

investigations – and bore at least some resemblance to ordinary law enforcement work. Analysis, however, was apparently anathema. Even as the FBI received ever-greater amounts of CT money and personnel during the late 1990s, therefore, it showed little interest in devoting more effort to strategic intelligence or to analytical efforts aimed at Al-Qa’ida cells in the United States.

According to the JIS, the FBI’s disinterest in analysis work led managers systematically to reassign good analysts from doing strategic analysis to supporting operational (*i.e.*, investigative) units. JIS investigators were “told that the FBI’s al-Qa’ida-related analytic expertise had been ‘gutted’ by transfers to operational units and that, as a result, the FBI’s [international terrorism] analytic unit had only one individual working on al-Qa’ida at the time of the September 11 attacks.”¹³⁹ Indeed, the FBI seems to have regarded “intelligence analysts” as little more than a pool of disposable personnel assets to be redeployed as needed to other responsibilities – which perhaps explains the Bureau’s longstanding failure to insist upon clear standards for adjudging intelligence “analyst” qualifications in the first place.¹⁴⁰

¹³⁹ JIS, written statement presented to SSCI/HPSCI joint hearing (September 18, 2002), at 28-29; *see also id.* at 18.

¹⁴⁰ The SSCI became so concerned about the fuzziness of these standards that it enacted specific provisions in the Fiscal Year 2003 Intelligence Authorization Bill (Public Law 107-306) to encourage the Director of Central Intelligence to promulgate Community-wide standards for individuals performing intelligence functions. As the Senate Report put it, “the Committee has become concerned that, particularly in the area of analysis, elements of the Intelligence Community are denominating