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OHIO LEGISLATIVE SERVICE COMMISSION

Office of Research
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Legislative Budget
Office

H.B. 531
135th General Assembly

Fiscal Note & Local Impact Statement

[Click here for H.B. 531's Bill Analysis](#)

Version: As Reported by House Criminal Justice

Primary Sponsors: Reps. Lear and Lorenz

Local Impact Statement Procedure Required: No

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Highlights

- **Criminal offenses.** The bill's new offenses of "sexual extortion" and "aggravated sexual extortion" may create new cases (or impact related existing cases) for local criminal justice systems to process and adjudicate. The associated costs for any given local criminal justice system is expected to be minimal annually, as would be any gain in revenue from fines and court costs and fees. Any increase in felony convictions may result in a marginal increase in the size of the prison population that is supervised by the Department of Rehabilitation and Correction (DRC).
- **Reparations.** The bill is likely to lead to an increase in the number of claims filed and the amount of reparations money disbursed under the Attorney General's Victims of Crime Compensation Program. The exact amount of this annual increase will depend on the number of additional successful applications.
- **Custodial compliance.** Additional revenue from civil penalties may be generated annually from custodians of digital assets that fail to comply with certain court orders. Such penalties would be directed to the Attorney General's Consumer Protection Enforcement Fund (Fund 6310).

Detailed Analysis

The bill: (1) prohibits sexual extortion and aggravated sexual extortion, (2) allows family of certain victims of aggravated sexual extortion to receive an award of reparations compensation under the state's Victims of Crime Compensation Program, and (3) expedites the process for court ordered compliance with digital asset disclosure and account termination requests initiated by parents and legal guardians of deceased users under the age of 18.

Criminal offenses – extortion

The bill creates the offenses of sexual extortion and aggravated sexual extortion. Sexual extortion prohibits a person from threatening to release, exhibit, or distribute private images of another as a means of extortion. Generally sexual extortion is a third degree felony, set at the same level as the existing offense of extortion. However, if the offender was previously convicted of or pleaded guilty to a violation of sexual extortion, or if the offense involves a person under age 18, an elderly person, or a disabled adult (and the offender knows or has reason to know the victim is such a person), the offense increases to a second degree felony. If the offender was previously convicted of or pleaded guilty to two or more violations of sexual extortion, or a first subsequent violation if the victim is a person in a protected class, the offense increases to a first degree felony. Under the bill, if an offense results in serious physical harm or death, the offense is aggravated sexual extortion and the sentencing court may impose an additional prison term of up to ten years. If a victim of sexual extortion or aggravated sexual extortion commits suicide or causes serious physical harm to themselves within 14 days of the offense, it is rebuttably presumed to be a result of the offense.

The table below shows the penalties for first, second, and third degree felony offenses under current law.

Felony Sentences and Fines for Offenses Generally		
Offense Level	Fine	Term of Incarceration
Felony 1 st degree*	Up to \$20,000	3, 4, 5, 6, 7, 8, 9, 10, or 11 years indefinite prison term
Felony 2 nd degree*	Up to \$15,000	2, 3, 4, 5, 6, 7, or 8 years indefinite prison term
Felony 3 rd degree	Up to \$10,000	9, 12, 18, 24, 30, or 36 months definite prison term

*The sentencing court must impose a minimum sentence for first and second degree felony offenses and specify a maximum sentence that is 50% greater than the minimum sentence. The court, after a hearing, may reduce the minimum sentence by 5% to 15% upon recommendation of the Department of Rehabilitation and Correction.

Fiscal effect

According to the Ohio Prosecuting Attorneys Association, some of the conduct prohibited by the bill's new offenses could potentially be prosecuted under existing charges such as "extortion," "disseminating matter harmful to juveniles," or possibly "pandering obscenity," depending on the specific materials shared. However, the bill may potentially make prosecution for the specific conduct easier by clarifying that threats to distribute private images is a form of extortion. As a result, there may be a small number of additional felony cases for courts of common pleas to adjudicate, and for existing similarly situated cases, some may be more successfully prosecuted.

The costs associated with adjudicating, prosecuting, and defending (if the offender is indigent) a small number of new cases will likely be minimal annually for any single jurisdiction. Any increase in costs would be offset to some extent through court cost and fine revenue. Fines would be deposited with the county in which the trial court is located. Of note is that a court rarely imposes the maximum permissible fine, and collecting the fine and court costs and fees

can be problematic. This is because offenders can be financially unable or unwilling to pay. In addition, a court generally imposes state court costs that are credited to the Indigent Defense Support Fund (Fund 5DY0) and the Victims of Crime/Reparations Fund (Fund 4020). The \$60 felony amount is divided as follows: \$30 to Fund 5DY0 and \$30 to Fund 4020. The annual revenue gain to the state because of violations of the bill will be minimal at most annually.

As a result of any convictions, there could potentially be a small number of additional offenders sentenced to prison, or a longer prison term for a small number of offenders who might have otherwise been convicted of extortion or another felony offense. The fiscal effect of a relatively small increase in an existing prison population of approximately 45,000 will not generate a significant increase in the Department of Rehabilitation and Correction's (DRC) annual incarceration expenditures. The marginal cost for DRC to add a relatively small number of offenders to its total inmate population is estimated at around \$4,000 per offender per year. This suggests that any increase in DRC's GRF-funded incarceration costs is likely to be no more than minimal annually.

Reparations

The bill revises certain eligibility standards and procedures for awarding reparations to include victims of aggravated sexual extortion.¹ Notably, the following additional victims may receive an award:

- An immediate family member of a victim of aggravated sexual extortion, who requires psychiatric care or counseling as a result of that conduct.
- A family member or immediate family member of a victim of specified criminally injurious conduct, who suffers trauma so severe that it impedes or prohibits them from participating in normal daily activities when conditions are met.

In addition, the bill establishes a lookback period for these victims to refile claims that were previously denied under current law but presumably would be valid under the bill. The deadline to refile is within five years of the conduct that is the basis for the claim.

Fiscal effect

The Ohio Attorney General's Office administers the reparations award process as part of the Victims of Crime Compensation Program.² The program reimburses costs of medical expenses, crime scene cleanup, counseling, and other services. Traditionally, these awards are funded by two sources: the state's Victims of Crime/Reparations Fund (Fund 4020) and the federal Crime Victim Compensation Fund (Fund 3FV0). However, in recent years, money appropriated from the General Revenue Fund has also been used to supplement these funding sources. The additional amount that will be spent annually on reparations payments will depend on the number of new successful applications resulting from the bill and the amount of each

¹ The circumstances for "aggravated extortion," for the purposes of the Reparation Law, is limited to conduct resulting in the death of the targeted person. Under the bill, the conduct is not required to occur within the United States or result in a conviction.

² Appeals are administered by the Court of Claims.

claim. For reference, the average award in FY 2023 was \$4,107, with more than 75% of claims being tied to assault or homicide crime victims.³

Digital assets

The bill expedites the adjudication of applications for court-ordered disclosure of a deceased user's electronic communications and digital assets or termination of the account if the user was under 18 at the time of death and the request is initiated by their parent or legal guardian.⁴ Specifically, the bill requires courts of common pleas, within 30 days, to adjudicate these applications. The bill also requires the court to impose a range of escalating civil penalties if it finds that the custodian failed to comply with the court order. Any penalty revenue collected would be credited to the Consumer Protection Enforcement Fund (Fund 6310), which is utilized by the Attorney General.

The bill will not affect the number of applications filed in a court of common pleas for court ordered disclosure of digital assets, but may increase the administrative workload of some courts to comply with the bill's 30-day timeframe and the ordering of financial sanctions. Presumably, the number of such filings are relatively infrequent. If this is true, then any increase in operating costs for any given court would be minimal in terms of workload and staff time.

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³ See the [2023 Crime Victim Services Financial Annual Report](#), which is available on the Attorney General's website: ohioattorneygeneral.gov/Media/Reports.

⁴ According to the Ohio Judicial Conference, upon death of a minor, the legal guardian relationship terminates and therefore guardians would be unable to submit an application.