

Revised

Consolidated Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Lead Agency: **Education Department**
 Other Agencies:
 Children, Youth and Families Corrections Dept
 Health Dept Human Services Dept
 Metropolitan Council Prof Educator Licensing Std Bd
 Public Defense Board Sentencing Guidelines Comm
 Supreme Court University Of Minnesota

| 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 | | |
|-----------------------------|----------------------|--------|--------------|--------------|--------------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Corrections Dept | | | | | | |
| General Fund | - | - | - | 13 | 35 | |
| Education Department | | | | | | |
| General Fund | - | - | 1,451 | 1,441 | 1,442 | |
| State Total | | | | | | |
| General Fund | - | - | 1,451 | 1,454 | 1,477 | |
| Total | - | - | 1,451 | 1,454 | 1,477 | |
| Biennial Total | | | 1,451 | | 2,931 | |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|--------------------------------------|----------|--------|------------|------------|------------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Corrections Dept | | | | | |
| General Fund | - | - | - | .1 | .2 |
| Education Department | | | | | |
| General Fund | - | - | 7.5 | 7.5 | 7.5 |
| Total | - | - | 7.5 | 7.6 | 7.7 |

Lead 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 was revised to correct errors in the training and travel costs for new investigative staff for the Minnesota Department of Education (MDE). This reduced MDE's total costs by \$3,925 each year.

LBO Signature: Alyssa Holterman Rosas **Date:** 4/17/2026 12:51:30 PM
Phone: 651-284-6439 **Email:** alyssa.holterman.rosas@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 | Biennium | | | Biennium | |
|--|-----------------|--------|--------------|-----------------|--------------|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Corrections Dept | | | | | |
| General Fund | - | - | - | 13 | 35 |
| Education Department | | | | | |
| General Fund | - | - | 1,451 | 1,441 | 1,442 |
| Total | - | - | 1,451 | 1,454 | 1,477 |
| Biennial Total | | | 1,451 | | 2,931 |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | |
| Corrections Dept | | | | | |
| General Fund | - | - | - | 13 | 35 |
| Education Department | | | | | |
| General Fund | - | - | 1,451 | 1,441 | 1,442 |
| Total | - | - | 1,451 | 1,454 | 1,477 |
| Biennial Total | | | 1,451 | | 2,931 |
| 2 - Revenues, Transfers In* | | | | | |
| Corrections Dept | | | | | |
| General Fund | - | - | - | - | - |
| Education Department | | | | | |
| General Fund | - | - | - | - | - |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |

Revised

Fiscal Note

2025-2026 Legislative Session

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 Agency: **Education Department**

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

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| State Cost (Savings) | Biennium | | | Biennium | | |
|-----------------------|----------------------|--------|--------------|--------------|--------------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| General Fund | - | - | 1,451 | 1,441 | 1,442 | |
| Total | - | - | 1,451 | 1,441 | 1,442 | |
| Biennial Total | | | 1,451 | | 2,883 | |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|--------------------------------------|----------|--------|------------|------------|------------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| General Fund | - | - | 7.5 | 7.5 | 7.5 |
| Total | - | - | 7.5 | 7.5 | 7.5 |

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 was revised to correct errors in the training and travel costs for new investigative staff. This reduced MDE's total costs by \$3,925 each year.

LBO Signature: Alyssa Holterman Rosas **Date:** 4/17/2026 12:50:10 PM
Phone: 651-284-6439 **Email:** alyssa.holterman.rosas@lbo.mn.gov

Revised

State Cost (Savings) Calculation Details

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

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|--|---|----------|--------|--------------|--------------|--------------|
| Dollars in Thousands | | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| General Fund | - | - | 1,451 | 1,441 | 1,442 | |
| Total | | - | - | 1,451 | 1,441 | 1,442 |
| Biennial Total | | | | 1,451 | | 2,883 |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | | |
| General Fund | - | - | 1,451 | 1,441 | 1,442 | |
| Total | | - | - | 1,451 | 1,441 | 1,442 |
| Biennial Total | | | | 1,451 | | 2,883 |
| 2 - Revenues, Transfers In* | | | | | | |
| General Fund | - | - | - | - | - | |
| Total | | - | - | - | - | - |
| Biennial Total | | | | - | | - |

Bill Description

Sections of HF3489 (with the A1 amendment) directly affect the Minnesota Department of Education's Student Maltreatment Program (SMP) and will be the focus of this fiscal note.

Section 1 prohibits a school employee, contractor, or volunteer from being alone with a student during any field trip, including overnight trips. Makes the section effective July 1, 2026.

Sections 2 and 3 update grounds for license revocation (including grooming), strengthen mandatory reporting to licensing boards, and clarify coordination with law enforcement. Section 3 makes the section effective July 1, 2026.

Section 4 requires the Commissioner of DCYF to develop training for mandated reporters, including a module on grooming, threatened sexual abuse, and reporting obligations specific to education professionals.

Section 5 clarifies that screening guidelines must not limit an agency's ability to screen in and investigate alleged maltreatment that occurred more than three years prior to the report date.

Section 6 allows investigation of maltreatment that occurred more than three years prior to the report date. (Note: This section does not directly impact SMP but aligns with Section 5's removal of the three-year limitation.)

Section 7 requires immediate investigation of alleged maltreatment in facilities, including schools, with no time limit for screening or investigation.

Sections 8 through 10 create and define the offense of grooming and update penalties. The A1 amendment adds school-specific felony enhancements when the actor is or was a school employee, contractor, or volunteer with access to the child through the school.

Assumptions

The provisions in this bill are expected to increase SMP intake volume, screening time, joint investigations with law enforcement, licensure coordination, and technical assistance workload. With statutory clarification of grooming, removal of perceived time barriers, and increased accountability requirements, reporting is expected to increase. These changes will require additional front-end screening capacity, investigator bandwidth, and supervisory oversight to maintain statutory timelines, manage caseload growth, and support coordinated investigative responses.

Revised

SMP is currently operating at or near full capacity, with existing screening volume and investigation demands exceeding available staffing resources. As a result, SMP is not able to absorb additional workload associated with this bill without additional staffing resources. This includes increased screening responsibilities, grooming-related investigations, and historical allegations that become newly reportable or actionable under the statute.

Current staffing in the SMP division includes one supervisor, five investigators (one investigator vacancy in the hiring process, for a total of 6.0 FTE investigators), two intake staff, and one support staff, for a total of 10.0 FTE. The projected average caseload may reach approximately 62 active cases per investigator by the end of this fiscal year, limiting the ability to consistently meet optimal timelines for trauma-informed investigations and coordination with law enforcement. Cost estimates are therefore based on a more sustainable caseload threshold of approximately 30 cases per investigator annually.

5.5 FTE Investigative Staffing Impacts (Education Consultant 3)

The bill is expected to increase SMP investigative workload through three primary drivers related to grooming definitions and reporting changes:

- **1.7 FTE Investigator** is required to account for increased complexity in the existing sexual abuse caseload. Approximately 100 sexual abuse investigations are projected annually. Applying a 1.5 complexity weighting to reflect grooming-related investigative requirements results in approximately 150 workload-equivalent cases, or 50 additional cases. At an average caseload of 30 cases per investigator per year, this equates to approximately 1.7 FTE. This impact reflects increased complexity within existing cases and does not include new grooming cases described below.
- **2.4 FTE Investigator** is required for new grooming-related cases under the expanded statute. Based on benchmarking from Chicago Public Schools, grooming represents approximately 42 to 48 percent of sexual misconduct investigations. Applying this range to Minnesota's projected 100 sexual abuse cases results in approximately 42 to 48 grooming cases. Applying a 1.5 complexity weighting results in approximately 63 to 72 workload-equivalent cases, or 2.1 to 2.4 FTE. A request of 2.4 FTE reflects the upper range to ensure adequate capacity.
- **1.4 FTE Investigator** is required due to removal of the perceived three-year reporting limitation, which is expected to increase historical sexual abuse reports. Applying a conservative 2x increase to a baseline of 14 cases results in 28 additional cases. Applying a 1.5 complexity weighting results in approximately 42 workload-equivalent cases. At an average caseload of 30 cases per investigator per year, this equates to approximately 1.4 FTE.

Intake Staffing Impact

- **1.0 FTE Screening/Intake (Education Consultant 3)**
SMP currently operates with two intake staff and is expected to experience a significant increase in reports requiring screening under the bill. All reports must be reviewed within statutory timelines, typically within 24 hours. Based on projected increases in investigations related to grooming and historical sexual misconduct, SMP anticipates a corresponding rise in incoming reports. Using an average of approximately 2.5 hours per report, with complex cases requiring significantly more time, the additional workload exceeds existing capacity. In addition to formal reports, Intake staff manage consultations, referrals, and required cross-reporting to law enforcement, further increasing workload. This combined impact is estimated to require **1.0 FTE** to maintain timely screening and compliance with statutory requirements.

Supervisory Staffing Impact

- **1.0 FTE Manager/Supervisor (State Program Admin Manager Sr)**
SMP currently operates with one supervisor responsible for both Intake and Investigations, including oversight, quality assurance, consultation on complex cases, and administrative and HR functions. Under current conditions, this structure operates near capacity. The bill is expected to increase both volume and complexity of work across both functions. A second Manager/Supervisor FTE is needed to maintain appropriate supervisory span of control and ensure consistent oversight, timely decision-making, and adherence to quality and due process standards. This position would allow for functional separation of Intake (screening, consultation, triage) and Investigations (case assignment, management, and quality review).

Additional Statutory and Operational Assumptions

- Section 4 requires DCYF to consult with MDE in developing a training module. It is assumed that MDE's current staff can absorb this additional work.

Revised

- The prohibition on being alone with a student during field trips (including overnight trips) may generate additional reports and inquiries related to supervision practices. SMP assumes any incremental workload can be absorbed with the staffing increase requested. This provision is effective July 1, 2026.

Operating Costs (Per Staff 8.0 FTE Assumption)

Ongoing operating costs will increase as SMP adds 7.5 new staff members. Current operating expenses include employee development, travel, and cell phone costs. It is assumed each new staff member will require:

- Employee development: \$300 per staff = **\$2,400 total**
- Travel: \$1,300 per staff (7 staff) = **\$9,100 total**
- Cell phone: \$1,000 per staff = **\$8,000 total**

System and Training Costs

- Case tracking system access: \$2,000 per user annual fee = **\$16,000 total**
- Specialized forensic interviewing and trauma-informed practice training: **\$1,500 per staff**, totaling **\$12,000 in year one**, with refresher training every 3 to 5 years

Expenditure and/or Revenue Formula

| HF3489 2E | FY2027 | FY2028 | FY2029 |
|-------------------------------------|------------------|------------------|------------------|
| 1.0 Screening Intake FTE | 185,122 | 185,342 | 185,571 |
| 5.5 Investigator FTE | 1,018,173 | 1,019,383 | 1,020,642 |
| 1.0 State Program Admin Manager Sr. | 200,072 | 200,292 | 200,521 |
| Employee Development | 2,400 | 2,400 | 2,400 |
| Travel | 9,100 | 9,100 | 9,100 |
| Cell Phones | 8,000 | 8,000 | 8,000 |
| System Access | 16,000 | 16,000 | 16,000 |
| Forensic/Trauma Informed Training | 12,000 | | |
| Total Cost | 1,450,867 | 1,440,518 | 1,442,235 |

Long-Term Fiscal Considerations

First Witness/Trauma Informed training will be required every four years beginning in FY 2031 at a cost of \$10,500 every four years.

SMP's current baseline is approximately 14 screened-out historical reports per year. Once the practical limitation on reporting, as historically applied by MDE, is removed, SMP expects an initial surge in reporting as historical cases are submitted, with volumes stabilizing after 12 to 24 months once mandated reporter training is broadly completed and the historical reporting peak passes. Based on patterns observed when reporting barriers are removed, a reasonable estimate is that ongoing historical reports would level off at roughly 2 to 3 times the current baseline, or approximately 30 to 45 reports per year. The proposed staffing level is designed to prevent backlogs, sustain immediate response requirements for schools, and maintain public trust in Minnesota's capacity to protect students.

Local Fiscal Impact

Revised

LEAs may see an unknown increase in staff time for training and reporting.

References/Sources

· SMP Program Data (July 1, 2025-present).

Intakes, screens, onsite openings, investigations closed, reconsiderations, hearings, active caseload, staffing.

· Maltreatment Reporting Policies: <https://www.casey.org/media/21.07-QFF-RFF-CW-policies-and-measurement-of-CM.pdf>

· Summary of “New Legislation Targets Grooming, but What About DPI Enforcement?”
Published by the MacIver Institute on February 25, 2026 | By Rebecca Draeger

Full Article found here: <https://www.maciverinstitute.com/perspectives/new-legislation-targets-grooming,-but-what-about-dpi-enforcement>

· Summary of “Texas Education Agency Names New Inspector General as Educator Misconduct Reports Surge”
By Amelia Mugavero | CBS Texas | February 19, 2026

Full Article found here: <https://www.cbsnews.com/texas/news/texas-education-agency-names-new-inspector-general-as-educator-misconduct-reports-surge/>

Articles on Grooming and sexual misconduct:

· Educator Sexual Misconduct: A synthesis of Existing Literature, 2004, published by the US Department of Education,
Link: <file:///C:/Users/EU01019567/OneDrive%20-%20State%20of%20Minnesota%20-%20MN365/OIG%20Leadership%20Folder/Legislation/2026%20Legislation/Fiscal%20Note%20reviews/HF3489-1A%20SQL,%20Grooming/ED483143.pdf>

· <https://www.sciencedirect.com/science/article/pii/S0145213422005324>

· <https://www.sciencedirect.com/science/article/abs/pii/S0190740925000027>

· Office of Criminal Justice Programs: <https://www.ojp.gov/pdffiles1/nij/grants/252484.pdf>

· Caseload and Workload Management Child Welfare Information Gateway:
https://www.govinfo.gov/content/pkg/GOVPUB-HE23_1200-PURL-gpo8206/pdf/GOVPUB-HE23_1200-PURL-gpo8206.pdf

· Chicago Public Schools OIG Annual reports: <https://cpsoig.org/reports.html>

Agency Contact: Jennifer (JJ) Hoppenstedt (651) 582-8472

Agency Fiscal Note Coordinator Signature: Bettsey Hjelseth

Phone: 651-582-8242

Date: 4/17/2026 12:46:24 PM

Email: bettsey.hjelseth@state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Children, Youth and Families**

| 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 | | |
|-----------------------|----------------------|--------|--------|----------|--------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | | |
|--------------------------------------|----------|--------|--------|----------|--------|--------|
| | | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Alyssa Holterman Rosas **Date:** 4/10/2026 2:46:01 PM
Phone: 651-284-6439 **Email:** alyssa.holterman.rosas@lbo.mn.gov

Revised

State Cost (Savings) Calculation Details

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|--|--------|----------|--------|--------|----------|---|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 2 - Revenues, Transfers In* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

Bill Description

This description is based on the A3 amendment to the bill, as requested for the fiscal note.

Section 1 prohibits a school employee, contractor, or volunteer, with some limited exceptions, from being alone with a child during field trips. This has no impact on DCYF.

Section 2 adds grooming as a violation that disqualifies educators from being licensed. This has no impact on DCYF.

Section 3 requires local law enforcement to notify licensing boards when a teacher is charged with a number of specific crimes. This has no impact on DCYF.

Section 4 requires DCYF to develop a training module as part of mandated reporter training that applies specifically to professionals engaged in education. The training is to include the requirement to report allegations of maltreatment as well as addressing grooming and threatened sexual abuse. DCYF must consult with the Department of Education (MDE) in developing this guidance.

Sections 5-7 ensure that child protection screening check may include reports of alleged maltreatment that happened more than three years prior.

Section 8 defines the term "pattern" with regard to misconduct. This has no impact on DCYF.

Sections 9-10 create and define the new criminal offense of grooming. This has no impact on DCYF.

Amendment A1, included on this fiscal note, creates and defines an additional offense that specifically involves school employees/volunteers/contractors and students. This has no impact on DCYF.

Assumptions

DCYF assumes that the new training requirements in this bill would require curriculum and learning management system development by the Minnesota Child Welfare Training Academy (MNCWTA). It would include updating existing training with new definitions around grooming within mandated reporting as well as new module development. DCYF assumes that the adjustments to training would apply to training for all mandated reporters, not just that provided to educators. As this would require revisions to a current training program, these updates can be made as part of normal business and would not require any additional resources.

Existing Minnesota Child Maltreatment, Intake, Screening, and Response Path Guidelines, along with existing DCYF policy and practice, do not prohibit any screening processes from reviewing information from more than three years ago. DCYF therefore assumes that no changes will be required to these policies as a result of Sections 5-7 of this bill and there will therefore be no costs.

Revised

Expenditure and/or Revenue Formula

As explained above, DCYF anticipates no costs from this bill.

Long-Term Fiscal Considerations

N/A

Local Fiscal Impact

It is possible that this bill may require some policy changes for local entities, but DCYF is not in a position to know of any such impacts in detail. For one specific instance, the policy changes in sections 5-7 allow for background checks to include information from more than three-years prior. As noted in the assumptions section, DCYF currently does not prohibit this practice, but does not require it. It is feasible that local entities may change their practices and incur costs as a result of these provisions.

References/Sources

N/A

Agency Contact: Brian Hornbecker (651-539-8083)

Agency Fiscal Note Coordinator Signature: Marina Balleria

Phone: 651-272-6470

Date: 4/10/2026 1:33:37 PM

Email: marina.balleria@state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Corrections Dept**

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

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|-----------------------|----------------------|--------|--------|-----------|-----------|-----------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| General Fund | - | - | - | 13 | 35 | |
| Total | - | - | - | 13 | 35 | |
| Biennial Total | | | - | | | 48 |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|--------------------------------------|----------|--------|--------|-----------|-----------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| General Fund | - | - | - | .1 | .2 |
| Total | - | - | - | .1 | .2 |

LBO Analyst's Comment

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

LBO Signature: Jim Carlson **Date:** 3/24/2026 9:49:26 AM
Phone: 651-284-6540 **Email:** jim.carlson@lbo.mn.gov

Revised

State Cost (Savings) Calculation Details

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| Biennial Total | | | | - | | 48 |
| 2 - Revenues, Transfers In* | | | | | | |
| General Fund | - | - | - | - | - | - |
| Total | - | - | - | - | - | - |
| Biennial Total | | | | - | | - |

Bill Description

The bill creates new school safety rules, including a policy that adults on school field trips cannot be alone with students except in limited circumstances. It expands reporting requirements for schools and law enforcement when educators are investigated or charged with certain offenses. It requires new mandated-reporter training on identifying grooming. It clarifies that agencies can investigate older maltreatment reports. The bill also establishes a new criminal offense for grooming and increases penalties when school employees commit related crimes.

Assumptions

Prison bed costs are based on a marginal cost per diem of \$53.93 for FY26, \$55.64 for FY27, \$58.43 for FY 2028, and \$58.14 for FY 2029. This includes marginal costs for all facility, private and public bed rental, health care, and support costs.

The annual cost is estimated by multiplying the number of prison beds needed by the subsequent annual per diem. Unless otherwise noted, prison beds are phased in on a quarterly basis.

Prison bed impact for the increase in the offender population assumes 80 percent of the ongoing bed impact is personnel-related and the average salary per FTE is \$132,000 per year, including benefits.

Expenditure and/or Revenue Formula

The Minnesota Sentencing Guidelines Commission (MSGC) projects the need for 1 prison bed in fiscal year 2028 and 2 prison beds in fiscal year 2029 and every year thereafter.

Cost of Prison Beds

| Fiscal year | 2026 | 2027 | 2028 | 2029 |
|-------------------------------|------|------|------|------|
| Number of Prison Beds | 0 | 0 | 1 | 2 |
| Cost of Prison Beds (in 000s) | \$0 | \$0 | \$13 | \$35 |
| FTE | 0 | 0.0 | 0.1 | 0.2 |

Revised

Long-Term Fiscal Considerations

MSGC projects that this impact to state correctional resources would continue beyond the current budget horizon.

Local Fiscal Impact

MSGC projects that there may be a local government impact eventually due to this bill, but that it was not estimated.

References/Sources

MSGC

Department of Corrections staff

Agency Contact:

Agency Fiscal Note Coordinator Signature: Mark Besonen

Phone: 651-361-7200

Date: 3/23/2026 3:32:28 PM

Email: mark.besonen@state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Health Dept**

| State Fiscal Impact | Yes | No |
|---------------------------|-----|----|
| Expenditures | | X |
| Fee/Departmental Earnings | | X |
| Tax Revenue | | X |
| Information Technology | | X |
| | | |
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| Total | - | - | - | - | - | - |
| Biennial Total | | | | - | | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | | |
|--------------------------------------|----------|--------|--------|----------|--------|--------|
| | | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Zac Reeves **Date:** 4/2/2026 10:41:55 AM
Phone: 651-284-6437 **Email:** zac.reeves@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 | | Biennium | | | Biennium | |
|--|--------|----------|--------|--------|----------|---|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 2 - Revenues, Transfers In* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

Bill Description

The bill establishes field trip policies and the criminal offense of grooming.

Assumptions

The Minnesota Department of Health (MDH) assumes that the impact of the newly established offense of grooming would be managed by DPS and DOC.

MDH assumes that establishing training and new policies for field trips will be managed and led by DCYF and MDE.

MDH can participate within our role of sexual violence prevention and human trafficking technical assistance. Any fiscal impact to the department, as part of this bill's implementation, will be de minimus.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

Local Fiscal Impact

MDH assumes that the ability to investigate allegations of maltreatment that occurred more than three years prior to the date of the maltreatment report will have a negligible fiscal effect.

References/Sources

Agency Contact:

Agency Fiscal Note Coordinator Signature: Brendan Wright

Date: 4/2/2026 10:15:58 AM

Phone: 651-443-1415

Email: brendan.wright@state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Human Services 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 | | |
|-----------------------|----------------------|--------|--------|----------|--------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | | |
|--------------------------------------|----------------------|--------|--------|----------|--------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Kate Schiller **Date:** 3/26/2026 11:15:45 AM
Phone: 651-296-6052 **Email:** kate.schiller@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 | | Biennium | | | Biennium | |
|--|-----------------------|----------|--------|--------|----------|--------|
| Dollars in Thousands | | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| | Total | - | - | - | - | - |
| | Biennial Total | | | - | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | | |
| | Total | - | - | - | - | - |
| | Biennial Total | | | - | | - |
| 2 - Revenues, Transfers In* | | | | | | |
| | Total | - | - | - | - | - |
| | Biennial Total | | | - | | - |

Bill Description

This is an education policy bill that establishes new guidelines for school field trip conduct, reports to licensing boards and creates the criminal offense of grooming.

Assumptions

As written, there are no additional FTEs or associated administrative costs required for the Department of Human Services regarding the creation of school field trip conduct policy, reports of criminal charges to licensing boards, and establishing the offense of grooming.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

Local Fiscal Impact

References/Sources

Agency Contact:

Agency Fiscal Note Coordinator Signature: Chris Zempel

Phone: 651-247-3698

Date: 3/25/2026 8:57:39 AM

Email: christopher.zempel@state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Metropolitan Council**

| 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 | |
|-----------------------------|----------|--------|--------|----------|--------|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|---|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Laura Cecko **Date:** 3/23/2026 11:53:13 AM
Phone: 651-284-6543 **Email:** laura.cecko@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 Dollars in Thousands | Biennium | | | Biennium | |
|--|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |
| 2 - Revenues, Transfers In* | | | | | |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |

Bill Description

Section 1 establishes a new policy prohibiting a school employee, contractor, or volunteer from being alone with a student during a field trip, including overnight trips, effective July 1, 2026.

Section 2 amends teacher licensing law to include the new criminal offense of grooming among the offenses that require automatic denial, suspension, or revocation of a teaching license upon conviction.

Section 3 expands mandatory reporting requirements so that schools must report certain teacher disciplinary actions or resignations to licensing boards, and it requires licensing boards and law enforcement to notify each other when educators are charged with or disciplined for certain offenses involving minors.

Section 4 requires the Minnesota Department of Education to develop training for mandatory reporters that includes identifying and reporting grooming and threatened sexual abuse.

Section 5 clarifies that child protection screening guidelines cannot limit the investigation of maltreatment reports solely because the alleged conduct occurred more than three years before the report.

Section 6 clarifies that child protection agencies and law enforcement may investigate alleged maltreatment even if it occurred more than three years before it was reported.

Section 7 similarly ensures that investigations of alleged maltreatment in facilities are not restricted by a three-year limit.

Section 8 updates definitions in Minnesota's existing solicitation of children statute to support the creation of a new grooming offense.

Section 9 creates a new felony offense of grooming, defined as an adult engaging in a pattern of conduct intended to seduce, solicit, lure, or entice a child to participate in unlawful sexual conduct.

Section 10 establishes a specific felony offense when prohibited conduct, including grooming, is committed by a school employee, volunteer, or contractor who had access to the child through their role at a school.

Section 11 establishes the penalty for the new grooming-related offenses as a felony punishable by up to five years in prison, a fine of up to \$10,000, or both.

2E:

The amendment clarifies that a student being alone with a school employee must occur outside the presence of other persons, adds exceptions for students with IEPs/IFSPs/504 plans, emergencies, or parental consent, and requires the state to create by August 1, 2027 a mandated reporter training module for education professionals focused on recognizing and reporting grooming and maltreatment (including for students ages 1821 receiving services).

Revised

2A:

The amendment specifies that “grooming” is defined under existing statute (section 609.352, subdivision 2c) and adds a definition for “current or recent position of authority” by referencing section 609.341. It also creates a new felony offense for school employees, volunteers, or contractors who, while in a current or recent position of authority over a student, commit prohibited acts under subdivisions 22c against a minor under 18 when they are more than 36 months older than the child.

Assumptions

This bill was reviewed and will have no fiscal impact on the Metropolitan Council and/or the Metro Transit Police Department.

Expenditure and/or Revenue Formula

This bill was reviewed and will have no fiscal impact on the Metropolitan Council and/or the Metro Transit Police Department.

Long-Term Fiscal Considerations

N/A

Local Fiscal Impact

N/A

References/Sources

Kristin Prescott (612) 373-6812

Agency Contact: Kristin Prescott (612) 373-6812

Agency Fiscal Note Coordinator Signature: Stewart McMullan

Phone: 651-602-1374

Date: 3/23/2026 11:37:00 AM

Email: stewart.mcmullan@metc.state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Prof Educator Licensing Std Bd**

| 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 | |
|-----------------------------|----------|--------|--------|----------|--------|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |
| Biennial Total | | | | - | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|---|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Chloe Burns **Date:** 3/23/2026 3:54:34 PM
Phone: 651-297-1423 **Email:** chloe.burns@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 | | Biennium | | | Biennium | |
|--|--------|----------|--------|--------|----------|---|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 2 - Revenues, Transfers In* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

Bill Description

This amendment clarifies the use of the terms “grooming” and “current or recent position of authority.” Additionally, it adds a subdivision to Minnesota Statutes 609.352 that further defines the conditions of a felony for electronic solicitation of children. The amendment clarifies the definition of auto-revocation crimes, but does not significantly impact PELSB operations.

Assumptions

This amendment simply clarifies definitions of PELSB’s auto revocation offenses .It does not have a fiscal impact on investigations.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

Local Fiscal Impact

References/Sources

Agency Contact:

Agency Fiscal Note Coordinator Signature: Yelena Bailey

Phone: 651-539-4196

Date: 3/23/2026 1:00:58 PM

Email: yelena.bailey@state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Public Defense Board**

| 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 | | |
|-----------------------|----------------------|--------|--------|----------|--------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|--------------------------------------|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Susan Nelson **Date:** 3/23/2026 8:04:52 PM
Phone: 651-296-6054 **Email:** susan.nelson@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 | | Biennium | | | Biennium | |
|--|--------|----------|--------|--------|----------|---|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 2 - Revenues, Transfers In* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

Bill Description

The bill establish a field trip policy for schools and creates the crime of grooming. Grooming being defined as a person 18 years of age or older who knowingly engages in a pattern of conduct that seduces or attempts to , solicit, lure, or entice, a child to engage or participate in unlawful sexual conduct. The penalty is a five year felony.

Assumptions

There is not enough information to determine an impact of this bill.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

Local Fiscal Impact

References/Sources

Agency Contact:

Agency Fiscal Note Coordinator Signature: Kevin Kajer

Phone: 612-279-3508

Date: 3/18/2026 3:02:55 PM

Email: Kevin.kajer@pubdef.state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Sentencing Guidelines Comm**

| State Fiscal Impact | Yes | No |
|---------------------------|--------------------------|-------------------------------------|
| Expenditures | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Fee/Departmental Earnings | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Tax Revenue | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Information Technology | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Local Fiscal Impact | | |
| | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

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 | |
|-----------------------------|----------|--------|--------|----------|--------|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|---|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Jim Carlson **Date:** 3/20/2026 1:31:25 PM
Phone: 651-284-6540 **Email:** jim.carlson@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 Dollars in Thousands | Biennium | | | Biennium | |
|--|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |
| 2 - Revenues, Transfers In* | | | | | |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |

Bill Description

MSGC makes no assumptions about the impact of Article 2.

It is assumed that due to the COVID-19 health pandemic, the cases sentenced in 2020 and 2021 are not necessarily fair approximations of cases sentenced in the future.

Creating Minn. Stat. § 12A.613, section 1 administratively prohibits a school employee, contractor, or volunteer from being alone with a student on a field trip, with exceptions: section 1 does not apply to a student with an individualized family service plan, an individualized education program, or a 504 plan.

Amending Minn. Stat. § 122A.20, sections 2 and 3 add the crime of grooming, established in section 9, to the list of crimes that, upon conviction, disqualify a teacher or candidate from licensure; and require law enforcement to notify the appropriate licensing board upon a teacher's conviction of a listed offense.

Amending Minn. Stat. § 260E.065, section 4 mandates that by August 1, 2027, the Commissioner of Children, Youth, and Families develop a training module as part of the Commissioner's training to mandatory reporters to include a role for the Department of Education, and to include the topics of adult high school students and of grooming and threatened sexual abuse.

Amending Minn. Stat. §§ 260E.15, 260E.20, & 260E.28, sections 5, 6, & 7 clarify that alleged maltreatment of a minor is not outside the scope of a maltreatment investigation solely because the alleged maltreatment occurred more than three years prior to the date of the maltreatment report.

Amending Minn. Stat. § 609.352, sections 8, 9, 10, & 11 establish two new felony crimes, each with the same 5 year/\$10,000 maximum penalty applicable to the existing crimes of soliciting a child under age 16 to engage in sexual conduct (subd. 2) and electronic solicitation of children under age 16 (subd. 2a). The crime of grooming (new subd. 2c) is committed by an adult who knowingly engages in two or more instances of conduct that either (1) seduces, solicits, lures, or entices a child under age 16 to engage or participate in unlawful sexual conduct for the purpose of someone's sexual gratification or arousal; or (2) attempts to do the same. A new subd. 2d ("school violations; positions of authority") applies subd. 2, 2a, or 2c to a child victim under age 18 if the actor is more than 36 months older than the child and in a current or recent position of authority over the child, as defined in Minn. Stat. § 609.341, as an employee, a volunteer, or an independent contractor of the public or nonpublic elementary or secondary school where the child is or was enrolled.

Sections 1 and 3 are effective July 1, 2026.

Assumptions

The remainder of the bill is effective August 1, 2026.

Revised

No assumptions are made regarding the impact of sections 1 through 7.

It is assumed that due to the COVID-19 health pandemic, the cases sentenced in 2020 and 2021 are not necessarily fair approximations of cases sentenced in the future.

One of the responsibilities of the Commission is to assign severity-level (SL) rankings to new felony offenses passed by the Legislature. The Commission bases its decisions, in part, on the level of harm caused and the culpability of the person. The statutory maximum is also considered.

With respect to ranking the new crime created by section 9 (subd. 2c, grooming), as the new crime shares a statutory maximum with and is of a similar nature to the existing crimes of soliciting a child under age 16 to engage in sexual conduct (subd. 2) and electronic solicitation of children under age 16 (subd. 2a), it is assumed that the Commission will rank grooming identically, at SL G.

With respect to the impact of section 9 (subd. 2c, grooming), it is assumed that much grooming behavior is already encompassed by the existing subds. 2 (soliciting a child under age 16 to engage in sexual conduct) and 2a (electronic solicitation of children under age 16), and most particularly the former provision (subd. 2). Subd. 2 and new subd. 2c differ in five ways:

First, subd. 2 requires the adult to solicit (i.e., to command, entreat, or attempt to persuade) the child, while subd. 2c requires the adult to seduce, solicit, lure, or entice the child, or attempt to seduce, solicit, lure, or entice the child. While there is quite a bit of overlap between these requirements, subd. 2c is assumed to include some nonverbal acts of grooming, which is likely not true of subd. 2 (although, in the electronic context, subd. 2a does include some specific nonverbal acts). This difference makes subd. 2c somewhat broader than subd. 2.

Second, subd. 2c requires a pattern (defined as two or more instances of conduct) of grooming, while subd. 2 may be violated in one act of solicitation. This makes subd. 2c somewhat narrower than subd. 2.

Third, subd. 2c requires the sexual contact in question to be unlawful, while subd. 2 does not. This difference, it is assumed, makes the law inapplicable to some 18-year-old adults who would not be more than 36 months older than some 15-year-old children, depending on the respective dates of birth (assuming no position of authority, no significant relationship, etc.; see, e.g., Minn. Stat. § 609.344, subd. 1a(b)). This difference makes subd. 2c somewhat narrower than subd. 2.

Fourth, subd. 2 applies both to children under age 16 and people reasonably believed to be children under age 16, while subd. 2c applies only to children under age 16. This difference makes subd. 2c somewhat narrower than subd. 2.

Fifth, subd. 2 requires proof of the adult's intent to engage in sexual conduct with the victim, while subd. 2c requires only that the intended purpose of the victim's unlawful sexual conduct be for sexual gratification of any person; the adult's direct participation in the unlawful sexual conduct is not necessarily required. This difference makes subd. 2c somewhat broader than subd. 2.

Taking all these differences into account, it is assumed that there will be some behavior encompassed by new subd. 2c (grooming) that is not presently encompassed by existing subd. 2 or 2a, and that section 9 will cause some increase in the number of felony convictions above the existing number of felony convictions under subds. 2 and 2a combined. The extent of that increase is not known. A 25-percent increase is assumed.

From 2015 through 2024, there were 566 sentences for violations of Minn. Stat. § 609.352, or an average of 57 sentences per year. Based on the previous assumptions, the new subd. 2c will result in an additional 14 sentences per year ($57 \times 25\%$). The existing § 609.352 offenses (subds. 2 and 2a) require eight estimated prison beds ($(1,394 \text{ total pronounced months of } \S 609.352 \text{ executed prison sentences from } 2015\text{--}2024 \times 2/3 \text{ term of imprisonment} \div 12 \text{ months per year} \div 10 \text{ years})$). Assuming similar imprisonment patterns for subd. 2c in the future, and applying the assumed 25-percent increase, subd. 2c will require two estimated prison beds ($7.7 \times 25\%$).

With respect to ranking the new crime created by section 10 (subd. 2d, school violations, position of authority), it is assumed that the intended and actual effect of new subd. 2d is to expand the protections of subds. 2, 2a, and 2c to 16-

Revised

and 17-year-old victims to whom the adult perpetrator, more than 36 months older than the victim, gained a position of authority over the victim through the perpetrator's work at the child's school. It is assumed that the Commission will regard violations of subds. 2, 2a, and new 2c to be no less serious, even if committed against children older than 15 years, if committed by an adult more than 36 months older than the child with a position of authority over the child through work at the child's school, and will therefore also rank violations of subd. 2d (school violations) at SL G.

With respect to the impact of section 10, it is assumed that new subd. 2d will cause subds. 2, 2a, and 2c to encompass some cases involving 16- and 17-year-old victims that are not now encompassed by those subdivisions.

The extent of that increase is not known. In 2021, in the context of criminal sexual conduct, the Legislature created the term "prohibited occupational relationship." One of the definitions of "prohibited occupational relationship," Minn. Stat. § 609.341, subd. 24(ix), pertains to teacher/student relationships. If the definition is met, it is a crime for a teacher to engage in sexual conduct with a high school student. If the high school student is a minor, such sexual conduct would violate Minn. Stat. § 609.344, subd. 1a(i), or 609.345, subd. 1a(i). It is assumed that such cases are analogous to the increase caused by section 10. For comparison, it is assumed that existing criminal sexual conduct cases involving victims under age 16 (but not involving a position of authority, a significant relationship, a prohibited occupational relationship, force, coercion, etc.) are analogous to the existing offenses under Minn. Stat. § 609.352, subds. 2 and 2a, plus the assumed number of offenses caused by 2c. Those cases are violations of Minn. Stat. §§ 609.342, subd. 1a(e), 609.343, subd. 1a(e), 609.344, subd. 1a(a). Because it could not be determined how many cases under 609.345, subd. 1a(b), involved a position of authority, this statute was excluded from the analysis.

Limited to cases with offense dates after September 14, 2021, there were, between 2021 and 2024, two cases sentenced for violations of Minn. Stat. §§ 609.344, subd. 1a(i), and 609.345, subd. 1a(i). MSGC staff examined these complaints and found that one case (50%) involved the "prohibited occupational relationship" definition involving the relationship between secondary school students and teachers or other staff. It is therefore assumed that 50 percent of the two cases, or one case, involved secondary school students and teachers or other staff.

Limited to cases with offense dates after September 14, 2021, there were, between 2021 and 2024, 150 cases sentenced for violations of Minn. Stat. §§ 609.342, subd. 1a(e), 609.343, subd. 1a(e), and 609.344, subd. 1a(a).

Because one is 0.67 percent of 150 ($1 \div 150 = 0.67\%$), it is assumed that section 10 will cause an increase in cases equal to 0.67 percent of number of existing sentences under subds. 2 and 2a, plus the assumed number of new offenses caused by the creation of subd. 2c.

As previously noted, there are 57 annual sentences for subds. 2 and 2a now, plus an assumed 14 annual sentences for new subd. 2c. It is therefore assumed that section 10 will cause less than one new sentence annually ($(57 + 14) \times 0.67\% = 0.48$). It is further assumed that section 10 will require minimal new prison beds ($(7.7 \text{ est. prison beds for subds. 2 \& 2a} + 2 \text{ est. prison beds for new subd. 2c}) \times 0.67\% = 0.064$), assuming that sentences caused by subd. 2d will follow imprisonment patterns similar to existing § 609.352 offenses.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

Based on the assumptions above, there will be the need for two additional prison beds. Assuming one year for implementation, it is estimated that one bed will be needed in FY2028, and two beds will be needed in FY2029 and every year thereafter.

Local Fiscal Impact

There may be an increased need for felony probation and local jail usage statewide as a result of this bill, the extent to which was not estimated.

References/Sources

MSGC sentencing data, 2015 to 2024.

Revised

Agency Contact:

Agency Fiscal Note Coordinator Signature: Jill Payne

Phone: 651-757-1725

Date: 3/20/2026 7:29:23 AM

Email: jill.payne@state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **Supreme Court**

| 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 | | |
|-----------------------|----------------------|--------|--------|----------|--------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | | |
|--------------------------------------|----------------------|--------|--------|----------|--------|--------|
| | Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Susan Nelson **Date:** 3/23/2026 8:02:09 PM
Phone: 651-296-6054 **Email:** susan.nelson@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 Dollars in Thousands | Biennium | | | Biennium | |
|--|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |
| 2 - Revenues, Transfers In* | | | | | |
| Total | - | - | - | - | - |
| Biennial Total | | | - | | - |

Bill Description

HF3489-2A ("the bill") makes changes relating to educator training, licensing, reporting, and investigations; the bill also creates new criminal offenses related to grooming.

The bill creates a new statute, 121A.613, prohibiting school employees, independent contractors, and volunteers from being alone with a student during a field trip, including overnight field trips, except: (1) when the student has an individual plan in place documenting a need for the student to be alone with an employee, independent contractor, or volunteer; (2) in an emergency to address health or safety; or (3) with parental consent. The bill modifies Minn. Stat. § 122A.20, subd. 1 to include the new grooming offenses among the listed offenses for which a conviction triggers license consequences, and under subdivision 2 requires law enforcement agencies to notify the appropriate licensing entity when a teacher is criminally charged with one of the listed offenses or an offense that requires registration as a predatory offender.

The bill modifies several provisions within chapter 260E (Reporting of Maltreatment of Minors) by allowing screenings and investigation of alleged maltreatment that occurred more than three years prior to reporting and requiring that the commissioner of education develop training for mandated reporters.

The bill modifies Minn. Stat. § 609.352 by creating two new felony offenses and adding language to the definition section related to those new offenses.

In a new subdivision 2c, the bill prohibits grooming which is defined as "engag[ing] in a pattern of conduct that seduces, solicits, lures, or entices, or attempts to seduce, solicit, lure, or entice, a child to engage or participate in unlawful sexual conduct that is for the purpose of sexual gratification or arousal of the victim, the accused, or another individual[.]"

In a new subdivision 2d, the bill prohibits any of the acts in Minn. Stat. § 609.352, subd 2 through 2c by a person while in a current or recent position of authority over a child as an employee, volunteer, or independent contractor at the child's school if: (1) the child is less than 18 years old; and (2) the person is more than 36 months older than the child.

Assumptions

It is assumed that case filings may increase because the bill creates new felony offenses and requires additional training and education that could increase awareness and mandated reporting. It is also assumed that much of the conduct prohibited under the provisions of the bill is already prohibited under the existing provisions of Minn. Stat. § 609.352. It is assumed that, in many instances, alleged violations of the provisions of this bill will be filed as additional charges in cases that would already be brought before the court under existing criminal statutes, rather than representing a true increase in cases filed with the court.

It is assumed that case filings under Minn. Stat. § 609.352 may increase by between 5 and 10% as a result of this bill. Even if case filings under Minn. Stat. § 609.352 increase by 25%, this bill is not expected to have a significant fiscal impact

Revised

on the judicial branch.

Expenditure and/or Revenue Formula

Based on five years of judicial branch charging data (2021-2025), there were 994 charges filed under Minn. Stat. § 609.352, or an annual average of 199 charges. ($994 / 5 = 198.8$). A 5-10% increase in charges filed under Minn. Stat. § 609.352 due to the provisions of this bill would amount to an additional 10-20 charges annually.

If each charge represented a separate criminal case and filings increased by 25%, the result would be 50 additional felony cases annually ($199 * .25 = 49.75$). Judicial branch data used to measure judge and staff time to process various case types show that an additional 50 felony cases of this type would not require an additional judge or staff person statewide. Thus, the bill is not anticipated to have a significant fiscal impact on the judicial branch.

Long-Term Fiscal Considerations

None.

Local Fiscal Impact

References/Sources

Agency Contact:

Agency Fiscal Note Coordinator Signature: Anna Borgerding

Phone: 651-297-7579

Date: 3/23/2026 2:05:38 PM

Email: anna.borgerding@courts.state.mn.us

Revised

Fiscal Note

2025-2026 Legislative Session

HF3489 - 2A - Field Trip Policy and Grooming Offense Established

Chief Author: **Peggy Bennett**
 Committee: **Education Finance**
 Date Completed: **4/17/2026 12:51:30 PM**
 Agency: **University Of Minnesota**

| 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 | |
|-----------------------------|----------|--------|--------|----------|--------|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |
| Biennial Total | | | | - | - |

| Full Time Equivalent Positions (FTE) | Biennium | | | Biennium | |
|---|----------|--------|--------|----------|--------|
| | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 |
| Total | - | - | - | - | - |

LBO Analyst's Comment

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

LBO Signature: Adam Bolling **Date:** 3/25/2026 4:51:06 PM
Phone: 651-296-6053 **Email:** adam.bolling@lbo.mn.gov

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.

| State Cost (Savings) = 1-2 | | Biennium | | | Biennium | |
|--|--------|----------|--------|--------|----------|---|
| Dollars in Thousands | FY2025 | FY2026 | FY2027 | FY2028 | FY2029 | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 1 - Expenditures, Absorbed Costs*, Transfers Out* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |
| 2 - Revenues, Transfers In* | | | | | | |
| Total | - | - | - | - | - | - |
| Biennial Total | | | - | | | - |

Bill Description

The bill requires law enforcement to notify a licensing board when a teacher is charged with certain crimes.

Assumptions

The University has reviewed this bill and does not anticipate a fiscal impact.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

Local Fiscal Impact

References/Sources

Shannon McGoffin, Support Services Director, University of Minnesota Department of Public Safety

Agency Contact: Keeya Steel

Agency Fiscal Note Coordinator Signature: Keeya Steel

Date: 3/25/2026 8:29:52 AM

Phone: 612-625-5512

Email: keeya@umn.edu