

Shortly thereafter, however, a study conducted within the CTC found that it was unable to carry out more ambitious plans against Al-Qa'da for lack of money and personnel,⁹ and CIA officials reported being “seriously overwhelmed by the volume of information and workload” before September 11, 2001.¹⁰ According to former CTC chief Cofer Black, “before September 11, we did not have enough people, money, or sufficiently flexible rules of engagement.”¹¹ The troops fighting the DCI’s “war,” in short, didn’t have the support they needed. (Even when the DCI requested additional counterterrorism money from Congress, it almost invariably did so in the form of supplemental appropriations requests – thus denying Community managers the ability to prepare long-term plans and programs because these increases were not made a part of the Community’s *recurring* budgeting process.)

Under the National Security Act of 1947, the DCI has considerable budgetary power over the U.S. Intelligence Community. His consent is needed before agency budget requests can be folded into the National Foreign Intelligence Program (NFIP) budget proposal, and he has authority over reprogramming both money and personnel between agencies.¹² Simultaneously serving as Director of the CIA, the DCI also has essentially complete authority over *that*

⁹ This was the conclusion presented to an internal CIA conference on September 16, 1999. Further information about this internal study, however, has not been declassified.

¹⁰ JIS, written statement submitted to joint SSCI/HPSCI hearing (September 18, 2001), at 13.

¹¹ Cofer Black, written statement submitted to joint SSCI/HPSCI hearing (September 26, 2001), at 10.

¹² See 50 U.S.C. § 403-4(b), (c), and (d).