, there is no agreement on the problem or its solution. The problem solving process is further complicated because stakeholders in a democratic society have the power to block initiatives not of their liking through lawsuits, judicial reviews, and the time-honoured tradition of throwing the 'rascals' out of office. Nothing really bounds the problem solving process — it is experienced as ambiguous, fluid, complex, political, and frustrating as hell.

So, security has previously defined as a wicked problem. It means there are no solution but only mitigations and choices that have to be made in every single case and should always be considered particular context. Described context of security requires an appropriate mentality to portray organizations. Instead of a

traditional hierarchical well-structured organization, designed for solving simple or complex problems and having units or functions tightly fixed, we should turn to organization as a system (open or closed). Although the latter is a seldom-used concept in police literature, there are significant exceptions. Gary W. Cordner [5] and Kathryn E. Scarborough are the scholars among others who have made a great contribution to police science from the organizational perspective. Their Police Administration (2013) is one of the remarkable books in the field of policing, offering a description of organization as a system. From this book a reader will get an overview of organization as a system with the focus on police organization: '[p]olice departments are systems no more or less complex than other organizational systems. Police organizations consist of numerous involved, interdependent subsystems.' (Cordner and Sarborough, 2013: 59) However, the purpose of this article is not focused narrowly on organization but takes a more sociological line. Therefore a wider view is needed. The reason for the latter comes from the core mission of the police — the police should deal with the (wicked) questions of security (it does not mean that all questions of security are wicked). In this sense, the police are always as a tool in hands of government having specific strategies and techniques. At the same time the police are only one actor of many in a social system, and since the questions of security are penetrated through society, the police should be treated as a part of particular society. For this reason, I move from the narrow focus of an organization to more sociological explanations. In this article, I trace the ecological level of analysis and see an organization as a collective entity operating in a larger system of relations. (See Baum, 1999) At this point, the organization is viewed as an open system. The open system view of organizational structure stresses the complexity and variability of the individual parts — both individual participants and subgroups — as well as the looseness of connections among them. Parts are viewed as capable of semiautonomous action; many parts are viewed as, at best, loosely coupled to other parts. In that kind of organization participants — groups and individuals — form and leave coalitions, there is continual fluxation of relations. (Scott, 2003: 101) Thus, organization itself (their inherent logic) and its relations to the task environment have deeply interdependent character. But what are these ties inside organization but also

between an organization and environment that (1) binds actors inside the organization, (2) makes possible a flexible relationship between organization and environment, (3) guarantees appropriate answers in solving or mitigating security questions, and (4) provide an organizational context for continuous advancement as a professional organization? In this article I argue: these ties are police strategies.

2.2 Indispensable roles of strategies in (the police) organization

Strategic management is youthful discipline (see Guerras-Martín, Madhok, and Montoro-Sánchez, 2014) with several turns from looking for best practices to concepts like competition or relationalism in and between organization(s) and environments. Although we can draw many parallels between the strategic management discipline and developments in the field of police strategies, these discussions remain for future. Since the purpose of this article is to create a mental framework that could help police leaders and educators advance the police's ability for being a professional player on the field of security, this section will focus on a role of strategies in police organization and for security, but not to precise strategies [6].

In traditional organizations designed for efficient performance, strategy is formulated by top managers and imposed on the organization. (Daft, 2009: 33) This description reveals the particular problem that is intrinsic for many organizations, including the police: organizations are often seen as monostrategic (see section 1.2. above). On some extent it can be so, but only on the corporate level. It is hard even to imagine that some organization could use only one strategy or no strategy. If an organization does not have any obvious and clearly expressed strategy, if leaders do not have a knowledge of strategies related to the organization and its task environment, it can be a tragedy for the organization, for its members and clients. To avoid such kind of tragedy, the meaning and possibilities of strategies are needed to be clarified, and this is the topic of this article.

To stay in line with the sociological institutionalism, and particularly with the Scott's (2003) view on it, this section will focus on techniques that should address the previously posed questions.

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[5] Professor Emeritus G. Cordner at Kutztown University is one of the key contributors of the conference (https://www.cepol.europa.eu/science-research/conferences/2016).

[6] About the combination of (conflicting) strategies in police organization see the article entitled: 'Designing Multidimensional Policing Strategy And Organization: Towards A Synthesis Of Professional And Community Police Models.' (Suve, Selg, & Sootla, 2015).

It is relatively easy to define core activities for every organization to which the focal of a body is connected. Teaching in schools, healthcare in hospitals, helping people and solving security problems in the police are only a few examples of the core activities from different fields. However, every organization has a technical core, regarding Thompson's (1967) seminal book. It means that organizations have some recourse critical to its mission. The recourses can be material (like cars or computers) as well as mental (like knowledge, software or metalanguage), and every organization has two — in some sense inconsistent — responsibilities concern to its technical core. First, these primary sources need to be protected from the turbulent environment. Second, these sources cannot be too protected, because they need an adequate information and energy to survive. As stated by Scott (2003: 124): 'Organizations must both distinguish their systems from and connect themselves to their environment. Boundary-defining mechanisms as well as the tactics used by organizations to buffer their technical core and to build bridges to other organizations.' Buffering is the term denoting these tactics that protect a technical core from turbulent environment, and bridging is the term denoting tactics for the bridging organization with the environment. (See Scott, 2003: 199) To get the idea, some widespread tactics from earlier mentioned terms will shortly be introduced as follows.

Starting with buffering tactics (see e.g. March and Simon, 1993; Scott, 2003; Oliver C., 1991) the coding is probably most well-known tactics. It is important for any organization to select and control every source that will be used by technical core. A pupil's age and knowledge should be checked before appointing she/he into particular class; a car spare should be checked before pinning up; drunk juvenile is taken to home instead to prison with murderer; and so on. To survive and develop an organization needs to have several stocks. A hospital needs syringes and fresh blood; the police needs weapons and personnel for the emergency; organizations need to train new leaders; and so on. Every organization deals with forecasting. Schools need to know the demographic situation; a car selling company forecasting people's needs and taste; the police forecasts possible crime hot-spots; and so on.

While buffering tactics are mainly concerned with protecting the technical core, the bridging tactics (see e.g. Meyer, Brooks, and Goes, 1990; DiPaola and Tschannen-Moran, 2005; Scott, 2003) are designed for protecting an entire organization. To survive, the organization needs energy and information from its environment. Interdependence is the term characterizing the organization from inside as well as outside perspective. The latter means that there is not any organization out there without interdependent connections between other organizations and environment. Thus, to survive, organizations need information from other organizations in the field (e.g. about trends, market situation), but also energy (e.g. new staff, knowledge) from its environment. The problem is: organizations do not control resources mentioned above they need. Since bridging techniques are tightly related to recourses that needed to survive, the Pfeffer and Salancik's (2003) ideas on this topic are probably most cited. First and one of the most common tactics is bargaining (Scott calls it pre-bridging tactics (Scott, 2003: 204)). Through bargaining process organizations try to avoid total dependence on a partner but strive best possible conditions or sources. The crucial element here is knowledge of own priorities and interests. There are many problems in the field of security, in which is not clear the responsibility of related players, but precise roles need to be clarified. Close to bargaining tactics is contracting — the negotiation for something that will appear in the future. Although the scope in contracting is unlimited, from the context of this article the possibility for different coalitions should be highlighted. These coalitions may be by nature as preventive as well reactive (post factum). Merge is the most topical tactics concerning police reforms that described above. To be more effective and efficient, the trend of merging police units is well-known. However, the process of merging is not used only on organizational level it also concerns strategic level. Public-private partnership (see e.g. Das, Huberts, and Steden, 2007; Savas and Savas, 2000; Ponsaers, 2001; Terpstra and Vijver, 2006) is the well-known police strategy that aims divide resources between the police and partners from the private sector.

To summarize this section, it should be highlighted, that a core of any organization needs to be protected; to survive, an organization needs information and energy from its environment, and there are many tactics out there that are helpful for these purposes. But there are still something missing. Something that is particular for every organization and field. As it was stated earlier, in this article I argue: police strategies are the means that gives a meaning and real 'soul' for the buffering and bridging strategies. The section below is dedicated to explaining this argument.

Discussion and concluding remarks

At the beginning of this article, two questions were posed. First, how the concept of the organization should be handled so that it at least gives a chance to mitigate wicked problems? Second, what are these mechanisms that could develop police's professional status in society and act as a tie inside of an organization but also connects the organization to existing task environment? Through the theoretical part, it emerged that buffering and bridging are these mechanisms with different techniques that protect organization's technical core and links an organization to its task environment. Since the purpose of this article was to create a mental framework that could help police leaders and educators to advance police's ability for being the professional player on the field of security, in this concluding section, the framework will be elaborated and outlined.

For now, it is evident, that for addressing wicked problems the police should be treated as an open system. The latter does not mean that organization does not have any boundaries. It has, but these boundaries are blurred compared to the traditional organization as a closed system. Regarding police organization as an open system, it means that the organization is a compendium of various groups (e.g. units, police stations), alliances (e.g. informal or working groups) or functions (e.g. law enforcement, forensics, criminal police). Aforesaid have own subgroups or sub alliances having mixed and interdependent relations with each other. Thus, this kind of organization needs also to be protected from external turbulence, but also advanced for more current and professional organization.

As it was shown above, the police are often presented as a monostrategic organization despite the fact that there is always many techniques from diverse strategies simultaneously in use (knowingly or not), and security as a wicked problem needs to be mitigated by using different but contextual approaches from the police.

Before we turn to the police from the point of security, the buffering and bridging techniques have to be discussed regarding police. Without deep discussion, for this article, it is enough to give only some examples to imagine the context of the police. In protecting its technical core, the police are using buffering strategies like coding (e.g. specialized workflows), stockpiling (e.g. recruiting, retraining, special equipment) or forecasting (e.g. crime analysis, geographic information system), and so forth. To receive information and energy from the task environment, and protect a whole organization from external impacts, the police organization use diverse bridging techniques. The following are just some of them: bargaining (e.g. whose responsibility belongs public order nearby bars and restaurants), contracting (e.g. agreements between the police and local municipality) or joint ventures (e.g. cooperation with schools for lecturing about prevention or drug use). Both, buffering and bridging techniques have countless examples, but for now, we need to specify: these techniques always has occupation-specific nature. It means that there is always some metalanguage or coding system that needs to be recognized. The police have its particular metalanguage, which is composed (similarly to police science) by two different disciplines — criminology and management. Finally, police strategies come into the scene. Police strategies are the focal points or coupling points for criminology and management principles — the essence of the metalanguage. Thus, all buffering and bridging techniques should be handled through particular police strategy at the appropriate level of an organization, and in a particular context. There is no right answer but only continuous experimentations with various combinations that can lead the organization towards success in dealing with both, organizational as well as security problems.

Police strategies are the essential part of police's metalanguage, a tie within an organization and between the police and its task environment, and last but not least: the key to mitigating wicked problems. That is the reason why in police education we have to turn more attention to police strategies.

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