

threat faced by the United States.³ In December 1998, in fact – in the wake of the terrorist bombings of the U.S. embassies in Dar es Salaam, Tanzania, and Nairobi, Kenya – he had proclaimed that “[w]e are at war” with Al-Qa’ida.⁴ The story of this “war,” however, underlines the problematic nature of the U.S. Intelligence Community’s management structure.

As the Joint Inquiry Staff (JIS) has noted in its presentations to the Committees, “[d]espite the DCI’s declaration of war in 1998, there was no massive shift in budget or reassignment of personnel to counterterrorism until after September 11, 2001.”⁵ Indeed, the amount of money and other resources devoted to counterterrorism (CT) work after the DCI’s “declaration of war” in 1998 barely changed at all. The budget requests sent to Congress relating to the CIA’s Counterterrorism Center (CTC), for instance, rose only marginally – in the low single-digit percentages each year into Fiscal Year 2001 – and at rates of increase essentially unchanged from their slow growth before the “war.” (These requests, incidentally, were met or exceeded by Congress, even to the point that the CIA ended Fiscal Year 2001 with millions of dollars in counterterrorism money left *unspent*.⁶)

In his 1998 “declaration of war,” the DCI had declared to his deputies at the CIA that “I

³ Senate Select Committee on Intelligence, hearing into “Worldwide Threats to National Security” (February 7, 2001) (remarks of George Tenet, declaring that “Osama bin Laden and his global network of lieutenants and associates remain the most immediate and serious threat.”)

⁴ JIS, written statement submitted to joint SSCI/HPSCI hearing (September 18, 2001), at 9.

⁵ JIS, written statement submitted to joint SSCI/HPSCI hearing (September 18, 2001), at 10.

⁶ The detailed figures remain classified.