



Safe at Home

Minnesota's Address Confidentiality Services

ANNUAL REPORT TO THE LEGISLATURE JANUARY 2026

Reporting Period: January 1, 2025 - December 31, 2025



Office of the Minnesota
Secretary of State
Steve Simon

Cost of Report Preparation

The total cost for the Office of the Secretary of State to prepare this report was approximately \$2,194.13. Most of these costs involved staff time to analyze data and prepare the written report. Incidental costs include paper, copying, and other office supplies.

Estimated costs are provided in accordance with Minnesota Statutes, section 3.197, requiring the cost for preparing a report to be provided at the beginning of a report to the legislature.

Safe at Home Overview

Safe at Home is the address confidentiality services division of the Office of the Minnesota Secretary of State. Services are available to survivors of domestic violence, sexual assault, stalking, and those who otherwise fear for their safety, including people with professional safety concerns. The most common reason for enrollment is domestic violence.

Participants in Safe at Home are assigned a designated address (a PO Box in Saint Paul) that can legally be used for all interactions with others. The designated address allows the participant to go about their daily life without disclosing their actual home, employment, or school address. All private and public entities in the state of Minnesota must accept the Safe at Home address as a participant's actual address per Minnesota Statutes, section 5B.05(a).

Safe at Home receives participants' mail, forwards their First-Class Mail to them, helps them understand the use of their Safe at Home address, and assists them with their interactions with third parties should problems arise when giving the Safe at Home address to others. Staff also work with third party stakeholders, such as county offices, utility companies, banks, and schools, to ensure legal compliance and to make sure their business practices accommodate the safety needs of Safe at Home participants.

Participation and Total Served

Participation Numbers

Safe at Home continues to experience annual growth in participation. Since its inception in 2007, a net growth of individuals and households has occurred every year. Enrollment continues to climb.

The number of active Safe at Home participants is a fluid number, changing daily as people enter and exit Safe at Home. Table 1 shows the numbers of individual participants and households as of the last day of the past two calendar years.

Table 1: Individuals and Households Enrolled

	12/31/2024	12/31/2025
Number of Individual Participants	4,652	5,351
Number of Participant Households	2,170	2,490

Demographic Makeup

Historically, the demographic breakdown of Safe at Home participants has remained consistent.

Table 2: 2025 Demographic Breakdown

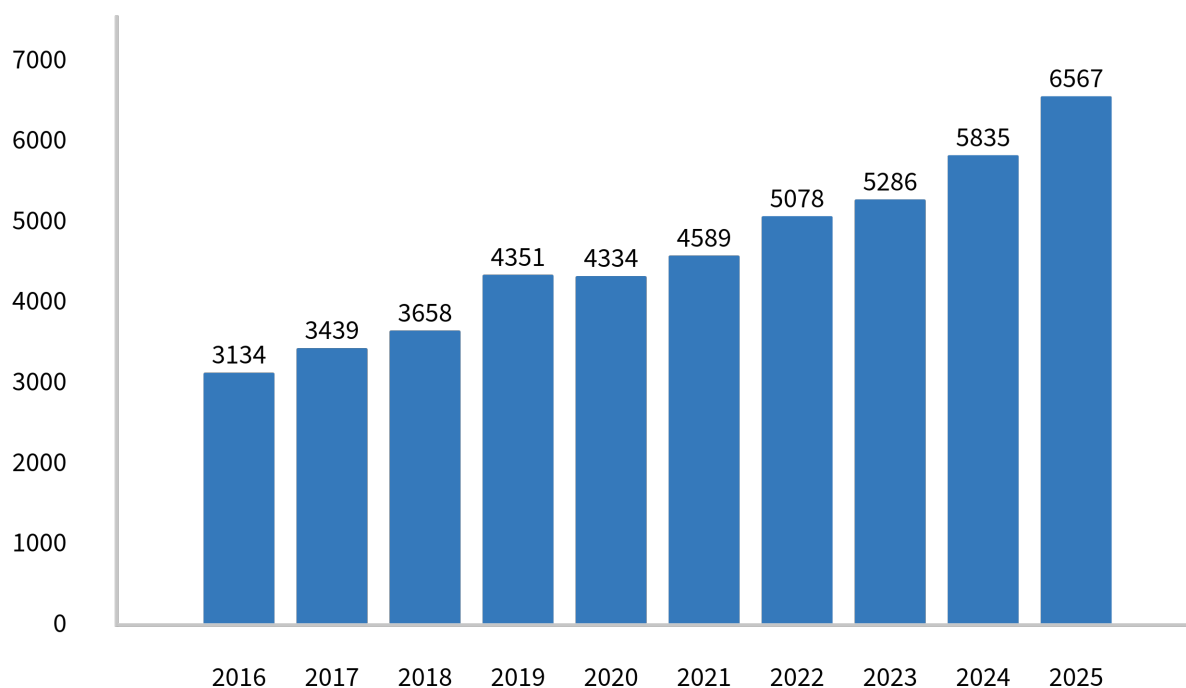
Female Adult	Male Adult	Unknown Gender Adult	Children
42.33%	7.34%	1.18%	49.15%

Participants and Applicants Served Annually

Most of the people Safe at Home serves are considered to have the state's most serious public safety threat or experience. Sometimes referred to as "the worst of the worst" situations, many applicants apply to Safe at Home as a last resort after exhausting other safety tactics that proved to be unsuccessful.

Since Safe at Home began in September of 2007, more than 7,100 separate Minnesota households have applied to utilize Safe at Home services to augment their safety efforts. On average, a household consists of 2.17 individuals. Many households have enrolled, been cancelled or withdrew, and then re-enrolled due to subsequent safety concerns. The number of Minnesotans served by Safe at Home has steadily increased each year. A person "served" is defined as someone who was either an active participant at some time during the calendar year or someone who applied for enrollment but failed to respond to subsequent requests for additional information required to certify their application. "Total Served" does not include other services Safe at Home provides to the public on a daily basis, such as in-depth discussions with victims who ultimately choose not to apply for enrollment, assistance provided to current Safe at Home participants, and discussions with third party stakeholders who need a better understanding of Safe at Home laws and how they should develop safe procedures for Safe at Home participants. Therefore, "Total Served" has a limited scope. In any given calendar year, the true number of individuals served broadly by all Safe at Home services greatly surpasses the "Total Served" number reported.

Graph 1 Shows the Annual Increase in Total Served Over the Past Decade



Applications Received

All Applications Received in 2025

There are four types of Safe at Home applications. The first type is a new application from someone who has never previously applied. The second type is a reinstatement from a former Safe at Home participant whose status became inactive because either they withdrew voluntarily or they were cancelled, and they wish to re-enroll. The third type is a renewal application from a current active Safe at Home participant who wishes to re-certify their participation for another four years. The fourth application type is called a Certificate of Continuance. This is received from an 18-year-old who still resides with the parent or guardian who enrolled them; by submitting the Certificate of Continuance Application they indicate they still reside with that person, still want to remain in Safe at Home, and indicate they understand it is now their legal responsibility, as the subject of their data, to communicate with the Safe at Home office directly and submit their own changes of information (address or otherwise).

Number of Applications by Type

Table 3 shows the number of each type of application received in 2025. With the exception of the Certificate of Continuance, an application is for a household. It often contains multiple people in a household who are requesting enrollment. The total number of applications received in 2025 increased by more than 13% compared to the previous year.

Table 3: Number of Applications by Type in 2025

New Applications	805
Renewal Applications	240
Reinstatement Applications	160
Certificate of Continuance Applications	59
Total	1,264

Renewals and Reinstatements

Safe at Home enrollment is valid for four years. At the end of four years, the participant is given the opportunity to renew their participation. The participant is sent a Renewal Application form that they complete and return to the Safe at Home office if they desire to continue their household's participation. There is no limit to how many times a household can renew its participation if eligibility criteria are met. There are people that have been enrolled in Safe at Home since it began almost two decades ago.

In 2025, 368 households reached the end of their four-year certification and were eligible to renew. More than 65% of those households submitted a Renewal Application before their certification expired, opting to continue their Safe at Home participation. 26 households that did not submit a Renewal Application in time and were consequently cancelled, promptly submitted a Reinstatement Application thereby choosing to continue their Safe at Home participation. Those households are calculated into a renewal rate of 73%.

Because participation in Safe at Home is completely voluntary, a participant may choose to withdraw at any time. Under certain circumstances, a person's Safe at Home participation may be involuntarily cancelled. The most common reason for cancellation is the participant's failure to update Safe at Home by providing their new physical address. In any case, a former participant may choose to re-apply if they meet eligibility criteria. This type of re-enrollment is called a "reinstatement."

Safe at Home recieved 240 Renewal Applications and 160 Reinstatement Apllications in 2025.

Certification of Continuance Applications

When an active participant reaches majority age (18 years old), they are required to formally indicate their desire to remain in Safe at Home. A form entitled Certification of Continuance is mailed to them. If the young adult continues to reside with the parent who enrolled them as a minor, the Safe at Home office must receive the completed form within 30 days of their 18th birthday in order to avoid cancellation. In 2025, 46% of young adults who were sent a Certification of Continuance form returned it, affirming they still resided with the parent who enrolled them as a minor, and that they wished to continue their Safe at Home participation.

If the young adult has moved out of their parent's home and the young adult desires to maintain their Safe at Home participation, they are required to meet with a Safe at Home Application Assistant, perform safety planning, and complete a Safe at Home application on their own behalf. This requirement is in the best interest of the participant's personal safety and is mandated per Minnesota Rules, part 8290.0600, subpart 3. In 2025, two 18-year-olds submitted separate applications on their own behalf in order to continue their Safe at Home participation. Those two applications are factored into the 2025 young adult continued participation rate of 48%. Separate submissions like this are less common. Most young adults who continue their program participation still reside with the parent who enrolled them.

Safe at Home recieved 59 Certication of Continuance Applications in 2025.

Application Assistants

Safe at Home is a successful private sector–government partnership that utilizes limited state resources to recruit, train, and monitor the application work of application assistants. Application assistants are victim advocates who are employed by community-based organizations throughout Minnesota. As of December 31, 2025, Safe at Home had partnerships with 100 different community-based organizations and 405 individual application assistants.

The role of the application assistant is vital. The Safe at Home Application Assistant meets one-on-one with a potential applicant to discuss their situation. The application assistant performs individualized safety planning with the potential applicant, and through that discussion, helps them determine whether applying to Safe at Home is an appropriate safety step for them to take.

To ensure enough application assistants are always available throughout the state, Safe at Home offers initial training sessions to victim advocates several times a year. After being accredited as a Safe at Home Application Assistant, continuing education is provided on an as-needed basis to teach application assistants about legislative changes, to train them about the unique safety needs of Safe at Home participants, and to keep skills up to date. Beyond this training and ongoing support, the community-based organizations and individual staff are not compensated by Safe at Home. In 2025, the Office of the Minnesota Secretary of State provided training to 235 victim advocates.

Table 4, Safe at Home Application Assistant Activity 2025, shows the number of application assistants accredited to assist with the Safe at Home application process as of December 31, 2025, as well as the number of victim advocates who were either initially trained to be partners or who were provided with continuing education during the 2025 calendar year.

Table 6: Application Assistant Activity 2025

Number of Application Assistants as of December 31, 2025	405
Note: Application assistants were employees of community-based organizations.	
Number of Application Assistants Who Were Provided Initial Training or Continued Education January 1, 2025 to December 31, 2025	235

Geographical Areas Served

The map shows the geographical coverage of counties and tribal governments served by community-based organizations where application assistants were able to assist victims with the application process as of December 31, 2025. As in years past, comprehensive state coverage continued. Every county and two tribal nations in Minnesota were served by at least one partnering community-based organization.



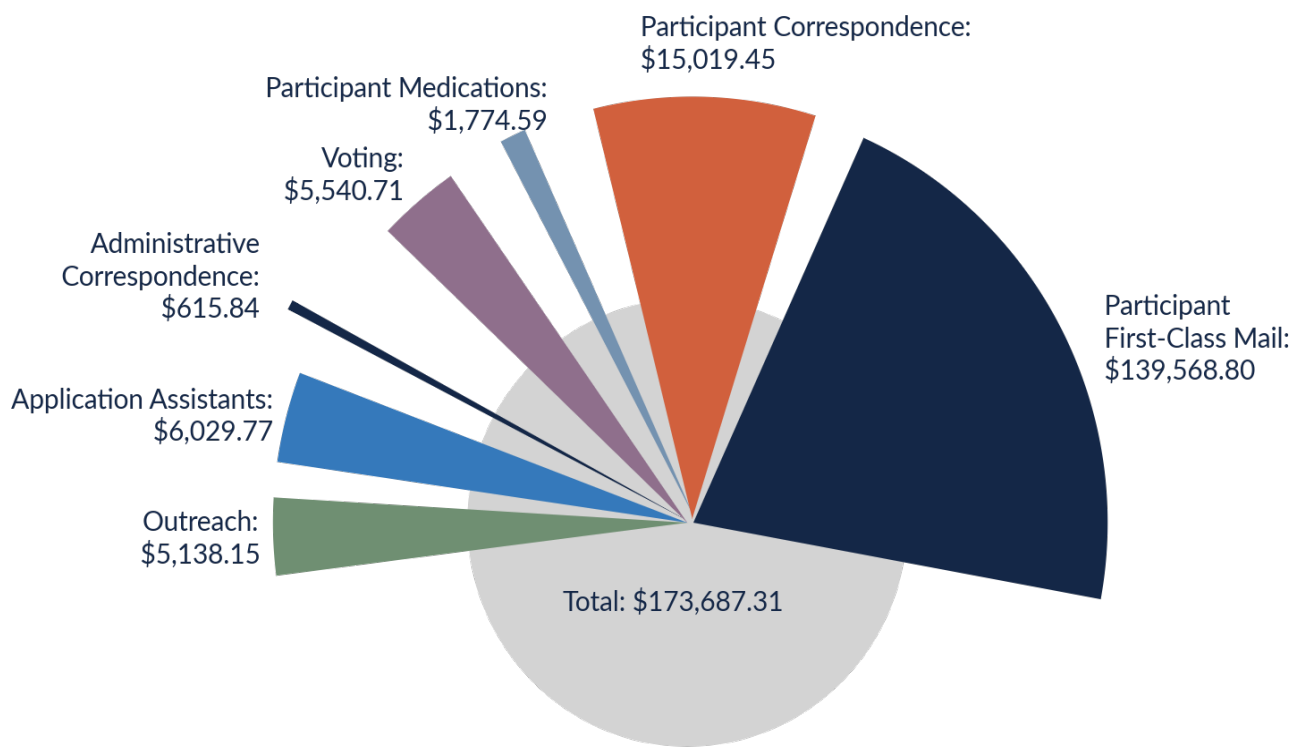
Every county in Minnesota, as well as the Mille Lacs and Leech Lake reservations, is served by a Safe at Home Application Assistant (as of December 31, 2025).

Postage Costs

In accordance with Minnesota Statutes, section 5B.05(a), when another party learns that someone is a Safe at Home participant, they are required to mail correspondence to the participant's Safe at Home address. As the agent to receive mail for all participants, the Office of the Minnesota Secretary of State pays for and manages the post office box where all Safe at Home mail is sent. Therefore, one of the main functions of the Safe at Home Division is to process all participant mail. The office is required to forward to participants their properly addressed First-Class Mail, identifiable non-refrigerated pharmaceuticals, and packages that are sent by a federal, state, or county government office. Other mail is either refused, returned to sender, or in cases of bulk advertisement or junk mail, shredded or recycled.

Each year, mail volume as well as postage expense continues to climb. In calendar year 2025, postage costs totaled \$173,687.31. The 13% increase from the previous year can be attributed to growth, an increase in outreach efforts, and cost increases set forth by the United States Postal Service.

Chart 1 shows the amount of money spent for the various categories of Safe at Home mail.



Yearly Statistics at a Glance

In 2024, the United States Postal Service (USPS) changed from implementing annual rate increases (with very few exceptions during the last 20 years) to biannual rate increases. The increases are part of the USPS's Delivering for America 10-year plan. Rate increases now occur in January and July. Some increases are expected to be higher than the average three percent experienced in the past. The exact type of increase is not known until shortly before the rate increase takes effect, which makes planning difficult. USPS rate increases directly impact Safe at Home outgoing mail, including but not limited to: pharmaceuticals (which are sent to a participant by Priority Mail), enrollment materials, absentee ballots and voting materials, and participants' personal First-Class Mail.

Table 7: 2025 Yearly Statistics at a Glance

	2024	2025	Change from Previous Year
Number of active participants as of December 31, 2025	4,652	5,351	+15%
Number of participating households as of December 31, 2025	2,170	2,490	+15%
Number of participants and applicants served	5,835	6,567	+13%
Number of applications received	1,117	1,264	+13%
Number of households that renewed their participation	75%	73%	-2%
Percentage of 18-year-olds who chose to remain in Safe at Home	51%	48%	-3%
Number of application assistants	384	405	+6%
Number of victim advocates trained	174	235	+35%
Postage costs	\$153,964	\$173,687	+13%

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