

Director Mueller. We are also addressing the shortcomings of the Bureau's information technology. Over the years we have failed to develop a sufficient capacity to collect, store, search, retrieve, analyze and share information. Prior testimony before this committee has described the problems the FBI is experiencing because of outdated technology. Thanks to the support of Congress, the FBI has embarked on a comprehensive overhaul and revitalization of our information technology infrastructure. That process is well under way, but I want to caution you that these problems will not be fixed overnight.

Our technological problems are complex, and they will be remedied only through careful and methodical planning and implementation. We have made progress in the past year, and we have laid the groundwork for significant progress in the months and the years to come.

My prepared testimony sets forth additional details of the development and deployment of what we call the Trilogy Program, or revitalization of our technological infrastructure. It will create an automated system that will allow the FBI to share top secret and sensitive, compartmented information internally and throughout the Intelligence Community. In the wake of last year's terrorist attacks, the Congress has provided the additional funding we need to enable us to accelerate the implementation of some of these critical initiatives.

In conclusion, Mr. Chairman, we say that in the aftermath of September 11 the FBI quickly recognized that the organization needed to change in order to address the terrorist threat facing this Nation. As I've indicated, the FBI has faced many challenges over the past 13 months, and I believe we have made significant progress in addressing these challenges, but there is still a great deal of work to be done. I am, however, proud of the flexibility and the willingness of the FBI workforce to do whatever it takes to change whatever needs changing to prevent another terrorist attack.

I must say that despite our accomplishments and some of the successes we have had in reorganizing the FBI over the last year and in addressing our shortcomings, the transformation must continue. We must develop a workforce that possesses specialized skills and backgrounds, that is equipped with the proper investigative, technical and analytical tools and possesses the managerial and administrative competencies necessary to deal with a complex and volatile environment.

We are in the process of doing an internal reengineering to review and examine virtually every aspect of FBI operations, administration, policy and procedure. As a result of this review, we anticipate additional changes to FBI programs that will enable us to most effectively and efficiently utilize the tools and the resources Congress has provided.

And, Mr. Chairman, I am confident that we will ultimately prevail in our fight against terrorism, but we will do so only if we work together. Our agents must work closely with our local and State law enforcement partners, our field offices must work with our headquarters, and the Bureau must work with the CIA and our law enforcement and intelligence counterparts around the world.

The counterterrorism components of the executive branch must have a meaningful and constructive relationship with our colleagues in Congress. These relationships are the lifeblood of our campaign against terror, and we must do everything in our power to sustain and to nurture them.

And finally, once more let me say how immensely proud I am of the men and women of the FBI and all that they are able to accomplish under less than optimum conditions.

In closing, I would like to quote not a quote from me but a quote from one of the individuals who testified before you in the hearings, a New York field agent. When he testified before this committee, he presented his assessment of both the hearings and of his colleagues, and he said, "What has sometimes been lost in the media and in this inquiry process is that it's the same FBI, which has been extensively criticized since September 11, 2001, that is responsible for the investigation that led to the charges being brought against Zacarias Moussaroui." And he concludes, "The FBI brought against Moussaroui human factors and limitation, and we are, of course, subject to human factors and limitation, and we are occasionally hamstrung by legal constraints, both real and imagined. But FBI personnel, both in the field and at FBI Headquarters were committed to preventing acts of terrorism prior to September 11, 2001, and we continue to be committed to that mission today."

Thank you, Mr. Chairman, and I'm prepared to answer any questions the committee may have.
Chairman GRAHAM: Thank you, Mr. Director. General Hayden.
[The prepared statement of General Hayden follows.]

around the world to augment your own numbers and keep your eyes focused on the target and figure out what the right balance is between the people at headquarters and the field, to get the tools out there where the operations are run, where the tracing needs to be done and the technical operations.

All I can tell you is if you see the pace of operations that we are sustaining today, it is because the foundation was built, the plan was in place, and the dollars that have shown up have made an enormous difference in terms of flexibility. What we still don't have are enough people.

So we are going to rob—we are going to keep robbing people. We have 900 people in the Counterterrorism Center today. It is not enough. You have got hundreds more overseas working this target almost exclusively. What we need to keep calibrating is how much more can we do to do everything that we know how to do to stop the next attack.

Mr. BURR. Director Mueller, in the 1990s, we had the World Trade Center bombing. In 1993, we had the threat of airline use for attacks that came out of the trials in 1995. We had the threats on the New York tunnels in 1995. And I think both you and Director Tenet have alluded to others.

At an earlier hearing, Dale Watson, the head of CT at the FBI, said prior to 9/11 there was a 98 percent likelihood that the attack would be abroad.

Given the facts just covered and the targets being domestic, what process do you understand that the FBI went through to come to a conclusion that there was only a two percent likelihood that an attack would happen domestically here in the United States?

Director MUELLER. I am not actually certain as to how we—Dale came to the two percent.

I do believe, and I have heard, not being myself familiar with it or familiar with the warnings that were coming out during this summer leading up to September 11, and my understanding—and I think George can talk to it perhaps more than I—most of those or many of those warnings related to attacks overseas, and that may have skewed the analysis to believe that because we are getting those warnings in, they are talking about attacks overseas, there is a less likely—less of a likelihood that it will be in the United States.

Mr. BURR. Director Tenet said earlier one of the biggest mistakes was here we caught somebody crossing the border and we didn't ask enough questions or suspect what else might be there that was targeted here. We had already had example after example of domestic targets, whether the attacks were thwarted or not. I guess my question is, what more do we currently do within the FBI to analyze what the domestic threat is?

Director MUELLER. Well, there are a number of levels. I would reiterate, it is not just the FBI. Because part of one of the, I think, valid considerations or concerns over the years is that we have treated our intelligence and law enforcement on the one hand separate from our foreign intelligence. In other words, we have the CIA that looks overseas. We have the FBI that looks within the United States. And for a long time that worked, where you didn't have an issue such as counterterrorism which floods across borders.

So when we look at the threat against the United States now we take into account issues such as the bombing in Bali. That is significant with regard to the threat within the United States. We did not always do that, I don't believe.

Apart from that, we look at the vulnerabilities within the United States. We look at the various investigations, both preliminary and full, that we have around the United States to determine whether or not there is any threat information that comes out.

Where we have an issue that comes to the fore where we believe that there needs to be additional analytical research given to it, we now give it that analytical research. If you can recall back in the wake of September 11, there was some—I believe that there was the possibility of using crop dusters, and that had come out in a couple of threat warnings. And when that happens, we pull everything relating to crop dusters. We alert each of our field offices to go out and coordinate with each of the fields. When something like that comes along, we utilize both our people in the field as well as our analytical capability to put together a picture of what the actual threat is and integrate it with what George has from his people overseas.

Mr. BURR. Let me stop you there. I am running out of time, and there are a couple of areas I need to try to cover.

Director Mueller, we had the Chief of Police from Baltimore testify at one of the open hearings. And I think both you and Director Tenet, as well as I think most members on this inquiry, would say that we had a breakdown of communication and an inability to disseminate information and that contributed in some way, shape or form to September 11. This Chief of Police said, I thought after September 11 things would change and the communication between Federal and local would get better. The fact was, he came to testify to say that it hadn't. Is that a surprise to you, and what is being done to try to open up that line?

Director MUELLER. Well, I did indicate in my opening statement that there were selected witnesses called to testify. I don't believe that this particular witness is representative of the feeling in the field. Does his testimony surprise me? I would say probably not.

But I will tell you every time that I have—and I have reached out to this particular individual in the past and asked him to call me if there are any concerns. Whenever I have seen, either publicly or in testimony before this committee or another committee, that there is a police chief who is not getting what he or she wants, I have called, picked up the phone and called them to try to address those concerns.

Mr. BURR. But it is the intent of the FBI to open those lines of communication?

Director MUELLER. Well, let me finish by saying that I got—I don't know whether—I am not certain when this testimony was, probably in September. But it is a letter from William Berger, the President of the IACP. The letter praises us for the changes we have made to address this particular problem. I will just read one paragraph:

"It is my belief that the steps you have taken have been very responsive to these concerns and clearly demonstrate the FBI's commitment to enhancing its relationship with State and local law en-