# S. 988

To amend the Internal Revenue Code of 1986 to allow small businesses to set up simple cafeteria plans to provide nontaxable employee benefits to their employees, to make changes in the requirements for cafeteria plans, flexible spending accounts, and benefits provided under such plans or accounts, and for other purposes.

### IN THE SENATE OF THE UNITED STATES

May 6, 2009

Ms. Snowe (for herself, Mr. Bond, and Mr. Bingaman) introduced the following bill; which was read twice and referred to the Committee on Finance

## A BILL

To amend the Internal Revenue Code of 1986 to allow small businesses to set up simple cafeteria plans to provide nontaxable employee benefits to their employees, to make changes in the requirements for cafeteria plans, flexible spending accounts, and benefits provided under such plans or accounts, and for other purposes.

- 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.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "SIMPLE Cafeteria Plan Act of 2009".

1	(b) Amendment of 1986 Code.—Except as other-
2	wise expressly provided, whenever in this Act an amend-
3	ment or repeal is expressed in terms of an amendment
4	to, or repeal of, a section or other provision, the reference
5	shall be considered to be made to a section or other provi-
6	sion of the Internal Revenue Code of 1986.
7	SEC. 2. ESTABLISHMENT OF SIMPLE CAFETERIA PLANS
8	FOR SMALL BUSINESSES.
9	(a) In General.—Section 125 (relating to cafeteria
10	plans) is amended by redesignating subsections (i) and (j)
11	as subsections (j) and (k), respectively, and by inserting
12	after subsection (h) the following new subsection:
13	"(i) Simple Cafeteria Plans for Small Busi-
14	NESSES.—
15	"(1) In general.—An eligible employer main-
16	taining a simple cafeteria plan with respect to which
17	the requirements of this subsection are met for any
18	year shall be treated as meeting any applicable non-
19	discrimination requirement with respect to benefits
20	provided under the plan during such year.
21	"(2) SIMPLE CAFETERIA PLAN.—For purposes
22	of this subsection, the term 'simple cafeteria plan
23	means a cafeteria plan—
24	"(A) which is established and maintained
25	by an eligible employer, and

1	"(B) with respect to which the contribution
2	requirements of paragraph (3), and the eligi-
3	bility and participation requirements of para-
4	graph (4), are met.
5	"(3) Contributions requirements.—
6	"(A) In general.—The requirements of
7	this paragraph are met if, under the plan—
8	"(i) the employer makes matching
9	contributions on behalf of each employee
10	who is eligible to participate in the plan
11	and who is not a highly compensated or
12	key employee in an amount equal to the
13	elective plan contributions of the employee
14	to the plan to the extent the employee's
15	elective plan contributions do not exceed 3
16	percent of the employee's compensation, or
17	"(ii) the employer is required, without
18	regard to whether an employee makes any
19	elective plan contribution, to make a con-
20	tribution to the plan on behalf of each em-
21	ployee who is not a highly compensated or
22	key employee and who is eligible to partici-
23	pate in the plan in an amount equal to at
24	least 2 percent of the employee's com-

25

pensation.

"(B) MATCHING CONTRIBUTIONS ON BEHALF OF HIGHLY COMPENSATED AND KEY EMPLOYEES.—The requirements of subparagraph
(A)(i) shall not be treated as met if, under the
plan, the rate of matching contribution with respect to any elective plan contribution of a
highly compensated or key employee at any rate
of contribution is greater than that with respect
to an employee who is not a highly compensated
or key employee.

### "(C) Special rules.—

"(i) Time for making contributions.—An employer shall not be treated as failing to meet the requirements of this paragraph with respect to any elective plan contributions of any compensation, or employer contributions required under this paragraph with respect to any compensation, if such contributions are made no later than the 15th day of the month following the last day of the calendar quarter which includes the date of payment of the compensation.

"(ii) FORM OF CONTRIBUTIONS.—Employer contributions required under this

1	paragraph may be made either to the plan
2	to provide benefits offered under the plan
3	or to any person as payment for providing
4	benefits offered under the plan.
5	"(iii) Additional contributions.—
6	Subject to subparagraph (B), nothing in
7	this paragraph shall be treated as prohib-
8	iting an employer from making contribu-
9	tions to the plan in addition to contribu-
10	tions required under subparagraph (A).
11	"(D) Definitions.—For purposes of this
12	paragraph—
13	"(i) Elective plan contribu-
14	TION.—The term 'elective plan contribu-
15	tion' means any amount which is contrib-
16	uted at the election of the employee and
17	which is not includible in gross income by
18	reason of this section.
19	"(ii) Highly compensated em-
20	PLOYEE.—The term 'highly compensated
21	employee' has the meaning given such term
22	by section 414(q).
23	"(iii) Key employee.—The term
24	'key employee' has the meaning given such
25	term by section 416(i).

1	"(4) Minimum eligibility and participa-
2	TION REQUIREMENTS.—
3	"(A) In general.—The requirements of
4	this paragraph shall be treated as met with re-
5	spect to any year if, under the plan—
6	"(i) all employees who had at least
7	1,000 hours of service for the preceding
8	plan year are eligible to participate, and
9	"(ii) each employee eligible to partici-
10	pate in the plan may, subject to terms and
11	conditions applicable to all participants,
12	elect any benefit available under the plan.
13	"(B) CERTAIN EMPLOYEES MAY BE EX-
14	CLUDED.—For purposes of subparagraph
15	(A)(i), an employer may elect to exclude under
16	the plan employees—
17	"(i) who have less than 1 year of serv-
18	ice with the employer as of any day during
19	the plan year,
20	"(ii) who have not attained the age of
21	21 before the close of a plan year,
22	"(iii) who are covered under an agree-
23	ment which the Secretary of Labor finds to
24	be a collective bargaining agreement if
25	there is evidence that the benefits covered

1	under the cafeteria plan were the subject
2	of good faith bargaining between employee
3	representatives and the employer, or
4	"(iv) who are described in section
5	410(b)(3)(C) (relating to nonresident
6	aliens working outside the United States).
7	A plan may provide a shorter period of service
8	or younger age for purposes of clause (i) or (ii).
9	"(5) Eligible employer.—For purposes of
10	this subsection—
l 1	"(A) IN GENERAL.—The term 'eligible em-
12	ployer' means, with respect to any year, any
13	employer if such employer employed an average
14	of 100 or fewer employees on business days
15	during either of the 2 preceding years. For pur-
16	poses of this subparagraph, a year may only be
17	taken into account if the employer was in exist-
18	ence throughout the year.
19	"(B) Employers not in existence dur-
20	ING PRECEDING YEAR.—If an employer was not
21	in existence throughout the preceding year, the
22	determination under subparagraph (A) shall be
23	based on the average number of employees that
24	it is reasonably expected such employer will em-
25	ploy on business days in the current year.

1	"(C) Growing employers retain
2	TREATMENT AS SMALL EMPLOYER.—If—
3	"(i) an employer was an eligible em-
4	ployer for any year (a 'qualified year'), and
5	"(ii) such employer establishes a sim-
6	ple cafeteria plan for its employees for
7	such year, then, notwithstanding the fact
8	the employer fails to meet the require-
9	ments of subparagraph (A) for any subse-
10	quent year, such employer shall be treated
11	as an eligible employer for such subsequent
12	year with respect to employees (whether or
13	not employees during a qualified year) of
14	any trade or business which was covered
15	by the plan during any qualified year. This
16	subparagraph shall cease to apply if the
17	employer employs an average of 200 more
18	employees on business days during any
19	year preceding any such subsequent year.
20	"(D) Special rules.—
21	"(i) Predecessors.—Any reference
22	in this paragraph to an employer shall in-
23	clude a reference to any predecessor of
24	such employer.

1	"(ii) Aggregation rules.—All per-
2	sons treated as a single employer under
3	subsection (a) or (b) of section 52, or sub-
4	section (n) or (o) of section 414, shall be
5	treated as one person.
6	"(6) Applicable nondiscrimination re-
7	QUIREMENT.—For purposes of this subsection, the
8	term 'applicable nondiscrimination requirement
9	means any requirement under subsection (b) of this
10	section, section 79(d), section 105(h), or paragraph
11	(2), (3), (4), or (8) of section 129(d).
12	"(7) Compensation.—The term 'compensa-
13	tion' has the meaning given such term by section
14	414(s).".
15	(b) Effective Date.—The amendments made by
16	this section shall apply to years beginning after December
17	31, 2009.
18	SEC. 3. MODIFICATIONS OF RULES APPLICABLE TO CAFE
19	TERIA PLANS.
20	(a) Application to Self-Employed Individ-
21	UALS.—
22	(1) In general.—Section 125(d) (defining caf-
23	eteria plan) is amended by adding at the end the fol-
24	lowing new paragraph:

1	"(3) Employee to include self-em-
2	PLOYED.—
3	"(A) In General.—The term 'employee'
4	includes an individual who is an employee with-
5	in the meaning of section $401(c)(1)$ (relating to
6	self-employed individuals).
7	"(B) LIMITATION.—The amount which
8	may be excluded under subsection (a) with re-
9	spect to a participant in a cafeteria plan by rea-
10	son of being an employee under subparagraph
11	(A) shall not exceed the employee's earned in-
12	come (within the meaning of section 401(c)) de-
13	rived from the trade or business with respect to
14	which the cafeteria plan is established.".
15	(2) Application to benefits which may be
16	PROVIDED UNDER CAFETERIA PLAN.—
17	(A) Group-term life insurance.—Sec-
18	tion 79 (relating to group-term life insurance
19	provided to employees) is amended by adding at
20	the end the following new subsection:
21	"(f) Employee Includes Self-Employed.—
22	"(1) In general.—For purposes of this sec-
23	tion, the term 'employee' includes an individual who
24	is an employee within the meaning of section
25	401(c)(1) (relating to self-employed individuals).

"(2) LIMITATION.—The amount which may be excluded under the exceptions contained in sub-section (a) or (b) with respect to an individual treat-ed as an employee by reason of paragraph (1) shall not exceed the employee's earned income (within the meaning of section 401(c)) derived from the trade or business with respect to which the individual is so treated.".

(B) ACCIDENT AND HEALTH PLANS.—Subsection (g) of section 105 (relating to amounts received under accident and health plans) is amended to read as follows:

### "(g) Employee Includes Self-Employed.—

- "(1) IN GENERAL.—For purposes of this section, the term 'employee' includes an individual who is an employee within the meaning of section 401(c)(1) (relating to self-employed individuals).
- "(2) LIMITATION.—The amount which may be excluded under this section by reason of subsection (b) or (c) with respect to an individual treated as an employee by reason of paragraph (1) shall not exceed the employee's earned income (within the meaning of section 401(c)) derived from the trade or business with respect to which the accident or health insurance was established.".

1	(C) Contributions by employers to
2	ACCIDENT AND HEALTH PLANS.—
3	(i) In general.—Section 106, as
4	amended by subsection (b), is amended by
5	inserting after subsection (b) the following
6	new subsection:
7	"(c) Employer To Include Self-Employed.—
8	"(1) In general.—For purposes of this sec-
9	tion, the term 'employee' includes an individual who
10	is an employee within the meaning of section
11	401(c)(1) (relating to self-employed individuals).
12	"(2) LIMITATION.—The amount which may be
13	excluded under subsection (a) with respect to an in-
14	dividual treated as an employee by reason of para-
15	graph (1) shall not exceed the employee's earned in-
16	come (within the meaning of section 401(c)) derived
17	from the trade or business with respect to which the
18	accident or health insurance was established.".
19	(ii) Clarification of Limitations
20	ON OTHER COVERAGE.—The first sentence
21	of section 162(l)(2)(B) is amended to read
22	as follows: "Paragraph (1) shall not apply
23	to any taxpayer for any calendar month for
24	which the taxpayer participates in any sub-
25	sidized health plan maintained by any em-

1	ployer (other than an employer described
2	in section $401(c)(4)$ ) of the taxpayer or the
3	spouse of the taxpayer.".
4	(b) Long-Term Care Insurance Permitted To
5	BE OFFERED UNDER CAFETERIA PLANS AND FLEXIBLE
6	Spending Arrangements.—
7	(1) Cafeteria plans.—The last sentence of
8	section 125(f) (defining qualified benefits) is amend-
9	ed to read as follows: "Such term shall include the
10	payment of premiums for any qualified long-term
11	care insurance contract (as defined in section
12	7702B) to the extent the amount of such payment
13	does not exceed the eligible long-term care premiums
14	(as defined in section $213(d)(10)$ ) for such con-
15	tract.".
16	(2) Flexible spending arrangements.—
17	Section 106 (relating to contributions by employer to
18	accident and health plans) is amended by striking
19	subsection (c).
20	(c) Effective Date.—The amendments made by
21	this section shall apply to taxable years beginning after
22	December 31, 2009.
23	SEC. 4. MODIFICATION OF RULES APPLICABLE TO FLEXI-
24	BLE SPENDING ARRANGEMENTS.
25	(a) Modification of Rules —

1	(1) In general.—Section 125, as amended by
2	section 2, is amended by redesignating subsections
3	(j) and (k) as subsections (k) and (l), respectively,
4	and by inserting after subsection (i) the following
5	new subsection:
6	"(j) Special Rules Applicable to Flexible
7	Spending Arrangements.—
8	"(1) In general.—For purposes of this title,
9	a plan or other arrangement shall not fail to be
10	treated as a flexible spending or similar arrangement
11	solely because under the plan or arrangement—
12	"(A) the amount of the reimbursement for
13	covered expenses at any time may not exceed
14	the balance in the participant's account for the
15	covered expenses as of such time,
16	"(B) except as provided in paragraph
17	(4)(A)(ii), a participant may elect at any time
18	specified by the plan or arrangement to make
19	or modify any election regarding the covered
20	benefits, or the level of covered benefits, of the
21	participant under the plan, and
22	"(C) a participant is permitted access to
23	any unused balance in the participant's ac-
24	counts under such plan or arrangement in the
25	manner provided under paragraph (2) or (3).

1	"(2) Carryovers and rollovers of unused
2	BENEFITS IN HEALTH AND DEPENDENT CARE AR-
3	RANGEMENTS.—
4	"(A) In general.—A plan or arrange-
5	ment may permit a participant in a health flexi-
6	ble spending arrangement or dependent care
7	flexible spending arrangement to elect—
8	"(i) to carry forward any aggregate
9	unused balances in the participant's ac-
10	counts under such arrangement as of the
11	close of any year to the succeeding year, or
12	"(ii) to have such balance transferred
13	to a plan described in subparagraph (E).
14	Such carryforward or transfer shall be treated
15	as having occurred within 30 days of the close
16	of the year.
17	"(B) Dollar limit on
18	CARRYFORWARDS.—
19	"(i) IN GENERAL.—The amount which
20	a participant may elect to carry forward
21	under subparagraph (A)(i) from any year
22	shall not exceed \$500. For purposes of this
23	paragraph, all plans and arrangements
24	maintained by an employer or any related
25	person shall be treated as 1 plan.

1	"(ii) Cost-of-living adjustment.—
2	In the case of any taxable year beginning
3	in a calendar year after 2010, the \$500
4	amount under clause (i) shall be increased
5	by an amount equal to—
6	"(I) \$500, multiplied by
7	$(\Pi)$ the cost-of-living adjust-
8	ment determined under section 1(f)(3)
9	for such calendar year, determined by
10	substituting '2009' for '1992' in sub-
11	paragraph (B) thereof.
12	If any dollar amount as increased under
13	this clause is not a multiple of \$100, such
14	amount shall be rounded to the next lowest
15	multiple of \$100.
16	"(C) Exclusion from gross income.—
17	No amount shall be required to be included in
18	gross income under this chapter by reason of
19	any carryforward or transfer under this para-
20	graph.
21	"(D) COORDINATION WITH LIMITS.—
22	"(i) Carryforwards.—The max-
23	imum amount which may be contributed to
24	a health flexible spending arrangement or
25	dependent care flexible spending arrange-

1	ment for any year to which an unused
2	amount is carried under this paragraph
3	shall be reduced by such amount.
4	"(ii) Rollovers.—Any amount
5	transferred under subparagraph (A)(ii)
6	shall be treated as an eligible rollover
7	under section 219, 223(f)(5), 401(k),
8	403(b), or 457, whichever is applicable, ex-
9	cept that—
10	"(I) the amount of the contribu-
11	tions which a participant may make to
12	the plan under any such section for
13	the taxable year including the transfer
14	shall be reduced by the amount trans-
15	ferred, and
16	"(II) in the case of a transfer to
17	a plan described in clause (ii) or (iii)
18	of subparagraph (E), the transferred
19	amounts shall be treated as elective
20	deferrals for such taxable year.
21	"(E) Plans.—A plan is described in this
22	subparagraph if it is—
23	"(i) an individual retirement plan,
24	"(ii) a qualified cash or deferred ar-
25	rangement described in section 401(k).

1	"(iii) a plan under which amounts are
2	contributed by an individual's employer for
3	an annuity contract described in section
4	403(b),
5	"(iv) an eligible deferred compensa-
6	tion plan described in section 457, or
7	"(v) a health savings account de-
8	scribed in section 223.
9	"(3) Distribution upon termination.—
10	"(A) IN GENERAL.—A plan or arrange-
11	ment may permit a participant (or any des-
12	ignated heir of the participant) to receive a
13	cash payment equal to the aggregate unused ac-
14	count balances in the plan or arrangement as of
15	the date the individual is separated (including
16	by death or disability) from employment with
17	the employer maintaining the plan or arrange-
18	ment.
19	"(B) Inclusion in income.—Any pay-
20	ment under subparagraph (A) shall be includ-
21	ible in gross income for the taxable year in
22	which such payment is distributed to the em-
23	ployee.
24	"(4) Terms relating to flexible spending
25	ARRANGEMENTS.—

1	"(A) Flexible spending arrange-
2	MENTS.—
3	"(i) In general.—For purposes of
4	this subsection, a flexible spending ar-
5	rangement is a benefit program which pro-
6	vides employees with coverage under which
7	specified incurred expenses may be reim-
8	bursed (subject to reimbursement maxi-
9	mums and other reasonable conditions).
10	"(ii) Elections required.—A plan
11	or arrangement shall not be treated as a
12	flexible spending arrangement unless a
13	participant may at least 4 times during
14	any year make or modify any election re-
15	garding covered benefits or the level of cov-
16	ered benefits.
17	"(B) Health and dependent care ar-
18	RANGEMENTS.—The terms 'health flexible
19	spending arrangement' and 'dependent care
20	flexible spending arrangement' means any flexi-
21	ble spending arrangement (or portion thereof)
22	which provides payments for expenses incurred
23	for medical care (as defined in section 213(d))
24	or dependent care (within the meaning of sec-
25	tion 129), respectively.".

1	(2) Conforming amendments.—
2	(A) The heading for section 125 is amend-
3	ed by inserting "AND FLEXIBLE SPENDING
4	ARRANGEMENTS" after "PLANS".
5	(B) The item relating to section 125 in the
6	table of sections for part III of subchapter B of
7	chapter 1 is amended by inserting "and flexible
8	spending arrangements" after "plans".
9	(b) Technical Amendments.—
10	(1) Section 106 is amended by striking sub-
11	section (e) (relating to FSA and HRA Terminations
12	to Fund HSAs).
13	(2) Section 223(e)(1)(B)(iii)(II) is amended to
14	read as follows:
15	"(II) the individual is transfer-
16	ring the entire balance of such ar-
17	rangement as of the end of the plan
18	year to a health savings account pur-
19	suant to section $125(j)(2)(A)(ii)$ , in
20	accordance with rules prescribed by
21	the Secretary.".
22	(c) Effective Date.—The amendments made by
23	this section shall take effect on the date of the enactment
24	of this Act.

1	SEC. 5. RULES RELATING TO EMPLOYER-PROVIDED
2	HEALTH AND DEPENDENT CARE BENEFITS.
3	(a) Health Benefits.—Section 106, as amended
4	by section 4(b)(1), is amended by adding at the end the
5	following new subsection:
6	"(e) Limitation on Contributions to Health
7	FLEXIBLE SPENDING ARRANGEMENTS.—
8	"(1) In general.—Gross income of an em-
9	ployee for any taxable year shall include employer-
10	provided coverage provided through 1 or more health
11	flexible spending arrangements (within the meaning
12	of section 125(j)) to the extent that the amount oth-
13	erwise excludable under subsection (a) with regard
14	to such coverage exceeds the applicable dollar limit
15	for the taxable year.
16	"(2) Applicable dollar limit.—For pur-
17	poses of this subsection—
18	"(A) In General.—The applicable dollar
19	limit for any taxable year is an amount equal
20	to the sum of—
21	"(i) \$7,500, plus
22	"(ii) if the arrangement provides cov-
23	erage for 1 or more individuals in addition
24	to the employee, an amount equal to one-
25	third of the amount in effect under clause

1	(i) (after adjustment under subparagraph
2	(B)).
3	"(B) Cost-of-living adjustment.—In
4	the case of taxable years beginning in any cal-
5	endar year after 2010, the \$7,500 amount
6	under subparagraph (A) shall be increased by
7	an amount equal to—
8	"(i) \$7,500, multiplied by
9	"(ii) the cost-of-living adjustment de-
10	termined under section $1(f)(3)$ for the cal-
11	endar year, determined by substituting
12	'2009' for '1992' in subparagraph (B)
13	thereof.
14	If any dollar amount as increased under this
15	subparagraph is not a multiple of \$100, such
16	dollar amount shall be rounded to the next low-
17	est multiple of \$100.".
18	(b) Dependent Care.—
19	(1) Exclusion limit.—
20	(A) In general.—Section 129(a)(2) (re-
21	lating to limitation on exclusion) is amended—
22	(i) by striking "\$5,000" and inserting
23	"the applicable dollar limit", and
24	(ii) by striking "\$2,500" and insert-
25	ing "one-half of such limit".

1	(B) APPLICABLE DOLLAR LIMIT.—Section
2	129(a) is amended by adding at the end the fol-
3	lowing new paragraph:
4	"(3) Applicable dollar limit.—For pur-
5	poses of this subsection—
6	"(A) In general.—The applicable dollar
7	limit is \$7,500 (\$10,000 if dependent care as-
8	sistance is provided under the program to 2 or
9	more qualifying individuals of the employee).
10	"(B) Cost-of-living adjustments.—In
11	the case of taxable years beginning after 2010,
12	each dollar amount under subparagraph (A)
13	shall be increased by an amount equal to—
14	"(i) such dollar, multiplied by
15	"(ii) the cost-of-living adjustment de-
16	termined under section 1(f)(3) for the cal-
17	endar year in which the taxable year be-
18	gins, determined by substituting '2009' for
19	'1992' in subparagraph (B) thereof.
20	If any dollar amount as increased under this
21	clause is not a multiple of \$100, such dollar
22	amount shall be rounded to the next lowest
23	multiple of \$100.".
24	(2) Average benefits test.—

1	(A) IN GENERAL.—Section 129(d)(8)(A)
2	(relating to benefits) is amended—
3	(i) by striking "55 percent" and in-
4	serting "60 percent", and
5	(ii) by striking "highly compensated
6	employees" the second place it appears and
7	inserting "employees receiving benefits".
8	(B) Salary reduction agreements.—
9	Section 129(d)(8)(B) (relating to salary reduc-
10	tion agreements) is amended—
11	(i) by striking "\$25,000" and insert-
12	ing "\$30,000", and
13	(ii) by adding at the end the fol-
14	lowing: "In the case of years beginning
15	after 2010, the \$30,000 amount in the
16	first sentence shall be adjusted at the same
17	time, and in the same manner, as the ap-
18	plicable dollar amount is adjusted under
19	subsection (a)(3)(B).".
20	(3) Principal shareholders or owners.—
21	Section 129(d)(4) (relating to principal shareholders
22	and owners) is amended by adding at the end the
23	following: "In the case of any failure to meet the re-
24	quirements of this paragraph for any year, amounts
25	shall only be required by reason of the failure to be

- 1 included in gross income of the shareholders or own-
- 2 ers who are members of the class described in the
- 3 preceding sentence.".
- 4 (c) Effective Date.—The amendments made by
- 5 this section shall apply to taxable years beginning after

6 December 31, 2009.

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