

question. Consequently, Watkins, in September 1989, established a Modernization Review Committee to review the assumptions and recommendations of the *2010 Report*. The following August, the secretary issued additional guidance to the committee that emphasized a future weapons complex that would be smaller, less diverse, and less expensive to operate. Simultaneously, the Department's fiscal year 1991 budget request asked Congress to cancel the special isotope separation plant because weapon needs could be met using existing plutonium resources.<sup>208</sup>

In February 1991, Watkins released the report of the Modernization Review Committee, since renamed the Complex Reconfiguration Committee. The committee presented two options for a reconfigured weapons complex, to be in place early in the twenty-first century, called Complex-21. The first approach, characterized as "downsize and modernize in place," called for upgrading, replacing, or consolidating most facilities at their current site. The exception to the "relatively minor" consolidations and closeouts under this option would be the relocation of the manufacturing operations of the Rocky Flats plant. The second approach, characterized as "maximum consolidation," envisioned consolidating much of the materials production and nuclear manufacturing elements at a single site. Under both options efforts would be made to privatize much of the non-nuclear manufacturing operations. Neither option anticipated a complete relocation or consolidation of the weapons laboratories, although the committee did call for an elimination of "duplicative" efforts to reduce costs. Projected costs ranged from \$6.7 billion to \$15.2 billion, depending on the option. Predicted weapon stockpile levels ranged from 15 percent to 70 percent of the fiscal year 1990 stockpile.<sup>209</sup>

The Complex-21 report foresaw a phased implementation process. Initial attention focused on the preparation of a Programmatic Environmental Impact Statement (PEIS), as required by the National Environmental Policy Act, to analyze the environmental consequences of alternative long-term configuration strategies and to be completed by late fiscal year 1993. This would lead to a Record

of Decision selecting a specific configuration for Complex 21 by early fiscal year 1994.<sup>210</sup>

The end of the Cold War and the unraveling of the Soviet Union, nonetheless, continued to reshape the process. The signing of the Strategic Arms Reduction Treaty (START) on July 31, 1991, promised to reduce nuclear weapon stockpiles to 6,000 "accountable" warheads. Following the failed coup attempt in the Soviet Union, President Bush on September 27 announced further unilateral major cuts in the nuclear weapons arsenal. A month later the Department, with tritium requirements now much reduced, announced a two-year delay in selecting the technology and location for the New Production Reactor. The Department also incorporated the NPR environmental impact statement into the general Complex-21 PEIS. In December, Watkins announced funding reductions for the NPR program and asked William Happer, Jr., his science and technology adviser, to examine the possibility of using a linear accelerator to produce tritium. Watkins, in addition, declared the Department's intent to accelerate the downsizing of the weapons complex. Non-nuclear component manufacturing operations would be consolidated at the Kansas City plant. Facilities at Pinellas and Mound would be closed by 1995. As Watkins observed, the Nation's nuclear weapons complex would never look the same again.<sup>211</sup>

## THE ENERGY POLICY ACT OF 1992

In February 1992, Senator Johnston brought a revamped energy bill to the Senate floor. Shorn of both ANWR and CAFE measures, the bill sailed through the Senate by a vote of 94 to 4. The comprehensive bill contained measures reforming utility and natural gas regulations, streamlining the licensing process for new nuclear power plants, and encouraging oil and gas exploration along the Nation's coastlines. In a bill with something for nearly everyone, environmentalists won tougher energy-efficiency and alternative-fuel provisions. Although the administration was disappointed by the excision of the ANWR provision, Watkins declared that the bill was a "great step" toward