### 111TH CONGRESS 1ST SESSION H.R. 3218

To provide a refundable tax credit for medical costs, to expand access to health insurance coverage through individual membership associations (IMAs), and to assist in the establishment of high risk pools.

#### IN THE HOUSE OF REPRESENTATIVES

#### JULY 14, 2009

Mr. SHADEGG (for himself, Mr. GINGREY of Georgia, Mr. BISHOP of Utah, Mr. BOUSTANY, Mr. HOEKSTRA, Mrs. BLACKBURN, Mr. FLEMING, Mr. FRANKS of Arizona, Mr. BUYER, and Mr. BURGESS) introduced the following bill; which was referred to the Committee on Energy and Commerce, and in addition to the Committee on Ways and Means, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

## A BILL

- To provide a refundable tax credit for medical costs, to expand access to health insurance coverage through individual membership associations (IMAs), and to assist in the establishment of high risk pools.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,

#### **3** SECTION 1. SHORT TITLE, ETC.

4 (a) SHORT TITLE.—This Act may be cited as the

5 "Improving Health Care for All Americans Act".

#### 1 (b) TABLE OF CONTENTS.—The table of contents for

#### 2 this Act is as follows:

- Sec. 1. Short title, etc.
- Sec. 2. Statement of constitutional authority.
- Sec. 3. Findings.

#### TITLE I—REFUNDABLE AND ADVANCEABLE CREDIT FOR MEDICAL COSTS

Sec. 101. Refundable and advanceable credit for medical costs.

#### TITLE II—EXPANSION OF ACCESS AND CHOICE OF HEALTH IN-SURANCE COVERAGE THROUGH INDIVIDUAL MEMBERSHIP AS-SOCIATIONS (IMAS)

Sec. 201. Expansion of access and choice of health insurance coverage through individual membership associations (IMAs).

#### TITLE III—FEDERAL MATCHING FUNDING FOR STATE INSURANCE EXPENDITURES

Sec. 301. Federal matching funding for StatFederal matching funding for State insurance expenditurese insurance expenditures.

#### **3** SEC. 2. STATEMENT OF CONSTITUTIONAL AUTHORITY.

4 Congress enacts this Act pursuant to its authority

5 under article I of the Constitution to regulate commerce.

#### 6 SEC. 3. FINDINGS.

- 7 The Congress finds the following:
- 8 (1) Approximately 180 million Americans re9 ceive health care through employer-sponsored cov10 erage.
- (2) Surveys indicate that 8 in 10 Americans are
  satisfied with the current employer-sponsored health
  care plan.
- 14 (3) Taxing employer-sponsored health care ben15 efits, creating a new government-run health care
  16 plan, and expanding existing entitlement programs

will result in the loss of private health care coverage
 for an estimated 120 million Americans.

# 3 TITLE I—REFUNDABLE AND 4 ADVANCEABLE CREDIT FOR 5 MEDICAL COSTS

# 6 SEC. 101. REFUNDABLE AND ADVANCEABLE CREDIT FOR 7 MEDICAL COSTS.

8 (a) IN GENERAL.—Subpart C of part IV of sub-9 chapter A of chapter 1 of the Internal Revenue Code of 10 1986 (relating to refundable credits) is amended by insert-11 ing after section 36A the following new section:

#### 12 "SEC. 36B. MEDICAL COSTS.

13 "(a) IN GENERAL.—In the case of an eligible indi14 vidual, there shall be allowed as a credit against the tax
15 imposed by this subtitle an amount equal to the sum of—

"(1) the amount paid by the taxpayer during
the taxable year for qualified health insurance for
coverage of the taxpayer, his spouse, and dependents, and

20 "(2) the amount paid by the taxpayer during
21 the taxable year for medical care for the taxpayer,
22 his spouse, and his dependents.

23 "(b) LIMITATION.—The amount allowed as a credit
24 under subsection (a) for a taxable year shall not exceed
25 \$2,500 (\$5,000 in the case of a joint return).

"(c) ELIGIBLE INDIVIDUAL.—For purposes of this
 section, the term 'eligible individual' means an individual
 who is—

4 "(1) a citizen or national of the United States,
5 or

6 "(2) lawfully present in the United States.

7 "(d) MEDICAL CARE.—For purposes of this section,
8 the term 'medical care' has the meaning given such term
9 by section 213(d), determined without regard to subpara10 graphs (C) and (D) of paragraph (1) thereof.

11 "(e) QUALIFIED HEALTH INSURANCE.—For pur-12 poses of this section—

13 "(1) IN GENERAL.—The term 'qualified health
14 insurance' means insurance which constitutes med15 ical care.

"(2) Employer subsidized coverage.—Such 16 17 term shall not include amounts paid for coverage of 18 any individual for any month for which such indi-19 vidual participates in any subsidized health plan 20 maintained by any employer of the taxpayer or of 21 the spouse of the taxpayer. For purposes of the pre-22 ceding sentence, the rule of the last sentence of sec-23 tion 162(l)(2)(B) shall apply and health care flexible 24 spending accounts and health reimbursement ar-

1	rangements shall not be treated as a subsidized
2	health plan maintained by any employer.
3	"(3) GOVERNMENTAL COVERAGE.—Such term
4	shall not include medical care provided through a
5	program described in—
6	"(A) title XVIII or XIX of the Social Se-
7	curity Act,
8	"(B) chapter 55 of title 10, United States
9	Code,
10	"(C) chapter 17 of title 38, United States
11	Code,
12	"(D) chapter 89 of title 5, United States
13	Code, or
14	"(E) the Indian Health Care Improvement
15	Act, and
16	"(4) EXCLUSION OF CERTAIN PLANS.—Such
17	term does not include insurance if substantially all
18	of its coverage is coverage described in section
19	223(c)(1)(B).
20	"(f) Special Rules.—
21	"(1) COORDINATION WITH MEDICAL DEDUC-
22	TION, ETC.—Any amount paid by a taxpayer for in-
23	surance to which subsection (a) applies shall not be
24	taken into account in computing the amount allow-

1	able to the taxpayer as a credit under section 35 or
2	as a deduction under section 162(l) or 213(a).
3	"(2) Coordination with advance payments
4	OF CREDIT; RECAPTURE OF EXCESS ADVANCE PAY-
5	MENTS.—With respect to any taxable year—
6	"(A) the amount which would (but for this
7	subsection) be allowed as a credit to the tax-
8	payer under subsection (a) shall be reduced
9	(but not below zero) by the aggregate amount
10	paid on behalf of such taxpayer under section
11	7529 for months beginning in such taxable
12	year, and
13	"(B) the tax imposed by section 1 for such
14	taxable year shall be increased by the excess (if
15	any) of—
16	"(i) the aggregate amount paid on be-
17	half of such taxpayer under section 7529
18	for months beginning in such taxable year,
19	over
20	"(ii) the amount which would (but for
21	this subsection) be allowed as a credit to
22	the taxpayer under subsection (a).
23	"(3) Denial of credit to dependents.—No
24	credit shall be allowed under this section to any indi-
25	vidual with respect to whom a deduction under sec-

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1	tion 151 is allowable to another taxpayer for a tax-
2	able year beginning in the calendar year in which
3	such individual's taxable year begins.
4	"(4) Married couples must file joint re-
5	TURN.—
6	"(A) IN GENERAL.—If the taxpayer is
7	married at the close of the taxable year, the
8	credit shall be allowed under subsection (a) only
9	if the taxpayer and his spouse file a joint return
10	for the taxable year.
11	"(B) Marital status; certain married
12	INDIVIDUALS LIVING APART.—Rules similar to
13	the rules of paragraphs $(3)$ and $(4)$ of section
14	21(e) shall apply for purposes of this para-
15	graph.
16	"(5) VERIFICATION OF COVERAGE, ETC.—No
17	credit shall be allowed under this section to any indi-
18	vidual unless such individual's coverage under quali-
19	fied health insurance, and the amount paid for such
20	coverage, are verified in such manner as the Sec-
21	retary may prescribe.
22	"(6) Cost-of-living adjustment.—In the
23	case of any taxable year beginning in a calendar
24	year after 2010, each dollar amount contained in

1	subsection (b) shall be increased by an amount equal
2	to—
3	"(A) such dollar amount, multiplied by
4	"(B) the cost-of-living adjustment deter-
5	mined under section $1(f)(3)$ for the calendar
6	year in which the taxable year begins by sub-
7	stituting 'calendar year 2009' for 'calendar year
8	1992' in subparagraph (B) thereof.
9	Any increase determined under the preceding sen-
10	tence shall be rounded to the nearest multiple of
11	\$10.''.
12	(b) Advance Payment.—
13	(1) IN GENERAL.—Chapter 77 of the Internal
14	Revenue Code of 1986 (relating to miscellaneous
15	provisions) is amended by adding at the end the fol-
16	lowing:
17	"SEC. 7529. ADVANCE PAYMENT OF CREDIT FOR MEDICAL
18	COSTS.
19	"The Secretary shall establish a program for—
20	"(1) making payments to providers of qualified
21	health insurance (as defined in section $36B(e)$ ) on
22	behalf of taxpayers eligible for the credit under sec-
23	tion 36B, and
24	"(2) making payments relating to medical care
25	for which a credit is allowable under such section.".

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(2) INFORMATION REPORTING.—

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2 (A) IN GENERAL.—Subpart B of part III
3 of subchapter A of chapter 61 of such Code (re4 lating to information concerning transactions
5 with other persons) is amended by adding at
6 the end the following new section:

7 "SEC. 6050X. RETURNS RELATING TO CREDIT FOR MEDICAL
8 COSTS.

9 "(a) REQUIREMENT OF REPORTING.—Every person 10 who receives payments for any month of any calendar year 11 under section 7529 with respect to any individual shall, 12 at such time as the Secretary may prescribe, make the 13 return described in subsection (b) with respect to each 14 such individual.

15 "(b) FORM AND MANNER OF RETURNS.—A return16 is described in this subsection if such return—

17 "(1) is in such form as the Secretary may pre-18 scribe, and

19 "(2) contains—

20 "(A) the name, address, and TIN of each
21 individual referred to in subsection (a), and

22 "(B) such other information as the Sec-23 retary may prescribe.

24 "(c) STATEMENTS TO BE FURNISHED TO INDIVID-25 UALS WITH RESPECT TO WHOM INFORMATION IS RE-

QUIRED.—Every person required to make a return under
 subsection (a) shall furnish to each individual whose name
 is required to be set forth in such return a written state ment showing—

5 "(1) the name and address of the person re6 quired to make such return and the phone number
7 of the information contact for such person, and

8 "(2) the information required to be shown on9 the return with respect to such individual.

10 The written statement required under the preceding sen11 tence shall be furnished on or before January 31 of the
12 year following the calendar year for which the return
13 under subsection (a) is required to be made.".

14 (B) Assessable penalties.— Subparagraph 15 (i) (B) of section 16 6724(d)(1) of such Code (relating to defi-17 nitions) is amended by striking "or" at the 18 end of clause (xxii), by striking "and" at the end of clause (xxiii) and inserting "or", 19 20 and by inserting after clause (xxiii) the fol-21 lowing new clause:

22 "(xxiv) section 6050X (relating to re23 turns relating to credit for medical costs),
24 and".

1	(ii) Paragraph (2) of section 6724(d)
2	of such Code is amended by striking the
3	period at the end of subparagraph (EE)
4	and inserting a comma, by striking the pe-
5	riod at the end of subparagraph (FF) and
6	inserting ", or", and by adding after sub-
7	paragraph (FF) the following new sub-
8	paragraph:
9	"(GG) section 6050X (relating to returns
10	relating to credit for medical costs).".
11	(3) CLERICAL AMENDMENTS.—
12	(A) The table of sections for chapter 77 of
13	such Code is amended by adding at the end the
14	following new item:
	"Sec. 7529. Advance payment of credit for medical costs.".
15	(B) The table of sections for subpart B of
16	part III of subchapter A of chapter 61 of such
17	Code is amended by adding at the end the fol-
18	lowing new item:
	"Sec. 6050X. Returns relating to credit for medical costs.".
19	(c) Conforming Amendments.—
20	(1) Paragraph (2) of section $1324(b)$ of title
21	31, United States Code, is amended by inserting
22	"36B," after "35A,".
23	(2) The table of sections for subpart C of part
24	IV of subchapter A of chapter 1 of the Internal Rev-
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enue Code of 1986 is amended by striking the item
 relating to section 36 and inserting the following
 new items:

"Sec. 36B. Medical costs.".

4 (d) EFFECTIVE DATE.—The amendments made by
5 this section shall apply to taxable years beginning after
6 December 31, 2009.

7	TITLE II—	EXPA	NSION	OF	AC-
8	CESS	AND	CHOI	CE	OF
9	HEALTH	INS	SURANC	$\mathbf{E}$	COV-
10	ERAGE	TH	ROUGH		INDI-
11	VIDUAL	MEM	BERSH	$\mathbf{P}$	ASSO-
12	CIATION	S (IMA	AS)		

13 SEC. 201. EXPANSION OF ACCESS AND CHOICE OF HEALTH
14 INSURANCE COVERAGE THROUGH INDI15 VIDUAL MEMBERSHIP ASSOCIATIONS (IMAS).
16 The Public Health Service Act is amended by adding

17 at the end the following new title:

## 18 **"TITLE XXXI—INDIVIDUAL**

### 19 MEMBERSHIP ASSOCIATIONS

20 "SEC. 3101. DEFINITION OF INDIVIDUAL MEMBERSHIP AS-

21 SOCIATION (IMA).

"(a) IN GENERAL.—For purposes of this title, the
terms 'individual membership association' and 'IMA'
mean a legal entity that meets the following requirements:

	10
1	"(1) Organization.—The IMA is an organiza-
2	tion operated under the direction of an association
3	(as defined in section $3104(1)$ ).
4	"(2) Offering health benefits cov-
5	ERAGE.—
6	"(A) DIFFERENT GROUPS.—The IMA, in
7	conjunction with those health insurance issuers
8	that offer health benefits coverage through the
9	IMA, makes available health benefits coverage
10	in the manner described in subsection (b) to all
11	members of the IMA and the dependents of
12	such members in the manner described in sub-
13	section $(c)(2)$ at rates that are established by
14	the health insurance issuer on a policy or prod-
15	uct specific basis and that may vary only as
16	permissible under State law.
17	"(B) NONDISCRIMINATION IN COVERAGE
18	OFFERED.—
19	"(i) IN GENERAL.—Subject to clause
20	(ii), the IMA may not offer health benefits
21	coverage to a member of an IMA unless
22	the same coverage is offered to all such
23	members of the IMA.
24	"(ii) CONSTRUCTION.—Nothing in
25	this title shall be construed as requiring or

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1	permitting a health insurance issuer to
2	provide coverage outside the service area of
3	the issuer, as approved under State law, or
4	requiring a health insurance issuer from
5	excluding or limiting the coverage on any
6	individual, subject to the requirement of
7	section 2741.
8	"(C) NO FINANCIAL UNDERWRITING.—The
9	IMA provides health benefits coverage only
10	through contracts with health insurance issuers
11	and does not assume insurance risk with re-
12	spect to such coverage.
13	"(3) GEOGRAPHIC AREAS.—Nothing in this title
14	shall be construed as preventing the establishment
15	and operation of more than one IMA in a geographic
16	area or as limiting the number of IMAs that may
17	operate in any area.
18	"(4) Provision of administrative services
19	TO PURCHASERS.—
20	"(A) IN GENERAL.—The IMA may provide
21	administrative services for members. Such serv-
22	ices may include accounting, billing, and enroll-
23	ment information.
24	"(B) CONSTRUCTION.—Nothing in this
25	subsection shall be construed as preventing an

1	IMA from serving as an administrative service
2	organization to any entity.
3	"(5) FILING INFORMATION.—The IMA files
4	with the Secretary information that demonstrates
5	the IMA's compliance with the applicable require-
6	ments of this title.
7	"(b) Health Benefits Coverage Require-
8	MENTS.—
9	"(1) Compliance with consumer protec-
10	TION REQUIREMENTS.—Any health benefits coverage
11	offered through an IMA shall—
12	"(A) be underwritten by a health insurance
13	issuer that—
14	"(i) is licensed (or otherwise regu-
15	lated) under State law,
16	"(ii) meets all applicable State stand-
17	ards relating to consumer protection, sub-
18	ject to section 3002(b), and
19	"(B) subject to paragraph (2), be approved
20	or otherwise permitted to be offered under
21	State law.
22	"(2) Examples of types of coverage.—The
23	benefits coverage made available through an IMA

1	lowing if it meets the other applicable requirements
2	of this title:
3	"(A) Coverage through a health mainte-
4	nance organization.
5	"(B) Coverage in connection with a pre-
6	ferred provider organization.
7	"(C) Coverage in connection with a li-
8	censed provider-sponsored organization.
9	"(D) Indemnity coverage through an insur-
10	ance company.
11	"(E) Coverage offered in connection with a
12	contribution into a medical savings account,
13	health savings account, or flexible spending ac-
14	count.
15	"(F) Coverage that includes a point-of-
16	service option.
17	"(G) Any combination of such types of
18	coverage.
19	"(3) Wellness bonuses for health pro-
20	MOTION.—Nothing in this title shall be construed as
21	precluding a health insurance issuer offering health
22	benefits coverage through an IMA from establishing
23	premium discounts or rebates for members or from
24	modifying otherwise applicable copayments or
25	deductibles in return for adherence to programs of

1	health promotion and disease prevention so long as
2	such programs are agreed to in advance by the IMA
3	and comply with all other provisions of this title and
4	do not discriminate among similarly situated mem-
5	bers.
6	"(c) Members; Health Insurance Issuers.—
7	"(1) Members.—
8	"(A) IN GENERAL.—Under rules estab-
9	lished to carry out this title, with respect to an
10	individual who is a member of an IMA, the in-
11	dividual may enroll for health benefits coverage
12	(including coverage for dependents of such indi-
13	vidual) offered by a health insurance issuer
14	through the IMA.
15	"(B) RULES FOR ENROLLMENT.—Nothing
16	in this paragraph shall preclude an IMA from
17	establishing rules of enrollment and reenroll-
18	ment of members. Such rules shall be applied
19	consistently to all members within the IMA and
20	shall not be based in any manner on health sta-
21	tus-related factors.
22	"(2) Health insurance issuers.—The con-
23	tract between an IMA and a health insurance issuer
24	shall provide, with respect to a member enrolled with
25	health benefits coverage offered by the issuer

1	through the IMA, for the payment of the premiums
2	collected by the issuer.

# 3 "SEC. 3102. APPLICATION OF CERTAIN LAWS AND REQUIRE4 MENTS.

5 "State laws insofar as they relate to any of the fol6 lowing are superseded and shall not apply to health bene7 fits coverage made available through an IMA:

8 "(1) Benefit requirements for health benefits 9 coverage offered through an IMA, including (but not 10 limited to) requirements relating to coverage of spe-11 cific providers, specific services or conditions, or the 12 amount, duration, or scope of benefits, but not in-13 cluding requirements to the extent required to imple-14 ment title XXVII or other Federal law and to the 15 extent the requirement prohibits an exclusion of a 16 specific disease from such coverage.

"(2) Any other requirements (including limitations on compensation arrangements) that, directly
or indirectly, preclude (or have the effect of precluding) the offering of such coverage through an
IMA, if the IMA meets the requirements of this
title.

23 Any State law or regulation relating to the composition24 or organization of an IMA is preempted to the extent the

law or regulation is inconsistent with the provisions of this
 title.

#### 3 "SEC. 3103. ADMINISTRATION.

4 "(a) IN GENERAL.—The Secretary shall administer 5 this title and is authorized to issue such regulations as may be required to carry out this title. Such regulations 6 7 shall be subject to Congressional review under the provi-8 sions of chapter 8 of title 5, United States Code. The Sec-9 retary shall incorporate the process of 'deemed file and 10 use' with respect to the information filed under section 3001(a)(5)(A) and shall determine whether information 11 12 filed by an IMA demonstrates compliance with the applica-13 ble requirements of this title. The Secretary shall exercise authority under this title in a manner that fosters and 14 15 promotes the development of IMAs in order to improve access to health care coverage and services. 16

17 "(b) PERIODIC REPORTS.—The Secretary shall submit to Congress a report every 30 months, during the 10-18 year period beginning on the effective date of the rules 19 promulgated by the Secretary to carry out this title, on 20 21 the effectiveness of this title in promoting coverage of un-22 insured individuals. The Secretary may provide for the 23 production of such reports through one or more contracts 24 with appropriate private entities.

#### 2 "For purposes of this title: 3 "(1) ASSOCIATION.—The term 'association' 4 means, with respect to health insurance coverage of-5 fered in a State, an association which— 6 "(A) has been actively in existence for at 7 least 5 years; "(B) has been formed and maintained in 8 9 good faith for purposes other than obtaining in-10 surance; 11 "(C) does not condition membership in the 12 association on any health status-related factor 13 relating to an individual (including an employee 14 of an employer or a dependent of an employee); 15 and 16 "(D) does not make health insurance cov-17 erage offered through the association available 18 other than in connection with a member of the 19 association. "(2) DEPENDENT.—The term 'dependent', as 20 21 applied to health insurance coverage offered by a 22 health insurance issuer licensed (or otherwise regu-23 lated) in a State, shall have the meaning applied to

25 laws of the State relating to such coverage and such

such term with respect to such coverage under the

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**"SEC. 3104. DEFINITIONS.** 

1	an issuer. Such term may include the spouse and
2	children of the individual involved.
3	"(3) Health benefits coverage.—The term
4	'health benefits coverage' has the meaning given the
5	term health insurance coverage in section
6	2791(b)(1).
7	"(4) Health insurance issuer.—The term
8	'health insurance issuer' has the meaning given such
9	term in section $2791(b)(2)$ .
10	"(5) Health status-related factor.—The
11	term 'health status-related factor' has the meaning
12	given such term in section $2791(d)(9)$ .
13	"(6) IMA; INDIVIDUAL MEMBERSHIP ASSOCIA-
14	TION.—The terms 'IMA' and 'individual membership
15	association' are defined in section 3101(a).
16	"(7) MEMBER.—The term 'member' means,
17	with respect to an IMA, an individual who is a mem-
18	ber of the association to which the IMA is offering
19	coverage.".

# TITLE III—FEDERAL MATCHING FUNDING FOR STATE INSUR ANCE EXPENDITURES

4 SEC.301.FEDERALMATCHINGFUNDINGFOR5STATFEDERALMATCHINGFUNDINGFOR6STATEINSURANCEEXPENDITURESEINSUR-7ANCEEXPENDITURESE.

8 (a) IN GENERAL.—Subject to the succeeding provi-9 sions of this section, each State shall receive from the Sec-10 retary of Health and Human Services an amount equal 11 to 50 percent of the funds expended by the State in providing for the use, in connection with providing health ben-12 13 efits coverage, of a high-risk pool, a reinsurance pool, or 14 other risk-adjustment mechanism used for the purpose of 15 subsidizing the purchase of private health insurance.

(b) FUNDING LIMITATION.—A State shall not receive
under this section for a fiscal year more than a total of
50 cents multiplied by the average number of residents
(as estimated by the Secretary) in the State in the fiscal
year.

(c) ADMINISTRATION.—The Secretary of Health and
Human Services shall provide for the administration of
this section and may establish such terms and conditions,
including the requirement of an application, as may be appropriate to carry out this section.

(d) CONSTRUCTION.—Nothing in this section shall be
 construed as requiring a State to operate a reinsurance
 pool (or other risk-adjustment mechanism) under this sec tion or as preventing a State from operating such a pool
 or mechanism through one or more private entities.

6 (e) HIGH-RISK POOL.—For purposes of this section,
7 the term "high-risk pool" means any qualified high risk
8 pool (as defined in section 2744(c)(2) of the Public Health
9 Service Act).

10 (f) REINSURANCE POOL OR OTHER RISK-ADJUST-11 MENT MECHANISM DEFINED.—For purposes of this sec-12 tion, the term "reinsurance pool or other risk-adjustment 13 mechanism" means any State-based risk spreading mecha-14 nism to subsidize the purchase of private health insurance 15 for the high-risk population.

(g) HIGH-RISK POPULATION.—For purposes of this
section, the term "high-risk population" means—

(1) individuals who, by reason of the existence
or history of a medical condition, are able to acquire
health coverage only at rates which are at least 150
percent of the standard risk rates for such coverage,
and

(2) individuals who are provided health cov-erage by a high-risk pool.

(h) STATE DEFINED.—For purposes of this section,
 the term "State" includes the District of Columbia, Puer to Rico, the Virgin Islands, Guam, American Samoa, and
 the Northern Mariana Islands.