



Capitol Area Architectural and Planning Board

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Date: October 3, 2025
To: Capitol Area Architectural and Planning Board members
From: Ella Coon, Planner Fellow, Capitol Area Architectural and Planning Board (CAAPB)
CC: Erik Cedarleaf Dahl, Executive Secretary, CAAPB
Peter Musty, Principal Planner & Zoning Administrator, CAAPB

**RE: AGENDA ITEM #6 – Application to Propose a New Commemorative Work:
Emergency Medical Services Line of Duty Death Memorial (EMS LODD)**

Emergency Medical Services Line of Duty Death Memorial (EMS LODD)

History and Description from the Application by Adam S. Harvey, President & Founder of MN State EMS LODD Memorial Foundation.

Emergency Medical Services (EMS) personnel dedicate their lives to saving others, often at great personal risk. Yet, their sacrifices are frequently overlooked. The Minnesota State EMS Line of Duty Death (LODD) Memorial foundation seeks to honor these brave individuals with a permanent memorial on the Minnesota Capitol grounds. This memorial will serve as a tribute to EMS professionals who have lost their lives in service, fostering public appreciation and providing a space for reflection and remembrance.

The Minnesota State EMS LODD Memorial foundation introduces several new and unique elements to the Capitol grounds that are currently absent from existing memorials:

First, while the Capitol grounds currently honor fallen police officers and firefighters through their respective memorials, there is no recognition of EMS personnel who have died in service. This memorial completes the representation of Minnesota's emergency response triad, offering a comprehensive tribute to all first responders who protect our communities.

Second, this memorial uniquely represents the intersection of emergency response and healthcare, reflecting Minnesota's distinctive role in advancing pre-hospital medical care. This aspect of public service is not currently represented in any Capitol ground memorial.

Third, the memorial will be the first to specifically incorporate tribal medical service representation through the integration of the 11 tribal seals, acknowledging the sovereign nations' contributions to emergency medical care within Minnesota's borders.

Minnesota's evolution as a leader in emergency medical services represents a unique legacy of innovation and excellence in pre-hospital care. The state's journey in emergency medical services tells a story of continuous advancement and dedication to saving lives.

1960s - Foundation Years: During this pivotal decade, Minnesota established itself as a pioneer in emergency medical care. In 1966, Minnesota became one of the first states to develop organized ambulance services following the National Highway Traffic Safety Act. This early adoption demonstrated our state's commitment to public safety. By 1969, the University of Minnesota had established one of the nation's first paramedic training programs, setting a standard for professional emergency medical care that would influence the entire country.

1970s - Pioneering Period: The 1970s marked a period of remarkable achievement in Minnesota's EMS history. In 1970, Minnesota hosted the first National Registry of Emergency Medical Technicians (NREMT) Paramedic Examinations, establishing nationwide certification standards that continue to influence EMS education today. The state further demonstrated its leadership in 1973 by implementing the first statewide trauma system, creating a coordinated approach to emergency care that would save countless lives. In 1977, the creation of the Minnesota Emergency Medical Services Regulatory Board (EMSRB), now known as the Office of EMS, established a framework for oversight and continuous improvement of emergency medical services.

1980s-Present - Innovation Era: Minnesota's commitment to excellence in emergency medical services continued to grow through the modern era. The development of the Minnesota Mobile Emergency Care System in 1985 brought advanced medical care to remote areas of our state. In 1991, the implementation of the first statewide EMS communications network enhanced coordination and response capabilities. The state led the way in developing protocols for rapid heart attack response in 2001, setting new standards for cardiac care. More recent innovations include the implementation of community paramedicine programs in 2015 and the creation of pioneering COVID-19 mobile response units in 2020.

Staff Acceptance of Application

On January 9, 2025, CAAPB staff received an application from Adam S. Harvey, President & Founder of EMS LODD Memorial Foundation, to add a new commemoration on the Capitol grounds for emergency medical services personnel who lost their lives in the line of duty.

CAAPB staff reviewed the application per Minnesota Rules 2400.2703, *Subpart 3, Item A*, and deemed it to be incomplete. The applicant was advised of the determination via memo on January 16, 2025, which included additional information on what was missing in the application. The applicant resubmitted the addition request on February 19, 2025, and after a second review, CAAPB staff found the submission to be complete on March 7, 2025.

Staff Review and Findings

According to the rules, once CAAPB determines the application to be complete, Board staff must review and analyze whether the application for new commemorative artwork meets all the conditions *in M.R.*

Subp. 2. *Conditions for adding new artwork. The board must consider displaying new commemorative artwork in the Capitol area if the artwork meets the following conditions:*

- A. there has been documented public support of the artwork;*
- B. the artwork has lasting statewide significance for Minnesotans;*
- C. the artwork is respectful of the diversity of Minnesotans;*
- D. viewing the artwork provides a rich experience to broaden the understanding of Minnesota's shared history, heritage, and culture; and*

Staff analysis (condition A): There is documented evidence of public support for the commemorative work. The application states that the memorial has garnered significant support from various stakeholders across Minnesota and secured endorsements which demonstrate broad-based community backing for the project, including: a letter of support from the Office of EMS (formerly EMSRB) - received January 2025; letters from families of fallen EMS personnel; and endorsements from EMS agencies statewide and organizations, including 137 signatures from Arrowhead EMS Association. The applicant also provided a list of letters of support from approximately 15 -16 from organizations, including the Minnesota Office of EMS, more than 200 from EMS personnel, and letters from a family member of a deceased EMS worker.

Staff Analysis (condition B): The application has positioned the proposal with a statewide perspective, pointing out the state's achievements and their impact on national EMS services, as well as the broad reach of EMS services within the state.

The applicant describes Minnesota's journey in emergency medical services and its pioneering role within field in the 1960s and 70s, with Minnesota: (1) being one of the first states to develop organized ambulance services following the National Highway Traffic Safety Act; (2) hosting the first National Registry of Emergency Medical Technicians (NREMT) Paramedic Examinations, which established nationwide certification standards; and (3) coordinating the first statewide trauma system, creating a coordinated approach to emergency care.

The applicant furthermore highlights the contributions from Tribal EMS services including: the Shakopee Mdewakanton Sioux Community integration of modern emergency medicine and community-based care and the Leech Lake Band of Ojibwe's lead in rural emergency response. Finally, the applicant also mentions the statewide reach of EMS services including both metro and rural areas and contributions from the diverse EMS workforce.

Staff Analysis (condition C): The applicant describes the historically diverse backgrounds of the EMS workforce, including examples of past and current gender and ethnic diversity. The application describing the diversity within the EMS workforce in Minnesota, including mentions of its first female director, first Hmong ENT and the introduction of certification in multiple languages. The applicant also proposes to include the 11 Tribal seals, if determined to be within the design guidelines.

Staff Analysis (condition D): The applicant highlights the memorial gap that exists on the Capitol mall regarding Minnesota's emergency response commemoration since only the Police and Firefighters are

commemorated. The applicant argues that the inclusion of the EMS Memorial would complete the emergency response triad and therefore broaden the understanding of Minnesota’s history, heritage and culture, in particular representing Minnesota’s distinctive role in advancing pre-hospital medical care.

CAAPB staff determined that the request meets all the conditions in *M. R. 2400.2703, Subpart 2*.

Following this determination, CAAPB staff sought and received the Board’s affirmation for a public comment period and the hosting of one public hearing to gather input on whether the application meets the conditions in *M. R. 2400.2703*. CAAPB staff presented this determination to the Board on May 23, 2025.

Summary of Public Comments

With the Board’s affirmation, a public comment period was opened from June 9 to July 10, 2025; staff also cohosted a public hearing for the addition request on July 16, 2025. Overall, CAAPB staff received 25 total comments during the public hearing and public comment period (10 comments during the public comment period and 15 at the public hearing) of which 24 were deemed eligible for consideration.¹ All comments expressed approval for adding an artwork commemorating EMS LODD to the Capitol Mall.

The dominant theme emerging from the comments centered on the need for an EMS memorial to honor the “third branch of public safety” (in addition to firefighters and police officers), currently absent on the Capitol Mall. Building on this theme, commenters highlighted how such a memorial would make Minnesota a leader in this space, given the general lack of permanent memorials honoring EMS workers nationally.

Some of the comments also addressed the application’s satisfaction of “Conditions for adding new artwork” (*M. R. 2400.2703, Subpart 2*). Five of the eligible written comments (50 percent) included a determination that the application met one or more of the criteria for addition under these rules. Additionally, at the public hearing, one commenter (the applicant) explicitly described the application’s fulfillment of all four criteria in *Subpart 2*, and many attendees addressed at least one of the four inadvertently, with: six of spoken comments (40 percent) noting the commemorative work’s statewide significance; two (13.33 percent) citing the monument’s attention to diversity (in particular the commemoration of Tribal EMS workers); and one spoken comment (6.66 percent) highlighting how the work would prove educational to visitors of the Capitol Mall, by shedding light on an underappreciated aspect of Minnesota’s shared history, heritage, and culture.

It should be noted that the overwhelming majority of the comments (87.5 percent) submitted during the public comment period and at the public hearing came from current and former EMS workers.

¹ One person who provided a statement at the hearing also submitted a written comment to the CAAPB, to the same ends, during the public comment period.

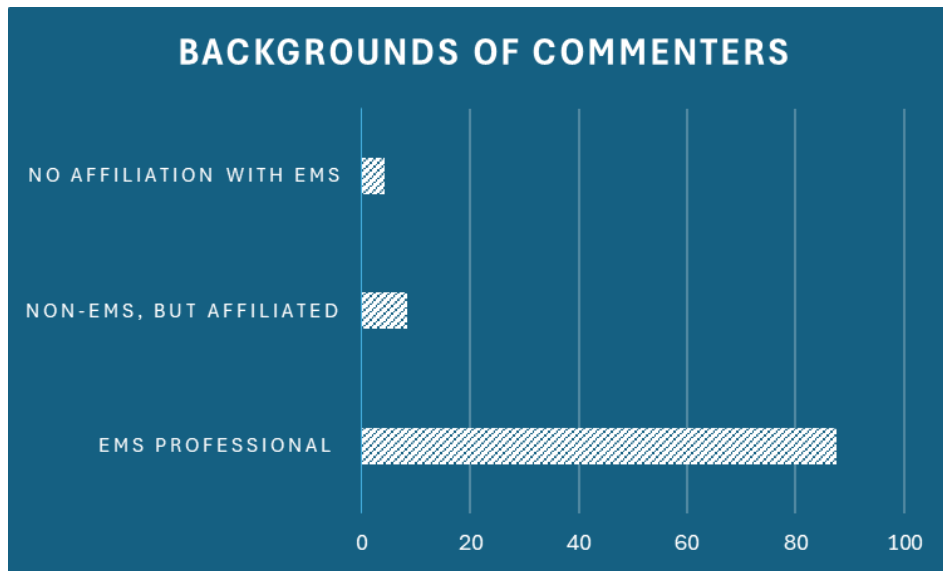


Figure 1. Graphic representation of commenters’ backgrounds (percentage of total).

A smaller set of comments (8.3 percent) came from people working close to EMS personnel (e.g., people working in healthcare and supportive services). Only one commenter (4.2 percent) had no affiliation or personal experience with the profession or EMS workers.

Next Steps

With the successful conclusion of, and reporting on, public comments on the application to add a new commemorative work honoring EMS LODD to the Capitol Mall, CAAPB staff are seeking the Board’s affirmation that the application for addition meets the criteria *in M. R. 2400.2703, Subpart 2*. By voting in the affirmative, the Board would approve the application’s advancement to the next stage of review: site-selection.

That said, staff would like to highlight that even if site selection is approved, the Board may choose at any point in the review process to not advance the application further.

Site Selection

Site selection focuses on locating a suitable space on the Capitol grounds for a proposed commemorative work addition.

The site selection process adheres to the procedure described in *M. R. 2400.2703, Subpart 3, Items F-H* and generally follows these steps:

Once an application is approved by the Board to proceed to site selection, the CAAPB staff begin research to prepare for analyzing possible sites for a new commemorative work. This research is keyed towards developing

- (1) a list of candidate sites for review and
- (2) a set of weighted criteria by which to analyze said locations.

Next, CAAPB Staff and Advisors, in consultation with the Applicant, select a shortlist of sites from this research to be analyzed according to the developed weighted criteria. The Department of Administration is required to review and comment on this analysis at this stage.

Using these findings, CAAPB staff, in consultation with Advisors, recommend one site for approval to the Board. The recommendation is submitted to the CAAP Board in the form of a letter of resolution from Executive Secretary.

The site ultimately proposed to the Board must abide by the “Criteria for determining location of new artwork” described in *Subpart 4* of the Rules:

Subpart 4. Criteria for determining location of new artwork. The board must use the following criteria to evaluate the proposed location for a commemorative artwork in the Capitol area:

- A. The site of the proposed location must be visible to people nearby and accessible to all members of the public.*
- B. The scale of the artwork must fit in the artwork’s location, providing familiarity to the viewer while not being overpowering. The artwork’s size must not detract from the Capitol. The board must consider the artwork’s visual and spatial relationships to the artwork’s surroundings.*
- C. The use of the site must not interfere with any existing artwork.*
- D. The use of the site must maintain and protect existing open space and the space’s public use.*
- E. The location must also follow all applicable zoning, environmental, code, and public safety rules and regulations.*
- F. The artwork must fit within the thematic organization of the Capitol grounds and comply with the design objectives of the Comprehensive Plan for the Minnesota Capitol Area, which is incorporated by reference into subpart 3, item J. The board must consider the site’s relationship to other artwork and the Capitol.*

Suggested Board Resolution

The Capitol Area Architectural and Planning Board (“Board”) authorizes its staff to move forward in the CAAPB’s Commemorative Works Rules process regarding the application to add a new commemorative artwork to the Capitol Grounds – Emergency Medical Services Line of Duty Death Memorial (EMS LODD), submitted by Adam S. Harvey, President & Founder of MN State EMS LODD Memorial Foundation.

The Board specifically affirms:

- The application, as received, meets the criteria described in *M. R. 2400.2703, Subpart 2* (“Conditions for adding new artwork”) and may advance to further stages of review.

The Board authorizes the Executive Secretary to:

- Notify the Department of Administration of the affirmative vote and application's progress within 14 days;
- Undertake a site selection study with the applicant and CAAPB architectural advisers with review and comment by the Department of Administration.

The Board wishes to make clear that approval of these intermediate steps in the Rules process does not communicate approval or disapproval of any portion of the current proposal by the applicant and that approval of these steps does not equate to agreement or judgement as to the veracity of any claim or assertion within the received application.

Attachments

Attachment A: The full application as submitted by Adam S. Harvey.

Attachment B: A complete listing of public comments gathered during the comment period (6/9-7/10/2025) and public hearing (7/16/2025).

Attachment C: A graphic representation of rules process for adding a new commemorative work to the Capitol grounds.