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H.B. 136
133rd General Assembly

Fiscal Note & Local Impact Statement

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Version: As Enacted

Primary Sponsor: Rep. Hillyer

Local Impact Statement Procedure Required: Yes

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Highlights

- The Office of the State Public Defender may incur additional expenditures in order to reimburse counties for the provision of legal representation to indigent defendants in death penalty cases and death row inmates asserting claims of serious mental illness at the time of committing their offense.
- The State Public Defender and the Office of the Ohio Attorney General, both of which are involved in, and incur costs related to, the death penalty appeals process may realize a longer term savings effect for each case that results in life imprisonment without parole instead of the death penalty, as capital cases and their related appeals process are considerably more expensive than noncapital cases.
- The Department of Rehabilitation and Correction may experience an increase in annual incarceration expenditures, as offenders sentenced to life imprisonment without parole that otherwise might have received a death sentence and been executed will serve longer prison stays.
- In the trial phase of certain cases, county criminal justice systems (prosecutors, indigent defense counsel, and courts of common pleas) will experience a potentially significant increase in costs and workload related to proving, or challenging, a finding of serious mental illness at the time the offense was committed.
- The resentencing provision as it relates to current death row inmates may generate significant one-time costs for certain counties, including the sheriff who may have to handle any necessary inmate transportation and security matters.
- A longer-term expenditure savings effect may be created for the county criminal justice system where the offense was committed, specifically the county prosecutor, as capital

cases and their related appeals process are considerably more expensive than noncapital cases.

Detailed Analysis

The bill:

- Prohibits a person convicted of aggravated murder who shows that they had a “serious mental illness” at the time of the offense from being sentenced to death for that offense and instead requires them to be sentenced to life imprisonment without parole;
- Requires the resentencing of a person previously sentenced to death who proves that they had a “serious mental illness” at the time of the offense to life imprisonment without parole (and provides a mechanism for resentencing); and
- Defines “serious mental illness” for purposes of the bill’s provisions.

These changes derived from one of the 56 recommendations made by the Joint Task Force to Review the Administration of Ohio’s Death Penalty in their final report issued in May 2014. The Task Force was commissioned by the Chief Justice of the Ohio Supreme Court to review Ohio’s policies concerning the death penalty in order to address continuing concerns of fairness and reliability.

A county is responsible for the trial and sentencing of defendants in aggravated murder cases regardless of whether there is a death specification. This includes both the costs for the prosecution and defense counsel, as many defendants in murder cases are indigent. Any aggravated murder trial, regardless of the presence of a death specification, will likely generate costs for expert witness consultation and testimony, psychologists, and investigators. Those costs are not likely to differ significantly based solely on the presence or absence of a death specification, however, death penalty cases are bifurcated, meaning there are two phases: a guilt phase and a penalty phase. Some of the work performed and information collected as part of the trial’s guilt phase tends to be repeated as part of the penalty phase, thereby increasing the overall costs to conduct a death penalty trial. Other costs, such as jury compensation, defense mitigation and prosecution experts, the number of defense attorneys required, and defense counsel compensation vary by case and by county.

A mix of quantitative and qualitative studies of other states have found that the cost of a case in which a death penalty has been sought and imposed is higher than a murder case in which life imprisonment has been imposed. These studies generally support the following conclusions:

- In some states, capital cases exceed the cost of life imprisonment cases in the range of up to between \$1 million and \$3 million per case.
- The total amount expended in a capital case is between two and a half and five times as much as a noncapital case.

Prohibition against sentencing to death

The bill expands beyond current Supreme Court rulings and prevents execution in more cases by prohibiting a person convicted of aggravated murder who shows that they had a serious mental illness at the time of committing the offense from receiving a death sentence.

Instead, the bill requires the court or panel of three judges to sentence the offender to life imprisonment without parole in a case where: (1) the matter of the offender's serious mental illness was raised at the time of the commission of the offense and the offender was found to be ineligible for a death sentence due to serious mental illness, and (2) the offender was convicted of aggravated murder and one or more death penalty specifications.

Trial cost increase

This provision likely means an increase in workload on certain death penalty eligible aggravated murder cases to prove, or challenge, a finding of serious mental illness at the time the offense was committed. Specifically, additional costs may be incurred by the prosecution and defense to pay for expert witnesses, which can be significant and cost in the thousands of dollars, and for the Office of the State Public Defender to reimburse counties for all or a portion of their costs incurred in the provision of legal representation to indigent defendants in death penalty cases.

Appellate cost savings

If a case results in life imprisonment instead of the death penalty, a longer term expenditure savings effect may be created for the county where the offense was committed, specifically the county prosecutor, and for the state, specifically the State Public Defender and the Office of the Ohio Attorney General. All three of these public authorities are involved in, and incur costs related to, the death penalty appeals process. This longer term savings effect may greatly exceed any additional trial costs incurred prior to the imposition of the death penalty.

State incarceration cost increase

The Department of Rehabilitation and Correction would likely experience an increase in annual incarceration expenditures for each offender sentenced to life imprisonment without parole under the bill instead of the death penalty, as offenders that otherwise would have been executed under current law will end up serving longer prison stays. The average stay on death row is just over 17 years at a total estimated cost of around \$473,000, while the average length of stay for life without parole is about 27 years at a total estimated cost of around \$751,000.

Resentencing of person previously sentenced to death

Under the bill, a person convicted of aggravated murder and sentenced to death prior to the bill's effective date is permitted to file a petition with the court claiming that they had a serious mental illness at the time of committing their offense. If the court finds that the person did have a serious mental illness at the time of committing the offense, the court is required to resentence that person to life imprisonment without parole. The bill specifies that in filing such a petition, a person sentenced to death waives any right to be re-sentenced under the law, as it existed at the time that the offense was committed and instead consents to a sentence of life imprisonment without the possibility of parole.

As of December 31, 2019, there were 143 individuals in Ohio with active death sentences. The number of these inmates that may choose to file such a petition is uncertain. As previously mentioned, these kinds of proceedings can be time consuming for the court, and costly to both the prosecution and defense. A petition alleging serious mental illness by a death row inmate must be filed within 365 days of the bill's effective date.

Of Ohio's 88 counties, 36 had one or more offenders with an active death sentence awaiting execution. Because of motions filed, work is created for the sentencing court, the county prosecutor, public defenders or appointed counsel, and possibly the county sheriff. The extent to which a given county is affected depends largely on the number of offenders filing motions and any related hearings. The table below shows the affected counties along with their corresponding number of offenders on death row (as of December 31, 2019).

Number of Active Death Sentences by County* (Total 143)					
County	Number	County	Number	County	Number
Cuyahoga	21	Warren	3	Clermont	1
Hamilton	21	Allen	2	Clinton	1
Franklin	13	Greene	2	Delaware	1
Lucas	9	Guernsey	2	Erie	1
Trumbull	8	Lawrence	2	Fulton	1
Butler	7	Licking	2	Jefferson	1
Summit	7	Lorain	2	Madison	1
Montgomery	6	Medina	2	Noble	1
Stark	6	Ashland	1	Richland	1
Mahoning	5	Ashtabula	1	Ross	1
Clark	4	Belmont	1	Vinton	1
Portage	3	Brown	1	Wood	1

*Based on the Ohio Attorney General's 2019 Capital Crimes Report.

According to the Buckeye State Sheriffs' Association, due to the security risk, offenders with a death sentence would be transported separately, meaning multiple trips for some counties, and would require the accompaniment of at least one deputy, if not two. In many cases, this could involve overtime pay depending upon the number of deputies required and the amount of time necessary to transport the offender to and from the sentencing court, which in some cases could be up to several hours each way. For some counties, such as Cuyahoga and Hamilton (21 death row offenders), the one-time costs incurred to transport and secure death row offenders could be significant. If these hearings could be held using video conferencing technology, the costs to the sheriff would be eliminated. The one-time cost to the court, prosecutor, and public defender for their participation in handling these motions and related hearings is uncertain.

Definition of "serious mental illness"

The bill defines "serious mental illness" to include a diagnosis of at least one of four specified serious mental illness conditions that led to the impairment of a person's conduct at the time of the offense. The bill also states that a disorder manifested primarily by repeated criminal conduct or attributable primarily to the effects of any alcohol use or drug abuse does

not constitute a serious mental illness. Whether all or some of the 143 death row inmates will fit this definition is uncertain. However, it is possible that many, if not all, of these inmates will file a petition with the sentencing court claiming that they had a serious mental illness at the time of the offense.