

terrorists that would hold up in a court of law. Even when we did respond with military force – sending cruise missiles into Afghanistan and Sudan after the 1998 embassy attacks, for instance – it smacked of doing something for show, rather than a real attempt to treat the terrorist threat for what it is -- a war.

But these leadership failures at the political level do not absolve the decision-makers at the intelligence agencies of their own failures. The problem of inadequate allocation of resources, for example, appears to be a result of confused leadership in the intelligence community. Just about every person interviewed indicated that, before 9/11, he or she was overtasked and undermanned. Yet the Counter-Terrorism “Center” evidently did not fully use the resources already in the community. Analysts from agencies outside the CIA indicated to the JIS that they were not being tapped to assist counter-terrorism work inside the Counter-Terrorism Center. JIS information indicates that the Defense Intelligence Agency and the Federal Aviation Administration offered analytic support to the chief of the Counter-Terrorism Center, but both offers were rebuffed.²⁶ So, in spite of a 1998 DCI declaration of war on Al Qaeda, two key organizations were not allowed to fully throw their support behind the anti-terror effort. In this connection, Director Tenet stated before our committee – apparently with pride -- that, by 2001, the Counter-Terrorism Center “had 30 officers from more than a dozen agencies on board, [constituting] ten percent of its staff complement at that time.”²⁷ This means the CIA accounted for 90 percent of the personnel at the Counter-Terrorism Center, and the “more than a dozen” other agencies were only allotted the remaining 10 percent of the billets. Clearly, the Counter-Terrorism Center, created as an intelligence community entity to fuse information and analysis, did not fully leverage the assets resident throughout the law-enforcement and intelligence communities.

Instead we had fragmented counter-terrorism analytic centers at CIA headquarters, at the Pentagon, and at various FBI locations. The failure to concert the community’s activities had

²⁶ Joint Inquiry Staff, Memorandum from the Joint Inquiry Staff to Eleanor Hill, dated November 6, 2002, Subject: “October 31, 2002, Questions from Senators Kyl and Roberts.”

²⁷ Written statement of George Tenet, in testimony before the joint committees, October 17, 2002.