



Capitol Area Architectural and Planning Board

Freeman Building
625 Robert Street North
Saint Paul, MN 55155
651-757-1500
<https://mn.gov/caapb/>

Date: June 4, 2026
To: Members of the Capitol Area Architectural and Planning Board (CAAPB)
From: Ella Coon, Planner Fellow, CAAPB
CC: Erik Cedarleaf Dahl, Executive Secretary, CAAPB
Peter Musty, Principal Planner & Zoning Administrator, CAAPB

Site Recommendation: Proposed Emergency Medical Services Line of Duty Death Memorial (EMS LODD)

Introduction

CAAPB staff completed a study to formulate a recommended site for the proposed Emergency Medical Services Line of Duty Death Memorial (EMS LODD) submitted by Adam S. Harvey on February 19, 2025. The Board authorized its staff to begin this study with the CAAPB Advisory Committee and the applicant on October 3, 2025.

We are asking the Board to approve this recommended site from this study—the site of the former USS Ward Gun and some greenspace immediately north—and to authorize its staff to begin the design review process for the addition request.

Description from the Application Submitted 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.

Recommended Site

On October 3, 2026, the CAAP Board authorized its staff to begin site selection for this addition request. After conducting a site selection study and soliciting stakeholder feedback, through a Site Selection Steering Committee, CAAPB staff, consulting with the CAAPB Advisory Committee, are

recommending a site for the proposed work for public comment and Board consideration. Staff and Advisors are permitted to only bring one site to the Board for review per M. R. 2400.2703, Subpart 3, Item F. The recommended site is pictured below.



Figure 1. Recommended Site.

It is staff's opinion that this area meets the criteria for determining the location of a new artwork, outlined in Subpart 4 of M.R. 2400.2703 (also listed in the section below). In particular, staff would like to highlight that the recommended site aligns with the thematic organization of the Capitol grounds (Item F). This scheme calls for locating public service memorials on the Lower Mall, around the Veterans Service Building. It also ties in with the Firefighter's memorial (Item B).

Staff would like to note that recommending a site of this size is not intended as an endorsement of a work filling this spatial envelope. The enlarged area is intended to provide more flexibility during design review, which occurs only after site selection is complete, as well as to address potential due diligence concerns, such as tree roots.

Criteria for Board Evaluation

All recommended sites for commemorative work addition requests are evaluated by CAAP Board members against the following criteria:

Subp. 4. **Criteria for determining location of new artwork.** ([M. R. 2400.2703](#)) 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 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 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 [...].

Item F is of heightened relevance to this application.

Site Selection Process

Site selection is an important part of the review process for commemorative work addition requests. It occurs after the memorial's review of concept and prior to the Board's authorization of design review. Broadly speaking, the process consists of the identification of candidate sites, analysis of candidate sites, review and comment by the Department of Administration, and the formulation of a recommended site by staff and Advisors. This selection and analysis of candidate sites—also called the "site selection study"—involves, at minimum, the applicant, Advisors, and CAAPB staff.

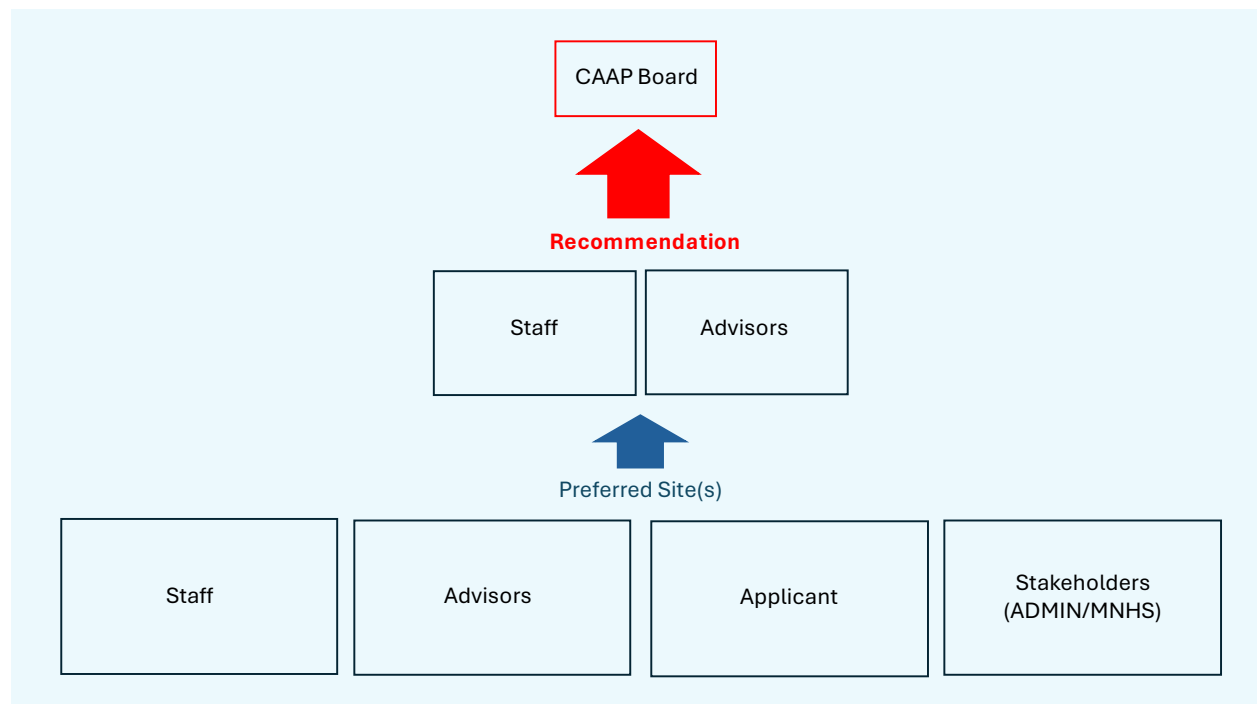


Figure 2. Graphic representation of the site selection process. Author's rendering.

Site Selection Steering Committee

Given the limited space on the Lower Mall and high value of stakeholder feedback, CAAPB staff decided to convene a Site Selection Steering Committee as part of its study. This committee format was chosen over less direct forms of engagement. The committee was composed of the applicant (Adam S. Harvey), a CAAP Board member (Michael Bjornberg), a CAAPB Advisory Committee member (Joe Favour), a representative of MNHS (Lindsey Rulon-Miller), a representative of the Minnesota Department of Administration (Kari Suchy, Facilities Management Division), and CAAPB staff members (Executive Secretary Erik Cedarleaf Dahl and Planning Fellow Ella Coon). The Steering Committee convened once, on March 5, 2026.

After reviewing staff research into a total of 13 sites on the Lower Mall, the Committee concluded only two sites were potentially viable. First was the site of USS Ward Gun, including some surrounding greenspace. The other site was located at the corner of 12th Street and John Ireland Boulevard. After conducting further research into the latter site, staff determined the first site—the site of the USS Ward Gun—was best suited for this project.

Further Research on 12th and John Ireland

For context, the ownership and management of the greenspace at the corner of 12th and John Ireland Boulevard was initially unclear. In late March, after coordinating with Minnesota Department of Transportation (MnDOT) and the City of Saint Paul, it was concluded that most of the space was managed by ADMIN under a 1991 agreement with CAAPB, with the remainder falling under a MnDOT right of way (ROW). It was also discovered that the southernmost edge would also be affected by the City of Saint Paul's bikeway project associated with the redesign of Rice Street.

After the site's ownership and management was determined, CAAPB staff coordinated with ADMIN to determine the viability of this greenspace under ADMIN's management not affected by the bikeway project nor inside of MnDOT ROW. During this coordination, Kari Suchy, Director of Facilities Management, raised multiple serious concerns over the suitability of this space for the proposed memorial, between April 8 and April 21, 2026, the majority of which concerns visitor safety as well as the space's ability to accommodate large commemorative gatherings. A full list of these comments, as well as ADMIN's comments on the recommended site pictured above, are provided in Attachment E.

Final Deliberation

Staff took the two final sites (in addition to the full roster of candidate sites initially analyzed) to the CAAPB Advisory Committee for deliberation on April 23, 2026. At this meeting, staff and Advisors agreed on recommending the site of the former USS Ward Gun, including some surrounding greenspace, to the Board for their consideration.

Details regarding research into candidate sites and the site selection study can be found in Attachments D and E.

Next Steps: Design Review (Phase 1)

Under M. R. 2400.2703, Subpart 3, if a recommended location is approved by the Board, the Board may authorize to begin design review for the proposed work. Design review is a multi-stage process, with a minimum of two Board authorizations. The process can be divided into three phases: (1) selection of a design, designer, or design concept; (2) review of design development and final schematics; and (3) construction.

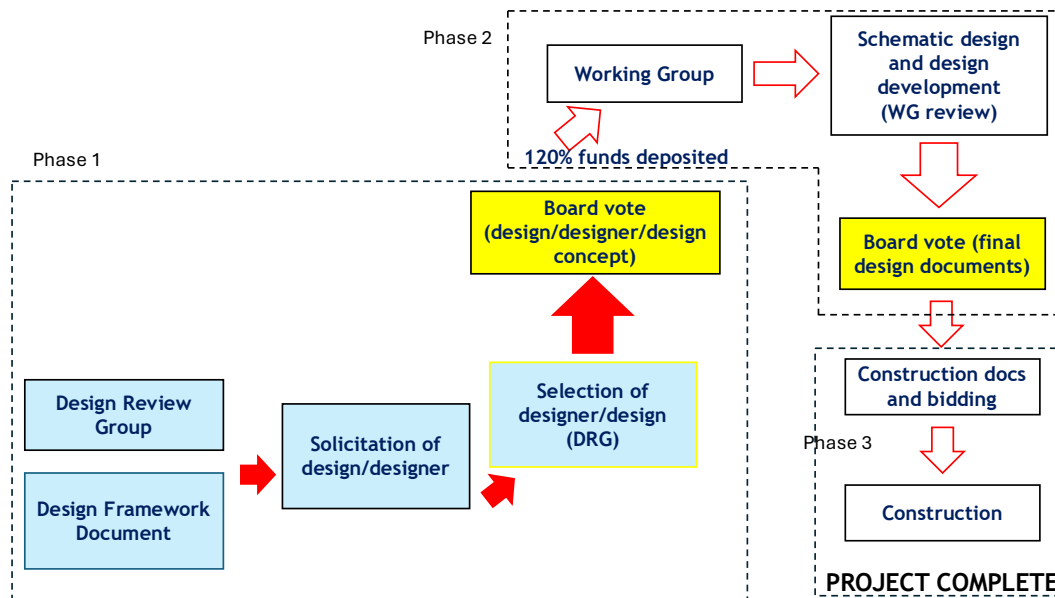


Figure 3. Graphic representation of the design review process for addition requests.

Two items are important to highlight regarding Phase 1, which is the phase of the design review process culminating in the selection of a design, designer, or design concept. The two items are the design framework document and the design review group. Both items are central to establishing the design of commemorative work suitable to the public and to relevant stakeholders.

The design framework document is a document created by Board staff, working with the applicant and with the Board’s Advisory Committee. It establishes the general parameters of the design and its selection and outlines: (1) the goals and objectives of the applicant; (2) the applicable zoning standards, planning parameters, or design guidelines; (3) the proposed budget, schedule, location, site-specific conditions, and technical parameters; (4) a public and stakeholder engagement plan; and (5) additional design process guidelines, including design criteria. The design framework document is used as reference during design selection. It is also referred to again during the Board’s final review of design documents.

The design review group assists with the selection of a work's design, designer, or design concept from a pool of proposals or applications. The group reviews design proposals and applications and votes on said applications and proposals to recommend to the Board. The Board then votes on whether to approve or reject the group's recommendation. The review group is comprised of: (a) the applicant; (b) two Board members; (c) two or three Advisors; (d) one person appointed by the Commissioner of Administration; (e) a representative from the Minnesota Historical Society staff; (f) two professionals experienced in the fields of visual art, public art, art history, architecture, or history; (g) two members of the public; (h) up to five additional committee members as needed for professional expertise; and (i) Board staff to oversee and support the group's work.

All projects proceed through a competitive process, such as an open solicitation or a request for qualification.

Prior Review

April 23, 2026: Advisor review and formulation of recommended site

April 8-21, 2026: ADMIN review and comment on two final candidate sites

March 5, 2026: Meeting of the Site Selection Steering Committee

January 11, 2026: Weekly Tribal Leaders'/TSR Governor's Office Call (Tribal outreach)

January 5, 2026: MIAC Public Presentation Day (Tribal outreach)

October 3, 2025: Site research begins

October 3, 2025: Board approves start of site selection study

July 16, 2025: Public hearing held

June 9-July 10, 2025: Public comment period underway

May 23, 2025: CAAP Board votes to authorize Staff to open a 30-day public comment period and host one public hearing on the application

March 7-May 23, 2025: CAAPB Staff analyzes the application under M. R. 2400.2703, Subpart 2 ("Conditions for Adding New Artwork"); Staff submits this report to Board and posts these findings publicly

March 7, 2025: CAAPB Staff finds application complete and informs applicant

February 19, 2025: Revised application received

January 16, 2025: CAAPB Staff finds submission incomplete and informs applicant of this determination

January 9, 2025: Application received

Please see attachments A-B for a copy of the application, details on review of concept, and public comment. Attachment C provides a graphic representation of the application and review process for commemorative work addition requests.

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—the Emergency Medical Services Line of Duty Death (EMS LODD) Memorial—submitted by Adam S. Harvey on January 9, 2025.

The Board:

- Opens public comment at the Board meeting on the recommended site.

After hearing comments from the public, the Board affirms:

- The recommended site meets the criteria in M. R. 2400.2703, Subpart 4 (“Criteria for determining the location of new artwork”) and the application may advance to design review.

The Board authorizes the Executive Secretary to:

- Develop a design framework document with the applicant and the Board’s Advisory Committee in accordance with M. R. 2400.2703, Subpart 3, Item I;
- Establish a design review group for the Board’s later approval. This group will oversee and ultimately vote—in accordance with the competitive process described above—on a design, designer, or design concept for Board review; group membership shall comply with that described in M. R. 2400.2703, Subpart 3, Item K.

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: Application as submitted by Adam S. Harvey; and staff analysis.

Attachment B: Complete listing of public comments collected during the comment period (6/9-7/10/2025) and the public hearing (7/16/2025); and staff analysis.

Attachment C: Graphic representation of the Rules process for adding a new commemorative work to the Capitol grounds.

Attachment D: Staff research into sites presented to the Site Selection Steering Committee.

Attachment E: ADMIN letter of support.