

# Revised

## Fiscal Note

2025-2026 Legislative Session

### SF4167 - 0 - Leg. Security Mod.; Protective Services Est.

Chief Author: **John Hoffman**  
 Committee: **Transportation**  
 Date Completed: **4/15/2026 12:53:56 PM**  
 Agency: **Public Safety Dept**

State Fiscal Impact	Yes	No
Expenditures	X	
Fee/Departmental Earnings		X
Tax Revenue		X
Information Technology		X
Local Fiscal Impact	X	

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions shown in the parentheses.

State Cost (Savings)	Biennium			Biennium	
	FY2025	FY2026	FY2027	FY2028	FY2029
Dollars in Thousands					
<b>General Fund</b>	-	-	13,090	12,044	10,863
<b>Total</b>	-	-	<b>13,090</b>	<b>12,044</b>	<b>10,863</b>
<b>Biennial Total</b>			<b>13,090</b>		<b>22,907</b>

Full Time Equivalent Positions (FTE)	Biennium			Biennium	
	FY2025	FY2026	FY2027	FY2028	FY2029
General Fund	-	-	32	32	32
<b>Total</b>	-	-	<b>32</b>	<b>32</b>	<b>32</b>

#### LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

This fiscal note has been revised to update the number of FTEs and the estimated cost of additional leased space which did impact the overall Cost (Savings) table of the fiscal note.

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# Revised

## State Cost (Savings) Calculation Details

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions are shown in parentheses.

\*Transfers In/Out and Absorbed Costs are only displayed when reported.

<b>State Cost (Savings) = 1-2</b>		Biennium			Biennium	
Dollars in Thousands		FY2025	FY2026	FY2027	FY2028	FY2029
General Fund	-	-	13,090	12,044	10,863	
<b>Total</b>		-	-	<b>13,090</b>	<b>12,044</b>	<b>10,863</b>
<b>Biennial Total</b>				<b>13,090</b>		<b>22,907</b>
<b>1 - Expenditures, Absorbed Costs*, Transfers Out*</b>						
General Fund	-	-	13,090	12,044	10,863	
<b>Total</b>		-	-	<b>13,090</b>	<b>12,044</b>	<b>10,863</b>
<b>Biennial Total</b>				<b>13,090</b>		<b>22,907</b>
<b>2 - Revenues, Transfers In*</b>						
General Fund	-	-	-	-	-	-
<b>Total</b>		-	-	-	-	-
<b>Biennial Total</b>				-		-

## Bill Description

This bill amends statute language within Minn. Stat. 299D.03 and proposes several new subdivisions and provisions within Minn. Stat. 299E relating annual Capitol Security reporting requirements, the establishment and expansion of responsibilities for a protective services unit, and authorization to reimburse local law enforcement for security assistance.

Minn. Stat. 299E.005 would add several definitions to include Subd. 3 which outlines the meaning of a Principal State Official which would encompass state constitutional officers, members of the legislature, or supreme court justices. This section does not include a definition for an 'identified credible threat' but the term is referenced often throughout the bill proposal.

Within Minn. Stat. 299E.01, Subd. 2 expands the responsibilities of Capitol Security to provide security and protective services beyond the state-owned or state-leased buildings within the Capitol Area. This expansion would include security for principal state officials, such as constitutional officers, who may be located in buildings or offices outside of the Capitol Area as defined in Section 15B.02.

Minn. Stat. 299E.01, Subd. 7 would require an annual report to be compiled and submitted to various legislative leaders that provides an overview of activities associated with Capitol Security and the protective services unit, summary data revolving around threat investigations and protection requests, along with adjustments made and recommendations for any future security changes.

Minn. Stat. 299E.10, Subd. 1 would establish a Protective Services Unit within Capitol Security and Subd. 2 outlines the staffing requirements for the unit. Subd. 3 defines several specific duties of Protective Services Unit, to include:

- Immediately provide personal protective services by peace officers for a principal state official due to an identified credible threat
- Provide these same protective services upon request of legislative leaders to include current and members-elect of the legislature
- Develop a procedure for threat assessments and personal protection
- Conduct assessments of potential threats to principal state officials
- Coordinate with the sergeants-at-arms and local law enforcement agencies with security and protection at legislative

# Revised

proceedings and individual protective services.

Minn. Stat. 299E, Subd. 4 authorizes the commissioner to enter into agreements with local law enforcement agencies for assistance with security and protective services and provides a process for reimbursement to those departments, if needed.

The implementation timelines of the Protective Services Unit (90 days) and the establishment of the reimbursement program (60 days) is also outlined in this section along with the requirement by the commissioner to provide status updates.

## **Assumptions**

With the broad definition provided in this proposal for a 'Principal State Official' to include constitutional officers, members of the legislature, and supreme court justices coupled with the expanded areas of security responsibilities outlined in Minn. Stat. 299E.01, Subd 2 (2), it is assumed that the long-term, daily obligations for Capitol Security personnel increase to areas well beyond the capitol complex.

The new statute language will require the State Patrol to provide consistent security for at least three additional locations that currently do not fall within the statutory limits of the Capitol Area Complex delineated in 15B.02:

- Attorney General's office at 445 Minnesota Street in Saint Paul
- Secretary of State's office at 332 Minnesota Street in Saint Paul
- State Auditor's office at 525 Park Street in Saint Paul

The State Patrol will have security assigned in each additional location, Monday through Friday from the hours of 7:30 a.m. until 5:30 p.m. If on-site security is required beyond traditional business hours at these locations, costs for those hours are not included in this analysis. It is also assumed that each constitutional officer has only a single primary office that would require security.

The additional security locations will require the following additional personnel to cover them:

- Six (6) non-sworn Capitol Security officers. Six are required to cover three locations to allow for approved leave, training, and scheduled time off
- Two (2) sworn State Troopers to respond to calls at those locations

It is assumed that the State Patrol would not incur any costs associated with installing alarm or camera systems at the three additional locations, nor would the State Patrol incur costs to route those systems to the centralized dispatching center on the Capitol Complex. State Patrol assumes these additional locations are leased and work would need to be negotiated with the lessor and paid by the state office. Based on preliminary consultation with the Department of Administration and MNIT, this required infrastructure estimates for each location outside of the Capitol Complex have been assessed at approximately \$2.160M.

- Approximately \$1.5M for professional, hardened, security kiosks
- Approximately \$250K for hardware connection capabilities to Capitol Security dispatch
- Approximately \$360K for security studies in each location and card reader technology
- Approximately \$50K per security camera installation and feeds for monitoring

It is further assumed that without qualifying or clarifying language within Minn. Stat. 299E.01, Subd. 2 (2) requiring "security services for principal state officials" that individual protective services could be required 24 hours a day, 7 days a week for all members of the legislature outside of the capitol complex area, even at their personal homes due to widespread or high-profile credible threats. Without clarity on how these security measures would come to an end once

# Revised

they are put in place or the timelines associated with credible threats, even with agreements with local law enforcement to assist, the number of FTE's and costs are incalculable at this point. If limiting language were implemented within this subdivision such as *"for principal state officials, security on the Capitol complex and personal protective services subject to the requirements of Minn. Stat. 299E.10, Subd. 3"* more accurate cost estimations could be determined.

According to Minn. Stat. 299E.10, Subd. 3, the commissioner may provide security for a principal state official as they deem necessary upon written or electronic request of the speaker of the house or the majority leader of the senate. This could include protective services for one or more specified members or members-elect of the legislature and it is assumed that the commissioner would be responsible for determining the credible threat outcome.

There is an increased trend in threats involving state officials across the country, including Minnesota. Looking at the number of credible threats that have been investigated by the Minnesota State Patrol and Bureau of Criminal Apprehension so far in calendar year 2026, there have been 45 in the month of January and February which have had various criminal determinations and outcomes. With that context, it can be assumed that approximately 270 identifiable credible threats could require some form of personal protective security for an individual principal state official.

Due to the unpredictability on the timing of credible threats and therefore, the short notice nature of these details and ongoing regular security operations, these personal protective details would likely be filled with Troopers on an overtime status or by local law enforcement as outlined in this proposal (though local and state law enforcement already struggles with staffing shortages). Since it has not been clarified how long a protective detail will last or who will determine when it would end within this bill proposal, a seven-day security event has been utilized to estimate costs, which is consistent with past practices during security events. In general, it is assumed that a single threat on a single legislator that is deemed credible would require the following:

- One (1) Trooper or local law enforcement officer, eight (8) hours per shift (plus drive time), three (3) shifts per day to provide personal protective services to a single legislator or a supreme court justice at their residence and during their travels or other functions. This would equate to three (3) Troopers assigned per day for each principal state official.
- 3 Troopers per day, 9 hours per Trooper, 7 days of security coverage at the overtime rate (with fringe) of \$110.33 = \$20,852 per week. For 270 separate personal protective security details within a year that each have a 7-day duration = \$5,630,040
- These total costs may be shared with local law enforcement based on agreements and reimbursement procedures outlined in this bill but will come from state funding sources.
- The reimbursement costs may also include per diem for lodging and meals as required
- This represents a conservative estimate for the length of time for a personal protective detail; actual protective details may extend beyond seven days.

With the establishment of the Protective Services Unit along with the staffing and duties outlined in 299E.10, it is assumed that the Minnesota State Patrol would implement a full-time complement of eight (8) additional sworn trooper positions. The Personal Protective Unit would coordinate with the current Executive Protection Unit (as outlined in Minn. Stat. 299D.03) which also has eight (8) sworn trooper members. This would provide for a total of a 16-member unit assigned as the Executive and Personal Protective Units. There would also be a need to equip these additional troopers with specialty vehicles that are specific to this mission.

Furthermore, with the assumption that personal protective services may be required in locations throughout the state at unpredictable times to address the possibility of off-site committee hearings, committee hearing, or press conference for unknown lengths based on credible threat determinations, the agency would provide specialty personal security training for up to 30 Troopers from various patrol districts. While these identified Troopers would not be assigned directly to the Protective Services Unit on a full-time basis, they would be strategically put in place to efficiently respond to locations across the state as needed with professional knowledge of the role. It is also assumed due to retirements and other forms of reduction in this number of specialty troopers across the state that ongoing training would occur as new personnel are

# Revised

brought on board.

Due to the increased personnel, security locations, and other responsibilities outlined in this proposal, it is assumed that complementary support and supervisory staff would also need to be put in place for successful implementation. This would include:

- Three (3) additional dispatchers (Radio Communications Operator RCO) and one (1) dispatch supervisor (Radio Communications Operator Supervisor RCOS). Given the present dispatch workload and with at least three new permanent security locations being added along with the possibility of several additional, temporary locations for security, additional dispatchers would be required to monitor new alarm points, new security cameras, and new events 24 hours a day, 7 days a week, 365 days a year.
- Due to the reporting requirements outlined in Minn. Stat. 299E.01, Subd. 7 along with the need to support additional security personnel, two (2) additional administrative support staff would be needed.
- To assist with more timely and efficient credible threat determinations and investigative outcomes, two (2) additional non-sworn, criminal analysts and one (1) additional sworn Threat Investigator would be required.
- With additional sworn and non-sworn personnel, two (2) supervisors (MSP Lieutenants) would be needed to ensure oversight and accountability.

To accommodate increased staff, it is assumed that there would be need for more space within the Capitol Complex area to house offices, briefing rooms, and dispatch areas.

Due to the timing of the next MSP Training Academy scheduled for January 2027 and the ongoing hiring and recruitment of Troopers for both the highway and Capitol Security, MSP would not be able to hire new Troopers until late FY27 at the earliest. Full-time sworn personnel could not be permanently shifted to these security assignments until then as the agency continues to also balance statewide coverage to address our traffic safety mission. MSP assumes that a mix of overtime (OT) and new FTEs will be used in FY27 and FY28. For cost estimate purposes, it is assumed that FY27 will be a mix of OT and 7 new sworn personnel equaling 11 FTEs and FY28 will be a mix of OT and an additional 4 new sworn personnel equaling 11 FTEs. Cost estimates reflect the salary and fringe for a Trooper plus 10% to account for OT pay rate differential.

The Bureau of Criminal Apprehension (BCA) assumes that the protective services unit will coordinate with the BCA's Behavioral Threat Assessment Management (BTAM) section to conduct required threat assessments, assist with developing individualized plans for personal protective services of principal state officials, and investigate any credible threats to principal state officials.

## **Threat Assessments:**

Individual threat assessments for principal state officials are complex investigations that evaluate physical security posture, in-person interviews, facility/premise walk-throughs, social media evaluation, national/international landscape and evaluation of threats, along with an individual lifestyle evaluation. BCA estimates that the average individual threat assessment takes approximately 84 hours.

Assuming that a limited number of 30 threat assessments are completed each year based on defined criteria established and more immediate needs identified, the total number of hours to conduct these threat assessments would be at least 2,520. This would require two Criminal Intelligence Analyst 2 positions (including time for training and other ancillary duties such as related meetings and other administrative tasks).

If the intention of the bill is that a threat assessment is completed regularly on all principal state officials, then the number of hours and FTEs would be significantly increased.

## **Threat Cases and Investigations:**

# Revised

Individual threat tips/cases are continually on the rise for the BCA's BTAM section. In 2025, BTAM received 112 threat tips/cases that were reviewed and investigated. In January and February of 2026, there were 49 tips/cases that were referred to the BTAM section by the Minnesota State Patrol. On average, 50% of these tips require full behavioral threat assessments and intervention averaging 8-16 hours each. Of those cases, a limited number require longer-term investigation averaging 40-80 hours each.

For 2026, BCA estimates approximately 300 tips/cases. Of those 300, BCA assumes 150 will require 16 hours of investigation and 23 will require 80 hours of investigation for a total of 4,240 hours. This would require 3 Special Agent positions (including time for training which is typically 100-120 hours per year, 200 hours per year in vacation and sick time and another 200 hours per year for other ancillary duties such as related meetings and other administrative tasks) for a total of 5,800 hours. The three FTEs are needed to account for a possible influx of tips at one time and possible extraordinary politically-motivated investigations such as we saw this past year.

## Expenditure and/or Revenue Formula

Description	Individual Annual Cost	Qty	FY27	FY28	FY29
Capitol Security Officer with Fringe \$53.60 X 2088 hours = \$111,917	\$111,917	6	\$671,502	\$671,502	\$671,502
Dispatcher with Fringe (3 RCO) \$68.84 X 2088 = \$143,738	\$143,738	3	\$431,214	\$431,214	\$431,214
Dispatch Supervisor with Fringe (RCS) \$76.28 X 2088 = \$159,266	\$159,266	1	\$159,266	\$159,266	\$159,266
Administrative Support Staff with Fringe \$47.86 X 2088 = \$99,932	\$99,932	2	\$199,864	\$199,864	\$199,864
Criminal Analyst 2 with Fringe \$66.53 X 2088 = \$138,920 Equipment Costs = \$19,300	\$158,220	2	\$316,440	\$316,440	\$316,440
State Trooper with Fringe 2 Cap Sec Troopers, 8 Protective Unit Troopers 1 State Patrol Investigator \$92.59 X 2088 = \$193,328*10%	\$212,661 FY2 7/FY28\$193,32 8 FY29	11	\$2,339,271	\$2,339,271	\$2,126,608
State Patrol Supervisor with Fringe \$104.30 X 2088 = \$217,778	\$217,778	2	\$435,556	\$435,556	\$435,556
Personal Protective Security Training 30 Troopers, 8 Protective Unit Troopers 6 annually after first year, ongoing	\$10,000	38	\$380,000	\$60,000	\$60,000

# Revised

Additional Leased Space - ongoing 3,000 sq ft in Admin X \$27.55 = \$82,650 1000 sq ft storage X \$8.00 = \$8,000	\$90,650		\$90,650	\$90,650	\$90,650
Recruit/Equip/Train State Trooper 7 in FY2027, 4 in FY2028	\$242,000	11	\$1,694,000	\$968,000	\$0
FTEs (11 sworn, 16 Non-sworn)		27			
<b>MSP Total (GF)</b>			<b>\$6,717,763</b>	<b>\$5,671,763</b>	<b>\$4,491,100</b>
<b>Reimbursement Fund Appropriation (GF)*</b>			<b>\$5,360,040</b>	<b>\$5,360,040</b>	<b>\$5,360,040</b>
Criminal Analyst 2 (salary and fringe) = \$138,920 Equipment Costs = \$19,300	\$158,220	2	\$316,440	\$316,440	\$316,440
Special Agent (salary and fringe) = \$194,165 Equipment costs = \$37,800	\$231,965	3	\$695,895	\$695,895	\$695,895
<b>BCA Total (GF)</b>			<b>\$1,012,335</b>	<b>\$1,012,335</b>	<b>\$1,012,335</b>
Total General Fund Expenditures			\$13,090,138	\$12,044,138	\$10,863,475

\* TECHNICAL NOTE #1 Reimbursement Fund Appropriation: The department suggests an open appropriation for costs associated directly with the State Patrol and local law enforcement reimbursements related to personal protective services. The estimated amount needed within the reimbursement fund appropriation as outlined in Minn. Stat. 299E.10, Subd. 4 for local law enforcement agreements is estimated off State Trooper salary and may vary depending on the local jurisdiction coordinating with MSP if needed to supplement the security support. This cost may fluctuate year to year depending on ongoing trends in credible threats. If reimbursements are not fully funded, this may cause a fiscal impact for MSP and local law enforcement.

\*\* TECHNICAL NOTE #2 - The estimates above within Expenditure Formula estimated also do not include the estimated \$2.1M estimated infrastructure costs for each off Capitol Complex work locations for principal state officials mentioned above.

## Long-Term Fiscal Considerations

If enacted in its current form, the long-term fiscal impacts will compound over time due to ongoing increases to wages within work agreements and the escalation of technology and other equipment costs.

## Local Fiscal Impact

# Revised

While local law enforcement may assist with personal protective security services across the state when needed, this bill would establish a process of reimbursement that will likely remove any fiscal impact to those agencies.

## References/Sources

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