

**THE**  
**9/11**  
**COMMISSION**  
**REPORT**

**FINAL REPORT OF THE NATIONAL COMMISSION ON  
TERRORIST ATTACKS UPON THE UNITED STATES**



**AUTHORIZED EDITION**



## COMMISSION MEMBERS

A handwritten signature in black ink, appearing to read "T. H. Kean".

Thomas H. Kean

CHAIR

A handwritten signature in black ink, appearing to read "Lee H. Hamilton".

Lee H. Hamilton

VICE CHAIR

A handwritten signature in black ink, appearing to read "Richard Ben-Veniste".

Richard Ben-Veniste

A handwritten signature in black ink, appearing to read "Bob Kerrey".

Bob Kerrey

A handwritten signature in black ink, appearing to read "Fred F. Fielding".

Fred F. Fielding

A handwritten signature in black ink, appearing to read "John F. Lehman".

John F. Lehman

A handwritten signature in black ink, appearing to read "Jamie S. Gorelick".

Jamie S. Gorelick

A handwritten signature in black ink, appearing to read "Timothy J. Roemer".

Timothy J. Roemer

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Slade Gorton

A handwritten signature in black ink, appearing to read "James R. Thompson".

James R. Thompson



## PREFACE

WE PRESENT THE NARRATIVE of this report and the recommendations that flow from it to the President of the United States, the United States Congress, and the American people for their consideration. Ten Commissioners—five Republicans and five Democrats chosen by elected leaders from our nation's capital at a time of great partisan division—have come together to present this report without dissent.

We have come together with a unity of purpose because our nation demands it. September 11, 2001, was a day of unprecedented shock and suffering in the history of the United States. The nation was unprepared. How did this happen, and how can we avoid such tragedy again?

To answer these questions, the Congress and the President created the National Commission on Terrorist Attacks Upon the United States (Public Law 107-306, November 27, 2002).

Our mandate was sweeping. The law directed us to investigate “facts and circumstances relating to the terrorist attacks of September 11, 2001,” including those relating to intelligence agencies, law enforcement agencies, diplomacy, immigration issues and border control, the flow of assets to terrorist organizations, commercial aviation, the role of congressional oversight and resource allocation, and other areas determined relevant by the Commission.

In pursuing our mandate, we have reviewed more than 2.5 million pages of documents and interviewed more than 1,200 individuals in ten countries. This included nearly every senior official from the current and previous administrations who had responsibility for topics covered in our mandate.

We have sought to be independent, impartial, thorough, and nonpartisan. From the outset, we have been committed to share as much of our investigation as we can with the American people. To that end, we held 19 days of hearings and took public testimony from 160 witnesses.

**NEARLY THREE THOUSAND PEOPLE DIED**  
in the terrorist attacks of September 11, 2001. In Lower Manhattan,  
on a field in Pennsylvania, and along the banks of the Potomac, the  
United States suffered the single largest loss of life from an enemy  
attack on its soil.

**IN NOVEMBER 2002** the United States Congress and  
President George W. Bush established by law the National Commission  
on Terrorist Attacks Upon the United States, also known as the  
9/11 Commission. This independent, bipartisan panel was directed to  
examine the facts and circumstances surrounding the September 11  
attacks, identify lessons learned, and provide recommendations to  
safeguard against future acts of terrorism.

This volume is the authorized edition of the Commission's final report.

THOMAS H. KEAN, CHAIR  
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\$10.00 USA \$14.50 CAN.

ISBN 0-393-32671-3



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9 780393 326710

Cover design by Archie Ferguson



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NEW YORK • LONDON

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