

# ADVISORY COMMITTEE ON CAPITOL AREA SECURITY

*Report*

January 15, 2017

# Advisory Committee on Capitol Area Security

## Annual Report

January 15, 2017

As required by Minnesota Statutes 2012, section 299E.04, the Advisory Committee on Capitol Area Security 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.

## Table of Contents

Introduction.....	4
General Overview of Security within the Capitol Complex Area .....	5
Recent Improvements in Security .....	7
Recommended Future Improvements .....	8
APPENDIX A.....	9
Advisory Committee on Capitol Area Security Mission Statement .....	9
APPENDIX B .....	10
Committee Advisors.....	10
APPENDIX C .....	11
Department of Administration Letter to the Committee Dated June 28, 2016 .....	11

## **Introduction**

There were no member changes for the Advisory Committee on Capitol Area Security in 2016. The Advisory Committee consists of six members, appointed as follows:

- (1) The Lieutenant Governor;
- (2) 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;
- (3) 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
- (4) The Chief Justice of the Minnesota Supreme Court or the designee of the Chief Justice.

These individuals served as 2016 Advisory Committee members:

- Lt. Governor Tina Smith (Chair)
- Chief Justice Lorie Gildea
- Senator Bill Ingebrigtsen
- Senator Scott Dibble
- Representative Dan Schoen
- Representative Jim Nash

The Advisory Committee is required by law to meet at least 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 and Administration, 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.

The Advisory Committee reports annually to the Governor, the chairs and ranking minority members of the Legislative committees with jurisdiction over the Capitol Area Architectural and Planning Board, the Department of Public Safety, and the Chief Justice of the Supreme Court. The report provides a general assessment of the status of security in the Capitol Complex Area, describes improvements implemented, and recommends future improvements.

In 2016, the Advisory Committee met on February 23, June 21, and September 20. The focus of these meetings was a review of previous initiatives and security assessment reports.

Appendix A contains the mission statement and identifies guiding principles which the Advisory Committee follows. During 2016, the Advisory Committee continued to seek input from state agencies and stakeholders. As required by statute, the Advisory Committee also solicited input from an individual with experience designing and implementing security for a public college or university campus, an individual with experience designating and implementing security for courts, and an individual with experience designating and implementing security for a private Minnesota company (See Appendix B).

## **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 Minnesota state troopers 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 for those who work in and visit the Capitol Complex Area.

The Department of Public Safety, through the State Patrol's 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 Building has reopened for the public and Legislature. However, minor interior and exterior restoration projects will continue.

The Capitol Security Section's full-staffing compliment consists of 58 civilian security officers, 12 state troopers, one emergency manager, seven communications personnel and one explosives detecting K-9.

- The civilian security officers are assigned duties at fixed posts within select Capitol Complex Area buildings as well as foot, bicycle, and squad patrol duties.
- The 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 91,849 alarm and automation points, 374 emergency intercoms and 762 security cameras. In addition, communications staff is responsible for dispatching law enforcement and security personnel to calls for assistance.

The Capitol Complex Security Upgrade Study recommendations were added to the governor's supplemental budget in 2016, as proposed in 2016 by the Advisory Committee. The estimated cost for the upgrades is \$26.2 million, comprised of \$18.5 million of bondable initiatives and \$7.7 million of General Fund initiatives. The Advisory Committee Chair also sent letters to Senate and House leadership, as well as investment and finance committee chairs, stating the importance of these security upgrades and requesting support for authorization and funding for all components. The Department of Administration also briefed the importance of the initiative to the House Capital Investment Committee and to the Senate Capitol Investment Committee Chair.

As a result of the lack of the passage of a bonding bill, the Department of Administration composed a letter in June to the Advisory Committee stating the cost impacts of delayed funding

for the initiative. The letter (see Appendix C) states in part, “if full funding for the recommended security improvements is delayed until the next scheduled bonding year (2018), total project costs will increase by 17 percent or \$4.5M, from \$26.2M to \$30.7M. Similarly, a one year delay will increase the costs by 8 percent or \$2.1M...”

As of the drafting of this report, the initiative remains unfunded. However, the Department of Administration has continued its efforts to complete the next step in the project execution process: the completion of a predesign for the project that will refine project scope and costs. The predesign for the initiative is in its final stages and will be presented to the Advisory Committee in 2017.

## **Recent Improvements in Security**

The Departments of Public Safety and Administration continue to focus on public safety initiatives and security improvements for the complex. The list below does not include all improvements and initiatives, but rather highlights some of the more significant efforts to improve security and public safety in the Capitol Complex Area.

- Execution of predesign for the recommended security enhancements from the 2015 Advisory Committee annual report.
- Ongoing threat identification training for new troopers and officers.
- Testing and evaluating a mass notification system for potential use on the Capitol Complex.
- Quarterly emergency management meetings with tenants/agencies.
- Monthly meetings with regional emergency management partners.
- Teaming with Minnesota Management and Budget to develop an enterprise-wide workplace violence program.
- Training of new officers in National Incident Management System (NIMS) modules ICS-100 and ICS-700, increasing officers' effectiveness in responding to natural and/or man-made emergency incidents.
- Continued collaboration on the design of security elements for the Capitol restoration project.
- Facilitated emergency preparedness training, drills and workshops to enhance the readiness of employees on the Capitol Complex.

Several new security enhancements will be in place with the reopening of the Capitol Building in January 2017 including additional card readers, increased security lighting and new traffic entry control devices that were installed as part of the Capitol restoration project.

## **Recommended Future Improvements**

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

### **RECOMMENDATIONS**

The Advisory Committee on Capitol Area Security recommends the Legislature fully fund the upgrade initiatives outlined in the Miller Dunwiddie Physical Security Study, including bondable and non-bondable costs, and include inflationary adjustments per the Department of Administration's June 28, 2016 letter to the Committee (Appendix C). The Committee further recommends this funding remain available until all work is completed.

## **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 and State Office Building 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 Capitol renovation must incorporate the latest Crime Prevention Through Environmental Design (CPTED) techniques while respecting Cass Gilbert's vision for the 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 Matt Massman  
Plant Management Director Chris Guevin

#### **Department of Public Safety**

Deputy Commissioner Mark Dunaski (retired June 2016)  
Lieutenant Colonel Rochelle Schrofer  
Major Bruce Brynell  
Captain Eric Roeske

#### **Capitol Area Architectural and Planning Board**

Executive Secretary Paul Mandell  
Principal Planning and Zoning Administrator Doug Borgland

#### **Minnesota Historical Society**

Historic Site Manager Brian Pease  
Director of Public Policy and Community Relations David Kelliher

#### **Sergeant-at-Arms, MN Senate**

Sergeant-at-Arms Sven Lindquist  
Assistant Sergeant-at-Arms Marilyn Hall

#### **Sergeant-at-Arms, MN House**

Sergeant-at-Arms Robert Meyerson

#### **Security Advisors – College or University**

Lieutenant Troy Buhta, U of M Police Department

#### **Security Advisor – Courts**

Director Steve Swensen, Center for Judicial and Executive Security (retired 2016)

#### **Private Minnesota Company**

John Shuman, Target Corporation (retired 2016)

## **APPENDIX C**

**Department of Administration Letter to the Committee Dated June 28, 2016  
(attached)**



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June 28, 2016

The Honorable Lieutenant Governor Tina Smith  
Chair, Advisory Committee on Capitol Area Security  
116 Veterans Service Building  
20 W 12th Street  
Saint Paul, MN 55155

Dear Lieutenant Governor Smith and Committee Members:

At the Committee's June 21, 2016 meeting, the Department of Administration was requested to provide an estimate of the costs associated with delaying implementation of Capitol Complex Physical Security Upgrades.

On February 23, 2016, the Committee recommended that the legislature appropriate \$26.2 million to complete a range of necessary physical security improvements to state-owned buildings in the Capitol complex (not including the Capitol building itself, for which improvements were funded through the restoration project). Further, Governor Dayton and Lt. Governor Smith recommended that those physical improvements be fully funded as part of the 2016 bonding bill.

If full funding for the recommended security improvements are delayed until the next scheduled bonding year (2018), total project costs will increase by 17 percent or \$4.5 million, from \$26.2 million to \$30.7 million. Similarly, a one-year delay will increase costs by 8 percent or \$2.1 million. For your information, we arrived at these estimates by using the midpoint inflation adjustment from "Building Projects Inflation Schedule" for December 2017, as set by Minnesota Management and Budget (MMB) in its 2016 budget instructions (attached). While these adjustments exceed general price inflation, they are very consistent with the current competitive construction market in the Twin Cities. Nonetheless, historically low financing rates continue to make this an opportune time for the State to address these critical infrastructure needs.

Nearly 9,000 state employees work in the buildings located on the Capitol complex. Further, nearly 300,000 public visit the Capitol complex each year, including those wanting to meet with legislators, or visit the Capitol building. Additionally, many state office buildings have members of the public entering and exiting the buildings on a regular basis to access public services. Examples include:

- Taxpayers and participants in administrative hearings at the Stassen building;
- Contractors attending bid openings at the Administration and Transportation Buildings;
- Veterans seeking assistance at the Veterans Services Building; and
- Attorneys and the public attending court at the Judicial Building.

Page Two  
June 28, 2016

The recommended security improvements are an essential first step to meeting the states responsibility to ensure safe and secure work places and public services. I look forward to continuing work with the Committee to make these much needed safety improvements a reality.

Respectfully,



Matthew Massman  
Commissioner

Encl: MMB Capital Budget Instructions: Building Projects Inflation Schedule

Cc: Chief Justice Lorie Gildea  
Representative Jim Nash  
Representative Dan Schoen  
Senator Scott Dibble  
Senator Bill Ingebrigtsen

### Building Projects Inflation Schedule

(Projected Rates For FY 2016 - 2017)

Midpoint of Construction	MMB MULTIPLIER	Midpoint of Construction	MMB MULTIPLIER
Jul-16	0.00%	Jan-20	28.37%
Aug-16	0.52%	Feb-20	27.13%
Sep-16	1.04%	Mar-20	27.90%
Oct-16	1.57%	Apr-20	28.67%
Nov-16	2.10%	May-20	29.45%
Dec-16	2.63%	Jun-20	30.23%
Jan-17	3.19%	Jul-20	31.02%
Feb-17	3.75%	Aug-20	31.81%
Mar-17	4.31%	Sep-20	32.61%
Apr-17	4.88%	Oct-20	33.41%
May-17	5.45%	Nov-20	34.22%
Jun-17	6.02%	Dec-20	35.03%
Jul-17	6.59%	Jan-21	35.87%
Aug-17	7.17%	Feb-21	36.72%
Sep-17	7.75%	Mar-21	37.57%
Oct-17	8.33%	Apr-21	38.43%
Nov-17	8.92%	May-21	39.30%
Dec-17	9.51%	Jun-21	40.17%
Jan-18	10.13%	Jul-21	41.05%
Feb-18	10.75%	Aug-21	41.93%
Mar-18	11.37%	Sep-21	42.82%
Apr-18	12.00%	Oct-21	43.71%
May-18	12.63%	Nov-21	44.61%
Jun-18	13.26%	Dec-21	45.51%
Jul-18	13.90%	Jan-22	46.42%
Aug-18	14.54%	Feb-22	47.34%
Sep-18	15.18%	Mar-22	48.26%
Oct-18	15.83%	Apr-22	49.19%
Nov-18	16.48%	May-22	50.12%
Dec-18	17.14%	Jun-22	51.06%
Jan-19	17.82%	Jul-22	52.00%
Feb-19	18.51%	Aug-22	52.95%
Mar-19	19.20%	Sep-22	53.91%
Apr-19	19.90%	Oct-22	54.87%
May-19	20.60%	Nov-22	55.84%
Jun-19	21.30%	Dec-22	56.81%
Jul-19	22.01%	Jan-23	57.79%
Aug-19	22.72%	Feb-23	58.78%
Sep-19	23.44%	Mar-23	59.77%
Oct-19	24.16%	Apr-23	60.77%
Nov-19	24.88%	May-23	61.77%
Dec-19	25.61%	-	-