

FLORIDA HOUSE OF REPRESENTATIVES

BILL ANALYSIS

This bill analysis was prepared by nonpartisan committee staff and does not constitute an official statement of legislative intent.

BILL #: [HB 4019](#)

TITLE: Compensation for Health Care Services for Inmates in Lake County

SPONSOR(S): Cobb

COMPANION BILL: None

LINKED BILLS: None

RELATED BILLS: None

Committee References

[Intergovernmental Affairs](#)



[Criminal Justice](#)



[State Affairs](#)

SUMMARY

Effect of the Bill:

The bill limits the compensation of health care providers who provide medical services for inmates housed in a Lake County detention center to 110 percent of the Medicare allowable rate if the provider does not have a contract with Lake County to provide medical services to inmates, unless the provider reported a negative operating margin for the previous year to the Agency for Health Care Administration, in which case the bill limits compensation to 125 percent of the Medicare allowable rate. The bill limits compensation of hospitals designated as trauma centers to 175 percent of the Medicare allowable rate when treating an inmate designated as a trauma alert victim. The bill also limits compensation to entities providing emergency medical transportation services for an inmate housed in a Lake County detention center to 110 percent of the Medicare allowable rate if the entity does not have a contract with Lake County to provide emergency medical transportation services.

Fiscal or Economic Impact:

The bill may have an indeterminant positive fiscal impact on Lake County's expenditures for inmate medical care and may have a negative economic impact on health care providers and emergency medical transportation service providers who do not have a contract with Lake County to provide inmate medical services.

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ANALYSIS

EFFECT OF THE BILL:

The bill limits the compensation of health care providers who provide medical services for inmates housed in a Lake County detention center to 110 percent of the [Medicare allowable rate](#) if that provider does not have a contract with Lake County to provide inmate medical services, unless the health care provider has reported a negative operating margin for the previous year to the Agency for Health Care Administration through hospital-audited financial data, in which case the bill limits the compensation such provider may receive to 125 percent of the Medicare allowable rate. The bill further provides that such compensation may not exceed 175 percent of the Medicare allowable rate for hospitals designated by the Department of Health as a trauma center when treating a Martin County inmate that has been designated as a trauma alert victim. (Section [1](#))

The bill also limits compensation to an entity providing emergency medical transportation services for an inmate housed in a Lake County detention center to 110 percent of the Medicare allowable rate if the entity does not have a contract with Lake County to provide inmate emergency medical transportation services. (Section [1](#))

These limitations mirror provisions in general law limiting the compensation of health care providers and emergency medical transportation service providers who do not have a contract with the Department of Corrections to provide [inmate medical services](#).

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The bill specifies that the limitations on compensation do not apply to charges for medical services provided at a hospital operated by Lake County. (Section [1](#))

The bill provides an effective date of upon becoming a law. (Section [2](#))

FISCAL OR ECONOMIC IMPACT:

LOCAL GOVERNMENT:

The bill may have an indeterminant positive fiscal impact on Lake County's expenditures for inmate medical care. According to the Economic Impact Statement submitted for the bill, the Lake County Sheriff's Office's estimated savings for Fiscal Year (FY) 2024-25 for inmate medical costs would have been \$329,303 had the bill's proposed cap in place.

PRIVATE SECTOR:

The bill may have a negative economic impact for health care providers and emergency medical transportation service providers who do not have a contract with Lake County to provide inmate medical services.

RELEVANT INFORMATION

SUBJECT OVERVIEW:

Inmate Medical Services

Current law limits the compensation health care providers and emergency medical transportation service providers may receive for inmate medical services rendered to prisoners held in the custody of the Department of Corrections (department) if those providers do not have a contract with the department or the contractor-operated correctional facility (COCF).¹ For health care providers who do not have a contract with the department or COCF to provide medical services for inmates, compensation is limited to 110 percent of the Medicare allowable rate.² This limitation increases to 125 percent of the Medicare allowable rate if the provider reported a negative operating margin for the previous year to the Agency for Health Care Administration through hospital-audited financial data.³ Compensation to an entity to provide emergency medical transportation services for an inmate may not exceed 110 percent of the Medicare allowable reimbursement rate if the entity does not have a contract to provide services with the department or COCF.⁴

Medicare Allowable Rate

Medicare is federal health insurance for anyone age 65 and older, and some people under 65 with certain disabilities or conditions.⁵ The U.S. Centers for Medicare and Medicaid Services (CMS) develops and uses fee schedules for Medicare reimbursement payments to health care providers made on a fee-for-service basis.⁶

CMS uses a standardized Physician Fee Schedule (PFS) based on the Resource-Based Relative Value Scale (RBRVS) to reimburse health care providers for services paid for via Medicare.⁷ The RBRVS captures the time, effort, and cost involved in providing a patient service through three types of Relative Value Units (RVUs): work, practice expense, and malpractice expenses. RVUs are assigned to each medical billing code so that resources used to

¹ [S. 945.6041, F.S.](#) A "contractor-operated correctional facility" is any facility not operated by the department for the purposes of incarcerating adults or juveniles who have been sentenced by a court and committed to the custody of the department. [S. 944.710\(3\), F.S.](#)

² [S. 945.6041\(2\), F.S.](#)

³ *Id.*

⁴ [S. 945.6041\(3\), F.S.](#)

⁵ Social Security Administration, [What is Medicare and who can get it?](#) (last visited Dec. 1, 2025).

⁶ Centers for Medicare and Medicaid Services, [Fee Schedules](#) (last visited Dec. 1, 2025).

⁷ American Academy of Professional Coders, [What are Relative Value Units?](#) (last visited Dec. 1, 2025).

provide a service are measured on a common scale. For example, a 10-19 minute office visit for the evaluation and management of an established patient has a value of 0.70 RVUs, while a 30-39 minute office visit with the same patient would have a value of 1.92 RVUs.⁸ RVUs become PFS payment rates through the application of a fixed-dollar conversion factor.⁹

The 2024 Consolidated Appropriations Act included a 2.93 percent increase to the PFS conversion factor for dates of service from March 9, 2024, through December 31, 2024, resulting in a conversion factor of \$33.29 per RVU.¹⁰ In January 2025, this temporary 2.93 percent increase expired resulting in a conversion factor of \$32.35, which includes a 0.02 percent adjustment to account for changes in work RVUs for some services.¹¹

Lake County Sheriff's Office

The Lake County Sheriff's Office (LCSO) administers and operates the Lake County Detention Center (LCDC).¹² In Fiscal Year (FY) 2024-25 LCSO's revised operating budget totaled \$129,151,179.¹³ The recommended budget for FY 2025-26 is \$145,876,853.¹⁴ Of this total, approximately \$47,687,143 will be for corrections' expenditures.¹⁵

Local Bill Forms

The Florida Constitution prohibits the passage of any special act unless a notice of intention to seek enactment of the bill has been published as provided by general law or the act is conditioned to take effect only upon approval by referendum vote of the electors in the area affected.¹⁶ A legal advertisement of the proposed bill must be placed in a newspaper of general circulation or published on a publicly accessible website¹⁷ at least 30 days prior to the introduction of the local bill in the House or Senate.¹⁸ The bill was noticed in the [Lake County Triangle Sun on October 15, 2025](#).

The House local bill policy requires a completed and signed Local Bill Certification Form and Economic Impact Statement Form be filed with the Clerk of the House at the time the local bill is filed or as soon thereafter as possible.¹⁹ Under the policy, a committee or subcommittee may not consider a local bill unless these forms have been filed. The following forms have been submitted for the bill:

- [Local Bill Certification Form](#)
- [Economic Impact Statement Form](#)

⁸ American Academy of Family Physicians, Journal of Family Practice Management, [Understanding and Improving Your Work RVUs](#) (last visited Dec. 1, 2025).

⁹ Centers for Medicare and Medicaid Services, [Physician Fee Schedule](#) (last visited Dec. 1, 2025).

¹⁰ Centers for Medicare and Medicaid Services, [2025 Physician Fee Schedule](#) (last visited Dec. 1, 2025).

¹¹ Centers for Medicare and Medicaid Services, [2025 Medicare Physician Fee Schedule](#) (last visited Dec. 1, 2025).

¹² Lake County Sheriff's Office, [Corrections Operations](#) (last visited Dec. 1, 2025).

¹³ Lake County, [Recommended Budget 2025-2026](#), p. 10 (last visited Dec. 1, 2025).

¹⁴ *Id.*

¹⁵ See [Recommended Budget 2025-2026](#), p. 10 and [Breaking Down a Dollar of Your County Property Taxes](#) (calculated using the LCSO total operating budget and the millage breakdown provided)(last visited Dec. 1, 2025).

¹⁶ [Art. III, s. 10, Fla. Const.](#)

¹⁷ [S. 50.0311\(2\), F.S.](#)

¹⁸ [S. 11.02, F.S.](#) If there is no newspaper circulated throughout or published in the county and no publicly accessible website has been designated, notice must be posted for at least 30 days in at least three public places in the county, one of which must be at the courthouse.

¹⁹ Intergovernmental Affairs Subcommittee, [Local Bill Policies and Procedures Manual](#), p. 11 (last visited Dec. 1, 2025).

BILL HISTORY

COMMITTEE REFERENCE	ACTION	DATE	STAFF DIRECTOR/ POLICY CHIEF	ANALYSIS PREPARED BY
Intergovernmental Affairs Subcommittee			Darden	Burgess
Criminal Justice Subcommittee				
State Affairs Committee				