Modeling Shared Responsibility Payments from the Affordable Care Act

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**This paper was developed to promote research and advancements in our understanding of poverty measurement. In that spirit and to encourage discussion and thoughtful feedback at early stages of our work, this paper has undergone a more limited review than official Census Bureau reports. All views and any errors are solely those of the authors and do not necessarily reflect any official position of the Bureau.*

I. Introduction

The Patient Protection and Affordable Care Act (ACA) was signed into law on March 23, 2010 (CMS 2017). The law includes a provision that requires each individual, beginning in 2014, to have minimum essential health care coverage for each month, qualify for an exemption from the requirement, or make a shared responsibility payment (SRP) on his or her federal income tax return (see Figure 1). The minimum SRP increased each year between 2014 and 2016 (see Table 1). The Tax Cuts and Jobs Act, signed into law December 22, 2017, eliminates the individual shared responsibility provision starting on January 1, 2019 (Tax Cuts and Jobs Act 2017). The shared responsibility provision is still in effect for tax year 2018. In 2017 and 2018, the minimum SRP is based on the 2016 amount plus an adjustment for inflation.

This paper explores the possibility of adding the SRP into the Current Population Survey (CPS) Annual Social and Economic (ASEC) tax model for tax years 2014 through 2016. The CPS ASEC tax model produces estimates of federal and state taxes, including estimates of several tax credits (such as the Earned Income Tax Credit, Child Tax Credit and Additional Child Tax Credit, etc.). Currently, the CPS ASEC tax model does not take into account the SRP.[1]

We would like to model the SRP to more accurately capture families' post tax and transfer income for the Supplemental Poverty Measure (SPM). The Census Bureau produces alternative poverty estimates, known as the SPM, using data from the CPS ASEC (Fox 2017).[2] The SPM measures poverty after taxes and transfers are taken into account.

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[1] Other tax models, such as TAXSIM from the National Bureau of Economic Research (NBER) and the Bakija model from Jon Bakija at Williams College, do not include the SRP either.

[2] The data are subject to error arising from a variety of sources, including sampling error and non-sampling error. For more information, please visit https://www2.census.gov/programs-surveys/cps/techdocs/cpsmar17.pdf.

At this point, however, we do not recommend adding this provision of the ACA to the CPS ASEC tax model because of the differences between our estimates of the SRP and published aggregates for tax years 2014, 2015, and 2016, as well as the elimination of the SRP after tax year 2018.[3] In the remainder of the paper, we describe our methodology for estimating the SRP, present the tax estimates and SPM results, and explain the limitations of our modeling.

II. Methodology

The CPS ASEC tax model is a collection of 15 SAS programs that run on the CPS ASEC and the Internal Revenue Service (IRS) Statistics of Income Public Use File (SOI PUF).[4] The CPS ASEC tax model is updated every year using federal and state tax forms and instructions. In order to model the SRP, we wrote an additional SAS program that simulates the penalty and certain exemptions.[5] We used information from the tax forms 8965, 8962, and 1040, along with their instructions, to write the code. We made certain additional assumptions to model the unaffordability exemption.[6]

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[3] The estimates in this report are based on responses from a sample of the population. As with all surveys, estimates may vary from the actual values because of sampling variation or other factors. All comparisons made in this report have undergone statistical testing and are significant at the 90 percent confidence level unless otherwise noted.

[4] For this analysis, we use the 2015, 2016, and 2017 CPS ASEC which correspond to tax years 2014, 2015, and 2016, respectively.

[5] The exemptions modeled in the SAS program are the exemption for modified adjusted gross income (MAGI) below the filing threshold, health insurance considered unaffordable, and resident of a state that did not expand Medicaid. The remaining exemptions were either not applicable (for example, the short coverage gap for a break in coverage of three months or less because we're only modeling the SRP for those uninsured the entire year) or not able to be modeled due to a lack of data (for example, the general hardship exemption and the exemption for citizens living abroad and certain noncitizens).

[6] In order to model the unaffordability exemption, we needed estimates of the lowest cost bronze plan and second-lowest cost silver plan. When a taxpayer is filing for an unaffordability exemption, they go online to healthcare.gov; enter their zip code, age, and smoking status; and are given estimates of these plan costs. We do not have information on smoking status or information on marketplace plan costs down to the zip code level. Instead, we used state-level estimates for the second-lowest cost silver plan from "Health Plan Choice and Premiums in the 2016 Health Insurance Marketplace" from ASPE for tax year 2014 and 2015 and from "Health Plan

For purposes of this analysis, we defined uninsured as those without health insurance for the entire year. Therefore, if someone indicated they had health insurance for at least one day of the year on the CPS ASEC, we treated them as having health insurance for the entire year.[7] We would expect that this would be a lower-bound estimate of the number of tax units with a penalty, as well as the aggregate penalty amount, because we did not calculate a penalty for tax units with individuals who were uninsured for less than a full year.[8]

III. Results

We found that the vast majority of tax units do not owe a SRP because the taxpayer, spouse, and dependents[9] all had health insurance for at least part of the year (see Table 2). In 2014, 85.5 percent of tax returns had all individuals insured and so likely did not face a SRP, compared to 87.1 percent in 2015 and 87.6 percent in 2016. We found that the percent of tax units without a shared responsibility payment from our model is not statistically different from targets from the IRS in 2014, is statistically higher than targets in 2015, and is statistically lower than targets in 2016.

Choice and Premiums in the 2017 Health Insurance Marketplace" from ASPE for 2016. For select states that didn't have an estimate in these reports, we used the national average for the second-lowest cost silver plan for that year. We obtained the lowest cost bronze plan estimates for each state by multiplying the state's second-lowest cost silver plan estimates by the ratio of the national average lowest cost bronze plan from the IRS to the national average second-lowest cost silver plan for that year from ASPE.

[7] For the 2014 CPS ASEC, the Census Bureau implemented redesigned health insurance questions to replace the existing questions in the CPS ASEC. Once the new monthly variables capturing health insurance status are available, we plan to re-run the analysis to see how the new monthly measures change our estimates.

[8] There may be a mismatch between the tax unit and the health insurance unit for some households. The tax unit is the set of individuals that file a tax return together, whereas the health insurance unit is the set of individuals that acquire health insurance together. For example, a child living with a single mother may be receiving health insurance through his or her father's employer, but be claimed as a dependent on a tax return by the mother. The SRP is paid for the tax unit (regardless of the source of health insurance) because the payment is collected through the federal tax return. For this analysis, we use the same tax unit formation as in the CPS ASEC tax model.

[9] The CPS ASEC tax model defines dependents as persons in unit under age 19, persons in unit under 24 who are enrolled in school, and persons in unit of any age who are disabled. The tax model does not model qualifying relatives for dependency unless they are disabled.

In 2014, 49.8 percent of tax units with at least one person without health insurance owed a penalty and did not qualify for any of the exemptions we modeled and 50.2 percent qualified for at least one exemption.[10] The percentage of tax units with at least one person without health insurance qualifying for at least one exemption from the SRP decreased from 50.2 percent in 2014 to 48.6 percent in 2015 and to 45.5 percent in 2016. In each year, we found that the percentage of tax units with at least one person without health insurance qualifying for at least one exemption from the SRP was statistically higher in IRS targets than in our model. Assuming tax units apply for the exemptions they are eligible for, we would expect the percentage to be higher in the IRS targets because we only are able to model three exemptions whereas the targets include all exemptions that units claimed.[11]

We then gave exemptions to the tax units that qualify for at least one of the three exemptions we modeled and we examined the units that owed a SRP and did not qualify for an exemption. Overall, we overestimated the number of returns with a SRP, the aggregate amount of payment, and the average payment per return in 2014, 2015, and 2016 when compared with targets from the IRS (see Table 3). In 2014, we estimated that 12.6 million returns owe a SRP compared to 8 million returns according to the IRS targets (a 57 percent overestimation of the number of returns) and $4.6 billion in payments owed compared to $1.7 billion in the IRS targets (a 180 percent overestimation of the aggregate amount of payment).

[10] The percentage of tax units with at least one person without health insurance not qualifying for any of the exemptions and the percentage qualifying for at least one exemption in 2014 are not statistically different.
[11] There also are differences between the assumptions in our model and the IRS data that may cause the percentage of units qualifying for each individual exemption to be higher in our model than the IRS targets. We include tax units in more than one exemption category if they are eligible, whereas tax units are unlikely to file for more than one exemption (if there is an exemption that exempts them from paying the SRP for the entire year) on their tax form.

In 2015, our estimates for the number of returns with a payment decreased by about 1.3 million, but the aggregate amount of payment approximately doubled, increasing from about \$4.6 billion to \$9.2 billion. We expected that the aggregate penalty amount would increase despite a decrease in the number of returns with a penalty owed because the penalties increased between 2014 and 2015 (see Table 1). While we found that the number of returns with a SRP was not statistically different between 2015 and 2016, the aggregate penalty amount increased. Again, the increase in the aggregate penalty was expected because the penalties increased from 2015 to 2016.

We compared our 2014, 2015, and 2016 estimates of the number of returns with a SRP by adjusted gross income (AGI) to IRS targets (see Appendix Table 1). For 2014, 2015, and 2016, we found that the number of returns with a SRP and the aggregate amount of penalty was statistically higher in our model than the targets for all AGI levels, except tax units with an AGI below \$15,000. For tax units with an AGI below \$15,000, we found that our model estimates had statistically fewer returns with a penalty and statistically lower aggregate amount of penalty than the IRS targets in 2014 and 2015.[12] In 2016, we found that our model estimates had statistically fewer returns with a penalty than IRS targets for tax units with an AGI below \$15,000 but the aggregate amount of penalty is not statistically different between our model and targets. For the average penalty amount per return in 2014, there was a statistically significant difference between our estimates and the IRS targets for all AGI levels, except the highest level (\$250,000 or more). For tax units with an AGI under \$15,000, the estimate from

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[12] For returns in the lowest AGI bracket (under \$15,000), most single and head of household filers are eligible for an exemption due to being under the filing threshold. Additionally, all joint filers are eligible for the exemption for being under the filing threshold.

the CPS ASEC tax model was statistically lower than the targets. For the remaining AGI levels, the estimates from the CPS ASEC tax model were statistically higher than the targets from the IRS. For the average amount in 2015 and 2016, our estimates were statistically higher than the IRS targets for all AGI levels.

We also compared our estimates of the number of returns with a penalty, the aggregate penalty amount, and the average penalty amount to IRS targets by the age of the tax unit head for 2014 and 2015 (see Appendix Table 2 for more detail).[13]

Finally, we examined how the supplemental poverty measure (SPM) changes when we subtract the SRP from a SPM unit's resources. We found that the overall SPM rate in all years was statistically different after taking the SRP into account. However, among the uninsured, we expected that the effect of including the SRP would be higher than among the overall population. For the uninsured, we found that the SPM rate increases when we included the SRP by 0.1 percentage points in 2014 (from 28.4 percent to 28.5 percent), by 0.2 percentage points in 2015 (from 26.8 percent to 27.0 percent), and by 0.4 percentage points in 2016 (from 25.7 percent to 26.1 percent).[14]

Even though our model overestimated the total number of returns with a SRP, the aggregate penalty amount, and the average penalty amount, it is unclear whether these SPM changes are an upper bound. In looking at the SRP by AGI, we found that we underestimated the number of returns with a payment and the aggregate payment amount for returns with an

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[13] As of August 2018, the IRS SOI preliminary tables by age of tax unit head have not been released for tax year 2016 so we do not have targets for that year.

[14] For the uninsured, the difference in the SPM rate with the SRP between 2015 and 2016 is not statistically significant.

AGI under $15,000. These tax units with low AGIs may be in SPM units with total resources near or below the supplemental poverty thresholds. Therefore, it is possible that the actual penalty may have a larger effect on the supplemental poverty rate, even if the aggregate penalty was smaller than we currently estimate.

IV. Limitations

There are several important limitations that may be causing the discrepancy between our results and the IRS targets, described below.

- We only modeled the penalty for tax units with members who were uninsured for the entire year. We used an annual measure of health insurance status to model the penalty, whereas taxpayers pay the penalty based on whether they had health insurance in each month. We would expect that this limitation would result in us underestimating the number of people with a penalty, as well as the aggregate amount of the penalty, because we did not calculate a penalty for individuals who are uninsured for up to 11 months of the year. Once the new health insurance status variables are available on the CPS ASEC, we will be able to model the penalty monthly.[15]
- We were not able to exactly model the exemptions that we included in this analysis. For example, we modeled the exemption for households below 138 percent of the federal poverty guidelines if they live in a non-Medicaid expansion state. For purposes of this analysis, we assumed that the state the tax unit lived in at the time of the CPS ASEC interview (fielded from February to April of the subsequent year) was the same state

[15] Taxpayers are considered insured for the entire year for the SRP if they were insured at all in each month of the year. The monthly health insurance status variables will allow us to more accurately replicate this definition in our model.

they lived in for the full previous year. This limitation may have resulted in us underestimating the number of people claiming this exemption and therefore overestimating the number of people with a penalty because tax units are eligible for the exemption if they lived in a non-Medicaid expansion state at any point in the tax year. Also, as described in the methodology section, we made certain assumptions about health plan costs by state for the affordability exemption. In claiming the affordability exemption, a tax unit would use HealthCare.gov or the health care marketplace website for their state to determine the actual cost of the health plans through the marketplace based on their age, smoking status, and zip code.

- Additionally, we were not able to model all of the available exemptions to the penalty due to limitations in the data. We were unable to model exemptions for those who experienced general hardship, those who had coverage considered to be unaffordable based on projected income, citizens living abroad for at least 330 days during the tax year, those incarcerated during the tax year, members of certain religious sects, those unable to renew existing health care coverage, and others. The hardship exemption provides an exemption from the SRP for those who experience homelessness, eviction, domestic violence, the death of a family member, a natural disaster, bankruptcy, and other situations.
- We assumed full compliance with the tax law, but it is possible that people did not report that they were uninsured on their tax returns, or underreported the amount of

time they were uninsured.[16] Taxpayers may have not understood the new requirements particularly for 2014, the first year of the requirement, or they may have understood that reporting uninsured status would result in a fine and therefore misreported their health insurance status. Insured taxpayers should receive IRS Form 1095-A, Form 1095-B, or Form 1095-C that provides information on their monthly health care coverage. For tax year 2014, employers and insurers were not required to provide this form to taxpayers.[17]

- We also did not have expectations for how the avoidance of the penalty and use of exemptions will change over time. The awareness of the penalty as a part of the federal income tax forms has increased since tax year 2014, however the penalties for being uninsured have also increased. Both of these might encourage increased avoidance of the payment or use of exemptions. The IRS SOI PUF microdata will also help us to model the penalties, however there is a several year lag between the tax year filing period and the availability of the microdata.

V. Conclusion

The ACA included a provision that required each individual to have minimum essential health care coverage for each month, qualify for an exemption from the requirement, or make a shared responsibility payment on his or her federal income tax return. We found that our model of the SRP exceeds IRS targets for the number of returns with a penalty and the

[16] We are assigning all tax units with a filing requirement and at least one uninsured member a penalty unless they qualify for one of the exemptions we are modeling.
[17] For more information about transition relief for 2014 for this requirement, see https://www.irs.gov/irb/2013-31_IRB/ar08.html.

aggregate penalty amount both overall and for all AGI levels, except tax units with AGIs under $15,000, for tax year 2014, 2015, and 2016. Due to the discrepancies between our model and the IRS targets for 2014, 2015, and 2016 and because of changes in the tax law, we do not recommend adding this provision of the ACA to the CPS ASEC tax model at this point.

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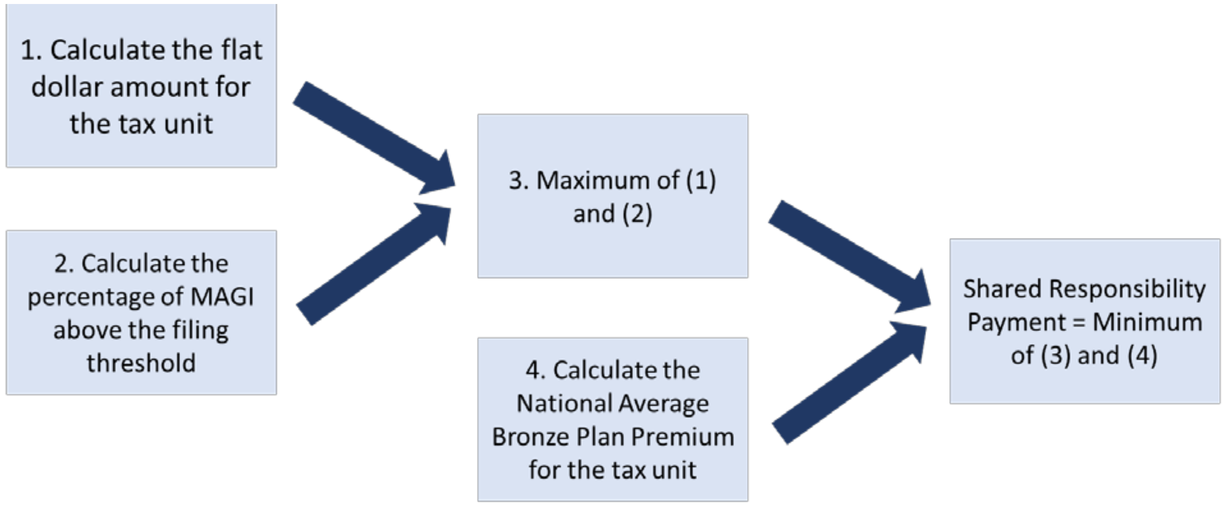
Figure 1. Shared Responsibility Payment Calculation Process



Source: IRS, Form 8965 Instructions, TY 2014 - 2016.
Note: The IRS uses modified adjusted gross income (MAGI) in calculating the shared responsibility payment and in determining eligibility for SRP exemptions. MAGI is AGI plus certain other types of income. In most cases, MAGI is AGI plus non-taxable interest income. (There are exceptions to this if the filer claimed the foreign earned income exclusion, housing exclusion, or housing deduction.) In this analysis, we use AGI as MAGI because the CPS ASEC tax model treats all interest income as taxable.

Table 1. Shared Responsibility Payment Calculation, Tax Year 2014 – 2016 [1]

	2014	2015	2016
Percentage amount	1% of income above the filing threshold	2% of income above the filing threshold	2.5% of income above the filing threshold
Flat dollar amount	\$95 per adult \$47.50 per child \$285 maximum per unit	\$325 per adult \$162.50 per child \$975 maximum per unit	\$695 per adult \$347.50 per child \$2,085 maximum per unit
National average bronze plan premium	\$2,448 per person \$12,240 maximum per unit	\$2,484 per person \$12,420 maximum per unit	\$2,676 per person \$13,380 maximum per unit

Source: IRS, Form 8965 Instructions, TY 2014 - 2016.

[1] The SRP is the higher of the flat dollar amount and a percentage of MAGI above the applicable filing threshold. The payment is then capped at the total yearly premium for the national average bronze plan. For more information about the calculation of the SRP, see Figure 1 and the instructions for IRS Form 8965.

Table 2. Percentage of Tax Units Qualifying for Exemption from Shared Responsibility Payment, Tax Year 2014 – 2016
(*All tax units, some units qualify for more than one exemption*)

	2014		2015		2016	
	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model
No shared responsibility payment required	85.6%	85.5%	86.4%	87.1%	88.1%	87.6%
Tax units with at least one uninsured person						
Does not qualify for an exemption	37.6%	49.8%	32.3%	51.4%	27.1%	54.5%
Qualified for an exemption	62.4%	50.2%	67.7%	48.6%	72.9%	45.5%
MAGI below the filing threshold	41.1%	39.7%	47.0%	37.9%	51.4%	34.7%
Health care coverage considered unaffordable	15.2%	43.6%	26.4%	41.7%	38.8%	39.5%
Resident of state that did not expand Medicaid	37.0%	30.0%	35.8%	29.7%	35.8%	26.1%

Source: U.S. Census Bureau, Current Population Survey, 2015 – 2017 Annual Social and Economic Supplements.
Source of targets: IRS, Statistics of Income Division, Individual Income Tax Returns Preliminary Data, Form 8965, TY 2014 – 2016.

Table 3. Shared Responsibility Payment for All Returns, Tax Year 2014 – 2016

	2014		2015		2016	
	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model
All returns, total						
Number of returns	8,028,215	12,570,508	6,610,510	11,241,996	4,854,250	11,497,828
Amount (in thousands)	$1,655,759	$4,637,324	$3,018,133	$9,239,040	$3,476,743	$13,835,066
Average amount (per return)	$206	$369	$457	$822	$716	$1,203

Source: U.S. Census Bureau, Current Population Survey, 2015 – 2017 Annual Social and Economic Supplements.
Source of targets: IRS, Statistics of Income Division, Individual Income Tax Returns Preliminary Data, Table 1, TY 2014 – 2016.

Table 4. Percentage of People in Supplemental Poverty Measure Poverty, Tax Year 2014 – 2016

	2014			2015			2016		
	SPM without SRP	SPM with SRP	Diff. [1]	SPM without SRP	SPM with SRP	Diff. [1]	SPM without SRP	SPM with SRP	Diff. [1]
All people	15.6%	15.6%	Z% *	14.5%	14.5%	Z% *	14.0%	14.0%	Z% *
Sex									
Male	14.8%	14.8%	Z% *	13.9%	13.9%	Z% *	13.2%	13.2%	Z% *
Female	16.3%	16.3%	Z% *	15.1%	15.1%	Z% *	14.7%	14.8%	0.1% *
Age									
Under 18 years	17.1%	17.1%	0.0%	16.2%	16.2%	0.0%	15.2%	15.2%	0.0%
18 to 64 years	15.3%	15.3%	Z% *	14.1%	14.1%	Z% *	13.3%	13.4%	0.1% *
65 years and older	14.4%	14.4%	Z%	13.7%	13.7%	0.0%	14.5%	14.5%	Z%
Race and Hispanic Origin									
White	13.9%	13.9%	Z% *	12.8%	12.8%	Z% *	12.5%	12.5%	Z% *
White, not Hispanic	10.9%	10.9%	Z% *	10.3%	10.3%	0.1% *	9.9%	10.0%	0.1% *
Black	23.6%	23.7%	0.1%	22.8%	22.9%	0.1%	21.6%	21.7%	0.1% *
Asian	17.3%	17.3%	0.0%	16.1%	16.1%	0.0%	14.7%	14.7%	0.0%
Hispanic (any race)	25.9%	26.0%	0.1% *	22.6%	22.7%	0.1% *	22.0%	22.1%	0.1% *
Health Insurance Coverage									
With private insurance	8.9%	9.0%	0.1%	8.8%	8.8%	Z%	8.3%	8.3%	Z%
With public, no private insurance	28.4%	28.4%	0.0%	26.0%	26.0%	0.0%	25.8%	25.8%	0.0%
Not insured	28.4%	28.5%	0.1% *	26.8%	27.0%	0.2% *	25.7%	26.1%	0.4% *
Work Experience									
Total 18 to 64 years	15.3%	15.3%	Z% *	14.1%	14.1%	Z% *	13.3%	13.4%	0.1% *
All workers	9.4%	9.4%	Z% *	8.6%	8.7%	0.1% *	8.0%	8.1%	0.1% *
Worked full-time, year-round	5.8%	5.8%	Z% *	5.0%	5.0%	Z% *	4.7%	4.8%	0.1% *
Less than full-time, year-round	17.8%	17.8%	Z%	17.3%	17.3%	Z% *	16.3%	16.4%	0.1% *
Did not work at least 1 week	33.2%	33.2%	Z%	31.4%	31.4%	Z% *	30.8%	30.8%	Z%

Source: U.S. Census Bureau, Current Population Survey, 2015 – 2017 Annual Social and Economic Supplements.

Note: * $p < 0.10$.

[1] There are small but statistically significant differences in SPM rates that round to zero. Z indicates an estimate that rounds to zero but is not zero.

Appendix 1: Shared Responsibility Payment by Adjusted Gross Income and by Age

Appendix Table 1. Shared Responsibility Payment by Adjusted Gross Income, Tax Year 2014 – 2016

	2014		2015		2016	
	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model
Number of returns						
All returns, total	8,028,215	12,570,508	6,610,510	11,241,996	4,854,250	11,497,828
Under $15,000	1,215,812	432,279	627,804	308,794	394,828	301,960
$15,000 under $30,000	3,514,596	4,558,155	2,723,856	3,730,973	1,883,850	3,667,113
$30,000 under $50,000	2,093,227	3,702,206	1,956,658	3,418,791	1,498,085	3,580,207
$50,000 under $100,000	1,008,994	2,662,644	1,057,829	2,493,156	895,398	2,611,072
$100,000 under $200,000	166,043	956,338	209,138	955,701	153,765	997,463
$200,000 under $250,000	12,695	125,672	15,544	121,557	11,255	153,239
$250,000 or more	16,848	133,215	19,680	213,025	17,069	186,774
Amount (in thousands)						
All returns, total	$1,655,759	$4,637,324	$3,018,133	$9,239,040	$3,476,743	$13,835,066
Under $15,000	$116,041	$40,974	$171,142	$100,358	$216,788	$209,863
$15,000 under $30,000	$419,856	$575,060	$785,833	$1,327,182	$1,026,346	$2,717,889
$30,000 under $50,000	$464,466	$896,406	$855,078	$1,902,555	$976,379	$3,194,551
$50,000 under $100,000	$426,013	$1,372,642	$798,273	$2,599,666	$889,237	$3,658,062
$100,000 under $200,000	$156,946	$1,109,514	$313,310	$2,118,014	$276,114	$2,644,432
$200,000 under $250,000	$23,091	$248,914	$38,193	$397,434	$25,563	$578,549
$250,000 or more	$49,346	$393,814	$56,305	$793,831	$66,317	$831,720

Appendix Table 1. Shared Responsibility Payment by Adjusted Gross Income, Tax Year 2014 – 2016 (continued)

	2014		2015		2016	
	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model
Average amount (per return)						
All returns, total	$206	$369	$457	$822	$716	$1,203
Under $15,000	$95	$95	$273	$325	$549	$695
$15,000 under $30,000	$119	$126	$289	$356	$545	$741
$30,000 under $50,000	$222	$242	$437	$556	$652	$892
$50,000 under $100,000	$422	$516	$755	$1,043	$993	$1,401
$100,000 under $200,000	$945	$1,160	$1,498	$2,216	$1,796	$2,651
$200,000 under $250,000	$1,819	$1,981	$2,457	$3,270	$2,271	$3,775
$250,000 or more	$2,929	$2,956	$2,861	$3,726	$3,885	$4,453

Source: U.S. Census Bureau, Current Population Survey, 2015 – 2017 Annual Social and Economic Supplements.
Source of targets: IRS, Statistics of Income Division, Individual Income Tax Returns Preliminary Data, Table 1, TY 2014 – 2016.

Appendix Table 2. Shared Responsibility Payment by Age of Tax Unit Head, Tax Year 2014 – 2016

	2014		2015		2016	
	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model
Number of returns						
All returns, total	8,061,604	12,570,508	6,691,982	11,241,996	N/A	11,497,828
Under 18	5,028	8,110	2,989	9,071	N/A	3,180
18 under 26	1,240,680	1,782,037	949,919	1,482,240	N/A	1,553,721
26 under 35	2,272,980	3,401,607	1,913,340	3,170,697	N/A	3,317,288
35 under 45	1,774,631	3,021,056	1,482,020	2,583,372	N/A	2,612,181
45 under 55	1,559,989	2,339,811	1,309,181	2,105,234	N/A	2,125,807
55 under 65	1,024,300	1,640,463	894,034	1,538,415	N/A	1,555,399
65 or over	183,996	377,424	140,499	352,968	N/A	330,252
Amount (in thousands)						
All returns, total	$1,694,088	$4,637,324	$3,109,377	$9,239,041	N/A	$13,835,066
Under 18	$887	$1,301	$885	$4,586	N/A	$2,174
18 under 26	$158,831	$401,753	$287,373	$788,470	N/A	$1,339,855
26 under 35	$405,446	$1,131,706	$759,856	$2,316,920	N/A	$3,561,825
35 under 45	$419,136	$1,157,810	$799,246	$2,245,162	N/A	$3,448,630
45 under 55	$377,011	$916,606	$686,791	$2,007,907	N/A	$2,884,155
55 under 65	$266,385	$773,728	$482,644	$1,459,433	N/A	$2,115,401
65 or over	$66,392	$254,420	$92,583	$416,563	N/A	$483,026

Appendix Table 2. Shared Responsibility Payment by Age of Tax Unit Head, Tax Year 2014 – 2016 (continued)

	2014		2015		2016	
	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model	Target	CPS ASEC Tax Model
Average amount (per return)						
All returns, total	$210	$369	$465	$822	N/A	$1,203
Under 18	$176	$160	$296	$506	N/A	$684
18 under 26	$128	$225	$303	$532	N/A	$862
26 under 35	$178	$333	$397	$731	N/A	$1,074
35 under 45	$236	$383	$539	$869	N/A	$1,320
45 under 55	$242	$392	$525	$954	N/A	$1,357
55 under 65	$260	$472	$540	$949	N/A	$1,360
65 or over	$361	$674	$659	$1,180	N/A	$1,463

Source: U.S. Census Bureau, Current Population Survey, 2015 – 2017 Annual Social and Economic Supplements.
Source of targets: IRS, Statistics of Income Division, Publication 1304, Table 3.7, TY 2014 – 2015.
Notes: As of August 2018, the targets by age for tax year 2016 are not yet available. The totals for all returns for the number of returns, amount, and average amount of the SRP do not match those of Table 3 or Appendix Table 1 because this table is based on complete year data. Table 3 and Appendix Table 1 are based on preliminary data from the IRS.