

# Part IV: **Exemptions and Penalties** *Tax Year 2017 & Coverage Year 2018*

**Center on Budget and Policy Priorities** 

September 28, 2017

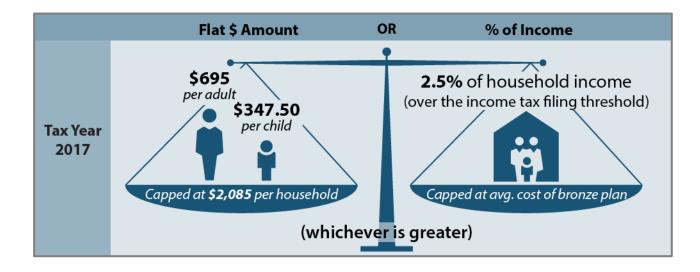


# **Shared Responsibility Payment**

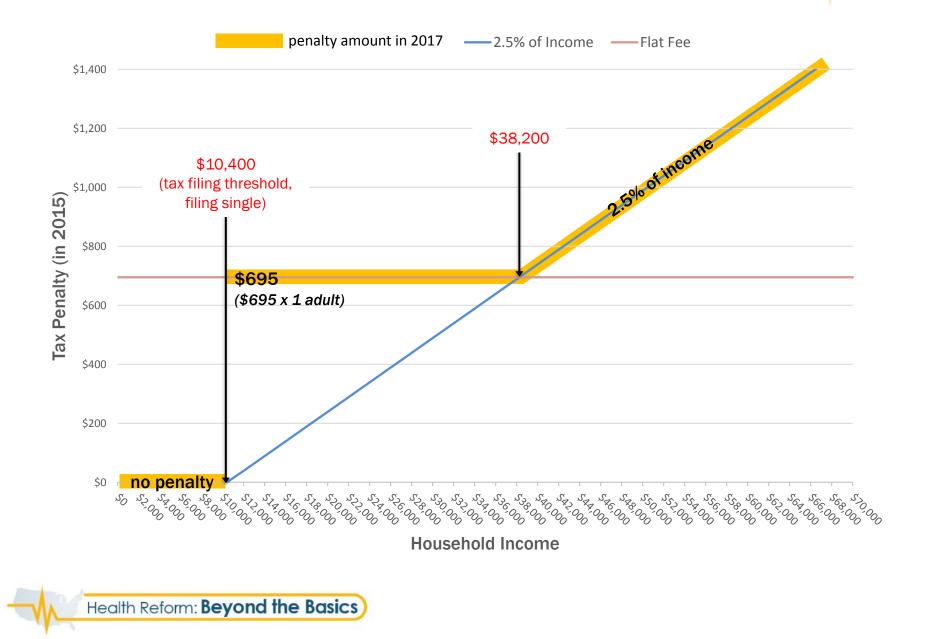
(or Why Exemptions are Important)

# **Individual Shared Responsibility Payment**

- Everyone in a household must have minimum essential coverage or an exemption from the coverage requirement
- If they do not, they owe an individual shared responsibility payment, or penalty, for every month they are uninsured
- The flat amount increases each year by a cost-of-living adjustment



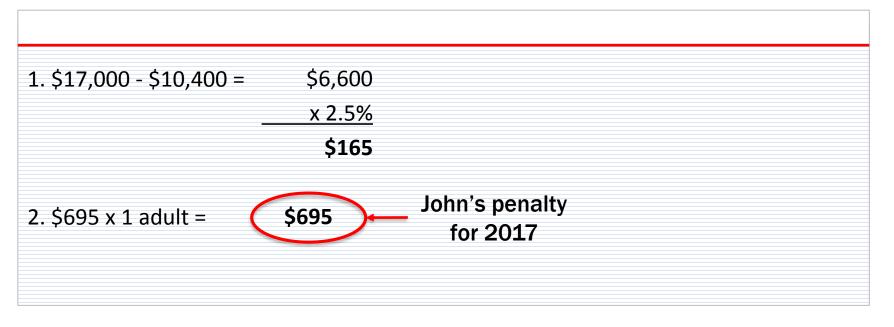
# **Calculating the Penalty: Filing Single (2017)**



- Income: \$17,000
- Filing Status: Single
- Adults: 1
- Children: 0

- Months uninsured: 12
- Tax filing threshold in 2017: \$10,400





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- Filing Status: Single
- Adults: 1
- Children: 0

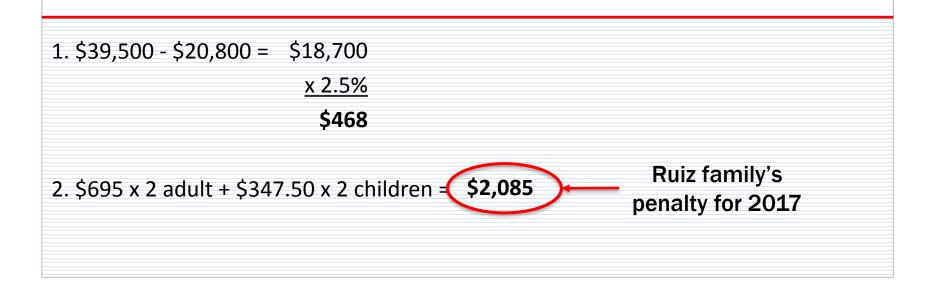
- Months uninsured: 7
- Tax filing threshold in 2017: \$10,400



1. \$17,000 - \$10,350 =	\$6,600 <u>x 2.5%</u> \$165/12 = <b>\$14</b>	\$58 <u>x 7</u> <b>\$406</b> <b>John's penalty</b> <b>for 2017</b>
2. \$695 x 1 adult =	<b>\$695</b> /12 = <b>\$58</b>	

- Income: \$39,500
- Filing Status: Married Filing Jointly
- Months uninsured: 12
- Tax filing threshold in 2017: \$20,800
- Adults: 2 (both uninsured)
- Children: 2 (both uninsured)

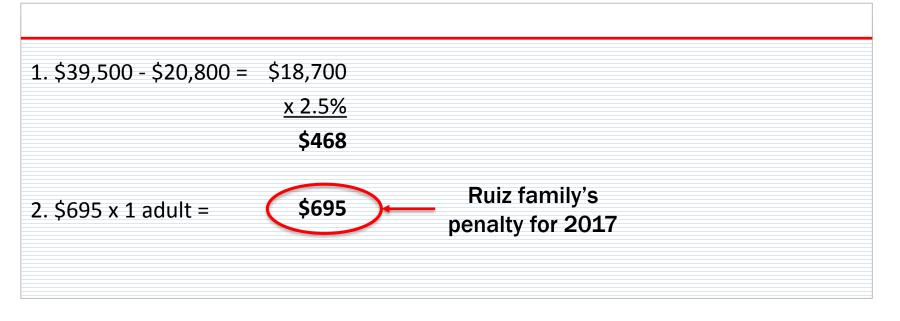




- Income: \$39,500
- Filing Status: Married Filing Jointly
- Adults: 2 (one insured)
- Children: 2 (both insured)

- Months uninsured for one adult: 12
- Tax filing threshold in 2017: \$20,800







Health Reform: Beyond the Basics

# **Exemptions from the Shared Responsibility Payment**

Two Types of Exemptions	Form 8965 Health Coverage Exemptions
Claim exemptions at tax filing on Form 8965	Department of the Treasury Internal Internal Treasury Internal Treasury Internal Tre
Exemptions Granted by the Marketplace:	on your return.  Part1 Marketplace-Granted Coverage Exemptions for Individuals. If you and/or a member of your tax household have an exemption granted by the Marketplace, complete Part I.  (e) Nome of Individual (b) Nome of Individual (c)
<ul> <li>Part I of Form 8965</li> </ul>	,
<ul> <li>Must apply for the exemption through the</li> </ul>	2
Marketplace (if granted exemption, will receive an exemption certificate number)	3 4
<ul> <li>Need supporting documentation</li> </ul>	
Takes time to process	Coverage Exemptions Claimed on Your Return for Your Household     You are claiming a coverage exemption because your household income or gross income is below the filing threshold, check here.      Coverage Exemptions Claimed on Your Return for Individuals. If you and/or a member of your tax household are claiming an exemption on your return complete Part III
Exemptions Granted by the IRS:	(a) Name of Individual (b) Name of Individual (c) (c) (c) (c) (c) (c) (c) (c)
<ul> <li>Part II and III of Form 8965</li> </ul>	
<ul> <li>Can claim these exemptions directly on Form 8965 at tax time</li> </ul>	9 10 11
<ul> <li>No supporting documentation needed</li> </ul>	12
Immediate	13 For Privacy Act and Paperwork Reduction Act Notice, see your tax return instructions. Cat. No. 3778703 Form 8965 (2016)

# **Exemptions from the Shared Responsibility Payment**

# Exemptions Granted by the IRS Insurance is considered unaffordable (cost is more than 8.05% of actual household income for 2018) Short coverage gap (less than 3 months) Citizens living abroad Certain noncitizens Members of health care sharing ministry Members of an Indian tribe or eligible for

- Members of an Indian tribe or eligible for services through an Indian health care provider or the Indian Health Service
- Incarceration
- Resident of a state that did not expand Medicaid
- Member of the tax household born, adopted or died
- Household income or gross income is below tax filing threshold

### Health Reform: **Beyond the Basics**)

### **Exemptions Granted by the Marketplace**

- Insurance is considered unaffordable (cost is more than 8.05% of *projected* household income for 2018)
- Religious conscience
- Hardship (financial/domestic circumstances)
  - + Homelessness
  - + Eviction in the last 6 months or facing eviction/foreclosure
  - + Utility shut-off notice
  - + Domestic violence
  - + Recent death of a close family member
  - + Disaster that resulted in significant property damage
  - + Bankruptcy in the last 6 months
  - + Debt from medical expenses in the last 24 months
  - + High expenses caring for ill, disabled or aging relative
  - Failure of another party to comply with a medical support order for a dependent child who is determined ineligible for Medicaid or CHIP
  - + Through an appeals process, determined eligible for a Marketplace plan or lower costs, but was not enrolled
  - + Determined ineligible for Medicaid because the state did not expand
  - + Individual health insurance plan was cancelled and you believe Marketplace plans are unaffordable
  - + Other hardship in obtaining coverage

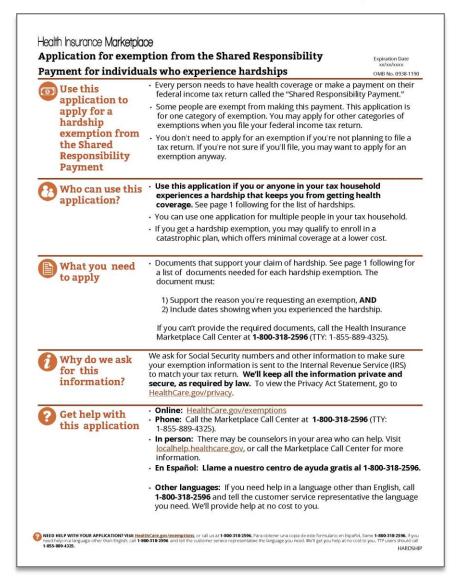
# **Application for Marketplace Exemptions**

 Find out more about applying for an exemption: <u>www.healthcare.gov/health-</u> <u>coverage-exemptions/forms-how-to-apply</u>

### **Application Forms:**

- Hardship Exemption: <u>marketplace.cms.gov/applications-and-</u> <u>forms/hardship-exemption.pdf</u> (all states except Connecticut – CT residents: <u>learn.accesshealthct.com/exemptions</u>)
- Affordability Exemption: <u>marketplace.cms.gov/applications-and-</u> <u>forms/affordability-ffm-exemption.pdf</u> (FFM states)

<u>marketplace.cms.gov/applications-and-</u> <u>forms/affordability-sbm-exemption.pdf</u> (SBM states except CT)



For all Marketplace Exemption Applications: <u>marketplace.cms.gov/applications-</u> and-forms/exemption-applications.html

# Why Apply for a Marketplace Exemption?

### **Example: David**

- David lives in Texas, a non-expansion state.
- He lost his job in December 2016 and last January, he asked about enrolling in health coverage for 2017
- He didn't qualify for unemployment benefits and had no income at the time
- He felt really uncomfortable guessing about his income for 2017 because he really didn't know
- He decided to wait and get insurance later
- An assister told him about the exemptions that he appeared eligible for to avoid penalty:
  - In the Medicaid coverage gap
  - Based on his low projected income, insurance is likely unaffordable



### **Example: David**

- In May, he got a job and earns \$2,200/month (\$17,600 total earnings for the remainder of the year)
- He still remained uninsured for the year
- At tax time for 2017, David doesn't qualify for any IRS exemptions:
  - His income is above the filing threshold
  - Based on year-end income, insurance is affordable (even for the months he had no income!)
  - His income is greater than 138% FPL (\$16,394 for 2017 coverage year)
  - No other exemption applies
- On his 2017 taxes, he will owe a \$695 penalty.

**Lesson:** If a person qualifies for an exemption early in the year, claim it!



### Assisters can be most helpful on exemptions that:

- Can be forfeited if the consumer's situation changes over the course of the year (especially for people experiencing temporary job loss or reduced income)
  - ✓ Medicaid coverage gap
  - ✓ Affordability
- Are only claimed through the Marketplace
  - ✓ Hardships
  - ✓ Religious Conscience

# Marketplace Exemptions: Medicaid Coverage Gap

Medicaid Coverage Gap		Duration:
<ul> <li>Ineligible for Medicaid based on state decision the "coverage gap")</li> <li>Exemption for people with income up to 1389</li> <li>Applies even though people between 100 and</li> </ul>	% FPL	Entire year
eligible for PTCs		When to Apply:
		Apply for Medicaid at any time
Exemption is automatic if ALL are true:	Apply for an exemption	on if EITHER are true:
<ul> <li>Submitted an application via Healthcare.gov</li> <li>Was determined/assessed to be ineligible for Medicaid due to the state's decision not to expand</li> <li>Has income under 100% FPL</li> </ul>	submitted an applic and was determine ineligible for Medica	aid) nation directly from your

### Jane

- Jane is unemployed until she gets a job that offers ESI
- Monthly income (May–Dec): \$2,200 (222% FPL)
- Annual Income: \$17,600 (148% FPL)
- Residence: Texas



### Scenario: Jane applies for coverage through the Marketplace in 2017

Jane applies for coverage and is denied because she is in the "coverage gap"



### MARKETPLACE EXEMPTION (2017 coverage year):

 Automatically receives exemption for the year because she applied for Medicaid and received a denial. IRS EXEMPTION (2017 coverage year):

 Can't claim Code G exemption on her tax return because her income is over 138% FPL

**Reminder:** 2016 FPL % are used to determine eligibility for 2017 coverage

### Jane

- Jane is unemployed until she gets a job that offers ESI
- Monthly income (May–Dec): \$2,200 (222% FPL)
- Annual Income: \$17,600 (148% FPL)
- Residence: Texas



### Scenario: Jane does <u>not</u> apply for coverage in 2017

Jane knew she was in the Medicaid "coverage gap" and did not apply for coverage



### MARKETPLACE EXEMPTION (2017 coverage year):

 Not eligible for Marketplace exemption because she didn't apply for Medicaid while uninsured IRS EXEMPTION (2017 coverage year):

 Can't claim Code G exemption on her tax return because her income is over 138% FPL

**Reminder:** 2016 FPL % are used to determine eligibility for 2017 coverage

The definition of affordability for marketplace enrollment is different from the definition of affordability for an exemption.

**Eligibility for APTC** despite an offer of employer-sponsored coverage

# 9.56% (for 2018)

<u>All</u> social security included in household income

Determined based on cost of employee-only coverage (i.e., family glitch)

# **Eligibility for Exemption**

despite an offer of employersponsored or marketplace coverage

8.05% (for 2018)

Only taxable social security is included in household income

For family members, determined based on family cost

Insurance is Unaffordable (2018 coverage year)	Duration
Lack of affordable coverage based on <u>projected</u> income (>8.05% of household income for 2018) <i>What is considered unaffordable coverage?</i>	Future months in the year. To be exempt for the entire year, apply before the year starts.
If eligible for an offer of ESI:	Special rule: Applies
<ul> <li>For the employee: the lowest cost self-only plan costs more than 8.05% of household income</li> <li>For members of the employee's family: the lowest cost family plan costs more than 8.05% of household income.</li> </ul>	regardless of change in circumstances
	When To Apply?
If not eligible for an offer of ESI:	Apply during open
<ul> <li>Lowest cost bronze plan (after PTCs) for all non-exempt members of the taxpayer's family costs more than 8.05% of household income</li> </ul>	enrollment or during a special enrollment period

# **Example: Affordability Exemption**

### Teresa, Antonio, Gaby and Michael

- Teresa's employer offers ESI for herself and her children
- She is still in her employer's open enrollment period and visits an assister to learn if the marketplace has better options.
- You interview Teresa to determine her eligibility for marketplace coverage.

Projected household income: \$47,700 Employee-only premium: \$196/month (4.9% of income)

# Employee + children premium: \$392/month

(9.9% of income)

No spousal coverage is offered

# ELIGIBILITY DETERMINATION NOTICE

- Teresa is not eligible for PTC
- The children are not eligible for Medicaid, CHIP or PTC
- Antonio is eligible for PTC

Teresa is frustrated that she can't enroll her family in a single plan. She asks: What happens if we don't enroll?



Summary of Household Income	and Plan Costs
Household income:	\$47,700
Employee-only premium cost:	\$196/month
Employee + children premium cost:	\$392/month
Spousal coverage:	None



### Is Teresa eligible for an exemption based on affordability?

Does the lowest-cost plan that covers only the employee cost more than 8.05% of household income?

- No, the lowest cost employee-only plan is 4.9% of income
- The plan is considered affordable
- **x** Not eligible for exemption based on affordability

Summary of Household Income	and Plan Costs
Household income:	\$47,700
Employee-only premium cost:	\$196/month
Employee + children premium cost:	\$392/month
Spousal coverage:	None



### Are Gaby and Michael eligible for an exemption based on affordability?

Does the lowest-cost plan that covers Gaby and Michael cost more than 8.05% of household income?

- Yes, the lowest cost plan that covers the children is 9.9% of income
- It is considered unaffordable

Eligible for exemptions based on affordability

What about Medicaid or CHIP?

The children's eligibility for Medicaid or CHIP is not taken into account in awarding this exemption.

Summary of Household Income	and Plan Costs
Household income:	\$47,700
Employee-only premium cost:	\$196/month
Employee + children premium cost:	\$392/month
Spousal coverage:	None



### Is Antonio eligible for an exemption based on affordability?

Does the lowest-cost bronze plan covering only Antonio in the Marketplace, after accounting for PTCs, cost more than 8.05% of household income?

- The lowest cost bronze plan available to him is \$2,000 (4% of household income) after taking into account PTCs
- The plan is considered affordable
- x Not eligible for exemption based on affordability

### **Experienced a Hardship**

- 1. Homelessness
- 2. Eviction in the last 6 months or facing eviction or foreclosure
- 3. Utility shut-off notice
- 4. Domestic violence
- 5. Recent death of a close family member
- 6. Disaster that resulted in significant property damage
- 7. Bankruptcy in the last 6 months
- 8. Debt from medical expenses in the last 24 months
- 9. High expenses caring for ill, disabled or aging relative
- 10. Failure of another party to comply with a medical support order for a dependent child who is determined ineligible for Medicaid or CHIP
- 11. Through an appeals process, determined eligible for a Marketplace plan or lower costs, but was not enrolled
- 12. Determined ineligible for Medicaid because the state did not expand
- 13. Individual health insurance plan was cancelled and you believe Marketplace plans are unaffordable
- 14. Other hardship in obtaining coverage (including for people with limited Medicaid coverage)

### **Duration:**

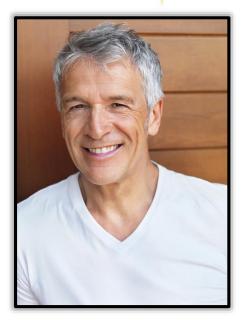
At least one month before and after hardship

### When to Apply:

Up to 3 years after the month of the hardship (but documentation is required in most circumstances so earlier is better)

### Doug

- Doug had a difficult winter. After failing to pay his electric bill for three months, he received a notice in February that his electricity would be turned off.
- He scrambled to pay the bill and neglected other bills, including his insurance premium. After three months of non-payment his coverage was terminated retroactively.
- Doug can use the utility shut-off notice to apply for a hardship exemption for the time he went without coverage.
- The Marketplace will determine the exact length of the exemption.



For a client that doesn't enroll in coverage, ask: What can I do to help this person secure an exemption?

- The Marketplace affordability exemption is useful when:
  - Members of the household are subject to the family glitch
  - Applicant's self-only ESI is at least 8.05% of income but less than 9.56% (2018 coverage year)
  - Applicant's self-only ESI appears affordable because of the addition of nontaxed Social Security benefits
  - Applicant is between jobs and has difficulty predicting annual income
  - A person over age 30 wants to enroll in catastrophic coverage
- The Medicaid coverage gap exemption is useful when:
  - A person is in the coverage gap, especially if their income may change during the year

At the time of application, consider eligibility for exemptions that **may be forfeited if circumstances change**:

- Medicaid coverage gap exemption
- Affordability exemption

NEXT STEP	Exemption Type (available on the tax return)	IRS Code
Does any individual qualify	Income below the filing threshold	No Code
for an exemption available	Insurance is considered unaffordable	Code A
on the tax return?	Short coverage gap (uninsured for less than 3 consecutive months)	Code B
	Certain noncitizens and citizens living abroad	Code C
	Health care sharing ministry	Code D
NEXT STEP	Federally-recognized Indian tribe or eligible for IHS	Code E
Does anyone qualify for a	Incarceration	Code F
hardship exemption	Aggregate self-only coverage is considered unaffordable	Code G
granted by the	Individuals in a state that did not expand Medicaid	Code G
Marketplace?	Months before birth/adoption or after death	Code H

### **Income Below Filing Threshold**

### Exemption available directly on the tax return for:

- Household income below filing threshold
  - Does not include untaxed Social Security benefits
- Gross income is below the filing threshold
  - Does not include MAGI of a dependent with a filing requirement
- Covers the entire household for the entire year

Tax Filing Status (under age 65)	Tax Filing Threshold (2017)
Single	\$10,400
Head of Household	\$13,400
Married Filing Jointly	\$20,800
Married Filing Separately	\$4,050
Qualifying Widow(er) w/ Dependent Child	\$16,750

### Gloria

- Gloria works several odd jobs over the year and makes \$12,000.
- She and her children remained uninsured all year.
- She wants to file a tax return in order to receive a tax refund (from her withholding and to claim the EITC), but doesn't want to pay a penalty for remaining uninsured for the year.



### Do they qualify for an exemption?

- YES. Because her income is below the filing threshold (she files as Head of Household), she can check a box on her tax return to claim this exemption for the entire year for her entire family.
  - Note: If she does not file a tax return, she is automatically exempt since she earned less than the filing threshold. There is no need to file a tax return just to claim this exemption.

### Short coverage gap

- A coverage gap of less than 3 months (so, 1 or 2 months).
- If the coverage gap is 3 months or longer, none of the months in the gap qualify for exemption.
- → But remember that a person is considered to have coverage for the entire month if they have coverage for one day in the month.

*Example 1:* If Bob is uninsured January 20 to April 15, the exemption *does* apply. He is considered insured in January and April so there are only 2 months in the gap.

NOTE: There is a look-back but no look-forward. Consecutive uninsured months at the end of 2016 count toward a gap at the start of 2017; uninsured months in 2018 do not.

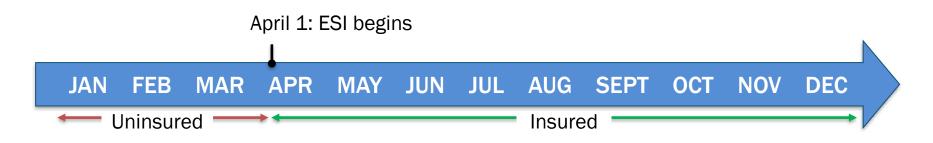
- *Example 2:* If Bob is uninsured Dec 2016, Jan and Feb 2017, he doesn't qualify for this exemption because the gap is not less than 3 months
- *Example 3:* If Bob is uninsured starting in December 2017 and is still uninsured when he is filing his taxes in March 2018, he can claim this exemption for December

### John

- John is uninsured
- He gets a new job in March
- His ESI begins April 1



### Is John eligible for this exemption?



**x** NO, ineligible for an exemption based on a short coverage gap because the gap is not *less than* three full calendar months

### But what if...

• John's new job offers ESI that begins March 15



### Is John eligible for this exemption?



✓ YES, eligible for an exemption based on a short coverage gap because the gap is less than three full calendar months (Jan – Feb)

# **IRS Exemptions: Medicaid Coverage Gap**

### Resident of a state that did not expand Medicaid

- Individuals who resided <u>at any time</u> during 2017 in a state that did not expand Medicaid, and
- Had modified adjusted gross income (MAGI) below 138% FPL

Household	Adjusted Gross Income (AGI)	Non-taxable Social Security Benefits	4	Tax-Exempt Interest	 Excluded Foreign Income
Income (MAGI)	Line 37 IRS Form 1040	Line 20a minus 20b IRS Form 1040		Line 8b IRS Form 1040	Lines 45 and 50 IRS Form 2555

Family Size	<b>138% FPL</b> (2017 coverage year)
1	\$16,394
2	\$22,108
3	\$27,821
4	\$33,534

Applies to people who lived at any time in 2017 in one of the following states:

- Alabama
- Florida
- Georgia
- Idaho
- Kansas
- Maine
- Mississippi

- Missouri
- Nebraska
- North Carolina
- Oklahoma
- South Carolina
- South Dakota
- Tennessee

- TexasUtah
- Utari
- Virginia
- Wisconsin
- Wyoming

**Reminder:** 2016 FPL % are used to determine eligibility for 2017 coverage

(Code G)

# **Example: Medicaid Coverage Gap Exemption**

### Rashid, Miriam and Leila

- Rashid was uninsured for all of 2017
- His wife, Miriam, had insurance all year through her employer
- Leila was born in November and was covered by CHIP
- Household income for 2017: \$25,000 (124% FPL)
- They live in Texas

### Does Rashid qualify for an exemption?

- ✓ YES, Rashid's household income is below 138% FPL and in 2017, he lived in a non-expansion state
  - Rashid qualifies for this exemption for the entire year even if he had other insurance options, such as coverage through his wife's employer or insurance in the Marketplace with PTC



### But what if...

 Rashid, Miriam and Leila moved to Oregon (a Medicaid expansion state) midway through 2017



### Does Rashid qualify for an exemption?

- ✓ YES, Rashid's household income is still below 138% FPL and because he lived in a non-expansion state at some point in 2017, he is still eligible for this exemption
  - Rashid qualifies for this exemption even if he enrolled in Medicaid once he moved to Oregon

# Citizens living abroad and certain noncitizens (Code C) Applies to: Individuals who are not U.S. citizens, nationals or lawfully present (e.g., undocumented immigrants) Some other citizens living outside of the U.S., residents of territories, and 1040NR (or 1040NR-EZ) filers Anyone who does <u>not</u> have an eligible immigration status as defined by the ACA (all eligible statuses listed here: <u>www.healthcare.gov/immigrants/immigration-status</u>)

Health Reform: Beyond the Basics

### Fatima, Nadif and Amina

- Fatima is a Deferred Action for Childhood Arrivals (DACA) grantee ("Dreamer")
- Her husband and daughter are U.S. citizens



### Is Fatima eligible for an exemption?

✓ YES, she will use exemption code C on Form 8965 at tax time

	Part II	rt III Coverage Exemptions for Individuals Claimed on Your Return: If you and/or a member of your tax household are claiming an exemption on your return, complete Part III.															
		a Name of Individual	b SSN	c Exemption Type	d Full Year	e Jan	f Feb	g Mar	h Apr	i May	j June	k July	l Aug	m Sept	n Oct	o Nov	p Dec
_	8	Fatima Diallo	990-71-1111	C	X												

### Insurance is Unaffordable (2017 coverage year)

- Lowest-cost premium available would have cost more than 8.16% of household income
- Additional exemption available when two family members are eligible for employersponsored insurance, if the combined cost of coverage is greater than 8.16% of income

### Which offer of insurance is measured?

### If eligible for an offer of employer-sponsored insurance (ESI):

- <u>As an employee</u>: the lowest cost self-only plan costs more than 8.16% of household income (Code A)
- <u>As a member of the employee's family</u>: the lowest cost family plan costs more than 8.16% of household income (Code A)
- <u>Two people in the family are eligible for ESI</u>: if both self-only plans are affordable (and no family coverage is affordable) and the combined cost of self-only coverage is more than 8.16% of household income (Code G)

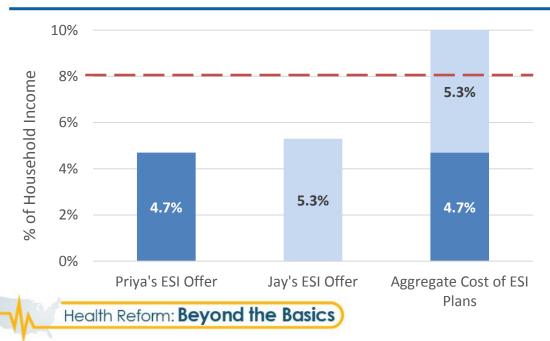
### If not eligible for an offer of ESI:

• Lowest cost bronze plan (after PTC) for all non-exempt members of the taxpayer's family costs more than 8.16% of household income

### (Code A or G)

### Jay and Priya

- Jay and Priya each have offers of self-only ESI from their employers but no affordable offer of family coverage
- Household Income: \$45,000
- Premium cost for Jay: \$2,400/year
- Premium cost for Priya: \$2,100/year
- Aggregate cost: \$4,500/year



### Are Jay and Priya eligible for an exemption?



 YES, eligible for an exemption based on affordability because the aggregate cost of the two offers of ESI is more than 8.16% of income

# **IRS Exemptions**

### Incarceration

- Can be claimed for months someone on the tax return was incarcerated for at least one day of the month
- Incarceration is prison or jail
  - → Does not include time in jail pending disposition of charges (i.e., held but not convicted)
  - $\rightarrow$  Does not include probation, parole or home confinement

### Member of an Indian tribe

- Members of federally-recognized Indian tribe
- American Indian, Alaska Native, or spouse or dependent of those who are eligible for services from an Indian health care provider or through the Indian Health Service (IHS)

### (Code E)

### (Code F)

Penalty Calculator from Taxpayer Advocate Service:

www.taxpayeradvocate.irs.gov/estimator/isrp

### **Exemption Forms:**

- All application forms from the Marketplace: <u>marketplace.cms.gov/applications-</u> <u>and-forms/exemption-applications.html</u>
  - CT Application: <u>learn.accesshealthct.com/exemptions</u>
  - More info on exemptions: <u>www.healthcare.gov/health-coverage-exemptions/forms-how-to-apply</u>

Healthcare.gov Info on Tax Forms and Tools: <a href="http://www.healthcare.gov/tax-forms-and-tools">www.healthcare.gov/tax-forms-and-tools</a>

Lookup Tool for Benchmark/SLCSP Cost & Lowest Cost Bronze Plan: <u>www.healthcare.gov/tax-tool</u>

# **Contact Info**

- Tara Straw, <u>tstraw@cbpp.org</u>
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- General inquiries: <u>beyondthebasics@cbpp.org</u>

For more information and resources, please visit: <u>www.healthreformbeyondthebasics.org</u>

This is a project of the Center on Budget and Policy Priorities, <u>www.cbpp.orq</u>