

everybody downtown for as long as anybody would listen and never got to first base. So you get what you pay for in terms of our ability to be as big and robust as people - and when I became Director, we had [—] case officers around the world. Now we're up to about [—] and the President's given us the ability to grow that by another [—]. And everybody wonders why you can't do all the things people say you need to do. Well, if you don't pay at the front end, it ain't going to be there at the back end.

The inability to realign Intelligence Community resources to combat the threat Bin Ladin posed is in part a direct consequence of the limited authority the DCI enjoys over major portions of the Intelligence Community. As former Senator Warren Rudman noted in testimony before the Joint Inquiry: “[E]ighty-five percent of [the Intelligence Community’s budget] is controlled by the Department of Defense.”

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While the DCI has statutory responsibility spanning the Intelligence Community, his actual authority is limited to budgets and personnel over which he exercises direct control: the CIA, the Office of the DCI, and the Community Management Staff. As former House Intelligence Committee Chairman Lee Hamilton told the Joint Inquiry:

Currently, the Director of Central Intelligence, the leading intelligence figure . . . control[s] but a small portion of his budget. The DCI has, as I understand it, enhanced authority after 1997, and that permits him to consolidate the national intelligence budget, to make some trade-offs, but given the overwhelming weight of the Defense Department in the process, that is of limited value. . . . [T]he thing that puzzles me here is why we reject for the Intelligence Community the model of organization that we follow in every other enterprise in this country. We have someone at the head who has responsibility and accountability. We accept that. But for some reason, we reject it when it comes to the Intelligence Community.

In sum, the Joint Inquiry found leadership and structural failings in the Intelligence Community’s response to the Bin Ladin threat. Proposals to restructure the Community are examined in another section of this report.

P. The Intelligence Community’s Failure to Establish a Coordinated Domestic Focus Before September 11, 2001

Throughout the 1990s, the desire and capacity of international terrorist groups, particularly Islamic radicals, to strike the United States at home increased dramatically. Several terrorist attacks and disrupted plots in the 1990s underscored the reality of this danger.