## CHRONOLOGY OF CONGRESSIONAL CHILD WELFARE FINANCING PROPOSALS 1980-2003

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<th>Bill No. Year/ Session Sponsor(s)</th>
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| H.R.3434 1980 (96th) Rep. Corman   | Establish the IV-E Foster Care and Adoption Assistance Programs | • Expand the federal Foster Care Program under a new Title IV-E Program  
• Create a new Title IV-E Adoption Assistance Program  
• Make children eligible for assistance under IV-E (either foster care or adoption assistance) automatically eligible for Medicaid  
• Expand authorization for funding for the Title IV-B Child Welfare Services Program from $50 million to $266 million and allow for transfer of dollars from IV-E | • Provision added that allowed states to transfer funds from Title IV-E to Title IV-B programs when appropriations for IV-B increased to certain levels and a funding ceiling was placed on IV-E. Prior to that happening, states could opt for a ceiling and use unused funds for IV-B services.  
• There was only one year in which IV-B appropriations reached the established level and few states ever took the option to transfer funds. | Adoption Assistance and Child Welfare Act of 1980  
| S. 1377/ H.R.3982 1981 (97th) Sen. Domenici, Rep. Jones | Block grant the Title XX Social Services Program | • Amend Title XX of the Social Security Act to consolidate its federal funding streams into one block grant  
• Include Title XX funds for child care, foster care, protective services, adoption services and training in the block grant | • Capped funding at $2.7 billion | H.R. 3982 enacted as the Social Service Block Grant Act  

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1 Original sponsors are listed. For a complete listing of co-sponsors, visit [http://thomas.loc.gov/](http://thomas.loc.gov/).
2 Only the financing aspects of the legislation are discussed in this table.
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| S. 170/ H.R.3128 1985-6 (99th) Sen. Domenici, Rep. Rostenkowski | Expand the *activities* covered by IV-E | • Add program for independent living services for youth in care to Title IV-E  
• Require payments to be made under Title IV-E in FYs 1986 and 1987 to assist States in establishing independent living initiatives for children with respect to whom foster care maintenance payments are being made and who have attained age 16  
• Direct that the programs be designed to prepare participants to live independently upon leaving foster care  
• Set forth reporting requirements designed to provide the data needed for decision-makers considering the feasibility of improvements to, and additional funding for such programs  
• Allow Medicaid eligibility for children with IV-E adoption assistance agreements but no payments  
• Continues optional transfer of funds from IV-E to IV-B for two years  
• Expands Medicaid eligibility for children in state adoption assistance programs | • Capped funding | Independent Living Program and other child welfare provisions (Part of H.R. 3128, the *Consolidated Omnibus Budget Reconciliation Act of 1985*)  
*Enacted: P.L. 99-272 (1986)* |
| H.R. 5011 1990 (101st) Rep. Johnson | Expand the *activities* covered by IV-E  
Block grant demonstration | • Establish a Child Welfare Waiver Demonstration Program focused on preventing family dissolution whenever possible and expediting permanent placement of abandoned infants  
• *Provide up to 10 states* the option to waive compliance with any provisions of Titles IV-B or IV-E to promote the objectives of either part, with certain protections | • 5-year limit on demonstration with possibility of extension  
• Limit to 10 states | Not enacted |
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| H.R. 2571 1991 (102nd) Rep. Downey | Expand the populations served by IV-E | • Eliminate AFDC eligibility requirement for Title IV-E cases  
• Extend eligibility for foster care payments in certain cases  
• Provide respite care to families with children who have special needs  
• Establish comprehensive service projects to promote family preservation, family reunification and adoption and other permanency activities (and that include at least substance abuse treatment, parenting education, health, mental health, crisis management and counseling services) by allowing states to waive some IV-B and IV-E requirements | To make up for the expense of expanding Title IV-E eligibility, the bill proposed that the federal government reduce matching rates to states:  
• Foster care and adoption assistance = flat rate of 40% instead of States’ Medicaid rate  
• Administration and case planning = 25% instead of 50%  
• Training = 50% instead of 75% | Family Preservation Act of 1991 (Dropped during House Ways and Means Subcommittee mark-up and replaced with provision that would allow demos in H.R. 11, the Social Security Amendments of 1992, but H.R.11 was pocket-vetoed by President Bush.)  
Not enacted |
| H.R. 5316 1992 (102nd) Rep. Johnson | Block grant some parts of child welfare programs | • Establish a child protection block grant program that included child welfare administrative costs only - but excluded Title IV-E Foster Care and Adoption Assistance payments, IV-E training and administrative costs, and independent living services for older foster youths  
• Provide flexibility in the use of funds with the exception of several specific prohibitions³  
• Authorize child welfare demonstration projects in not more than 10 states to promote family preservation, family reunification, adoption and other permanency options and to evaluate such efforts. | • Capped entitlement  
Not enacted |

³ Funds could not be used for foster care maintenance payments, adoption assistance payments (other than non-recurring adoption expenses), or any other arrangement (other than respite care) that provides for the care of any child outside the home.

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| H.R. 2264 1993 (103rd) | Rep. Sabo  | Expand the *activities* covered by IV-E | • Guarantee services to support, preserve, and reunify families  
• Establish state court improvement grants to assess and improve proceedings relating to foster care placement and adoption  
• Provide for 75% (and later 50%) matching for State expenditures for planning, design, development, or installation of statewide mechanized data collection and information retrieval systems, and 50% matching for system operation  
• Make permanent the authorization for the independent living program | • Capped funding  
• Time-limited increase in match for data collection | *Family Preservation and Support Services Act of 1993 (Part of the Omnibus Reconciliation Act)*  
| H.R. 5252 1994 (103rd) | Rep. Stark  | Expand the *activities* covered by IV-E | • Establish a Child Welfare Waiver Demonstration Program  
*Provide up to 10 states* the option to waive compliance with any provisions of Titles IV-B or IV-E to promote the objectives of either part, with certain protections | • Demonstration projects must be cost-neutral  
• 5-year limit on demonstration with possibility of extension  
• Limit to 10 states | *Social Security Act Amendments of 1994*  
Enacted: P.L. 103-432 (1994) |

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4 The Secretary of HHS may not waive the protections in the programs or any provision that would impair the entitlement of a child or family to benefits under Title IV-E.
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| H.R.4 1995 (104th) Rep. Shaw | Block grant all federal child welfare funding streams | • Increase flexibility  
• Eliminate income eligibility requirement for Title IV-E  
• Expand investments in prevention  
• House version would have consolidated 22 funding streams with certain standards and accountability measures  
• House-Senate conference version created two child welfare block grants with foster care maintenance payments and adoption assistance payments remaining open-entitlements to states<sup>5</sup> | Capped funding | Personal Responsibility Act of 1995 (House-Senate conference version vetoed by President Clinton)  
Not enacted |
| H.R.3734 1996 (104th) Rep Kasich | Block grant some child welfare programs | • Establish a child protection block grant program that included child welfare service programs but excluded Title IV-E Foster Care and Adoption Assistance payments, IV-E training and administrative costs, and independent living services for older foster youths  
• Link eligibility for IV-E foster care maintenance payments to AFDC eligibility requirements in effect as of June 1, 1995 (changed in 1997 to July 16, 1996) | Capped funding | Personal Responsibility and Work Opportunity Act of 1996  
(Child protection block grant was dropped from this final welfare bill. The welfare bill did continue the IV-E eligibility link to AFDC.)  

<sup>5</sup> A Child Protection Block Grant to replace some of the Social Security Act programs and a Child and Family Services Block Grant to replace CAPTA and related activities.

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| H.R.867 1997 (105th)   | Expand the *activities* covered by IV-E | • Amend Child Welfare Waiver  
• Provide *up to 10 states a year* the option to waive compliance with any provisions of Titles IV-B or IV-E with some protections for FYs 98-02  
• Require the Secretary to consider demonstrations that address:  
  1) barriers resulting in adoption delays;  
  2) impact of parental substance abuse on placement;  
  3) kinship care | • Demonstration projects must be cost neutral  
• 5-year limit on demonstration with possibility of extension  
• Limit to 10 states a year  
• State cannot conduct demonstration unless it provides health insurance for children with special needs and in granting a demonstration, the Secretary must consider the effect, if any, on any active court orders in the state  
• Incentive payments had to be used for child welfare services allowable under IV-B or IV-E. | Adoption Promotion Act of 1997, enacted as the Adoption and Safe Families Act of 1997 (S. 1195 was approved as a substitute amendment for H.R. 867 in the Senate. Further changes were then made before the House and Senate finally approved it. For more details see page 7.)  
**Enacted: P.L. 105-89 (1997)** |
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| S. 511 and S. 1195 1997 (105th) | Sens. Chafee, Rockefeller, Dewine, and Dodd | Expand the *populations* served by IV-E | • Eliminate the AFDC and SSI income eligibility requirements for Adoption Assistance under Title IV-E  
• Establish innovation grants awards to reduce the backlogs of children awaiting adoption or long-term foster care  
• Increase from $1,000 to $5,000, the assets a youth can have and still qualify for IV-E foster care  
• Expand children eligible for IV-E adoption assistance  
• Expand federal reimbursement to states for the costs of training additional categories of court, private child welfare agency, and related service agency staff  
• Expand IV-E reimbursement on a time-limited basis for two new types of services – expenditures for children who are placed with their parents in a residential treatment program for substance abuse, domestic violence or homelessness, and reunification services for children and their parents  
• Expand Child Welfare Waiver from 10 to 15 states  
• Establish adoption incentive payments for states that increase adoptions of foster children above a baseline  
• Reauthorize and increase funding for Family Preservation and Support Services Program; change name to Promoting Safe and Stable Families Program | • Income eligibility requirements eliminated only for children adopted after the legislation is enacted  
• 5-year limit on demonstration and state match required  
• IV-E dollars could be used for new reunification services for only one year | Safe Adoptions and Family Environments Act (SAFE) and the Promotion of Adoption, Safety, and Support for Abused and Neglected Children Act, parts of which were enacted as the Adoption and Safe Families Act of 1997 (S. 1195 was approved as a substitute amendment for H.R. 867 in the Senate. Further changes were then made before the House and Senate finally approved it.)  
**Enacted: P.L. 105-89 (1997)** |

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<td>S. 1067 1999 (106th) Sen. Rockefeller</td>
<td>Expand the populations served by IV-E</td>
<td>• Eliminate the AFDC and SSI income eligibility requirements for Adoption Assistance under Title IV-E</td>
<td>• Income eligibility requirements eliminated only for children adopted after the legislation is enacted • State funds formerly used for adoption must be be used for child welfare services allowable under IV-B or IV-E</td>
<td>Adoption Equality Act of 1999 Not enacted</td>
</tr>
<tr>
<td>H.R. 1802/ H.R. 3443 1999 (106th) Rep. Johnson</td>
<td>Expand the activities and populations covered by IV-E</td>
<td>Title I of the Act established the Chafee Foster Care Independence Program:  • Increase funding for independent living activities  • Allow room and board for youth ages 18-21 leaving foster care (30% cap)  • Option for states to offer Medicaid to youth aging out of foster care  • Increase from $1000 to $10,000 the assets a youth can have and still qualify for IV-E foster care  • Require states to ensure foster parent preparation to care for children in their care  • Authorize additional funding for adoption incentive payments to assist states in finding permanent homes for foster children</td>
<td>• Capped funding</td>
<td>Foster Care Independence Act of 1999 Enacted: P.L. 106-169 (1999)</td>
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<td>S. 1478 1999 (106th) Sen. Daschle</td>
<td>Expand the activities and populations covered by IV-E; make Indian tribes directly eligible for IV-E</td>
<td>• Make children who are under the jurisdiction of tribes and placed in care by tribal agencies eligible for direct funding under Title IV-E for foster care, adoption assistance and administrative costs, such as case management, training, and data collection</td>
<td>• Match required</td>
<td>Not enacted</td>
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| S. 2272 and H.R. 5369/S. 708 and S. 2271 2000 (106th) Sen. DeWine | Expand the *activities* covered by IV-E | Established a grant program to:  
- reduce backlogged abuse and neglect cases  
- establish automated case tracking systems for state and local courts; and  
- expand the Court-Appointed Special Advocate (CASA) programs in underserved areas | Match required | S. 2271 TAKE CARE Act  
S. 708/H.R. 5369/S. 2272  
*Strengthening Abuse and Neglect Courts Act of 2000*  
| S. 2435 and H.R. 4081 2000 (106th) Sen. Snowe and Rep. Rangel | Expand the *activities* covered by IV-B | • Create capped entitlement program under Title IV-B to expand treatment for families with alcohol and drug problems who come to the attention of the child welfare system  
• Provide grants jointly to state child welfare and alcohol and drug agencies to enable them to address the treatment needs of these families | States only eligible if child protection and alcohol and drug agencies apply together and commit to joint activities  
- State match of 15% required for the first two years, 20% for the next two, and 25% for the fifth year – allowing for modifications for special circumstances  
- 5-year authorization | *Child Protection/Alcohol and Drug Partnership Act of 2000*  
*Not enacted* |
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| H.R.5292 2000 (106th) Rep. Johnson | Transfer funds from IV-E to IV-B to expand the activities and populations covered/ and block grant some child welfare programs | • Increase state flexibility in funding child protection programs  
• Propose two 3-year demonstrations, for up to 5 states each of flexible funding for child protection services in Section 1130A of the Social Security Act. Assess their effect on caseload levels and their impact on the availability and use of services, efficiency of services delivery, and child safety, permanence, and well-being:  
1) Foster care and/or adoption assistance block grant. States could opt to receive their baseline funding for both of these programs, or just foster care, in a block grant and eliminate any income eligibility requirements on the children qualifying for the programs.  
2) Transfer funds from Title IV-E to Title IV-B. States could opt to have the flexibility to use IV-E funds within their established baseline for the types of services that can be funded under IV-B.  
• Maintain protections and entitlement in current law  
• Reauthorize and amend the Child Welfare Waiver Demonstration Program to eliminate current restrictions on the number of states and demonstrations per state and on the nature and duration of the demonstrations | • Demonstration must be cost neutral  
• Baseline established together by HHS and the state based on the projected amount of federal funding the state would have qualified for under Title IV-E | Hearings held in the House Ways and Means Subcommittee on Human Resources; no other action  
Child Welfare Waiver Demonstration Program was included in the House-passed TANF Reauthorization bill (H.R. 4737 in the 107th Congress)  
Not enacted |
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| H.R.1990/ S. 940 2001 (107th) | Sen. Dodd, Rep. Miller | Expand the populations and activities covered by IV-E | Title VIII of the bill would:  
- Eliminate income eligibility requirements for both IV-E foster care and adoption assistance  
- Allow Title IV-E funding for: preventive, protective and crisis services; permanency services; independent living services; aging out payments; post-permanency services; subsidized guardianship payments; and training costs for a variety of staff working with children in child welfare system  
- Establish a single federal matching rate for all IV-E services and activities  
- Provide direct funding to Indian tribes under Title IV-E  
- Offer fiscal incentive for accredited public agencies | Require states to maintain spending of their own funds for the newly reimbursable categories of services at the FY2001 level.  
- State match required (at federal Medicaid matching rate)  
- Funding for many new services is time-limited  
- Bi-annual report required on children who receive services for more than 18 months and/or who remain in out-of-home care for more than 18 months | Leave No Child Behind Act of 2001 Not enacted |
Title II amends the Chafee Foster Care Independence Program to provide $60 million in capped entitlement funding for educational and training vouchers for youths aging out of foster care  
Provides for the reallocation of unused funds under the Promoting Safe and Stable Families Program | During consideration of the bill, increased funding was changed from entitlement to discretionary funding  
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| S. 550/ H.R. 2335 2001 (107th) | Sen. Daschle, Rep. Camp | Make Indian tribes directly eligible for IV-E | • Make children who are under the jurisdiction of tribes and placed in care by tribal agencies eligible for direct funding under Title IV-E for foster care, adoption assistance and administrative costs, such as case management, training, and data collection  
• Provide funding for social service systems  
• Improve ability to recruit Indian foster and adoptive homes  
• Fund tribal placements  
• Tribes may apply as consortia to administer the program | • Match required | Indian and Alaska Native Foster Care and Adoption Services Amendments of 2001; See also S. 940/H.R. 1990 Leave No Child Behind Act of 2001, which included the text of S.550/H.R.2335 Version included in WORK Act of 2002, the Senate Finance committee version of the TANF Reauthorization bill Not enacted |
| H.R. 1371 2001 (107th) | Rep. Stark | Legislation designed to improve the quality standards and training for child welfare workers | • Provide grants to state child welfare agencies to improve quality standards and outcomes  
• Loan forgiveness program for students who choose to work in child welfare | • Match required | Child Protection Services Improvement Act Not enacted |
<p>| S. 918 2001 (107th) | Sen. Snowe | Expand activities covered by IV-E | • Provides for a payment rate increase to States for short term training of staff of State-licensed or State-approved child welfare agencies providing services | • Match required | Child Support Distribution Act of 2001 Not enacted |</p>
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| H.R. 4737 2002 (107th) Rep. Pryce | Expand the activities covered by IV-E | • Reauthorize and amend the Child Welfare Waiver Demonstration Program  
• Eliminate limitation on number of projects permitted and number of waivers that may be granted to a single state  
• Streamline process for considering waiver amendments and extensions | • Demonstration must be cost neutral | Personal Responsibility, Work, and Family Promotion Act of 2002, WORK Act of 2002 or TANF Reauthorization bill Not enacted |
<p>| S. 2484 2002 (107th) Sen. Baucus | Make Indian tribes directly eligible for IV-E | • Same as S. 1478; see page 8 for details |  | American Indian Welfare Reform Act Not enacted |
| S. 3165 2002 (107th) Sen. DeWine | Fiscal Incentives | • Loan forgiveness to attorneys who represent low income families or individuals involved in family or domestic relations courts |  | Not enacted |
| S. 3166 2002 (107th) Sen. DeWine | Fiscal Incentives | • Loan forgiveness for child welfare workers employed by child protection agencies |  | Not enacted |
| H.R. 936/S 448 2003 (108th) Reps. Miller and Dodd | Expand the populations and activities covered by IV-E | • Same as H.R.1990/S. 940; see page 11 for details |  | Leave No Child Behind Act of 2003 Pending |</p>
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| H.R.1534 2003 (108th) | Reps. Cardin and Miller | Expand the populations and activities covered by IV-E | • Allow states to expand the Title IV-E Foster Care and Adoption Assistance programs by linking eligibility to IV-E to TANF eligibility criteria  
• Allow states to fund kinship guardianship assistance payments under Title IV-E  
• Increase investments for comprehensive substance abuse treatment (Similar to H.R. 1909 in 107th Congress)  
• Establish mandatory funding for all of Promoting Safe and Stable Families Program  
• Provides new child welfare services quality improvement grants  
• Expand staff eligible to be trained under Title IV-E  
• Provides grants and bonuses to states for their Program Improvement Plans | • Match required  
• State option | The Child Protective Services Improvement Act of 2003 Pending |
| S. 331/H.R.443 2003 (108th) | Sen. Daschle, Rep. Camp | Make Indian tribes directly eligible for IV-E | • Same as S. 2484 and S. 1478; see pages 8 for details | | Indian and Alaska Native Foster Care and Adoption Services Amendments of 2003 Pending |
| H.R.2437 2003 (108th) | Rep. Stark | Expand activities covered by IV-E | • Provides grants to State child welfare systems to improve quality standards and outcomes, to increase the match for private agencies receiving training funds under Title IV-E, and to authorize the forgiveness of loans made to certain students who become child welfare workers | • Match required | Child Protection Services Workforce Improvement Act Pending |
| H.R.1378 2003 (108th) | Rep. Weller | Expand activities covered by IV-E | • Amend Title IV-E to increase payments to states for expenditures for short term training of staff of state licensed or state-approved child welfare agencies | • Match required | Pending |

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<td>S. 862 2003 (108th)</td>
<td>Sen. Rockefeller</td>
<td>Expand the populations covered by IV-E</td>
<td>• Same as S.1067; see page 8 for details.</td>
<td>• Capped funding</td>
<td>Adoption Equality Act of 2003 Pending</td>
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<tr>
<td>H.R. 734 2003 (108th)</td>
<td>Rep. Tubbs Jones</td>
<td>Fiscal incentives</td>
<td>• Loan forgiveness to child welfare workers employed by child protection agencies</td>
<td></td>
<td>Pending</td>
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<tr>
<td>H.R. 3180 2003 (108th)</td>
<td>Rep. Miller</td>
<td>Fiscal incentives</td>
<td>• Loan forgiveness to child welfare workers</td>
<td></td>
<td>College Opportunities for All Act Pending</td>
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<tr>
<td>S. 407 2003 (108th)</td>
<td>Sen. DeWine</td>
<td>Fiscal incentives</td>
<td>• Same as S. 3165; see page 13 for details.</td>
<td></td>
<td>Pending</td>
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<tr>
<td>S. 409 2003 (108th)</td>
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<td>Fiscal incentives</td>
<td>• Same as S. 3166; see page 13 for details</td>
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For more information, please contact JooYeu Chang in CDF’s Child Welfare and Mental Health Division at jchang@childrensdefense.org.

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