DEFINING HOMELAND SECURITY AND ITS UNDERLYING CONCEPTS

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ABSTRACT

Despite plentiful efforts exerted to delineate the concepts of new homeland security, there still exists room for the development and improvement of the concepts and theories of homeland security. This study is an attempt to fill this gap through developing a firm and consistent framework containing comprehensible definitions of the concepts, which crystallize the nature and operating principles of this new management field. It concludes that homeland security is not just an ordinary type of management conducted by the managerial team but is also an art of displaying successful performance on the stage by multiple actors living inside the homeland security sphere just like a chorus elegantly.

Key words: Homeland security, Homeland Security Management, Terror.

İÇ GÜVENLİĞİN VE ALTINDA YATAN KAVRAMLARININ TANIMLANMASI

ÖZET

Yeni iç güvenliğin kavramlarını şekillendirmek adına ortaya konulan sayısız çabaya rağmen, iç güvenliğin kavram ve teorilerinin geliştirilmesine hala ihtiyaç bulunmaktadır. Bu çalışma, bu yeni yönetim alanının doğasını ve işletim ilkelerini somutlaştıracak kavramların kapsamlı tanımlarını içeren sağlam ve tutarlı bir şablon geliştirerek bu boşluğu doldurmaya yönelik bir girişimdir. Sonuç olarak iç güvenliğin yönetici bir ekip tarafından yürütülen sıradan bir yönetim faaliyeti olmadığı, iç güvenlik alanı içinde yaşayan çoklu aktörlerin bir koro edasıyla sahnede başarılı bir performans sergiledikleri bir sanat olduğu vurgulanacaktır.

Anahtar Kelimeler: İç Güvenlik, İç Güvenlik Yönetimi, Terör.

Introduction

The terrorist attacks on September 11, 2001 (9/11) undoubtedly marked a milestone on the way people adapted their stance on terrorism. These events resulted in a new wave of thinking about terrorism not just in the United States but also in many other parts of

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the World (Deutcher, 2009: 2; Bullock and Haddow, 2006: 24). Shortly following the events of 9/11, the term "*homeland security*" (HS) emerged and quickly became a symbol firmly embedded in American society referring this new way of thinking about terrorism and security issues (Maxwell, 2005: 157; Baldwin, 2010: vi). 9/11 also has raised a very important and vital policy area and policy phenomenon (Ufot, 2006: 197). The mindset of the entire nation has abruptly and drastically changed (Cupp, 2009: 1). Before that time HS was not a recognized term from either an instrumental or conceptual viewpoint (Aviola, 2011: 25).

But what did people imply by articulating this new term? Was it something related to national defense or was it a component of national security? Was this term implying more than the existing concepts regarding terrorism and the ways combating terrorism? The answers of these types of questions have been explored by many scholars since that time. Among those, the most succinct statement seems to be Kettle (2003)'s proposition suggesting that HS is a matter of doing new things, doing many old things much better, and doing some old things differently (Kettl, 2003). This statement not only puts forth a revision in order to increase the efficiency of existing organizational structures but also a reorganization including naval components and strategies for securing the nation. Looking from this point forward, HS seems to be a kind of change management. A change management not only dealing with just an organization but also with a huge system containing many of the organizations public or private elements along with various political and sociological aspects. Rather, issues surrounding HS affect everyone in the society in ways more profound than any other policy or reform movement since long time (Haynes, 2004: 390).

However, it would be too simplistic to argue that HS is just a kind of change management. Looking at the activities HS deals with, it also could be regarded as studies of culture, merger, innovation, inter-organizational and intra-organizational relations, strategic management and leadership (Rosati, 2004). Furthermore, one could argue that homeland security is a matter of political science, public policy, public administration, criminal justice, public health, various kinds of engineering and computer sciences (Ufot, 2006: 197).

Is HS a forth era of policing (Oliver, 2006: 49) or is it a perspective compromising civil liberties (Lodge, 2004: 254) considering everyone as a suspect? Is it a law enforcement organization or an emergency management (Caudle, 2005: 355)? Does it foster classical intelligence shipping or does it exhibit a scientific and democratic information management?

All these questions are ought to be answered deliberately in order for the new HS paradigm and its supplementary concepts to be clarified. This explanatory study attempts to develop a consistent definition setting forth all the characteristics of the term HS with its supplementary concepts and the new security paradigm it implies.

Homeland Security

"Terrorism" and "Homeland Security" are the two terms that have found their way into the vocabulary of society in the aftermath of the attacks on 9/11 (Deutcher, 2009: 2).

Not until 9/11 and the subsequent developments did the term "homeland security" enter the lexicon of government agencies at all levels as well as the American public (Durbin, 2009: 9). Almost overnight, it was argued, HS concept became a household term (Friedmann, 2007). In short, the concept of HS means keeping the country safer. But, was that all?

The term HS is officially defined right after the 9/11 as a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, minimize the damage and recover from attacks that do occur (Office of Homeland Security, 2002: 2). Prior to 9/11, terrorism was not something with which Americans were concerned (Harf and Lombardi, 2005). However, it was argued that with the 9/11 events, the world has entered a new era in which terrorism and security issues have become something which was felt not only under the public's but also every individual's nose.

The official definition comprises five characteristics:

- It is a national effort,

- Aims at preventing terrorist attacks within the country,

- Strives to reduce the country's vulnerability to terrorism,

- Prepares to minimize damage in case of an attack and

- Recover from attacks that do occur.

While this definition responded to the expectations of public opinion to some extent at that time, in face of the developments achieved and arguments took place around this fresh term, it cannot be argued that it is enough comprehensive and descriptive in our day. Almost none of the components of this definition reflects the originality of the term HS. Nobody can contend that many of these goals and activities did not exist before 9/11. As Kettl (2003) claimed, public officials have been addressing perceived security threats for centuries. American history contains countless examples of what we call today HS (Mathias, 2012: 12). Therefore, if HS is something just as the above definition describes, so it is an old practice and "not a new problem" (Kettl, 2003).

However, we all recognize that while many of the activities such as law enforcement and intelligence gathering are old, there are novel approaches, principles, structures and briefly paradigms that regenerate the old term into a new concept. Before presenting these novelties, we will look at some other definitions attempted to clarify homeland security.

National Research Council defined the term HS in 2005 as any area of inquiry whose improved understanding could make U.S. citizens safer from extreme, unanticipated threats including those threats that are man-made, technological, and natural (National Research Council, 2005: 3). In this definition, "improved understanding" is worth stressing. Though this statement implies a new paradigm for

security problems, the characteristics of this new understanding is lacking in the definition.

Reddick (2008) was one of those who put forth a HS definition. He defined HS as "domestic governmental actions designed to prevent, detect, respond to, and recover from acts of terrorism, and respond to natural disasters" (Reddick, 2008: 1). It is really hard to find out the distinctness of this definition with that of the Office of Homeland Security (2002). Maybe the only addition to the former definition could be regarded as articulating "natural disasters" among actions of HS. However, although the term HS initially was adapted to refer almost exclusively to issues pertaining to terrorism (Bellavita, 2008), in the years ahead it expanded to include a range of domestic incidents including major disasters and other emergencies in addition to terrorist attacks (US Department of Homeland Security, 2003). Therefore, stressing this compass enlargement alone does not seem to make up the deficiencies of the prior definition. Bellavita (2008: 24) defined HS in parallel with Reddick (2008) as a concerted effort to prevent and disrupt terrorist attacks, protect against man-made and natural hazards, and respond to and recover from incidents that do occur. Another definition was proposed by Beresford (2004) stating that all actions taken at every level; state, local, private and citizen to deter, defend against, and mitigate attacks within the US or to respond to other major domestic emergencies. This definition seems to be more overarching than previous definitions in that it stresses multi-level activities performed by various actors within the public regarding security. However, many aspects of the new concept and the paradigm behind it are still missing.

In 2010, the DHS issued a report conceptualizing HS from a broader perspective: a concerted national effort to ensure a homeland that is safe, secure, and resilient against terrorism and other hazards where American interests, aspirations, and way of life can thrive (DHS, 2010: 12). This attempt broadened the image of the concept to include what we call in this paper "quality of life". The same report also stressed the "collective efforts and shared responsibilities" as an outstanding characteristic of the new HS approach. Therefore, this relatively new definition seems to be the one which comes closer to what we will try to shape in this paper.

Now, we will start to conceptualize the term HS deliberately so that one could not only comprehend the distinctness and originality of the concept easily, but also could be able to imagine the logic and the operation system of the new security paradigm developed around this term.

The Definition of Homeland Security

It is essential to define the term HS a decade later since it was revitalized and to determine with certainty what this term implies. As Donley and Pollard (2002) contended, HS should be regarded as an umbrella concept, incorporating a range of goals and objectives, missions, means, components, and threats related to the security of a country (Donley and Pollard, 2002: 139). Setting out from this point forward, we will attempt to define HS in such a way that this definition would contain and evoke the

elements of the new security paradigm as much as possible. Although there exists plentiful components of the new security concept that would not be possible to include in a short definition, we will try to cite only the most prominent ones of these elements as much as possible:

"Homeland security refers to the measures to be taken collectively and activities to be performed in coordination by the whole society through a scientific based structure and approach in order to secure not only the lives and properties of individuals but also the life quality elements such as wealth, acquisition and systems of the whole public from every kind of threats and risks whether manmade or natural, inside the borders of a country."

This definition includes eight components:

- It is an activity of whole society,

- It necessitates a multi-faceted coordination,

- It is both proactive and reactive,

- Adopts scientific approaches,

- Implies a new organizational structure,

- Secures life quality elements nearby lives and properties,

- Watches out and takes actions in face of both manmade and natural threats and risks,

- Operates inside the borders of a country.

Now, we will discuss these pillars of the definition in short.

Components of the Term "Homeland Security"

Emphasis on society

HSM is not something focuses just on security organizations such as law enforcement. Rather, it is a field management that in addition to security organizations comprises those organizations related to HS and HS shareholders. We call this field as "*Homeland Security Sphere*" (Figure-1). Before delving into this sphere's existence logic and practical benefits, we will clarify shortly the actors standing in the homeland security sphere.

"*Security organizations*" are those directly charged with the responsibility of providing security throughout the country.

Law enforcement and intelligence organizations are early in the list of those organizations.

"*Security related organizations*" are those although not directly owing any power and responsibilities of HS, having potential for providing

commitment and support to HSM in those activities they perform in their jurisdictions.

Most of the departments (e.g. Department of Justice, Department of Defense, Department of Transportation, etc.) fall under this category. Some independent agencies, boards, committee and commissions and quasi-official agencies (e.g. Central Intelligence Agency, Commission on Civil Rights, Federal Communications Commission, National Transportation Safety Board, Chemical Safety and Hazard Investigation Board, etc.) could also could be included in this cycle.

"*Homeland security shareholders*" are those actors of the society such as local governments, non-governmental organizations (NGO), private sector, media, universities, and even individuals whose support, commitment and partnership is required in implementing homeland security missions by the homeland security management.

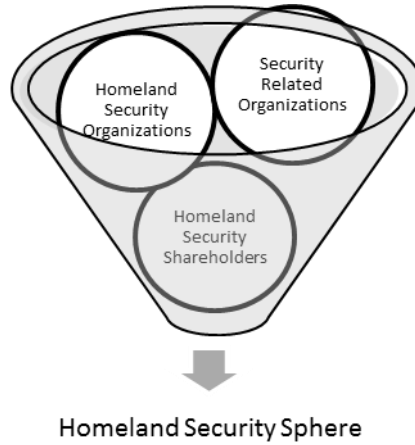All these three group of actors will be determined by the HSM and have to be revised from time to time.

Figure 1. Homeland Security Sphere

The logic underlying this new paradigm distinguishing HS from old security approaches is the demise of the proposition which asserts that security is an exclusive responsibility of the state or security organizations. This new paradigm loads every member of the society from individuals to public or private institutions with a charge of HS. As Seiple (2002: 271) proposed, HS must be as comprehensive as possible looking at every agency at every level while also considering the various non-state elements of national power such as business and non-governmental organizations. This vision is

reflected in the National Strategy for Homeland Security as "The administration's approach to HS is based on the principles of shared responsibility and partnership with the Congress, state and local governments, the private sector, and the American people " (Dory, 2003: 38). Kettl (2003) supports this vision by contending that HS could be seen as a web of area-based measures. All the actors of this area must be included in the HS efforts. As then Great Britain Prime Minister Tony Blair articulated: "The rule of game had been changed" (Time, 2005), combating terrorism and securing the nation from other risks and threats is not at all an activity that would be successful unless running together with the public.

The Department of Homeland Security (DHS) not only coordinates a broad variety of organizations from federal, state, and local governments but it also creates multiple partnerships with private organizations. Even several of its functions were argued to have been partially or fully outsourced to the private sector (Moeller, 2010: 5). The protection of the country rather involves many international, federal, private, state, tribal, and local agencies interacting with each other through broad directions, missions, and goals (Penn, 2007: 83). Before 9/11 most of these efforts were fragmented and the commitment of the public to security issues was not regarded as crucial as today. In the wake of 9/11 and the subsequent inquiries and discussions, it was revealed that HS preparedness requires numerous federal, state, local, and private entities to be prepared to operate in close coordination to meet the goal of securing the nation (Wise and Nader, 2002).

Ramsey (2012: 11) calls this relationship as a "societal sector". He refers to Scott and Meyer (1991)'s study describing a societal sector as an association of all organizations within a society supplying a given type of product or service together with their associated organizational sets: suppliers, financiers, regulators, and so forth (Scott and Meyer, 1991: 108). For Ramsey (2012: 11) the HS societal sector is a conglomeration of various agencies such as local law enforcement, emergency medical personnel, firefighters, and many others.

As will be discussed later, HS exhibits as a network structure. Whatever it is called, the societal sector or civil security, it is a network structure composed of public elements official or non-official with shared responsibilities and close partnerships established for one goal: HS. Haynes (2004: 390) argued that all figures of the society such as practitioners, scholars, politicians, public officials at every level of government, and leaders, consultants, and contractors in the private and quasi-governmental sectors, have to join the network of HS practices to provide a more secure country.

For terrorism directly affects individuals, measures to address the threats of terrorism cannot be divorced from the very people these measures are ultimately intended to benefit (Dory, 2003: 39). Volunteerism comes to forefront at this stage. In an effort to better prepare the public for both natural and man-made risks and threats, HS managers have increased efforts to bolster preparedness via volunteering (Brudney and Getha-Taylor, 2005: 3). Service to the community by citizens is viewed as a key element necessary to safeguard the US homeland (Department of Homeland Security, 2004). For Dory (2003), renewed attention to individuals and their contribution to and participation in domestic security might best be called as "civil security". He describes

civil security as measures undertaken to reduce the public's vulnerability to the physical, psychological, and economic impacts of terrorism as well as measures to enable individuals to minimize damage and recover from terrorist attacks (Dory, 2003: 38).

All these approaches emphasize the core element of the new HS concept as the shared responsibilities and the joint efforts exerted to secure the nation should be comprehensive as much as possible including every aspects of the society. This principle should be put into practice not only in the strategy development but also in every phase of the implementations.

Multi-faceted Coordination

As previously mentioned, HS sphere consists of many actors. Reaching the goals of HS relies on the integrated efforts of these many actors: federal, state, regional, and local governments, not-for-profit and other nongovernmental organizations, private-sector entities, international organizations and nation-states, and even individuals (Gilmore Commission, 2003). It requires the close integration of many functions and activities of these various actors (Wise and Nadler, 2002: 54). It is the basic challenge in the work of HSM.

Deficient organizational structure and lack of coordination is deemed as one of the most chronicle problems of HS (Kettl, 2004). These two are the security topics closely related to each other. It is hardly possible to successfully perform its mission for one unless the other one operates healthy. Prior to the 9/11 attacks, counterterrorism efforts were scattered and responsibility was shared by approximately a hundred agencies (Deflem and Shutt, 2005: 84). One of the most important lessons learned from the events of 9/11 is the importance of coordination among the organizations that are responsible for disaster management. The lack of coordination and overlapping jurisdictions have resulted in fragmentation and often in redundancies within the system (Posner, 2002). The effectiveness of HSM was realized to be bound to compatible and coordinated activities of the actors inside the HS sphere. In order for this goal to be achieved a well-structured mechanism performing a multi-facet coordination is required.

HS is to some extent a complex intergovernmental policy arena. While meeting the HS challenge is fundamentally a matter of intergovernmental cooperation and coordination, HS coordination does not refer to just inter-governmental relations of the HS organizations. Nevertheless, it also implies multi-dimensional coordination among HS organizations, security related organizations and HS shareholders. Figure 2 illustrates the multi-dimensional coordination of HS sphere. This coordination mechanism incorporates the coordination of law enforcement organizations, intelligence agencies, local governments, universities, non-governmental organizations, private sector, media and many more actors.

Figure 2. Multi-Dimensional Coordination of Homeland Security Sphere

National terrorism preparedness requires these numerous entities' preparation to operate in close coordination to meet various threats and to mitigate their consequences (Wise and Nader, 2002). As then USA president George W. Bush stated that the efforts to defend the country have to be comprehensive and united (Bush, 2002). Therefore, the coordination of both public and private efforts in every level of federal, state and local have to be managed deliberately.

Both Proactive and Reactive

While the security and emergency organizations before 9/11 primarily focused on mitigating the emergency as it arises, HS focuses on preventing that emergency from occurring at all (Hershkowitz, 2008: 67). Prevention function refers to proactive character of the new HSM. However, this quality does not exclude reactive character of this mission.

Purpura (2006: 97) reflects this dual quality of HS stating that HS includes both counterterrorism (e.g., proactive investigations of suspects, collecting intelligence) and antiterrorism activities (e.g., increasing security at airports). For him, while the terms "counterterrorism" and "antiterrorism" are used interchangeably, there are clear distinctions between the two terms. Counterterrorism implies offensive measures taken to respond to terrorism while antiterrorism refers defensive measures to reduce the vulnerability of the nation to terrorist attacks (Purpura, 2006: 97). Looking from another point, counterterrorism is reactive whereas antiterrorism is proactive. These two distinct but parallel features are inherent in the strategies and implementations of HS.

Science-based

Science is an indispensable guide to HS in presenting various strategy alternatives and providing available tools for effectively implementing the policies and evaluating the performances with its technology, cumulative knowledge and experience. Biometrics, data mining, closed circuit television surveillance, and communications monitoring are

some of which could be effectively utilized through HS implementations (Technology and Privacy Advisory Committee (TAPAC), 2004). The chance of success in HS without providing required scientific support is little if any.

Engineering community refocused their energy after 9/11 to address problems that impact the nation's safety, security, and well-being (Jacobson *et al.*, 2007). Since then, the expansion of digital and biometric technologies in public and private spaces related to security has been noted (Muller, 2004). An industry is argued to be emerging or refocusing, to serve the needs of HS as computer security systems technologies; telecommunication systems; passenger and cargo screening technologies; biological defense science and technologies; emergency response systems, technologies, and products; land, air, and sea transportation systems; transportation infrastructures protection and security frameworks (Inamete, 2006: 197). Biodefense, food and water security, identity authentication, cyber security, data mining and information fusion determined as fundamental research topics by the President's Council of Advisors on Science and Technology (2003: 10-13).

While there has been considerable public concern over the extent to which new and expanded homeland security technologies balance threat reduction with potential privacy or civil liberties infringement (Davis and Silver, 2004) twenty-first century crime prevention cannot overlook the effectiveness and usefulness of the technological instruments. New HSM not only has to be capable of adapting and using up-to-date scientific and technologic advancements before they have been handled by the terrorists, but it also has to develop these kinds of practical means by itself.

The events of 9/11 also prompted an intense examination of terrorist threat. A strong demand to develop multidisciplinary HS degree programs was put on the higher education. To address the needs for a skilled workforce, many universities adapted academic programs for HS. As a result, academic institutions of higher learning within the United States responded by offering an outpouring of courses, certificates, concentrations and degree programs for students and researchers desiring to further their knowledge of HS studies (National Research Council, 2005). Additionally, new academic programs in HS are being developed by colleges and universities throughout the country at an astounding rate (Aviola, 2011: 3). However, despite these kinds of multiple attempts by HSM and the academic community to expand the existing body of international terrorism research, much is argued to be still lacking (Baldwin, 2010: 2).

Reorganization

As was previously stated, success in HS depends on the effective operation of the actors existing inside the HS sphere with the utmost coordination. This requirement leads revision and reorganization of the existing structures. Ramsey (2012) contends that the overall objective of the governmental reorganization in terms of HS is to increase agency cooperation at and between the federal, state, and local levels (Ramsey, 2012: 1). However, as we have mentioned before, it is not enough to handle with just governmental organizations for the success of the HS mission. As was the case in coordination, reorganization is also has to be approached in an integrated manner including all the actors inside the HS sphere. Therefore HS managers must discover

what configuration of organizations, public and private is needed and what arrangements between them provide the most effective relationships to perform a needed function (Wise, 1990: 142). Thus, one of the challenges in the HS arena is to create right organizations at all levels of government in order to counter the terrorist threat (Davis, 2008: 2).

Wise and Nader (2002) suggest that HS will require significant changes in the way governments are organized and operate at the federal, state and local levels (Wise and Nader, 2002: 44). Shortly after the 9/11, massive restructuring of the federal government took place. Roberts stated that following 9/11 most state agencies had reoriented their organizational structures to address the threat of terrorism (Roberts, 2005: 442).

To coordinate and consolidate the disparate efforts of various federal agencies streamlining them towards a unified strategy, the Department of Homeland Security (DHS) was created. With this most critical reorganization attempt, twenty-two federal agencies have been amalgamated into the new department (Clarke, 2004: 121). The DHS was stated to leverage resources within federal, state, and local governments, coordinating the transition of multiple agencies and programs into a single, integrated agency, focused on protecting the homeland (Spindlove and Simonsen, 2010: 27).

The creation of the (DHS) in 2002 was seen as the most ambitious effort to reorganize and expand the federal government in the area of foreign policy since 1947 (Rosati, 2004: 211; Haynes, 2004: 369). The department's diverse workforce of more than 218,000 employees is tasked with the mission of instituting the operations necessary to keep the nation safe from terrorism (Aviola, 2011: 1). The idea behind such restructuring and placement of agencies under the DHS was that it would ensure greater accountability over critical HS missions and unity of purpose among agencies responsible for them (The Office of Homeland Security, 2002). The alignment of the agencies within one cabinet-level department was designed to improve communication among agencies in order to prevent tragedies similar to 9/11 from occurring again in the United States (National Commission, 2004a, 2004b).

Not only the DHS was created but also numerous new legislations were passed in order to enable law enforcement agencies more effectively fight against terrorism in the aftermath of 9/11. Critical infrastructures were specified and measures for their security are determined. Security level was increased to protect airports, borders and transportation systems. Difficulties in information-sharing among intelligence agencies were eliminated. Information gathering, analyzing and sharing mechanisms were drastically extended to all partners of homeland security sphere including homeland security shareholders. All these reorganizations and reconstructions were launched for the sake of providing an effective organizational structure for combating terrorism and securing the nation from every kind of threats.

Security Realm

One of the major distinctions of the new HS concept from that of the previous approaches is that it secures life quality elements nearby lives and properties. Old

security approaches were focused particularly on concrete assets. However, beyond lives and properties, homeland security focuses life quality elements of both individuals and the public.

Eliminating every kind of obstacles and hindrances on the way to increasing life quality of the public is among the main goals of the homeland security. Human rights, freedoms, and democratic system are some of those to be secured for the wellbeing of the society by HS. Seiple (2002: 262) argued that HS concept must above all protect citizens' constitutional rights to freedom of thought, speech and association.

Securing life quality incorporates those struggles not only with criminal activities but also with those actions even though not constituting criminal activity, threaten the health, comfort and existence of the public in the long term. As this third pillar of the homeland security realm, quality of life was neglected through the security implementations after 9/11, those activities carried out in the name of securing nation were come out to be harmful to the elements of quality of life such as freedom of thought, freedom of speech and freedom of communication. Many critics of post 9/11 terrorism policies and practices argued that expanded law enforcement powers and investigative authority infringe on individual civil liberties and disproportionately target certain groups (Brown, 2007).

Allowing the law enforcement and intelligence agencies to initiate an array of surveillance techniques without a court order, Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorists Act (USA PATRIOT Act) marked a normative shift regarding the value of individual rights in the country (Copeland, 2004). It was alleged that the vague provisions of this legislation allowed the targeting of dissenters for surveillance simply because of their oppositions to national security policies (Parenti, 2002). College and university instructors were some of those who have been disciplined, reprimanded, and even denied tenure for they have spoken out against official policies since 9/11 (McCullogh, 2002). The distinction between citizen and terrorist was argued to has become blurred and mobile, producing the potential for anyone to be a terrorist (Register, 2007: 2).

Lodge (2004) asserted that the homeland security agenda reflects tension between the e-security and the political requirements of democracy and seems to advance a security agenda that potentially compromises civil liberties (Lodge, 2004, p.254). New laws and executive orders that have been established to address the terrorism threat must strike a balance between the sense of security and the civil rights (Bullock and Haddow, 2006: 24). Therefore, including and focusing on life quality issues nearby life and property security is of vital importance for the wellbeing and peace of the society.

Threat-Risks

HS could be described as managing multiple and ambiguous risks and threats. Power (2004) is among those describing homeland security as a risk management and the politics of uncertainty (Power, 2004). In this context, Seiple (2002)'s identification is original and worth arguing here: He argued that HS was more than physical protection

against an ill-defined threat and enemy who already operated within the walls of freedom (Seiple, 2002: 262). There is no any clear target. Derian (2002) stressed a similar point with Seiple (2002) noting that the war on terror is a war of networks, in which a "military-industrial-media-entertainment network" tracks an elusive, quasi-invisible, and networked enemy.

Securing public on one hand could refer protecting people from terrorist attacks, drug trafficking or other criminal activities, but on the other hand it should imply protecting people from their social environment, their families and even themselves. Likewise, threat on one hand could arise from conventional weapons but on the hand could take its source from genetically modified organisms, seeds or mutated virus and bacteria. Therefore, to take only physical threats into account neglecting other types of risks would be an inadequate approach for HS strategies. HS is charged with securing the nation from every kind threats originating from every kind of sources whether they are agricultural, cyber, genetic, nuclear or conventional.

HS management adapted an all-hazards approach in the coming years. In 2003 Homeland Security Presidential Directive 8 established a national "all-hazards preparedness" goal that addressed preparedness for "domestic terrorist attacks, major disasters, and other emergencies," spanned multiple federal agencies, and emphasized the involvement of states and localities (May *et al.*, 2011: 287). The all-hazards approach argues that the initial response in most cases is the same. It requires addressing all potential threats, both man-made and natural. The practical focus for all-hazards preparedness appears to be emergency response and recovery (Caudle, 2005: 354).

Homeland security management looks for the question of how to respond to low-probability and high-impact risks (Baldwin and Cave, 1999). However, it is not an easy work to build effective responses to problems that are not routine (Kettl, 2003). As a means of managing risk, HS management has to construct the most effective organizational structure to cope with that ambiguousness. Unstable environments require non-hierarchical, decentralized, flexible organizational structures (Lægreid and Serigstad, 2006: 1399).

Domestic oriented

The 9/11 attacks led to a renewed emphasis on domestic security while also raising the specter for untold harms arising from cyber-attacks, tainted food, human-caused pandemics, infrastructure failures, airline and other transportation catastrophes, and a wide variety of other terrorism threats (May et al., 2011: 287). Many authors have wondered why not call HS as "national security", "national defense" or "homeland defense"? As Noftsinger *et al.* (2007: 53) argued, clear boundaries drawn between these terms provide a true understanding of the nature of HS. Roughly speaking, HS focuses on the security issues inside the borders of a country, while national security tackles outside the borders. A similar description is drawn by Clarke (2004) between HS and homeland defense: Homeland Security is focused on internal threats, while Homeland Defense looks outward at external threats (Clarke, 2004: 120). However, these shallow descriptions do not mean that the two activities are totally separate and do not overlap

with each other. For example, Newman (2002) asserted that homeland security is a subset of national security (Newman, 2002: 126). On the other hand Ramsey (2012) draws a clear distinction between the two arguing that national security involves defensive plans that engage the enemy in the air, on the sea, and on foreign soil. Besides, homeland security is a descriptive term implying that actions required keeping the people safe within the borders of the country (Ramsey, 2012: 49).

National Security	Homeland Security
•Military	•Civilian
•Department of Defense	•Department of Homeland Security
•Reactive	•Reactive and proactive
•Hyerarchical	•Network
•Focus on external threats	•Focus on internal threats
•Phisical threats	•Beyond phsical threats
•Responsibility of state	•Responsibility of the whole society

Figure 3. National Security-Homeland Security

Noftsinger (2007: 53) pointed out that the divergence between these terms underlies in the political actors, operational alternatives, bureaucratic agencies, and legislative decrees. Rather, while national security is performed by military organizations, HS is performed by the whole society. Whether there exist law enforcement organizations in the center of the activities, it is not a sort of policing. National security is managed by Department of Defense, on the other side HS is led by Department of Homeland Security (DHS). National security is a reactive service, conversely HS is both reactive and proactive. NS is structured as hierarchical whilst HS has a network structure. NS focuses on external physical threats outside the borders. States and international organizations are deemed as potential enemies. HS focuses on internal threats beyond physical dimensions inside the borders. This does not mean that HS do not engage with physical threats such as bombs or weapons. "Beyond physical" statement is articulated by Seiple (2002) referring to the targets that are unclear and difficult to detect. National security is the responsibility of the state organizations on the other hand HS is on the shoulders of the whole society (Figure-3).

Conclusion

This paper was an attempt to fill a gap in the homeland security literature by developing a coherent logical framework setting forth both the definitions and concepts of the new security paradigm. A comprehensive definition comprising most of the elements of the new homeland security approaches as much as possible will advance the understanding of the new strategies and implementations, and help increase both public support and commitment to homeland security activities. As Purpura (2006: 129) put forth, homeland security is an evolving concept and its evolution is to a considerable extent contingent on the studies that will be conducted on this field. This study highlights the distinct features of homeland security from that of the previous approaches and tries to incorporate them in a single definition of homeland security. It concludes that homeland security is a management of a vast area namely "Homeland Security Sphere" consisted of every segments of the society both governmental and non-governmental and this area could only be managed best by coordinating and integrating all the efforts through a well-structured organization towards the security and peace of the nation.

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