

ADVISORY COMMITTEE ON CAPITOL AREA SECURITY

Annual Report

January 15, 2026

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Introduction

As required by Minnesota Statutes, section 299E.04, the Advisory Committee on Capitol Area Security (Advisory Committee) provides advice and recommendations to the Governor and Legislature regarding security priorities, strategies for addressing these priorities, and recommendations for funding to implement the strategies. The Advisory Committee is required to submit a report to the Governor, Legislature, and Minnesota Supreme Court by January 15 of each year. The report provides a general assessment of the status of security in the Capitol Complex Area, describes implemented improvements, and recommends improvements for the future.

The Advisory Committee on Capitol Area Security (Advisory Committee) consists of six members appointed as follows:

- The Lieutenant Governor;
- Two Senators including one member from the majority party appointed by the Senate Majority Leader, and one member from the minority party appointed by the Senate Minority Leader;
- Two members of the House of Representatives including one member appointed by the Speaker of the House, and one member appointed by the Minority Leader; and
- The Chief Justice of the Minnesota Supreme Court or the designee of the Chief Justice.

These individuals served as 2025 Advisory Committee members:

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| • Lieutenant Governor Peggy Flanagan (Chair) | • Senator Bonnie Westlin |
| • Chief Justice Natalie Hudson | • Representative Kelly Moller |
| • Senator Warren Limmer | • Representative Jim Nash |

The Advisory Committee is required by law to meet quarterly to assess the status of security in the Capitol Complex Area. For this purpose, the Advisory Committee consults with the Commissioners of Public Safety (DPS) and Administration (Admin), the Executive Secretary of the Capitol Area Architectural and Planning Board, the Director of the Minnesota Historical Society, and the Sergeants-at-Arms of the Senate and House of Representatives. The law requires the Advisory Committee to seek additional advice from individuals with security development experience in a college or university environment, in the courts, and in a private Minnesota company.

In 2025, the Advisory Committee met on April 25, August 20, September 22, October 27, and November 21. The focus of these meetings was to review the role of ACCAS, receive updates from DPS, House, and Senate on safety and security initiatives, receive information regarding security at other state capitols from the National Conference of State Legislatures, and security information from the Axtell Group regarding their assessment of security in four buildings on the Minnesota State Capitol Complex.

Appendix A identifies the mission statement and guiding principles that the Advisory Committee follows. Appendix B identifies the committee's advisors.

General Overview of Security within the Capitol Complex Area

The Capitol Complex Area as defined by Minnesota Statute 15B.02 consists of 16 buildings and 25 parking facilities spread across 140 acres in the City of Saint Paul. The Capitol Complex Area reported crime rates are historically low as compared to adjacent areas of the city. Visible security deterrents including the presence of the Minnesota State Patrol and Capitol Security officers as well as physical security enhancements contribute to the lower crime rate. Although crime rates are lower, vulnerabilities are continually evaluated as are improvements for ensuring the safety and security of those who work in and visit the Capitol Complex Area.

The Department of Public Safety, through the State Patrol Capitol Security Section, provides security, law enforcement services, and emergency management direction for the Capitol Complex Area. Security resources on the Complex are deployed based on threat assessments, perceived vulnerabilities, and stakeholder input.

The Capitol Security Section's current complement consists of 68 civilian security officers/supervisors, 26 sworn state troopers/supervisors, one emergency manager, seven communications personnel and one explosives detecting K-9. At the conclusion of 2025, Capitol Security had staffing vacancies consisting of 10 state trooper and 7 security officer positions. There were 38 staffing vacancies at the end of 2024.

- The civilian security officers are assigned duties at fixed posts within select Capitol Complex Area buildings as well as foot and squad patrol duties.
- Minnesota state troopers are responsible for command and administration of the Capitol Security Section and law enforcement operations for the entire Capitol Complex Area.
- The emergency manager is responsible for coordinating emergency preparedness planning on the Capitol Complex. In addition, the emergency manager facilitates training, drills, and workshops to enhance the preparedness of employees on the Capitol Complex.
- The Communications Division of Capitol Security continuously monitors 377 emergency intercoms, 1,114 security cameras, 1,585 card readers, 7,286 fire system points, and 110,318 HVAC points. In addition, communications staff is responsible for dispatching law enforcement and security personnel to calls for assistance. In 2025, the State Patrol Communications Section assumed leadership and oversight of the Capitol Security dispatch center. A radio communications supervisor and radio communications operators are now supplementing the security and communications system monitors in the dispatch center.
- Also in 2025, there was a restructuring and addition to Capitol Security leadership. A second captain position was created to specifically address legislative affairs, separating that role from operational leadership. Another lieutenant position was added to increase supervisory engagement with field personnel and reduce the span of control. Furthermore, shift times and obligations for security personnel were reviewed with adjustments made in those areas to better provide enhanced visibility, coverage and accountability.
- Along with the addition of sworn and non-sworn security personnel over the past year, specialty positions were also added that included a full-time threat investigator. A threat matrix guideline was also published in order to clearly outline action plans if one is received. Since security is the responsibility of all those who visit and work on the state capitol complex, increased training sessions, response exercises, and information dissemination has taken place with all tenants.

Recent Improvements in Security

The Department of Public Safety and the Department of Administration continue to collaboratively focus on public safety initiatives and security improvements for the Capitol Complex Area.

In the 2025 legislative session, \$2 million in general obligation bonds were appropriated to the Commissioner of Administration for Capitol Complex physical security upgrades. This brings the funding for the initiative over the past eight years to \$22.9 million. Despite the additional funding, there remains an unfunded need of \$41 million.

The architectural firm, Miller Dunwiddie, is the design firm for the Phase II upgrades, and the construction is overseen by the firm JE Dunn. Both firms were part of the execution team for Phase I and were brought on for Phase II to ensure continuity and to limit exposure of the security plans for the Capitol Complex.

Physical security improvements made over the last year include the installation of security kiosks at the Minnesota History Center and Veterans Service Building and perimeter improvements of gate arms, bollards, and cabling around the Administration, Judicial Center, and Veterans Service buildings.

Additional work that is in progress include a door hardware project that installs crash bars and removes electromagnetic locks on all seven main building entrances to the Capitol on the ground and first floors, installation of two security kiosks at the Minnesota Senate Building, and installation of 60 new cameras and seven replacement cameras across the complex.

All Capitol Complex card readers are now capable of reading encrypted badges, which is more secure due to the difficulty of duplicating. The readers accept both encrypted and non-encrypted badges so there has been no interruption of service. For the past year, all new badges issued by Capitol Security have been encrypted. Capitol Security is in the process of converting older badges to encrypted. Once complete, Capitol Complex card readers will be programmed to accept encrypted badges only.

Restrictions placed on the number of public entrances to the Capitol from 14 to four doors open during business hours assisted with reducing areas to actively monitor and increased security visibility. This also allows for increased security checks on other doors and also the ability to conduct additional alarm audits throughout the complex.

Improvements to security for any type of environment should be all-encompassing and continually adjusted to meet current expectations and that is the approach being taken at the State Capitol Complex. This includes general building hardening and specialty equipment, the leveraging of various forms of technology, improving overall communications programs, and investing in all personnel who are responsible for any aspect of security. Therefore, numerous specific adjustments and improvements to security measures within the State Capitol Complex directly associated with these four areas have been discussed during ACCAS meetings throughout the year. While not all-inclusive, some of the highlights include adding specialty staffing across all workgroups, establishing a protocol for reporting threats, acquiring various pieces equipment, and personnel training.

Continual review and improvements to equipment, technology, communications and employee expectations are a large part of the security solution for any environment, but since safety involves everyone who works and visits the state capitol, it does not stop there. Emergency response training sessions, additional information dissemination, and accountability measures by Capitol Security have also taken priority.

House and Senate Sergeant at Arms Actions

The Sergeant at Arms Offices in both the House and Senate work daily to address safety and security. They also respond to members and staff regarding safety issues or concerns. The following work and actions were undertaken by the House and Senate Sergeants Offices in 2025:

House

- Implemented and updated emergency notification procedures.
- Created and implemented Committee Room Protocol: Chair procedures, response to disruptions and protocol for attendees.
- Meet weekly with State Patrol and Chief Clerk for information sharing.
- Progressed Front Desk security procedures, hired a full-time staff member for same.
- Expanded the session “soft security” (Gold Ties) detail to a pool of approx. 20, all required to have law enforcement backgrounds.
- Sergeant at Arms staff became self-certified instructors and expanded the training of Gold Ties to include CPR, AED and other skills.
- Purchased additional security equipment and software.
- Co-host training for staff with Senate and State Patrol.
- Added QR Code to key cards – providing immediate access to safety information.
- Successfully increased Everbridge mass notification system participation.
- Security Systems, apps and other safety measures provided to staff and members.
- Increased visual identification of staff.
- Increased communication with outside law enforcement agencies.
- Created process for members regarding threat assessment.
- Weekly update meeting with Admin, Capitol Security, Senate Sergeant at Arms and others.

Senate

- Hired additional staff with extensive security experience. New staff are trained to assist in safety and security.
- Weekly Senate Security meetings with Chiefs of Staff.
- Installed two security kiosks inside the Minnesota Senate Building.
- Began issuing encrypted key card ID badges to members and staff.
- Updated Emergency Procedure Flipbook and QR code stickers. Distributed to House, Senate, Legislative Coordinating Commission (LCC).
- Provide joint training with House and LCC.
- Implemented State Patrol’s threat matrix and reporting protocol.

Recommended Future Improvements

As members of the Advisory Committee on Capitol Area Security, we present the following recommendations to continue the enhancement of public safety and individual security in the Capitol Area:

The Advisory Committee on Capitol Area Security recommends that the Legislature continue to support its initiatives to enhance operational and physical security on the Capitol Complex. The physical security enhancements recently completed and currently funded represents roughly 36% of the total physical security funding need. This deficit has been exacerbated by inflation and the resultant increase in the cost for construction.

Therefore, the Committee recommends that the legislature authorize \$27.204 million in GO bonds and \$13.804 million from the general fund to cover the cost of work and construction inflation to complete all physical security upgrades to the Capitol Complex as identified in the Miller Dunwiddie study and predesign, and those identified by DPS and Admin.

The primary work elements of future projects include the installation of security kiosks, blast resistant film, door access controls, emergency call stations, security cameras and key card readers, lighting system upgrades, and construction of bollards and other security enhancements around critical infrastructure at various buildings on the Capitol Complex. It will also be used to update the emergency distributed antenna system utilized by first responders.

The Advisory Committee is also considering additional security improvements related to staffing, training, and equipment. These actions are necessary to improve safety and security for those who work on and visit the Capitol Complex.

The Advisory Committee on Capitol Area Security recommends the House and Senate adopt rules specifying the types and regularity of trauma-informed safety drills and trainings for legislators on the Minnesota State Capitol Complex. In creating these requirements, the Committee recommends the bodies require participation in these trainings for elected members and staff. Other entities within the complex, including the judicial and executive branches, should establish similar requirements.

The Advisory Committee on Capitol Area Security recommends that the House and Senate adopt rules at the beginning of each biennium that specify the conduct of members and the public in committee hearings. The Committee recommends these rules state the type of conduct that is expected and the type of conduct that is not allowed, for example disruptive behavior, video cameras, or signs. In addition, these committee decorum rules should specify how the rules will be enforced, give the committee chair the power to clear the committee room in case of disturbance, and direct the committee chair and members to seek the assistance of the Sergeant at Arms and Capitol Security and follow their directions and guidance accordingly.

The Committee also recommends that in all cases of potential criminal activity on the Capitol grounds, Minnesota State Patrol Capitol Security Division be the designated investigatory authority.

Recommendations from Minnesota State Capitol Complex Security Assessment Public Executive Summary

The Minnesota State Patrol hired a private security firm to assess the security of four buildings on the capitol complex. The final report's details, findings, and recommended improvements are summarized in a public executive summary, which covers eight categories. The Advisory Committee considered the suggested improvements from the report to provide the highest level of security on the capitol complex:

1. Access Control Screening and Visitor Management
2. Authorized Access Control and Credential Oversight
3. Internal Circulation and Zoning Controls
4. Perimeter and Exterior Grounds
5. Staffing Models, Post Orders, and Operational Readiness
6. Technology and System Integration
7. Emergency Preparedness
8. Protective Intelligence

APPENDIX A

Advisory Committee on Capitol Area Security Mission Statement

The Advisory Committee on Capitol Area Security is committed to ensuring the safety of the people, assets, process of government, and buildings within the Capitol Complex. To accomplish this, the Committee has adopted a layered, all-hazards approach that adheres to the following principles:

- The Capitol, Minnesota Senate, and State Office Buildings must remain open in both reality and perception. Security in these buildings must (1) ensure that processes of government remain accessible to all citizens, (2) ensure the safety of visitors and all participants in these processes, and (3) respect Cass Gilbert's vision for the Capitol building.
- Other buildings on the Capitol Complex, to the extent appropriate and feasible, should remain open. Appropriate security measures in these buildings must be in place to ensure the safety of state employees, military personnel, Minnesota citizens, and their data.
- The Capitol Complex Security Plan should be focused on long-term solutions and leverage a risk-based approach that adequately addresses identified risk areas and levels in each state building.
- The DPS team responsible for Capitol Security should have access to the resources it needs to ensure the safety of the Capitol Complex, the people who work there, and the citizens who visit in order to ensure continuity of state government operations.

APPENDIX B

Committee Advisors

Department of Administration

Commissioner Tamar Gronvall

Director of Facilities Management Kari Suchy

Department of Public Safety

Colonel Christina Bogojevic

Major Joe Dwyer

Captain Eric Roeske

Capitol Area Architectural and Planning Board

Executive Secretary Erik Cedarleaf Dahl

Minnesota Historical Society

Historic Site Manager Brian Pease

Director of Public Policy and Community Relations David Kelliher

Sergeant-at-Arms, Minnesota Senate

Sergeant-at-Arms Sven Lindquist

Sergeant-at-Arms, Minnesota House

Sergeant-at-Arms Lori Hodapp

Security Advisors – College or University

Jason Printz

Security Advisor – Courts

Jennifer Super

Private Minnesota Company

Andy Landon, Target Corporation

APPENDIX C

Draft Legislation

Capitol Complex - Physical Security Upgrades Phase III 41,008,000

For the continuation of the design, construction, and equipping required to upgrade the physical security elements and systems for the Capitol Mall and the buildings listed in this subdivision, their attached tunnel systems, their surrounding grounds, and parking facilities as identified in physical security studies conducted in 2017, 2022, and 2025. Upgrades include but are not limited to the installation of bollards, blast protection, infrastructure security screen walls, door access controls, emergency call stations, surveillance systems, security kiosks, lighting system upgrades, locking devices, and traffic and crowd control devices. This appropriation includes money for work associated with the following buildings and surrounding grounds: Administration, Ag/Health Lab, Andersen, BCA Maryland, Capitol, Capitol Complex Power Plant, Shops, and Parking Facilities, Centennial, Freeman, Governor's Residence, Judicial Center, Minnesota History Center, Stassen, Senate, and Veterans Service. Of this amount, \$13,804,000 is from the general fund to be used at the Retirement Systems building and for non-bondable security improvements in the buildings, facilities, and surrounding grounds noted above. Additionally, general fund dollars will be used on the Capitol Complex to update the emergency distributed antenna system utilized by first responders.