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Insights from State Treasurers: Developing and Implementing Statewide Child Development Account Policies

By Chris Leiker, Margaret M. Clancy, and Michael Sherraden

On July 16, 2020, elected officials and experts from throughout the United States gathered virtually for "All Children Can Reach Their Potential: A CDA Conference." This national discussion on Child Development Accounts (CDAs) drew over 160 policymakers, scholars, 529 college savings plan executives, 529 program managers, and CDA practitioners from 29 states and the District of Columbia. Hosted by the Center for Social Development (CSD) in the Brown School at Washington University in St. Louis and Missouri State Treasurer Scott Fitzpatrick, the event focused on CDA initiatives built upon the financial platform of state 529 plans.

Since 2018, Pennsylvania, Nebraska, Illinois, and California have enacted laws creating universal at-birth CDA policies, and other states have considered similar legislation. Several states previously adopted CDA policies by administrative rule.[1]

In opening remarks, Treasurer Fitzpatrick, a former chair of the Budget Committee in the Missouri House of Representatives, reported, "I'm really happy that, in Missouri, we made a lot of progress on legislation around CDAs using our MOST 529 plan." In 2020, the COVID-19 pandemic halted the progress of that state's CDA bills, but interest remains strong. Fitzpatrick, who championed the 2020 legislation, affirmed his commitment going forward. "It will be one of my top priorities next year, when we reconvene the legislature, to get something done on CDAs."[2]

This report presents insights from a panel discussion featuring four state treasurers with experience in developing statewide CDA policy through legislation.

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Treasurer Fitzpatrick moderated the discussion with Pennsylvania State Treasurer Joe Torsella, Nebraska State Treasurer John Murante, and Illinois State Treasurer Michael W. Frerichs about the process of implementing a statewide CDA policy: identifying the guiding principles, crafting funding mechanisms, working with state legislators to secure passage, and raising awareness of the enacted policies. The state treasurers also discussed policy elements that facilitate effective implementation and research that informed each of these statewide CDA policies. SEED for Oklahoma Kids (SEED OK), a research experiment led by CSD, models a universal, automatic, progressive CDA policy. Implemented beginning in 2007, the experiment has produced numerous peer-reviewed academic and policy publications.

The Pennsylvania Keystone Scholars Program

In 2018, Pennsylvania became the first state to create an automatic, at-birth, statewide CDA policy through legislation.[3] With bipartisan support, the Keystone

Scholars policy provides college savings for all Pennsylvania newborns through a $100 starter deposit. Funds may be used for any qualified higher education expense at an approved institution of higher education, including trade schools, vocational programs, community colleges, and universities in or outside of Pennsylvania. The funds must be used before the child reaches the age of 29. Approximately 140,000 children are born in the state each year, Torsella said.

Torsella embraced the concept of CDAs as a state policy before beginning his 2016 campaign for state treasurer. "This, more than anything else, was the reason that I ran," he said.[4]

A story from Torsella's childhood resonated with legislators, he said, because "they all had some version of it in their background":

> When I was 8, 9, and 10, I would be given a savings bond by well-meaning aunts and uncles, who would say, "Joey, this is for your education someday." At that age, I thought it was the world's worst possible gift. But what I realize now, looking back, is that it was the world's best possible message. And it was a message that meant more than the $25 face value of the savings. It was a message about community and a message that my family was there to give me a little bit of support. And it was a message that I grew to believe because I heard it so often about where I could end up going. And that, for me, is the most profound and powerful element of what we're talking about today.[5]

Torsella's decision to pursue CDA policy through legislation was strategic: "We worked with sponsors from both sides of the aisle, led … in both chambers, by Republicans.… We patiently built a bicameral, bipartisan consensus around it," Torsella said. "And in making the case for it, we relied very much on the research that CSD and Margaret [Clancy] and Michael [Sherraden] promulgated."[6]

Torsella described his legislative strategy in this way:

> I wanted, at the end of this, for people to view it as the accomplishment of 20 or 30 people. So we went out of our way to find ways to feature legislators who got on board to work with the business and financial community, who could make arguments with more credibility than I could in some cases.… People are suspicious of where things might be going, but the more this was a group photo, the better the prospects got for its passage.

Legislators introduced several amendments as the policy made its way through the General Assembly. Yet, in the end, the state's Keystone Scholars CDA policy "achieved nine out of 10 of what Margaret calls the key factors for success," Torsella said.[7] He added, "The one that we still have to work on … is designing a progressive component."[8]

The Pennsylvania treasurer noted that a change to the name of the state's 529 plan helped to advance the legislation. The new name, the PA 529 College and Career Savings Program, is designed to communicate that funds can be used for vocational and technical certificates, as well as for 2- and 4-year college degrees.

Keystone Scholars receives no financing from the state's general fund. Initial funding for the 2018 pilot program came from philanthropic contributions, and the statewide program's seed deposits come from earnings on investments as part of the state's 529 Guaranteed Savings Plan, which Torsella oversees.[9] "Over time, that program has become funded at a considerable surplus. I think, at the time we entered into this program, it was over 120% funded," he explained. The enacting legislation specifies a threshold: "As long as that program [the Guaranteed Savings Plan] is more than 110% funded, it enables the funding of Keystone accounts for all of the children born in the Commonwealth in the following calendar year."[10] Torsella confirmed that the program continues to seek philanthropic resources for additional features.

Asked about legislative compromises, Torsella reported a discussion about establishing Keystone accounts for schoolchildren, but he indicated that the at-birth start proved less contentious: "Establishing them at birth actually removed a lot of the controversial issues that come with school age." He added, "And it's better policy anyway, as we know from Margaret [Clancy] and Michael [Sherraden's] work."[11] Torsella also acknowledged legislative pressure to make Keystone Scholars an opt-in, rather than opt-out program.[12] That was, he said, "The place we drew a red line." He added:

> There were folks, including in my own party, who wanted to focus the effort more clearly on students who need this. And that is an element that I very much want to see. But I thought it was important, for both the passage of the program and the statement the program is making, that it be truly universal—that this level, this $100 starter, is something we say to everyone: "By virtue of being a Pennsylvanian, you're part of the Pennsylvania family and you get this."

Torsella pointed to early registration and account-opening figures for Keystone Scholars: Within the

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statewide program's first year, 10% of eligible families have completed registrations, and 20% of families that registered have opened their own 529 accounts.[13]

The treasurer also discussed efforts to spur asset accumulation for low-income families. He noted a partnership with Fund My Future to create the Pennsylvania Savings Pledge,[14] a statewide prize-linked savings program in which adults pledge to save for a child's education in return for raffle tickets. The raffles offer monthly prizes of as much as $1,000, and more than half of winners belong to households with incomes less than $60,000.[15]

In addition, Torsella acknowledged discussions with philanthropic partners on the development of progressive deposits within Keystone Scholars. "We are always asking ourselves what barriers exist to fostering that kind of savings," he said. Pennsylvania, he added, has "a 529 savings gap in the communities where we need to see it take hold most."

The treasurer's office is working to raise awareness of the Keystone Scholars CDA. Torsella noted that, because of the timing of data transfers from the Pennsylvania Department of Health, the program's first contact with a new family is a letter mailed to their home approximately 5 months after the child's birth. He noted that a paid digital campaign and earned media are also part of the engagement strategy but emphasized the importance of extensive partnerships with nonprofits, hospital systems, and local governments.[16]

Torsella offered advice to policymakers designing state CDA programs: Find a way to obtain new parents' email addresses, through the Health Department or other sources. He said, "We're trying to get [email addresses] by having [parents] register, but it would be more efficient to start by having it." For initial outreach, Torsella encourages a letter coupled with digital communication directly to parents of children receiving the CDA, "not digital communication that's happening in the ether. Because the life of a new parent … is chaotic and confused, and you need to have several different contacts."

The Nebraska Meadowlark Program

First considered by then Treasurer-elect John Murante, a state CDA policy was later embraced by a bipartisan coalition, and the Nebraska CDA bills moved swiftly through the legislature. The policy was approved unanimously in 2019, the same year that the concept was first introduced.[17]

The central component of Nebraska's CDA policy is the Meadowlark Program. Through it, Nebraska residents born on or after January 1, 2020, will be automatically enrolled in NEST 529 College Savings (the Nebraska Educational Savings Plan Trust). The first seed deposits will be made into a NEST 529 account opened for the children by March 1, 2021.[18] Funds not accessed by the beneficiary's 30th birthday will be used for future resident children.

Through incentives, the policy encourages low- and moderate-income households to open their own 529 accounts and set aside additional savings. The treasurer's office deposits $2 for every dollar saved on behalf of beneficiaries from households with income below 200% of the federal poverty line, and it deposits $1 for every dollar saved on behalf of those from households with income between 200% and 250% of that line.

Murante pointed to CSD research on the benefits of asset accumulation for low-income families: "Opening the account is a big important first step, and creating additional incentives for the low- and moderate-income households will also be a great stimulus."[19]

He added, "That doesn't even begin to touch what our program manager and we are doing internally as an office in terms of reaching out to communities and philanthropic organizations and school districts across the state of Nebraska to spread the word."

Murante, like Frerichs, served in the state senate prior to his election as treasurer. "We had pretty strong relationships to advance big causes," Murante said, noting that those relationships shaped the strategy:

> We wanted to take all of the good ideas that other states were doing and package them all together in a bipartisan way. And that resulted in one big package that was introduced by five different state senators of different political persuasions and from different parts of the state.

Support for the Nebraska legislation came from a broad coalition of constituents. “Universities and community colleges were all on board, the Bankers Association testified in favor of it, our chambers of commerce were supportive, our insurance and financial advisors testified in favor of it,” Murante said. “When it came to the low- and moderate-income provision, there were social welfare and child advocacy groups that testified in favor of it.” He added, “When they all came together, it really put together a coalition that made it pass.”

Nebraska’s CDA legislation is designed to broaden access to postsecondary education for generations of state residents, as it creates an endowment to be funded equally through private contributions and state sources. “The CDA program, the Meadowlark Program, starts with private contributions, and then the public sector dollars are matched,” Murante said. The public dollars come not from the state’s general fund but from the state’s Unclaimed Property Escheat Fund and the College Savings Plan Expense Fund, which holds fees from the plan.[20] “We have $200 million in unclaimed property,” Murante said. “It was a good investment that had a good return on investment.”

Murante drew upon research to garner legislative support for the policy: “If kids have seeded 529 accounts, then the outcomes are much better.” He added, “That’s where the research of Michael [Sherraden] and Benita Melton and Washington University really came in, and Margaret Clancy, of course.”[21]

The Meadowlark deposits will grow until youth later access the funds for college, trade school, or other postsecondary education in the state of Nebraska. “I didn’t think that made a great deal of sense. If we had a kid who was rising out of poverty and got into Harvard, I don’t see why that money couldn’t be used there. But that was a [legislative] compromise that was made,” said Murante.

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Nebraska’s policy also attempts to engage businesses. “We understood that employers are going to be a big part of the solution to ensuring that every kid has a 529 account and some college savings dollars,” Murante said. Some states have adopted tax credits and deductions.

Beginning in January 2022, Nebraska will reimburse 25% of employer contributions to the 529 accounts of employees or their dependents. State law caps the total cost of the program at $250,000 per year. Beginning in 2021, Nebraska will exempt employer 529 contributions from the employee’s taxable income and from the income considered in determining an employee’s eligibility for public benefits in the state.[22]

Asked about outreach and marketing for the Meadowlark Program, Murante said, “Partnerships are critical—mentoring organizations, afterschool programs—those are all partnerships that have already been established.” He also noted the emerging role of community foundations, which are providing funding for deposits: Two counties have created CDA plans, and the communities will continue “depositing money in the buckets of the kids who live within those communities.”

Murante connected formal efforts to market the new policy with those to market the state’s 529 plan, noting that most parents who save for their children’s higher education are using savings accounts or options other than 529s. “For us,” he said, “this is part of our efforts to increase awareness.… I don’t necessarily separate the two out—the CDA versus the 529. For us, they’re comingled.”

The Illinois Higher Education Savings Program

The CDA policy signed into law in August 2019 establishes the Illinois Higher Education Savings Program,[23] creates an omnibus Bright Start 529 account owned by the treasurer, directs the treasurer to set aside a $50 seed deposit for each child born to or adopted by a state resident after December 31, 2020, requires parents or guardians to claim the seed deposit by the child beneficiary’s 10th birthday, and authorizes the treasurer to partner with public, private, and nonprofit entities in funding incentive and supplemental deposits. The law requires the

Public Health and Revenue departments to provide data on births and adoptions in the state. Funds may be used for qualified expenses of postsecondary education and must be accessed before the beneficiary's 26th birthday.

Although Illinois enacted CDA legislation in 2019 with a schedule for implementation in 2021, efforts toward such a policy began decades earlier with the work of the Financial Links for Low-Income People Coalition, the Illinois Asset Building Group, and the Shriver Center on Poverty Law, which also participated in a national demonstration of children's accounts.[24] In 2009, Illinois Public Act 96-0329 created the Illinois Children's Savings Account Task Force, a diverse group of individuals from the government, nonprofits, and the financial services industry, to review, recommend, and develop a strategic implementation plan for providing assets at birth for every Illinois child.[25] Over many years, CSD has shared research on CDAs with all of these groups and the Illinois state treasurer's office.

Legislation introduced in 2017 passed the Illinois House and Senate, but an amendment added in the Senate was not approved by the House, so the legislation was not enacted.[26] The bill introduced in 2019, which eventually became law, emerged from collaborations by the treasurer's office, the original coalition, and legislative allies, particularly the legislative sponsors.[27]

Frerichs identified sustainability as an important goal in formulating the policy. Another priority, he noted, was developing the "ability to adapt to local programs and conditions and to leverage local connections and resources." Frerichs and his team recognized that their "strength would be in building a useful infrastructure. We are not suited for local organizing or program development."

To implement the planned statewide at-birth CDA policy, Frerichs and the treasurer's office worked with the state's Public Health and Revenue departments "to determine the best ways to access birth and adoption records," Frerichs said. "One thing we … learned here is it's a big team effort. You're going to help a lot of people, but a lot of people have to be pulling on the same rope to make it happen."

Frerichs noted that the bill's cost—$10 million annually[28]—was "the biggest obstacle or concern from legislators of all parties." He added, "We promised we would not seek general revenue funds to support this program. This went a long way helping us to build support" in the legislature. Frerichs emphasized the importance of identifying alternative funding sources, including private fundraising: "We also focused on showing how the program would eventually be self-sustaining."

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Democrats held majorities in both houses when the General Assembly took up the CDA legislation. Although it received few Republican votes, Frerichs, a Democrat, was reluctant to see purely partisan motives in opposition: "Our conversations [with Republican legislators] went fairly well." He added, "They support asset building for families, and they support encouraging savings, but they were suspicious" and questioned whether the state should "play a role in or to contribute to savings." Frerichs said that some House Republicans were wary that the legislation's passage would serve as his stepping stone to higher office: "We've had politicians in Illinois do that in the past—use tax dollars to promote themselves in commercials and various forms of advertising." Citing recent policy changes, Frerichs said, "I can no longer appear in commercials paid for with public tax dollars and put my name on them. So I don't think it's really much of a concern."

Frerichs acknowledged valuable feedback from Republican legislators on the policy's design, citing as an example insights shared by a representative from southern Illinois. The legislator explained that many of the babies in his district are born in Paducah, Kentucky, because families cross the state line to access the nearest hospital. Frerichs said that the insight prompted a change in the legislation's eligibility language to specify that children are eligible if born to or adopted by an Illinois resident, regardless of birthplace.

The enacting legislation directs that funding for the program's seed deposits come from appropriations, "gifts, grants, or contributions."[29] As the COVID-19 pandemic grew, the General Assembly closed the spring 2020 legislative session without appropriating funds. "Our goal was to pass a funding mechanism in the legislature," Frerichs said. "We're trying to figure out a new approach right now."

Frerichs noted that his office is developing a possible partnership to pursue philanthropic support for an effort to build assets for low-resource families. That effort, he said, "might be our program's first local demonstration and serve as a pilot program for a statewide CSA program." The partnership, called Chicago ABCs, "will leverage a visiting nurses program for new parents to connect families to social services, establish a CSA for the child, and make direct cash transfers to the parents," Frerichs explained. He added:

> We'll continue to work to raise funds and build local partnerships while continuing to manage and promote our existing 529 program. A significant goal for us is to expand participation by lower income Black and Latino families in 2020 and beyond. Launching our CSA will help us reach our goals on that front end, but we're not waiting for the CSA program to dive into that work.

"Establishing these accounts goes a long way to encouraging more saving," Frerichs said. "When you have an account and you're getting a quarterly statement, it's a quarterly reminder: 'Hey, this is how much money was put in, this what you've earned. Why don't you put some more in?'"

Frerichs summarized his team's other efforts to launch the new CDA policy: "We're in the middle of implementing our program, developing the technical infrastructure we need, negotiating their data-sharing agreements, figuring out when we'll be able to fund the initial cohort."

Conclusion

This summary provides context for the development of CDA policies in four states and documents the insights of policymakers directly involved in those efforts. The state treasurers quoted in this summary have made significant advancements in establishing policies modeled on CSD's key design elements for efficient and sustainable CDAs at the state level. They are forging strategic partnerships and creating pathways to implement and administer successful statewide CDA programs. They are sharing ideas and experiences and addressing common challenges, with the goal of building assets for all children.

During closing remarks for this conference, Sherraden acknowledged the importance of learning from the statewide CDA policies and emphasized the potential role of the federal government in asset building for all children nationwide. "States should continue to pioneer such policy, but the federal government could establish guidelines that facilitate the growth of state CDAs and provide substantial funding for the accounts, especially for the poorest children."

Notes

1. For details on the CDA legislation in Pennsylvania, Nebraska, Illinois, and California, and an illustration of essential design elements for statewide CDA policy, see Clancy, Sherraden, and Beverly (2019a). Clancy and Beverly (2017) describe statewide CDAs in Connecticut, Maine, Nevada, and Rhode Island.
2. For an overview of the legislation in Missouri and the evolution of the policy proposal, see Center for Social Development (2020a, 2020b). Rigorous tests conducted with CDAs during the 2008–09 recession produced positive impacts. Those results suggest that similar effects can be expected from CDAs during and after the COVID-19 pandemic, particularly for children in financially vulnerable households (Huang, Beverly, Kim, Clancy, & Sherraden, 2019b; Sherraden, Clancy, Huang, & Beverly, 2020).
3. The provisions of the Keystone Scholars CDA policy were included within an omnibus bill approved by both houses of the General Assembly and signed by Governor Tom Wolf on June 22, 2018 (H.B. 1929 (2017), 72 P.S. § 312 (2019); Pennsylvania General Assembly, 2019).
4. Torsella has frequently cited interest in CDA policy as a motivation for his candidacy and attributed his interest in CDAs to a *New York Times* article on the potential for state treasurers to remedy economic inequality. See Cohen (2014).
5. Similarly, research from the SEED OK experiment finds that the CDA offers both financial benefits (savings that appreciated in value) and nonfinancial benefits (improved outlooks and constructive behaviors of both parents and children). Some of the effects are greater for disadvantaged families (Huang, Beverly, Kim, Clancy, & Sherraden, 2019a; Huang, Kim, Sherraden, & Clancy, 2017; Huang, Sherraden, Kim, & Clancy, 2014; Huang, Sherraden, & Purnell, 2014; Kim, Huang, Sherraden, & Clancy, 2018; Kim, Sherraden, Huang, & Clancy, 2015; Sherraden, Clancy, Huang, & Beverly, 2020; Sherraden, Clancy, Nam, et al., 2015; Sherraden, Clancy, Nam, et al., 2018; Wikoff, Huang, Kim, & Sherraden, 2015).

6. In his 1991 book *Assets and the Poor,* Michael Sherraden conceived of child accounts as a policy with ongoing deposits. Margaret Clancy leads the SEED OK experiment and first proposed 529 plans as a possible platform for child accounts (Clancy, 2001). Since 2005, numerous CSD staff have contributed to the design, implementation, data analyses, and publications for the SEED OK experiment, with key, ongoing contributions from Jin Huang, Sandy Beverly, and Mark Schreiner (see Clancy, Sherraden, & Beverly, 2019c).
7. On the 10 key design elements for state CDA policy, see Clancy and Beverly (2017); Clancy, Sherraden, and Beverly (2019b); and Sherraden, Clancy, and Beverly (2018).
8. Presenting at the same event on another panel, Pennsylvania Deputy State Treasurer for Consumer Programs Julie Peachey (2020) stated that, conditional on securing funds, the Treasury has proposed additional $50 deposits beginning in 2021 for babies from families enrolled in the Special Supplemental Nutrition Program for Women, Infants, and Children, commonly known as WIC. Presentations from Peachey (2020) and participants in other conference sessions can be accessed from the event's webpage: https://csd.wustl.edu/all-children-can-reach-their-potential-a-child-development-account-conference/.
9. Pennsylvania has two 529 plans, the Investment Plan and the Guaranteed Savings Plan. Both are managed by the state treasurer's office. The Investment Plan is a savings plan that allows families to choose an investment option for contributions made to an account. The Guaranteed Savings Plan is similar to a prepaid tuition plan. Participants purchase credits, which beneficiaries can later exchange for tuition. Both plans are open to residents of other states and may be used for qualified elementary, secondary, or postsecondary expenses at eligible schools within or outside of Pennsylvania. Keystone Scholars is only open to Pennsylvania residents, and the state grants and any associated earnings may only be used for postsecondary education. For information on the state's two 529 plans, see https://www.pa529.com/.
10. For the statutory threshold, see 72 P.S. § 312(c)(2)(i) (2019).
11. On the rationale for an at-birth start in CDA policy, see Beverly, Clancy, and Sherraden (2016) and Clancy et al. (2019a and 2019b).
12. Maine's Harold Alfond College Challenge began as an opt-in CDA, but the board of the Alfond Scholarship Foundation later removed the requirement for parents to enroll their newborns in the state's 529 plan in favor of automatic, opt-out enrollment (Clancy & Lassar, 2010; Clancy & Sherraden, 2014).
13. See Keystone Scholars (2020). The statute directs the treasurer's office to automatically deposit a seed grant for every child of a Pennsylvania resident born after December 31, 2018, including adopted children. To access the grant, earnings, and any supplemental deposits, beneficiaries must register with Keystone Scholars and have an individual account with one of the Pennsylvania 529 plans—that is, a 529 account separate from the omnibus state CDA offered through the policy (72 P.S. § 312(c)(4) (2019)); however, the beneficiary may register and open a 529 account at any point prior to accessing the assets by age 29.
14. An overview of the pledge effort and the collaboration with Fund My Future can be found in a brochure released by the Pennsylvania Treasury (2020).
15. In remarks during her presentation, Peachey provided this and other details, including that "nearly 500 people have taken the pledge" since the program's February 2020 launch. By the end of September 2020, the number of pledges had grown to more than 1,300.
16. Clancy, Sherraden, Huang, Beverly, and Kim (2019) provide a policy model for partnering statewide CDAs with other federal, state, city, and community services.
17. The sponsors introduced five bills in January 2019 (L.B. 470, L.B. 544, L.B. 545, L.B. 547, and L.B. 610). After hearings on the bills and amendments, sponsors combined provisions into L.B. 610, which Governor Pete Ricketts signed into law on May 31, 2019.
18. Funds for the seed deposits in a given year will come from investment earnings in the prior year on holdings in the Meadowlark Endowment Fund. The accounts will be owned by the Nebraska Educational Savings Plan Trust, not by the beneficiary's parent or guardian (L.B. 610, 2019). The Meadowlark deposits and any additional contributions are subject to federal law governing 529 accounts.
19. For a gateway to CSD research on the importance of automatic account opening and incentives for low- and moderate-income families, see Sherraden, Clancy, and Beverly (2018).

20. The contributions and public-money matches are held in the Meadowlark Endowment Fund, which is administered by the treasurer's office (L.B. 610 (2019), Neb. Rev. Stat. § 85-2803(2) (2019)).

21. In the fall of 2018, then Treasurer-elect John Murante (he was unopposed in the general election) contacted CSD Policy Director Margaret Clancy to discuss the SEED for Oklahoma Kids CDA, related research, and innovations in 529 plans. Benita Melton, Director of Education at the Charles Stewart Mott Foundation, has supported child accounts, state asset-building policies, and other federal and state policies for over 20 years.

22. Signed into law on August 11, 2020, L.B. 1042 (2020) excludes from an employee's adjusted gross income up to $5,000 per year in employer contributions made to the employee's NEST 529 account for taxable years beginning on/after January 1, 2021. The legislation also excludes employer 529 contributions from asset tests used to determine eligibility for public benefits and permits donors to make qualified private contributions to the Meadowlark Endowment Fund or to Meadowlark accounts.

23. At another panel at the CDA conference, Fernando Diaz, Chief Financial Product Officer for Illinois State Treasurer Michael W. Frerichs, said they plan to select a name for their CDA that aligns with the branding for the Bright Start 529. The goals of this alignment are to increase awareness of the CDA and avoid confusion among families.

24. Initiated by the Shriver Center on Poverty Law, the Financial Links for Low-Income People conducted statewide work beginning in 2001 that underscored the importance of asset building and led to changes in asset limit rules for Temporary Assistance for Needy Families and food stamps in the State of Illinois (Rand, 2004, 2007). In 2003, Woods Fund of Chicago convened its grantees and others to form the Illinois Asset Building Group. This statewide coalition of organizations is led by Heartland Alliance and includes partners such as the Woodstock Institute and child and family advocates. The Shriver Center on Poverty Law, located in Chicago, Illinois, was one of 12 organizations participating in the Saving for Education, Entrepreneurship, and Downpayment (SEED) National Demonstration, which was a policy, practice, and research initiative designed to test the efficacy of and inform policy on asset-building accounts for children and youth (Sherraden & Stevens, 2010).

25. Public Act 96-0329 was codified at 20 ILCS 4065/15 (2018) and repealed in 2018. To review the Task Force's 2010 strategic implementation plan, see Illinois Children's Savings Account Task Force (2010). CDAs are sometimes referred to as Child Savings Accounts, or CSAs.

26. H.B. 3691 (2017); Mullany (2017).

27. H.B. 2237 (2019).

28. Filed by the treasurer's office on March 22, 2019, the fiscal note for Illinois H.B. 2237 projected an annual cost of $9 to $10 million per year, beginning in 2021. The estimate presumed 155,000 to 165,000 births per year and included "approximately $8 million for the initial seed funding of $50 per child and an estimated $1.5 million to develop local savings incentive partnerships, engage parents and children in related financial literacy initiatives, and administer the program. Because unclaimed and unused funds will remain with the program for future use, the need for annual appropriations will decline after year 10 of the program as unclaimed and unused funds are recycled." (Illinois General Assembly, n.d.)

29. H.B. 2237 § 16.8(d)(1) (2019).

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