The Homeland Security Initiatives for Pakistan: A Grand Strategy

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Abstract

The homeland security system is a concept born to prevent the threat of terrorism and all types of crime in the urban city structure of the developed world. The power and economy of the globalized world paved the way for safe cites to attain sustainable development through communication technologies and modern strategies. In post '9/11' scenario the world encountered with the threat of terrorism that forced the endangered countries to launch collective efforts against the growing threat of terrorism. The homeland security strategy is a multi-faced task to provide safety and security to our cities and sustain its development. It encompasses the basic principles of partnership, convenience, sharing network, transparency and follow-up. Pakistan is in dire need to opt such strategies of safety and security to sustain its economic development and its citizens' security. The study will discuss a proposed strategy of homeland security for Pakistan keeping its focus on both approaches security and safety. It also studies the U.S., U.K. and the Indian models of homeland security.

Key Words: Security, terrorism, safety, city, Pakistan, counter-terrorism, homeland

Homeland Security: Pakistan

Domestic Dimensions of Pakistan's Security

Security is the only conception through which, the national security problem can be approached. It consists of not only military, but also political, economic, social, humanitarian and human rights and ecological aspects. Security emerged as one of main concerns of the contemporary world but due to its complexity and seamlessness the concept remained neglected. The notion of security is conceptually weak or undefined that needs the support of other approaches as Realism and Liberalism. It is a difficult concept as compare to other concepts of social sciences as power, justice, peace, equality and freedom due to its ambiguity.

It has to be defined under an area of concern rather than a precise condition. The element of security has been defined by W.B. Gallia as an 'essentially contested concept' due to its relational attitude with other factors and un-rationality of meaning and application. As Buzan explains that security is a relational phenomenon, it involves not only the capabilities, desires and fears of individual states, but also the capabilities, desires and fears of the other state with which they interact. He further explains that,

> "If the security of each is related to the security of all, then nothing can be fully understood without understanding everything. The reality of security interdependence is unavoidable. Consequently, the only hope of defining manageable subjects for study that neither lose, nor succumb to, the vital sense of whole, is to find a hierarchy of levels within the holistic perspective. Each of these levels must identify durable, significant, and substantially self-contained features of the security problem" (Buzan & Rizvi, 1986:5).

According to United Nations, security is a condition in which states consider that there is no danger of military attack, political pressure or economic coercion that they are able to pursue freely their own progress. Another perspective by Michael H. H. Louw of security is to include a nation's traditional defense policy and also the non-military actions of a state to ensure its total capacity to survive as a political entity in order to exert influence and to carry out its internal and international objectives (Malik, 2003:2-3).

Pakistan's domestic security concerns are defined by its vulnerabilities and threats to its existence due to its geopolitics, location, political instability, economics and history. It is multi-nation state comprising on four distinct nationalities; it is extremely difficult for them to agree on what is national? Therefore, Rizvi identifies three interlinked components of the state, ideology, the sovereignty/territory and the political institution to understand Pakistan's national security structure. He believes that many of Pakistan's security threats are from within the state. "Traditionally, the threat to Pakistan's security has been external. However, today it can be arguably asserted that the major threat to national security in Pakistan emanates more from internal sources rather than external"(Javaid, n.d.: 1). General Ashfaq Pervez Kayani, Pakistan's Chief of Army Staff has admitted in his policy speech in 2012 that internal threat is bigger than that of external threat (Ahmed, 2014: 5). There are three factors particularly contributing to her traditional domestic insecurities: 1) a narrow and weakly defined purpose of Pakistan in terms of the concept of Islamic states; the ideological base of Pakistan is threatened by the ethnic, cultural and lingual dominance of the four provinces. The successful Islamic ideology behind Pakistan movement cannot be sustained among the heterogeneous nature of people of Pakistan. 2)The absence of consensus on the evolution of national institutions, the failure of leadership and the political institutions in developing a common strategy

to address all the security concerns. 3) The heterogeneous nature of the state that dominated its own area with weak federal connection.

Pakistan's Internal Security Issues after '9/11'

Pakistan inherited unsupportive domestic security dimensions and its geographical and the administrative division of the sub-continent, which further contributed into its traditional security challenges. In the current situation, Pakistan is facing large number of issues, which are constant threats to the security, including environment, narcotic trafficking, terrorism, separatists movements, disarmament, proliferation of weapons of mass destruction, human rights and gender issues (Pakistan's Internal Problems (all aspects), 2013:3). In post-'9/11' scenario, Pakistan confronted with the internal, non-traditional security threat by the Jehadi terrorists besides the traditional internal security threats of ethnic terrorism, nationalist terrorism, and sectarianism. Terrorism can be described as a non-traditional form of violence or a political message through violent acts that symbolizes a struggle against the establishment.

Pakistan paid heavy price due to its involvement in post - '9/11' US-Afghan war, initially Pakistan supported Taliban, later it was pushed to opt for anti-Taliban strategy to coup with the international community. The unanticipated Pakistan's policy aggravated the extremist Taliban-Jihadies and turned their violent tone towards Pakistan. "Even though Musharraf demonstrated wisdom by supporting U.S. war on Terror against Taliban in neighboring Afghanistan, the country continues to be caught in a very complex web of terrorist activity" (Javaid, n.d.:6). "9/11 was only one terrorist incident on the U.S. territory but inside Pakistan number of such incidents have been observed, which deteriorated the law and order of country. No part of the country is safe due to bombing and suicide attacks" (Afzal & Iqbal & Inayay, 2012:196).The growing internal terrorism threats affected and changed the foreign policy of Pakistan and brought drastic disturbance in security structure of the state. Although terrorism was not a new phenomena for Pakistan but the intensity and diversity of the violent acts have been increased after the second Afghan war. Despite of Pakistan's efforts with the international community to curb terrorism, about six million Pakistani brains have been moved to safe and secure places as Canada, Australia, America, England, United Arab Emirate and South Africa due to the insecure environment and the violence of terrorism, it also damaged the social and economic activity of the state. "During the last ten years after U.S. invaded Afghanistan, Pakistan economy has suffered around 68 billion US dollars loss"(Hussain & Hyder, n.d.:3).

> "Talibanization promoted the culture of terrorism in Pakistan that includes ambushes on armed forces by Tehrik-e-Taliban Pakistan (TTP), target killing of religious, political and civil society figures, scholars and doctors, bowing up schools, offices of NGO's, bridges and pillions, suicide attacks in mosques and other important places. So far more than 35000

Pakistani have lost their lives in different incidents of
terrorism including the loss of 5000-armed men"
(Afzal & Iqbal & Inayay, 2012:197).

Pakistan is passing through severe threats of terrorism that has paved the way for many violent acts of sectarianism and national terrorism in Baluchistan. It increased Pakistan's vulnerability and pushed a nuclear country to fall down. Pakistan supported all the UN resolutions in order to curb terrorism; it also signed ten UN anti-terrorist convections. The government of Pakistan also initiated many steps in order to prevent terrorism and violence, as follows:

1. "Cooperation with the international coalition to curb terrorism
2. Immigration control measures to keep a check on the movement of potential extremists
3. Action against fanatical and extremist organization and groups
4. Detention of Jihadi leaders
5. Banning Jihadi organization
6. Reformation and regulation of madrassas encompassing:
    a) NOC(No Objection Certificate) for the opening of madrassas
    b) The registration of madrassas
    c) A review of their syllabi
    d) A curb on the number of foreign students attending them
7. Regulation of Mosques:
    a) NOC required for opening a mosque
    b) Political activities in mosque made unlawful
    c) The use of loudspeakers restricted to the *Azan* (the call to prayers)".
    (Khan, 2013:44)

Nonetheless, Pakistan is caught in an intense wave of terrorism after the "9/11" attacks, which are leading and providing more opportunities to different types of crime and radicalization especially in urban areas. Pakistan is in need for a homeland security strategy to provide an outlined plan against the increasing terrorist acts and crimes. This initiative can provide Pakistan with safe and secure atmosphere that can lead to prosperous economy and sustainability in the urban development.

b) Concept of Homeland Security

Origin and its Historical Evolution

Safety and security have always been one of the most important essentials of every state. In the ancient times, cites were designed and fortified in such a way to encounter any external and internal threat; similarly it is of great importance in today's world. In the modern stream line of development the world is moving towards rapid urbanization. The UN predict that 69% of the world population will be urbanized by 2050.The continuous technological advancements and globalization also contributed in the rapid process of urbanization and connected

cites with each other. Therefore, a dire need for safety and security emerged in the new arena beside the economic and developed city infrastructure to ensure prevention policy against all types of crime and threats. The homeland security structure prevents all types of threat as the separatist's acts, ethnic and terrorist violence; cross border infiltrations, threats to human security, individual local crime, drug trafficking, arms smuggling, and the circulation of fake currency.

"Pre – '9/11', law enforcement criminal intelligence focus was on specific types of crime, such as organized crime, white-collar crime, or gangs"(Davis, Pollard, Ward, Wilson, Varda, Hansell, Steinberg, 2010: XIX). In post – '9/11' scenario, security and counter terrorism measures emerged as one of the most required strategy of every state. The continuous threat forced the world to shuffle their security policies. The U.S. policy makers concluded the approach of 'homeland security to address the large-scale terrorist acts. The unconventional terrorist's methods targeted the urban cites to destroy the economic activity of the state and intensified the damage with maximum civilian carnage.

> "The ordinary criminal certainly short-term to achieve his goals, be it brandishing a knife in front of a mugging victims or using a gun in a bank robbery. But the purpose of the criminal act does not go beyond the act itself or the acquisition of money and other valuables. The terrorist act is different in that the violence employed is not only in pursuit of some long-range political goal but it designed to have far-reaching psychological repercussions on a particular target"(Riley, 2010: 12).

In the aftermath of '9/11' attacks, we can observe an obvious change in the security structure of United States that addressed both safety and security. Later, they also included in the homeland security, the federal, state, and the local government responses to disaster such as Huuicane Katrins. They expanded the concept of homeland security to include significant disasters, health emergencies, and others security concerns which threatens America, as its economy, the rule of law and government operations (Reese, 2013: 5).The Law Enforcement Agency (LEA), which is the key acting actor under the federal entities, evolved its information-sharing networks; the counter terrorism measures and it also included all the crime prevention approaches. "As these agencies seek to build intergovernmental partnership and sort out their respective roles and responsibilities for homeland security, they will have to work through historical conflicts concerning authority, jurisdiction, the distribution of federal aid, and the sharing of intelligence and other resources"(Holden, 2003: 2).

The structure of homeland security encompassed both the criminal intelligence and the information related to terrorism threats. The U.S. Homeland Security Department came into existence in 2002 as an immediate post -'9/11' affect that restricted Al-Qaeda's vicious intentions and their capacity to orchestrate another major attack against the homeland due to the counter terrorism

efforts(Tankel, 2011: 3). While it was initiated in UK after the 2005 London blasts and the Indian followed the same response after the Mumbai mayhem on '26/11'.

Homeland Security Structure

The homeland security structure is prepared to protect, detect, and to respond to any type of aggression on its focused urban cities. Its brief structure includes counter terrorism measures, safeguarding infrastructure, surveillance, intelligence, and policing. Thus homeland security can be described as "a comprehensive and concerted exercise aimed to maintain the territorial integrity of a state and ensuring sustained peace, public order and rule of law in it" (FICCI, 2011:3). According to the 2010 Bottom-UP Review (DHS), homeland security can be described as, which prevents terrorism, responds to any threat and recovers from natural disaster, customs enforcement and collection of customs revenue, administration of legal immigration services, safety and stewardship of the Nation's waterways and marine transportation system, as well as other legacy missions of the various components Department of Homeland Security (DHS).By summing all the definitions, Reese (2013) concludes the purpose of homeland security in the following points.

- The homeland security enterprise encompasses a federal, state, local, and tribal government and privet sector approach that requires coordination;
- Homeland security can involve securing against and responding to both hazards-specific and all hazards threats; and
- Homeland Security activities do not imply total protection or complete threat reduction.

The shift from safe city model to a broader homeland security strategy was due to the newly introduced element of terrorism in post Cold War scenario. Terrorism(in post-'9/11' scenario) can be described as the strategy that covers all the internal/external intentional violence prepared by sub-national non-state actors and transnational groups that has some specific political, economic, religious or social goals. "Terrorists aim to maximize loss to urban life and assets. With this in mind, they have shifted their focus from merely targeting government bodies to crowded areas in which they can wreak the maximum loss to life and property"(FICCI, 2011:2). The terror attacks risk in a city depends on the population index of the city, and the economic index because any attack can result in a substantial financial loss. Lastly the presence of critical infrastructure can also increase the terror hazards.

The traditional LEAs were concentrated on the crimes and its circumstances and how to prevent it, within the city, but in post – '9/11' the counter terrorism polices were added in the structural frame work of LEAs and a special funding was also introduced for the implementation of measures. "Lead our nation's effort to combat terrorism at home and abroad by analyzing the threat, sharing that information with our partners, and integrating all instruments of national power to ensure unity of efforts"(Olsen, 2012: 6). The homeland security strategy is based

on the state and local law enforcement agencies, combined efforts for the prevention of terror attacks. They are engaged in initiatives to equip, train and provide "interoperable" communication support first responders; identify and develop plans to protect critical infrastructure; assessments of threats and vulnerabilities, investigation of terrorists and terrorist organization; and implement protocols and procedures for controlling a mitigating damage from a terrorist attack (Holden, 2003: 2).

> "Counter terrorism efforts intersect with traditional policing efforts along many dimensions. These include personnel allocation, recruitment, retention, training, internal communication, external communication/information sharing, technology, community outreach, resources and other crime areas. For example community policing is not only affected by counter terrorism efforts (resource allotment and prioritization of efforts) but also serves to enhance counter terrorism efforts (using local knowledge to under-stand the actual threat in a community among its members"(Davis, Pollard, Ward, Wilson, Varda, Hansell, Steinberg, 2010: 7).

It has been evaluated that the terrorist acts and local crimes run in the same circle against the law and order. Both are non-legitimate acts of violence. Terrorism has deeper influence and physical impairment while crimes have limited social disfigurement. They also require the same resources in order to conduct their transgressions, as a false identification, travelling documents, operators, transportation network, and counter surveillance techniques. The safety and the security intentions have been gathered under the broad itinerary of homeland security. They improved the sharing of intelligence information between the local, state and federal law enforcement agencies. As response to the '9/11' incident and under the homeland security of U.S., the LEAs were created and activated according to the security requirement of the state. Special homeland security initiatives have been introduced to implement the counter terrorism measures. They recognized the need to expand the data collection, analysis, and synthesis of information. They also encouraged the sharing network and created fusion centers between the local and federal LEAs to encounter the local crimes and the threats of terrorism.

> "Collaborative efforts of two or more agencies that provide resources, expertise, and information to the center with the goal of maximizing their ability to detect, prevent, investigate and respond to criminal and terrorist activity. Fusion also turns information and intelligence into actionable knowledge. The primary components of a fusion centers are situational awareness and warnings that are supported by law enforcement intelligence, derived from the application of the intelligence process, where requirement for actionable information are generated

and information is collected, integrated, evaluated, analyzed, and disseminated"(U.S. Department of Justice Programs, Global Justice Information Sharing Initiatives, 2006).

Another important factor is that these sharing networks and fusion centers have been successfully working with the adaptation of high technology and special funding by the federal entity. It also encouraged the LEAs to expand its structure behind the states' territory and build it ties with the multiple regional stakeholders within the large urban areas. They further advised for regional cooperation to increase preparedness, coordination, and integration, create fusion centers and to improve the sharing network at the regional level. The U.S. counter terrorism professional are working with their European counter partners to track the travelling to Pakistan and other suspected countries, and in the wake of Mumbai Attacks 2008 U.S. has also increased its counter terrorism collaboration with India to dismantle the terrorist networks in Pakistan. U.S. is also in process of building security ties with Bangladesh and Nepal and the Gulf states in order to prevent terrorism in the region (Tankel, 2011:5).However, the process of regionalization and sharing will broaden the view of homeland security structure that can be explained as follows,

- Encouraged the adaptation of a regional approach to counter terrorism homeland security preparedness and response.
- Greatly expanded the size of the network for counter terrorism and criminal intelligence and information sharing.
- Helped formalize LEAs counter terrorism intelligence and analysis functions.
- Broadened the mission from terrorism focused only to all crime/all hazards approach (Davis, Pollard, Ward, Wilson, Varda, Hansell, Steinberg, 2010: 56).

Safe City Model

In the globalized world of today, everyone is seeking for a peaceful life in a city without crime and threats. Crime and violence are not new phenomenon but peace is fading away from our lives. "Cites are violent due to their profound divisions, both spatially and socially, which presents a particular model corresponding to anew temporality of globalization and the society of information" (Boisteau, 2006: 21). The concept of safe city initiated by the end of 1980s, the innovation came from Toronto in Canada, where this important experiment of urban safety has been carried out, which introduced new ways of tackling safety problems, city functions and the way citizens uses its spaces and facilities (Planning Urban Design and Management, 2006-2007:10).

The rapid urbanization of our cities requires a new structure of safety to reduce the crime index. "Massoomeh*et.al.* (2011) contended that worldwide concern about population growth and rapid urbanization will continue to address

crime as a social problem. Becker in Erdal (2004) says that crime become more important during the last forty years that is discussed all over the world and safety becomes a central dimension for contemporary debate on urban sustainable development (Ceccato & Lukyte, 2011)" (Shamsuddin & Hussin, 2013:225). Therefore, the implantation of the safe city concept becomes prior need of every developing country. It provides a critical component of the overall smart city paradigm in the new millennium of the global urban growth. It has been initiated to maximize safety and to reduce crime in the society. A city free from all the physical threats, social disorders and polluted environments a community-based, public partnership led by the local law enforcement agencies. The safe city model has several broad objectives in order to attain the maximum safety. Specific goals of safe city are to,

- Strengthen the ability of law enforcement to lead local safe city initiatives;
- Reduce crime by implementing situational crime prevention techniques, communication technology, and other targeted solutions;
- Identify ways that safe city partners can effectively identify, prioritize, analyze, and prevent crimes;
- Increase collaboration among internal partners; and
- Create a formal infrastructure for partnership with the law enforcement, neighboring businesses, and community partners (LA Vigne& Owens &Hetrick, 2009:32).

While the European urban planning and design management follows three basic approaches of urban safety. These approaches grantee environmental safety and urban development, the first approach deals with security, mainly in terms of law enforcement through the use of rules and police. The laws regulate people's action and the police forces watch whether laws are followed and respected by the people. Secondly the crime prevention approach in social terms, it acts to reduce the conditions of disadvantage and poverty, which are considered as the major factors in generating criminal and anti-social behavior in the society. The third approach promotes environmental crime prevention. It deals with all those factors in the environment, which can somehow affect a criminal act to take place. (Planning Urban Design and Management, 2006-2007:9).

The implantation process of safe city is developed through four major components, (1) identifying key partners and garnering support from local Law Enforcement Agencies. Partners are the most important supporting frames to develop and sustain a comprehensive and viable crime prevention strategy. The Law Enforcement Agencies are considered the most important supporting partner, because it is the most logical entity to lead the safe city program. It has unique expertise in crime prevention and also has access to the crime databases and the crime reduction resources. The safe city implantations require a strong leadership "you need someone with the publically endorsed agenda and political power to push and support safe city investment, …… if you don't have strong leadership you cannot bring a project such as this forward"(LifeTalk, 2012:11). (2) Engaging key partners and formalizing safe city, setting expectations and limitations of the

model identifying its challenges and resources and how the community will respond to the structured partnership. "One of the largest challenges is not the technology itself, but how you integrate all of it. These applications are very complicated, encompassing multiple technologies, multiple vendors and integrations"(Life Talk, 2012:11). (3) We have to identify and implement targeted solutions in the community, involving the community in the safe city program and determining their readiness to ensure security. We have also to identify the issues and challenges that can affect the program and preparing strategies. (4) We have to manage the safe city program, assets protection, and staff to work with the Law Enforcement Agencies to create an inventory of potential partners.

The shift from the concept of safe city towards a safe and secure city (homeland security) is explained through the following,

- "First, as LEAs counter terrorism efforts continue to move towards a fusion centre model, large urban areas are starting to use information technology to organize virtually and to share information.
- Second, the renewed focus on counter terrorism and homeland security have served as a catalyst to promote technology adaption (e.g., IT system, software, camera systems) by fusion centres. An advantage is that this allows for better access to information, better linkage of network participants, and leveraging of technology to facilitate identifying the nexus between different types of criminal activity and potential terrorist-related activity.
- Third, LEAs have tapped into existing infrastructure and networks to help build their local intelligence functions.
- Fourth, fusion centres have helped centralized and formalize information exchange among LEAs and other network participants within a region.
- Fifth, homeland security and the Urban area Security Initiatives funding focuses on enhancing regional preparedness, with a key goal being to encourage a regional, multi-jurisdictional approach and improve coordinating among multiple stakeholders and different sizes of stakeholders within a region" (Davis, Pollard, Ward, Wilson, Varda, Hansell, Steinberg, 2010:XX).

c) Pakistan and the Homeland Security Initiatives

Pakistan's security structure is different from the discussed states and their homeland security initiatives. United States, United Kingdom and India opted for homeland security initiatives after some noticeable terrorist attacks, but in case of Pakistan, it possesses embedded extremism in its structure. The distinct element of religious extremism paved the way for anti-western sentiments and terrorism. Secondly Pakistan's own administrative decisions; political instability and their continued problematic relations with India further enhanced their vulnerability. 1979's Afghan-Soviet war and their undue involvement in War on Terror pushed

the state into burrow of terrorism. India also possesses the elements of religious extremism and anti-western sentiments but its political solidity and economic development stabilized the state against the emerging threats. However, terrorism is an extending phenomenon; we cannot consider it limited to Pakistan. For more than a decade after '9/11', U.S. and other western states are on war with Al-Qaida and terrorism; they are still at threat even after the death of Osama Bin Laden. Al-Qaida's anti-American/anti-western ideology has its roots in many third world states. "These groups are from an array of countries, including Yemen, Somalia, Nigeria, Iraq and Iran" (Olsen, 2012:1). The author further explains that these groups are in different states take directions from Al-Qaida-Pakistan. This argument is not a rational analysis of the situation; these are different transnational groups, allies of each other, with their own masters, the only similar thing that is the anti-western interests. According to the National Security of America (2010) that Al-Qaida's core in Pakistan remains the most dangerous component of the larger network, but we also face a growing threat from the group's allies worldwide. While the United Kingdom National Security (2008) strategy underlines Afghanistan, Iraq and Pakistan as the terrorists' safe heavens. It further reveals that the new terrorist threat is not a single organization but a wider network of affiliated groups.

The U.S. homeland security strategy has been based on the Homeland Security Act of 2002. The Act outlines the structure of homeland security implementations; it defines the responsibilities and guidelines of Homeland Security Department. It addresses the information analysis, infrastructure protection, transport security, emergency response, coordination, airlines war risk, federal workforce, and the technological development in order to support the homeland security, etc. (Homeland Security Act of 2002).The homeland security department also endorses its bilateral cooperation with India. The U.S.-India 2010counter terrorism cooperation (Memorandum of understanding) allows U.S. to facilitate capacity building and training in India, they are working to enhance,

-   The investigative skills;
-   Cooperation between forensic sciences and laboratories;
-   Mutual investigative assistance;
-   Capabilities to act against money laundering, counterfeit currency, and terrorist financing;
-   Trading best practices on mass transit and rail security;
-   Interaction between Coast Guard and Navies on maritime security;
-   Expertise on port and border security;
-   Training between specialist counter terrorism units, including the National Security Guard, and their U.S partners.

In 2011 the United States and India formally launched their Homeland Security Dialogues, to enhance the initiatives for homeland security and counter terrorism measures(U.S-India Homeland Security Cooperation, 2013:14).While the homeland security approach in United Kingdom is different from United States, "the United States has embarked on a wholesale reorganization of its

domestic security and border protection institutions, European countries have largely preferred to work within their existing institutional architect to combat terrorism and respond to others security challenges and disasters, both natural and man-made" (European Approaches to Homeland Security and Counter terrorism, 2006: 2). None of the European countries including United Kingdome have an equal department to the U.S. Department of Homeland Security. The responsibilities of the adopted strategy of homeland security and counterterrorism measures are divided among different ministries. They have integrated the counterterrorism measures and preparedness programs into the existing security structure. The European homeland security is a matter of attraction to United States, and the U.S. policy makers suggests for greater U.S.-European cooperation in the area of homeland security in order to guarantee security on both sides of Atlantic.

However, in Pakistan, it is hard to trace the implemented homeland security structure, although there have been many primary initiatives of homeland security. Pakistan has been focusing on both military and non-military options to combat terrorism. It has promulgated several amendments in the existing legal framework dealing with anti-terrorism measures. The Government of Pakistan announced the Anti-terrorism Act (ATA)in 1997, which was later, amended in 2002 (The Anti-Terrorism-Amendment Ordinance 2002). The Ordinance added the power of targeting the entire terrorist network with severe punishment up to death penalty. The Ordinance was further amended in November 2002 by giving the authority to police to hold a suspect for up to 12 months without filling any criminal charges. In 2004 another amendment was made in ATA 1997 which gave the right to appeal to the victims against the judgment of Anti Terrorist Court (ATC) in the High Court within thirty days. By 2005 they further modified the ATA 1997, in which they increased the penalty years to life imprisonment, and the also enhanced the ATC powers. In 2009, the government issued Anti-Terrorism (Amendment) Ordinance in which the establishment permitted the extra-judicial confession before ATC, and also extended the remand period from 30 to 90 days. The Pakistani government kept on enhancing the legal framework to counter terrorism; in June 2011 the government promulgated the Regulation Action in Aid of Civil Powers, the 2012Investigation for Fair Trial Bill, and in 2013 the parliament passed the Anti-Terrorism (Amendment) Bill. Moreover the Parliament passed a bill in March 2013 for the formation of a new independent body, National Counter-Terrorism Authority (NACTA) (Ahmed, 2014: 10-11),

> "With functions 'to receive and collect data/information/intelligence, and disseminate and coordinate between all relevant stakeholders to formulate threat assessment; to formulate comprehensive counterterrorism and counter-extremism strategies; and to establish links with the international entities for facilitating cooperation in

areas related to terrorism and extremism" (Ahmed, 2014: 11-12).

According the official website of National Counter-Terrorism Authority (NACTA), the Authority shall have the following functions, namely: -

a) to receive and collate data or information or intelligence, and disseminate and coordinate between all relevant stakeholders to formulate threat assessments with periodical reviews to be presented to the Federal Government for making adequate and timely efforts to counter terrorism and extremism;

b) to coordinate and prepare comprehensive national counter terrorism and counter extremism strategies, and reviews them on periodical basis;

c) to develop action plans against terrorism and extremism and report to the Federal Government about implementation of these plans, on periodical basis;

d) to carry out research on topics relevant to terrorism and extremism and to prepare and circulate documents;

e) to carry out liaison with international entities for facilitating cooperation in areas relating to terrorism and extremism;

f) to review relevant laws and suggest amendments to the Federal Government; and

g) To appoint committee of experts from Government and non-Government organizations for deliberations in areas related to the mandate and functions of the Authority.

The official website also prescribed the following powers that the National Coordinator shall have, namely: -

a) to execute the policies and plans approved by the board and instructions issued by the Federal Government:

b) to prescribe terms and conditions of the employees and grant additional allowances or any other incentives;

c) to have full financial and administrative power for effective administration of the Authority, as approved by the Board;

d) to engage any person or entity on contract basis to carry out assignments for the consultancy in accordance with acclaimed best practices;

e) to establish administrative structures at the field level for efficient implementation and accessibility of the Authority;

f) to submit quarterly progress reports to the Board on the Financial and functional aspects of the Authority;

g) to perform such other functions as may be delegated by the Board;

h) to undertake any other assignments given by the Board in the respective fields; and

i) Produce periodical journals relating to counter terrorism and counter extremism issues (National Counter Terrorism Authority Pakistan, Source: http://nacta.gov.pk/).
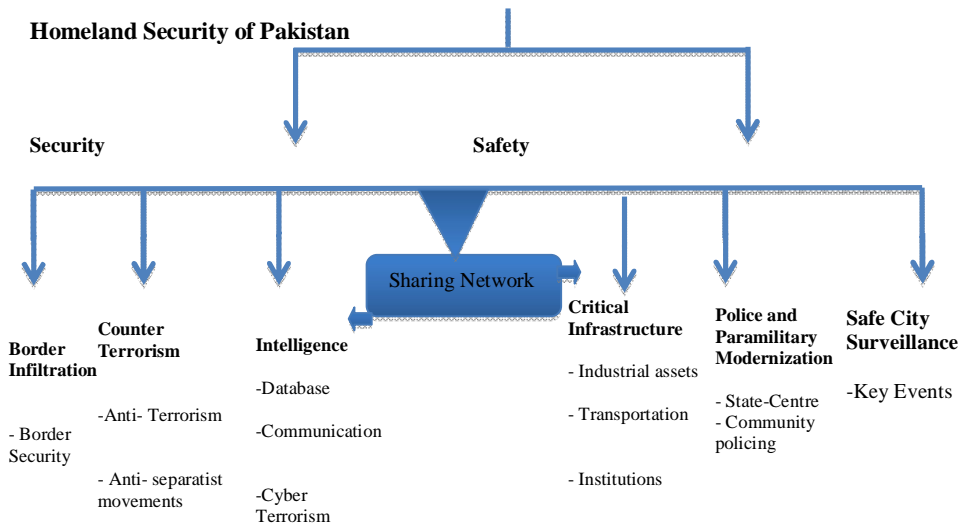
On October 20, 2013, the President Mamnoon Hussain promulgated Pakistan Protection Ordinance (PPO). The new ordinance has provisions with high security prisons, separate police stations for specified crimes with federal prosecutors to argue cases in special federal courts. This also includes preventive detentions and enhanced punishments and such offences, as designated under the law, as it has a provision to conduct trials out of the jurisdiction of where the crimes were committed. The law assigned powers to police officers and the armed forces to arrest, without warrant, any person who has committed a scheduled offence or against whom a reasonable suspicion or credible information exists that he/she has committed, or is about to commit any such act or offence. (Protection of Pakistan Ordinance promulgated to fight terrorists, criminal elements: Zafar, 2014). However, PPO was highly criticized by the national and international community, I. A. Remonstrated that the legislation (PPO) is not needed. Many of its objectives can be secured through the Anti-Terrorism Act (Mujtaba, 2014: 2).Dr. Azhar Nadeem stated in his article on the counter terrorism front, the government came up with the Pakistan Protection Ordinance 2013, with a view to giving teeth to the law enforcement agencies (2013).

Analytically Pakistan is well aware of the internal threat consequences and has managed to draw the initial lines to combat terrorism and to how to deal with the dominating threat to homeland security."Although the anti-terrorism legislation in Pakistan (since 1997) is a "bold departure from the normal legal system", (Kennedy: 390), it has proved insignificant to prevent terrorism" (Ahmed, 2014: 12).The state failed to undertake any speedy trials terrorist, less successful to ban the militant organizations, which eventually proves the weakness of the state and its rit. Dr. Azhar Nadeem in his article emphasizes on the national consensus to eradicate militancy and to come up with a pragmatic counter terrorism strategy (2012).

d) The Purposed Homeland Security Initiatives for Pakistan

Homeland security encompasses several dimensions of national focus and relates to safeguarding the internal environment of a country from disruptive activities that can potentially lead to social disorder (Homeland Security in India, 2010:11). We have discussed Pakistan's internal security dimensions for security and its dire need for planned strategy that can define all the domestic security initiatives in terms of security and safety. The following hierarchical structure is the basic outline for Pakistan's security concerns,

Homeland Security of Pakistan

Security   **Safety**

Sharing Network

Border Infiltration

- Border Security

Counter Terrorism

-Anti- Terrorism

- Anti- separatist movements

Intelligence

-Database

-Communication

-Cyber Terrorism

Critical Infrastructure

- Industrial assets

- Transportation

- Institutions

Police and Paramilitary Modernization

- State-Centre
- Community policing

Safe City Surveillance

-Key Events

The security components can be defined through the following,

1) Border infiltration: Pakistan possesses multiple types of boundaries, frontiers and territories with different countries. Some of these boundaries are un-demarcated and un-delineated, and the others include ceasefire lines, lines of control, lines of actual contact and working boundaries. This demographic boundary structure gives rise to all type of cross-border security challenges. "Pakistan inherited boundary disputes with almost all of its neighbors, but succeeded in settling some of them. A number of claims and counter-claims remain with at least two neighbors, India and Afghanistan, as do a number of associated cross-border transit issues" (Neill, 2010: 6).The strategy has to focus on the element of border infiltration especially on the emerging issues from Pakistan-Afghan border dispute and the Indian influence in Baluchistan. In a meeting between the U.S. Central Command Chief, General John P. Abizaid and President Musharraf, they shared the evidence that infiltration was taking place from Afghanistan and about the involvement of foreigners in creating trouble in Baluchistan. Islamabad has its serious concerns over the location of six Indian consulates in cites along the Pakistan border, and the Indian assistance to build the Afghan army (Zeb, 2006: 71-72).

2) Counter terrorism, terrorism is premeditated use of threat of use of violence by individuals or substantial groups to obtain political, religious, or ideological objectives through intimidation of a large audience (Arce & Sandler, 2005: 183). Since '9/11' Pakistan is under serious threat of terrorism and NECTA is responsible for all the counterterrorism measures that can handle the situation. Besides the element of terrorism Pakistan is also facing a separatist movement in Baluchistan. "Islamabad is reported to have provided proof to the Afghan President of the role of the Indian consulates in Jalalabad, Kandahar, Mazar-e-Sharif and Heart in fueling violence in Pakistan especially Baluchistan" (Zeb,

2006:70). Both aspects are highly matter of concern for the security structure of Pakistan.

3) Intelligence, the main aim of intelligence in homeland security structure is gathering and sharing the collected information to pre-empt any terrorist threat and crime. Intelligence in internal security management has various components like intelligence collection within the state, trans-border intelligence collection and the use of critical technology for the collection of intelligence specifically required for the internal management (Homeland Security in India, 2010: 14).The other main important aspects are communication, sharing network and the creation of fusion centers where they can share the data to encounter any threat.

The safety components can be defined through the following:

1)Critical infrastructure, It includes both public and privet assets that are strategically important to a state's interest, such as airports, industrial installations, national monuments, energy supply pipelines, nuclear and conventional power plants etc. "There is an immediate requirement for conducting a National Risk Assessment to identify and map the overall risk and vulnerability of the assets to any threat. The next step will be the development and maintenance of adequate counter-terrorism and emergency plans, including programs for providing awareness training to the security staff of such facilities"(Homeland Security in India, 2010: 15).

2) Police and Paramilitary Modernization; Awell-trained, well-equipped and dedicated police is the basic requirement of every state to carry out internal security measures. In case of Pakistan, the police face the crises of legitimacy. Due to the colonial legacy and the political misuse of police, the public perceives the police as cruel, callous and corrupt. Secondly, the police suffer from the resource inadequacy and no information sharing system (Nadeem, 2002: 214-16). It is facing a critical down casting, the public has no confidence on the police, it lacks the operational and professional autonomy, and it has been always detracted and misused. "It is important to note that the professional autonomy of the police has been an anathema to successive government, eager to use them for harassing political opponents, winning elections and achieving extralegal objectives" (Nadeem, 2013: 1). Therefore the police and paramilitary modernization process considered as the focus area to strengthen the homeland security apparatus.

> "Apart from building national consensus to fight the forces of extremism with full state might, political parties must commit to providing adequate resources for the institutionalization of community policing involving effective public participation through various techniques of consultation, a balanced media policy revival of alternative dispute resolution mechanism, and professional conferences of police officers at the national, provincial and district levels with meaningful agenda. This can go a long way in preserving the rule of law. Last, but not the least, adhoc measures like entrusting police functions to

paramilitary forces, like the Rangers and the army,
need to be given (Nadeem, 2013: 1).

3) Safe city surveillance, the presence of CCTV cameras makes people more disciplined and also provides deterrence against the local crime. Especially it is required in the key events, where more chances are available of terrorism and crime."The video surveillance now enables the government to monitor and control the quality of utility service providers' work. Building control systems allow for tight control over personal activities, leading to more accurate accounting and technical supervision (Safe city Moscow, n.d.: 2).

e) National Security Policy and Homeland Security

The National Security Policy is considered as, the nation's plan for the coordinated use of all the instruments of state powers on-military as well as military, to pursue objectives that defend and advance its national interest (Doyle, 2007: 624). Providing security for the nation and for the citizens is the prime responsibility of every developed state in the previous and the current arena. The world observed shift in the global security structure in post-Cold War scenario. The opposition between two power blocs has been replaced by more complex and unpredictable set of relationships and non-traditional threats. The complexity of the globalized world further enhanced by the new economic trends and the communication advancements. Thus the entire change pushed the world into a more complex web of security concerns as, the international terrorism, weapons of mass destruction, conflicts and failed states, pandemics, and transnational crime (The National Security Strategy of the United Kingdom, 2008: 3). The U.S. National Security of 2013 also admits the change in international order since the end of Cold War, "The United States must prepare for a multilateral world where, while retaining our military, economic, and cultural preeminence, we may be challenged by both allies and adversaries"."President Barack Obama Administration's 2010 National Security Strategy states that strategy is meant to recognize "the world as it is" and mold it into "the world we seek" (Reese, 2013: 6).

Internal security emerged as one of basic needs of every developed state. Previously the national security strategy was considered to protect the state and its vital interests from any external threat. Over the recent decades the conception of national security extended and included the internal security concerns and their underlying drivers. The observed way of thinking among the Americans 'public opinion' in the recent century with respect to fighting wars is probably also true, in some degree of all nations as they move toward more stable and affluent internal economies and by establishing the law and order situation within their borders (Davis, 1964: 83).Therefore the U.S emphasizes on strength at home and shaping the international order accordingly to meet their challenges of the time. They mainly defined four enduring national interests, security, prosperity, values, and international order. In the pursuance of security initiatives the U.S. policy continued to adopt integrated homeland security efforts seamlessly with other

aspects of our national security approach. According the 2010 National Security Policy of United States that at home, it is pursuing strategy which is capable of meeting the full range of threats and hazards to their communities.

> "To prevent acts of terrorism on American soil, we must enlist all of our intelligence, law enforcement, and homeland security capabilities. We will continue to integrate and leverage state and major urban safe area fusion centers that have the capability to share classified information; establish a nationwide framework for reporting suspicious activity; and implement an integrated approach to our counterterrorism information system to ensure that the analysts, agents and officers who protect us have access to all relevant intelligence throughout the government" (National Security Strategy, 2010:20).

On the other hand the United Kingdom National Security Strategy of 2008 also emphasizes on the importance of security, as follows:

> "The complex interdependence of the threats, risks and drivers of insecurity, in an increasingly interconnected world, is in itself a powerful argument for a single overreaching strategy for national security. This strategy focuses on the full range of issues, pulling together expertise and experience across government to produce a coherent response to the global security challenges of the twenty-first century" (P: 24).

While the Indian National Security strategy prioritizes the external security threats after the '26/11' attacks on Mumbai, an obvious shift has been appeared in the Indian security strategy. Since 1947, India pursued a grand strategy focused on preserving political unity aimed its bewildering diversities and potential rifts, protecting the nation's territory from internal and external threats, and realizing the economic development that would transform the country into a genuinely great power (Joshi & Mitra, 2014: 2). According to the Indian current National Security situation, India is centering on the challenges as, defense of national territory over land, sea, and air, borders security, off shores from religious, language, ethnic, or socio-economic dissonance, to promote harmonious relationship with the other regional players (China and Pakistan) that supports Indian national interests; and to contribute to international stability. However, the Indian counter-terrorism strategy is based on the constitutional values and political consensus. According to their summarized security strategy they emphasizes on the periodic net assessment of terror groups, patterns trends and finances. They also believe that the strategy will be enhanced by effective policing and collaboration among intelligence agencies, inter and intra–agency coordination, justice system, international cooperation, and civil society participation (Towards a National Security Strategy for India, 2011: 7).

On the other side, the study focuses area of Pakistan's internal national security strategy elucidated under the National Internal Security Policy -2014-18 (NISP). Pakistan has been dominated by non-traditional threats of extremism, terrorism and militancy. NISP is the first ever-internal security strategy of Pakistan; its defined vision is to create a safe environment where people of Pakistan can live in harmony and freedom under the constitution of Pakistan. The policy is based on the principles of mutual inclusiveness and integration of all national efforts, including three basic components: 1) dialogue with all stakeholders, 2) isolation of terrorists from their support systems, 3) enhancing deterrence and the capacity of the security apparatus to neutralize the threats to internal security of Pakistan. The policy defines the implementing structure for the security strategy through integrated efforts with institutionalized monitoring structure under a democratic leadership.

NISP also chalks down the required policy framework for the implementation of this strategy, the soft component is the primacy of the political process and supported by Comprehensive Response Plan (CRP), including dialogue/ national narratives, infrastructure development, rehabilitation, monitoring through NACTA, reconciliation, reintegration, and legal reforms. The hard component is the Composite Deterrence Plan (CDP), in which integration of specialized skills and capabilities are required to combat traditional and non-traditional threats. They also believe in restructuring and building the capacity of the national internal security apparatus and creating efficient and coordinated institutions. NACTA will be the key operating authority to deal with all the required measures to counter terrorism. It will also liaise with the international actors for fostering cooperation to enhance anti-terrorism and anti-extremism channels (National Internal Security Policy, 2014).

Conclusion

The initial structure of a city was designed with the safety measures to encounter all types of crimes but in post-'9/11' terrorism scenario, the safe city model included safety and the security measures as well. The initial steps of homeland security were taken in U.S., than U.K. and after the Mumbai mayhem; they were initiated in India with the U.S collaboration. The concept is defined under different perspective; every state defines it according to its security concerns. Therefore the homeland security is defined with respect to the internal threat perception and the national interest of the state.

Pakistan's dilemma initiates from the insecure birth of new Muslim state surrounded with two hostile neighbors. The external insecurity paved the way for Pakistan's involvement in Afghanistan-Soviet War and the War on Terror, which laid down serious implication on Pakistan's internal security structure. It introduced terrorism, Kalashank of culture; it damaged the economic sector and raised the hypes of the separates' movements. However, Pakistan's security initiatives paperwork is appreciable but the actual impasse is the political

instability and the clash between the civil-military leadership that has no national consonance son the matter of internal security. Secondly, the other damaging factor is lack of implantation, despite of being advised, and no actual information sharing occurs, no coordination is found among the Law Enforcement Agencies. Due to the unrealistic and unpractical approach of the governing bodies none of the LEAs are able to respond.

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