

Moving over to others: Black Canyon of the Gunnison National Park Complex, stricken; 1021, Senator CAMPBELL, National Park Foundation, Senator BUMPERS and myself, stricken; 1027, 1028, 1029, the Deschutes basin ecosystem, Senator HATFIELD; Mount Hood Corridor Land Exchange, HATFIELD; creation of a forest; Senator HATFIELD; 1034, Natchez National Historical Park, Senator COCHRAN; and the rest of them are in this section 1035; and a few Alaskan issues of little consequence.

Mr. President, the point I want to conclude with is we as authorizers have done our job. There is an effort now to circumvent the legitimate process of the authorizers by momentum of the administration to put this in the appropriations package. I have committed to Senator GORTON. If they want to put the whole thing in, that is one thing. But I am not going to see the effort made by our authorizing committee and our conferees to have this simply cherry picked. Otherwise, there is absolutely no reason for our existence. If the appropriations process is going to pick up and cherry pick what we have done when we are ready to go, we have our holdings—at least I am sure on our side—addressed because of the way this process would proceed. The way this process would proceed, Mr. President, since we are ready to send it back over to the House by taking off the technical blue slip because of the tax implications, but we have to do that, of course, without objection. We are ready to do that.

Our job is done. The only risk to this is in sending it and subjecting it to a vote for recommitment. If the vote fails, the package is dead. But it will not fail. It will not fail in the House. It will not fail here. Give us a chance to vote on the package. Give us a chance to vote on what the authorizers have done here.

I implore my colleagues, particularly those who have been around here for a while, to recognize what this attempt is all about. They did not think we could get a consensus on the parks omnibus package. They thought all along they would be able to cherry-pick what they want out of it, but we fooled them. We got our job done. And now they are using the momentum of some in the minority to suggest they are going to go ahead anyway.

Well, we will see about that. We are ready to go. Our job is done. And to suggest some expeditious action by including it in the appropriations process at this late stage simply is not the way the Senate is supposed to function. I know that all of us get frustrated from time to time relative to our chairmanships, but this is a travesty of the process if this is a successful effort to cherry-pick those things and put them in the appropriations process when we are ready to go now. We can have it done today. We should be allowed to proceed.

So I hope that the leadership would reflect on that at noon when we pro-

ceed with the remainder of the calendar and just how we are going to treat these provisions, specifically the omnibus parks legislation, because at noon we will be ready to go subject to an objection. If there is an objection, I hope those objecting will come up with an alternative so that we can meet their objections, because our job is done. Technically, there is no reason why the parks omnibus package should not move ahead as it was intended and designed to do and as reported by the Committee on Energy and Natural Resources.

Mr. President, I yield the floor.

Mrs. KASSEBAUM addressed the Chair.

The PRESIDING OFFICER. The Senator from Kansas.

Mrs. KASSEBAUM. Mr. President, I certainly understand and sympathize with the distinguished Senator from Alaska [Mr. MURKOWSKI], who, as chairman of an authorizing committee, has before us an important bill on which time has been spent and many hearings have been held. It is enormously frustrating not to be able to have that put before us and acted upon. I am very supportive of the efforts he spoke of regarding the Presidio bill.

#### WORK FORCE AND CAREER DEVELOPMENT ACT

Mrs. KASSEBAUM. Mr. President, I wish also to speak as chairman of an authorizing committee, the Labor and Human Resources Committee, about my frustration that we cannot act on a piece of legislation I think is very important. It deals with job training reform. It is called the Work Force and Career Development Act. Numerous hearings have been held on this bill over the past 2 years of the 104th Congress. It passed the Senate with only two dissenting votes. It passed the House. And now we have on the calendar a conference report. It is enormously disappointing to me that in the final days of the 104th Congress we are subject to dilatory tactics, and if legislation is not going to be called up today, or at the latest Monday, there is no hope of it succeeding.

So I would like to speak for a moment, before this legislation will be put in the dust bin of the 104th Congress, on the need for major job training reform. I would like to speak on why I believe it was so important for us to have been able to consider this legislation and my disappointment that it cannot be brought forward.

The legislation would have reformed our job training and training-related programs. There is no doubt that the current maze of training programs is woefully inadequate to address the very real and immediate needs of workers for training and education. I think nothing makes us more aware of this than reports we have continually heard about how important skilled workers are to our work force today and the importance of vocational education.

Despite over \$5 billion which the Federal Government spends annually on our various job training programs, the results are less than impressive. Study after study has pointed out the waste and overlap among job training programs that now exists.

Just to name a few, in January of 1994, the General Accounting Office issued a report, entitled "Conflicting Requirements Hampered Delivery of Services."

Another GAO report was issued in March of 1994: "Most Federal Agencies Do Not Know if Their Programs Are Working Effectively." Other titles include: "Overlap Among Training Programs Raises Questions About Efficiency," and "Major Overhaul Needed To Reduce Costs, Streamline the Bureaucracy, and Improve Results."

According to a 1996 GAO report, entitled "Long-Term Earnings and Employment Outcomes," few training programs have been rigorously evaluated to assess their true impact on the long-term earnings of participants. While there may be some positive effects for participants shortly after training, the GAO found that over a 5-year period JTPA, the Job Training Partnership Act, participants rarely earn much more than comparable individuals who do not participate in that program, and their employment rates are only slightly higher. Despite months of training and placement assistance, the GAO could not attribute the higher earnings to JTPA training rather than to chance alone.

All too often, Mr. President, training programs spell disappointment for those who have sought assistance in building a better life for themselves and their families. That is why I think this is such a missed opportunity. We have talked and talked about reinventing government. That was an initiative that President Clinton, when he took office, announced he was going to undertake. This is a perfect example of where we had the opportunity to do so, and now we find we are thwarted from voting on the conference report on this important piece of legislation.

We heard testimony before the Committee on Labor and Human Resources from Ernestine Dunn who said that her experience with Federal job training programs was "a journey [she] thought would never end." She spent over 10 years and went through eight different job-training programs before getting the job skills and training she needed to get off welfare and into a permanent, well-paying job.

Her experience is not unique. With all the different programs and organizations that deliver services, people have difficulty knowing where to begin to look for assistance. As a result, they may go to the wrong agency or, worse, give up altogether. When training is provided, it often results in only part-time or temporary work. We must do better if we are going to create a world-class work force that can compete in the 21st century. I believe it is

our responsibility to see that we assist and work with local and State governments and the business community to do just that.

The Congress and the President both agree that reform is long overdue. Less than 1 year ago, as I said, we passed this with overwhelming bipartisan majorities. Last October, the ranking member of the Labor and Human Resources Committee, Senator KENNEDY, remarked that "this is an area of public policy which is of great significance and importance to working families in this country and of great significance and importance to the United States as a nation and its ability to compete." That was true then and is even more true now. With ever rapid advances in technology, workers will have to constantly change and upgrade their skills in order to compete.

The importance of training and education were also central to the debate and passage of the welfare reform legislation this summer. In order for welfare recipients to successfully make the transition to work, they must have the training, education, and job skills that will help them get in jobs and stay in jobs. That is what this legislation is all about.

It is not about programming a child from kindergarten clear through high school in a career path. It is about giving our States and our local communities the resources to help design flexible programs that will meet the needs of Kansans, or meet the needs of those who live in New Hampshire or Maine or California. There are differing needs in differing States and at different times in a person's progress through school and work.

Again, that is what this legislation is all about. It would allow the States the flexibility to design integrated systems where services are delivered on a one-stop basis. No longer would an individual have to go to several different offices for help. With a one-stop system they could get job counseling, skills training, and other services all in one place. That is what the administration said they wanted as well.

Meeting these challenges will not be an easy task. One possible response might be to increase funding for education and training. We are on the way to doing just that. I am troubled, however, that we would pursue this course while leaving in place the same old programs which we all recognize do not work. More funding, I would argue, will not advance the type of major structural overhaul and consolidation of training and education programs that is needed to create a workforce system that can serve the local needs of job seekers and employers alike. It is a Band-Aid approach that deals only with the symptoms and not the underlying causes of the problem.

This bill would consolidate over 90 programs of various job training efforts scattered among 15 different agencies. It really does take us in a new direction that I think offers positive assist-

ance. So, it is with enormous disappointment that I see these efforts may now be wasted—but I hope not—as we complete the 104th Congress. For those who will remain, because I will be retiring, it is my hope that what we have laid out here in months and months of work can provide a background for further efforts in the 105th Congress.

This legislation has been strongly supported by the National Governors' Association, both Democratic and Republican Governors. They believed this was one of the most important pieces of legislation that could be passed in this Congress.

The workforce development conference report that is now on the calendar is a result of 2 years of bipartisan work to develop a vision of a workforce development system for the 21st century. The elements of this common vision include:

Flexibility for the States to design systems that meet their own needs, while preserving the core activities traditionally supported by the Federal Government;

Greater coordination among educators, trainers, and the business people who create the jobs for which individuals are being trained;

Innovative strategies like vouchers to improve training; and

Improved effectiveness of programs by focusing on results, not bureaucratic redtape.

This conference report, I think, deserves the full support of all those, both Republican and Democrat, who were committed to achieving broad job training reform less than 1 year ago. One of the staunchest supporters of this effort is on the other side of the aisle, Mr. President, Senator KERREY of Nebraska.

Some have complained the conference report does not go far enough in preserving a Federal role in job training. Others claim it creates too broad a Federal role. I do not believe that any of the specific criticisms that were leveled against this bill are significant enough to bring down such a solid piece of legislation which has been years in the making.

I had hoped that what began as a bipartisan effort with passage of the reform efforts in both the Senate and House would come to completion in a bipartisan vote of support for the conference report. We are faced with a challenge of creating a new and coherent system in which all segments of the workforce can obtain the skills necessary to earn wages sufficient to maintain a high quality of living. In addition, American businesses need a skilled workforce that can compete in the world marketplace. I believe this legislation gives the States the necessary tools to meet those challenges.

We should not have allowed the distractions of an election year to detract us from moving forward in a bipartisan fashion on this legislation, which I believe is so important.

Mr. President, I conclude by saying it is my hope that in the 105th Congress it will be one of the top priorities as we recognize how extremely important it is for us to address our skilled workforce for the 21st century.

The PRESIDING OFFICER. The Senator from Maine.

#### LEAVING THE SENATE

Mr. COHEN. Mr. President, it is altogether fitting that I follow the remarks of my colleague from Kansas. I think those who have been watching have seen just an example of the kind of passion that she has brought to public service, the kind of strength and integrity that she continues to display even in the waning moments of this session. I know the country is going to miss her service. I am certainly going to miss being a partner in so many endeavors that we have had over the past 18 years in the U.S. Senate.

I must say, this is both a sentimental and a sweet moment for me. It shortly will mark 24 years of serving in both the House and the Senate. It is a mere blink of the cosmic eye of time, and it has all been telescoped into these final few moments as we conclude this session. So it is sentimental in that sense, but it is also sweet in another, because I have been standing in the glow cast by so many friends and their kind remarks. Last evening, Senator BYRD took the floor and gave an encomium to me. I was pleased that I was not here to hear it, because, had I been here, I would have been too embarrassed to have remained on the floor.

If someone throws rocks at me, I am quite accustomed to throwing them back. But if you hurl a bouquet, then I am usually undone.

So, I thank Senator BYRD for his gracious comments last night, along with those of Senator NUNN, who also was most kind. He and I have served on the Senate Armed Services Committee for the past 18 years. I must say it has been truly an honor for me to have served with such a distinguished, intelligent, and dedicated individual, one who has dedicated his life to promoting a sound and responsible national defense policy, foreign policy, and, indeed, economic policy. It is my hope that sometime in the future we will be able to continue efforts in all of these areas.

While I have been caught up in the golden afterglow of the accolades of my colleagues and those of the editorial writers in my home State, I have always been mindful of Dr. Johnson's observation that: "In lapidary inscriptions, men are not under oath." I suspect there may be some truth to that as far as the editorial comments are concerned or final tributes to our parting Members. I might say, for my own part, I have been little more than Aesop's fly on the wheel of history's chariot, marveling that I could kick up so much dust in a period of 2½ decades.