

9/11 makes clear that the FBI, as an organization, was not as focused [on the counterterrorism mission].”

N. The President and Senior Policy Advisor Responsibility

The DCI’s December 1998 declaration was remarkable for its foresight and aggressiveness. But it could only have effect within a limited sphere because coordinating the U.S. Government’s response to the Bin Ladin threat was not the responsibility of the DCI or the Intelligence Community, but of the President and the National Security Council.

In a Joint Inquiry briefing, Mr. Clarke touched on this issue when he discussed Presidential Decision Directive 62, “Protection Against Unconventional Threat to the Homeland and Americans Overseas.” That PDD was signed by President Clinton in May 1998, before the bombings of the two U.S. Embassies in Africa and before the DCI’s declaration of war. According to Mr. Clarke, the PDD created a ten-program counterterrorism initiative and assigned counterterrorist responsibilities to specific agencies:

- Apprehension, extradition, rendition, and prosecution (Department of Justice);
- Disruption (CIA);
- International cooperation (State);
- Preventing terrorist acquisition of weapons of mass destruction (National Security Council);
- Consequence management (Department of Justice/Federal Emergency Management Agency);
- Transportation security (Department of Transportation);
- Protection of critical infrastructure and cybersystems (National Security Council);
- Continuity of operations (National Security Council);
- Countering the foreign terrorist threat in the United States (Department of Justice); and [page 246]
- Protection of Americans overseas (Departments of State and Defense).