

the President's counsel, pointed out, the United States funded as much climate research as the rest of the world combined. Critics complained, however, that this was not enough. They charged that the administration failed to carry out measures that would reduce carbon dioxide output and "watered down" the global warming treaty signed at the Rio de Janeiro Earth Summit in June 1992.²²⁵

MANAGERIAL REFORM AND CULTURE CHANGE

Funding, of course, was not the only indicator of departmental activity. As Watkins noted at his confirmation hearing, the primary problem he faced was managerial. Accordingly, he tasked the deputy secretary and the under secretary with reviewing the organizational structures and management practices throughout the Department, and he made many managerial changes during his tenure. He expanded the Office of the Secretary. He established new offices, including the Offices of Nuclear Safety and Environmental Restoration and Waste Management, and reorganized existing components into new entities, such as consolidating portions of the functions of the Office of the Assistant Secretary for International Affairs and Energy Emergencies and the Office of Policy, Planning and Analysis into the Office of the Assistant Secretary for Domestic and International Energy Policy. In the area of global climate change, he centralized the Department's global warming analysis functions and established the Global Climate Change Executive Committee. Watkins, in addition, instituted and strengthened "line management control and accountability," which he described as the "linch pin" for effective management. Program officers were now responsible for safety and environmental protection within their respective programs. Field offices were assigned to individual program officers who in turn were accountable directly to the secretary. As the General Accounting Office observed, Watkins' organizational and management changes provided "a framework for establishing the clear lines of responsibility needed" within the Department.²²⁶

Less measurable was the success of Watkins' effort to reform the Department's "culture." Instilling the "right attitude," as the chairman of the Department's Advisory Committee on Nuclear Facility Safety noted, was a "slow process." Referring specifically to the "safety culture," the General Accounting Office in February 1992 recognized the "strides" the Department had made but also stressed that the Department needed "to do more." Watkins himself often lamented the vestiges of the "old culture." Nonetheless, as he began his fourth year as Secretary of Energy, Admiral Watkins was optimistic. "Based on our efforts . . . and the progress we have made to improve the culture, management, and operation throughout the Department," he declared. "I believe the DOE is now well positioned to address . . . changes, opportunities and challenges."²²⁷

1992 ELECTION

On November 3, 1992, William Clinton was elected President of the United States in a three-way race with George Bush and independent candidate Ross Perot. Energy issues once again played a minor role in the presidential campaign. The candidates only rarely mentioned energy topics. What debate took place was engaged in by surrogates for Clinton and Bush. "Energy itself is not a hot button issue for most Americans," one Bush Administration official noted. But, he added, the "interaction of energy and environment is." Also significant was the interaction of energy and the economy, and the Bush campaign attempted to tie Clinton's energy proposals to loss of jobs while presenting the administration's pro-production policies as creating jobs. Clinton spokespersons sought to link energy with other issues as well. Bill Burton, a Clinton energy adviser, contended that Clinton would integrate economic, energy, and environmental policy to a greater degree than Bush had. "Critical to a good environmental policy is a strong energy policy," Burton stated. "We don't have that right now."²²⁸

Bush and Clinton squared off directly over CAFE standards in the third televised debate between the candidates. Bush accused Clinton of favoring fuel efficiency standards of 40 to 45