

Louisville Historical Commission Special Meeting Agenda

***August 3, 2016
Louisville Public Library Meeting Room
951 Spruce Street
5:30-6:30 PM***

- I. Call to order
- II. Roll call
- III. Approval of agenda
- IV. Public comments
- V. Discussion/Direction/Action: Approval of Final Museum Master Plan (*see attached memo and sections containing edits based on the July 6, 2016 Commission meeting discussion*)
- VI. Draft Council Communication/Discussion on Museum Master Plan and Related Items for September 13 Study Session with City Council (*see attached draft*)
- VII. Close meeting & adjourn

Memorandum

To: Louisville Historical Commission
From: Bridget Bacon, Museum Coordinator
Date: July 27, 2016
Re: Museum Master Plan

The Historical Commission reviewed and commented on the draft of the Museum Master Plan at its July 6, 2016 meeting. The Commission members and City staff who were present suggested some edits and the Commission scheduled a special meeting for August 3rd to review the edits and potentially approve the Museum Master Plan. I have made the suggested edits as well as a few other small edits using tracking changes. The sections with revisions are attached for your review. To address the concern that the Executive Summary didn't include enough details with the goals, I copied the strategies to go with the goals so that they now appear in the Executive Summary.

A joint Historic Preservation Commission & Historical Commission meeting is also scheduled for August 3rd. If any Commission members would like to see the full current draft of the Master Plan including the edits made after July 6th, please refer to the packet for that joint meeting.

Following the Commission's approval of the Museum Master Plan, the Louisville City Council is to discuss it at a study session meeting scheduled for September 13th.

Louisville Historical Museum Campus Master Plan

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I. Acknowledgements

City Council:

Robert P. Muckle, Mayor
Hank Dalton, Mayor Pro Tem, Ward 3
Jay Keany, Ward 1
Chris Leh, Ward 1
Jeff Lipton, Ward 2
Susan Loo, Ward 2
Ashley Stolzmann, Ward 3

Louisville Historical Commission:

Paula Elrod
Jonathan Ferris
Lynn Christopher Koglin
Gordon Madonna
Daniel Mellish
Betty Scarpella
Julie VanLaanen

Louisville History Foundation:

Missy Diehl
Paula Elrod
Marilyn Hunt
Tammy Lastoka
David Marks
Catherine Wessling
Bridget Bacon (ex officio)
Beth Barrett (ex officio)

City Staff:

Malcolm Fleming, City Manager
Heather Balsler, Deputy City Manager
Beth Barrett, Director of Library & Museum Services
Bridget Bacon, Museum Coordinator
Megan Huelman, Museum Technician I
Lauren Trice, Preservation Planner
Suzanne Janssen, Cultural Arts & Special Events Coordinator

Consultants:

Metcalfe Architecture & Design
ArtsMarket, Inc.

Special thanks to Museum volunteers and the Louisville community.

II. Executive Summary

In many ways, the Louisville Historical Museum planning process first began in 2002 when the Historical Commission first adopted a mission statement for the Museum. The statement, amended in 2007, now reads:

The mission of the Louisville Historical Museum, a facility owned and operated by the City of Louisville, is to promote, collect, preserve, and interpret the diverse history of Louisville from the time of settlement until present day with a special emphasis on the coal mining period, 1877-1955. The museum is dedicated to protecting artifacts and documents of historical value and educating children and adults about the past.

An important next step in the planning process came in 2004 with a Conservation Assessment Program (CAP) Report. Museum experts assessed the Museum and wrote the Report pursuant to a grant to the City from the Institute of Library and Museum Services. The Report concluded, in words that still ring true:

The museum is critical to the identity of Louisville. In a rapidly changing environment, the museum is the one thing that can tell the story of the town and the people who created it. The city is growing in every direction, and while the new developments are attractive, clean, safe, and modern, they are not that different from those of Boulder, Greeley, Denver, or Castle Rock. The few blocks of the original downtown, anchored by the museum, are the original and unique Louisville. The museum is a valuable asset for the City of Louisville and the State of Colorado.

A final question posed by the CAP Report similarly still resonates today: “The City of Louisville has a small, viable museum, but what next?”

A related question that, more than any other, has come up again and again with respect to planning for the future of our community museum is: “What is success for the Museum?” Credit in particular goes to the City’s business plan consultant for this planning process, Louise Stevens of ArtsMarket, Inc., for zeroing in on this question that is an essential inquiry for the City Council, City administration, and Louisville community to answer. As Ms. Stevens met with different people during her visit to Louisville, she asked them this question. The answers that the Museum Coordinator heard ranged from the broad to the particular, and from the inspirational to the practical. Whatever the specific answers, however, it is clear that for many people in Louisville, success for the Museum will mean telling the story of Louisville and helping to sustain Louisville’s incredible sense of place and strong identity in changing times; serving more people, particularly families, in new and different ways; capitalizing on its fantastic location and augmenting downtown offerings for tourists; and identifying its appropriate role as an effective instrument for the City to use to help promote Louisville.

Since before the 2004 CAP Report, community members have expressed a desire for more than a shoestring Museum staff to coordinate all of the Museum activities and even increase them. In identifying realistic goals and strategies of this Master Plan, consideration was given to the likelihood that additional staffing will not be possible for at least a few years. The goals and strategies are intended to represent more of a focus of attention than the addition of new activities.

The five goals for the Museum that emerged from ~~of~~ this Master Plan process are:

1. Take care of the Museum, as an asset that the City already owns, and pursue the vision of the Museum campus as described in the Needs Assessment Report that is a part of this Plan, including the construction of a new downtown Visitor Center building on the site. Use the improved facilities to promote Louisville and its unique identity.

Strategies:

- Work with the City to seek approval for the project and to identify and obtain financing through the City budget and potential grant opportunities.
- Work with the Foundation on a capital campaign and on increasing memberships, sponsorships, and the donation of large gifts.
- Consider the objectives of the Business Plan and refine the next steps for identifying revenue-generating opportunities and operational and maintenance costs as the Museum seeks to expand. Explore revenue-generating possibilities such as interior and exterior space rentals.
- Work towards adding Museum operations to the permissible uses of future Historic Preservation Tax funding so that the Museum can be open for more public hours, offer expanded programming, and increase its efforts to preserve and share Louisville history.
- Work on an appropriate timeline and explore the possibility of phasing the work on the Museum campus.
- Work closely with the Planning Department staff on the planning process for the new building.
- Work to promote and strengthen downtown Louisville by drawing more tourists to the improved Museum campus.
- Preserve the collections by acquiring more archival boxes and shelving for the Jordinelli House.
- Seek funding for Historic Structure Assessments of the Jacoe Store, Tomeo House, and Jordinelli House, and funding to address recommendations that are made as a result.

2. Collect the history of the Louisville area.

Strategies:

- Work with oral history volunteers to have more interviews completed, and seek to have oral history interviews transcribed and edited.
- Write down the stories that others, including Museum visitors, tell about the history of the Louisville area.
- Seek the acquisition of more historic photos of the Louisville area.
- Seek more factual information and stories about Louisville families and buildings.

3. Offer programming for the community.

Strategies:

- Support school activities and increase educational outreach to schools.
- Plan programming in support of families and children.
- Plan events and programs to take place on the Museum campus when possible and work towards the Museum playing a more central role in community events.

4. Offer improved access by the community.

Strategies:

- Work to increase ADA access on the Museum campus.
- Add more photos and information to the online collection, and provide access to more historic building reports and past *Louisville Historian* issues online.
- Plan exhibits, including online exhibits, using artifacts and photos from the Museum’s collections.
- Work to increase easy access to the physical collections for purposes of programs, exhibits, and public and City requests.

5. With a collaborative outlook, partner with and support other organizations.

Strategies:

- Work collaboratively with the Historic Preservation Commission, particularly with respect to the 2015 Preservation Master Plan.
- Work collaboratively with other City boards and commissions, particularly the Cultural Council, on common goals and interests.
- Continue to provide needed historical information to other City departments.
- Work collaboratively with business organizations such as the Chamber of Commerce and Downtown Business Association, and with arts and cultural organizations such as the Louisville Art Association, and Louisville Arts District.
- Support, and highlight the histories of, Louisville organizations and businesses.

III. Introduction

Before the current planning process began, the 2004 Conservation Assessment Program (CAP) Report first identified issues and goals for the Museum.¹ The City has implemented many of that Report’s recommendations, including the installation of a fire protection system and a security system. The Report also recommended that the City construct a “new, purpose-built facility on site” in the location between the Jacoe Store and Tomeo House in order to create a “viable collections center” with “excellent exhibit spaces and rooms for offices and programs.”

The process to develop this Master Plan document came out of the 2013 City Comprehensive Plan, which included the following principle: “City policies should encourage a livable community with a strong sense of history.” Under this Comprehensive Plan principle was the policy that the City should adopt a “Historical Museum Campus Master Plan.”

Next, the City arranged to have museum experts conduct a needs assessment of the Museum activities and campus. Following a request for proposals, and with financial support from the Louisville History Foundation, the City engaged Metcalfe Architecture & Design (“Metcalfe”) to conduct a needs assessment and issue a report for the Museum. Metcalfe representatives visited the site and obtained input from the public and stakeholders at public sessions, and finalized its report in December 2014. The Needs Assessment Report expanded on the CAP Report by proposing a new Visitor Center building, to be called “the Community House,” that will address many of the Museum’s current limitations and will allow the Museum to provide ADA access, and more effectively preserve

¹ As noted in the Executive Summary, museum experts assessed the Museum and wrote the Report pursuant to a grant to the City from the Institute of Library and Museum Services.

and exhibit the collections and serve tourists and the community. Metcalfe advised the City that the final Master Plan document should consist of its own Needs Assessment Report, plus an Interpretive Plan to be written by the Museum Coordinator and a Business Plan for the City to commission from a consultant who focuses on museum business plans.

Following another request for proposals, the City engaged ArtsMarket, Inc. to prepare the Museum Business Plan. ArtsMarket visited in December 2015 and met with groups of stakeholders in a number of meetings. ArtsMarket's Business Plan is dated February 2016.

The Louisville Historical Commission has been very involved in the creation and evolution of this Master Plan. The Commission has regularly discussed both the overall direction and the specifics of the Master Plan at Commission meetings since 2014, and individual Commission members were able to meet with the consultants during their site visits. The Commission reviewed and discussed a draft of the Interpretive Plan at its meeting on Sept. 2, 2015, and The Museum Coordinator also sought and received input for the Interpretive Plan from a Commission subcommittee that met for this purpose. Commission edits and suggestions from these meetings were incorporated into the Interpretive Plan.

The Louisville History Foundation, as a private nonprofit 501c3, is not a part of the City administration and its directors do not act in an official advisory capacity to the City. However, City staff has kept the Foundation board of directors informed throughout the Master Plan process, and sought and incorporated input from its directors at key points throughout the process.

Commission members, in reviewing the two consultants' reports, overall expressed satisfaction and gratitude that the City retained museum experts to focus their expertise on our Louisville Historical Museum campus, and expressed enthusiastic approval of the overall goals contained in the Needs Assessment Report and Business Plan. In closely examining the details of the recommendations, the Commission also had some suggestions for other ways to carry out the goals. For example, based on a request by the Museum Coordinator, the Commission has suggested a change the Museum tag line that the Needs Assessment Report contained. The Commission, along with the Foundation, also raised issues concerning some aspects of the Business Plan recommendations, such as whether the City should require the Foundation, which is a private 501c3, to fundraise for ongoing operational funding for the Museum and whether the new building will provide adequate space for a museum store. These and similar discussion points and suggestions, all of which were very productive, have been incorporated into the Interpretive Plan and have thereby been made a part of the Master Plan.

The Master Plan process also led the Museum Coordinator to review the needs for new or updated Museum policies. During the period of working on the Master Plan, the Commission reviewed and approved three Museum policies that the Museum Coordinator presented for approval. These policies, which are the Collections Management Policy, Visitor Policy, and Volunteers Policy, appear in this Master Plan as appendices.

The City administration and residents can count themselves fortunate not only that they already have the Museum as an existing City asset, but also that there are constituencies who deeply care about the past, present, and future of Louisville and of the Museum that has been telling the story of Louisville for thirty years. The Commission, Foundation, City staff, Museum volunteers, Foundation members and donors, and Museum visitors have all had input into the planning for the future of our

community museum. Now that the major issues and needs have been identified through this planning process, attention will by necessity need to turn to an educational phase in order to explain these needs to the general public. The survey results from the 2016 Louisville Citizen Survey show that there is work do be done, particularly in the current environment when there are so many needs in the City to consider. The results show that “[n]ine in 10 awarded high marks to Historical Museum programs and the overall performance of the museum,” but also show that three percent of respondents indicated that expanding the Museum should be considered one of the top three issues for the City to invest in for the future. Twelve percent indicated that expansion was an essential or very important priority for the City. An encouraging result of the survey is that without any accompanying information about the Museum’s lack of ADA access or the fact that its facilities have never been updated and improved like other City facilities, 53% of respondents still indicated that expanding the Museum is at least “somewhat important.” Also, 81% of respondents indicated that creating indoor community gathering space is at least “somewhat important,” with 29% indicating that it is at least “very important.” Creating indoor community gathering space is one of the reasons for the City to construct a new Visitor Center building, which is being called the Community House. It is hoped that information about what needs would be met through a new Visitor Center building can be communicated to Louisville residents in ways that it was not possible to do through the format of a survey.

IV. The Plan

A. Interpretive Plan

Note: Only the pages of the Interpretive Plan that contain revisions are included here.

- **2016** – The Museum further increased its public hours, adopting the same year-round public hours (20 hours per week) instead of changing the hours for fall/winter and spring/summer. (Also, appointments for meetings with the public and appointments for tours are routinely held outside of the public hours.) The Museum was networked with the rest of the City and the Museum was added to the new City phone system, leading to efficiencies. The number of paid memberships reached 734. The Museum celebrates its 30th anniversary of being open the public.

IV. Description of the Museum Campus

Tomeo House

The Tomeo family built the Tomeo House in circa ~~1904~~1908. Volunteers made repairs to prepare it for opening to visitors in 1986. It consists of two bedrooms and a kitchen, and has never had a bathroom or running water. It is 750 square feet, including a small partially dirt cellar that is now used for a furnace. This house focuses attention on domestic life. It was the home of the Felix and Michelena Tomeo family in the early 1900s, followed by widow, Grace Rossi, and her six children from the 1920s to the 1940s. The house presents opportunities for talking about Louisville’s Italian heritage and the human stories of the house’s former residents.

The Tomeo House is the only building on the campus that fits the definition of a “historic house museum.” Its unique offering is that it’s the only building in the Louisville area that gives an authentic look at how people lived. It is very modest and has never been remodeled. With its absence of running water and with small rooms, it conveys domestic life and the lack of affluence in Louisville like nothing else can. With two different Italian families having lived in the house, it is also used to convey information about Italian culture in Louisville. Visitors often have emotional reactions to learning that a widow and her six children lived in this small, three-room house, and they often relate the house and what it represents to the struggles of their own families.

Jacoe Store

The Jacoe Store was built in circa 1905-06 as a false front business building on Main Street. Eliseo and Ann Jacoe operated it as one of Louisville’s small grocery stores from 1923-1958 and catered to the town’s large Italian population. A repainted Coca-Cola sign on its south side makes the building particularly recognizable. Volunteers made repairs to the interior of the Jacoe Store. It opened to the public in 1990 and consists of 1320 square feet, including a partially dirt cellar that is used for general storage and the storage of artifacts that don’t require strict climate control. The Jacoe Store is where Museum visitors first arrive and where staff and volunteers work. Exhibits focus on Louisville’s commercial and mining history.

The Jacoe Store is the location of the only restroom facilities at the Museum. It offers one toilet and a sink in a small bathroom that is not ADA accessible and is inadequate for general public usage.

Jordinelli House and Summer Kitchen

The owners of the Jordinelli House and Summer Kitchen at 1000 La Farge Ave. donated them to the City of Louisville in 2001 and the City paid to have them moved to the Museum campus at that time.

of the Historic Preservation Fund. Typically, the Planning Department's [and Historic Preservation Commission's](#) requests for reports are triggered by a demolition request or a homeowner's interest in applying for funding for a Historic Structure Assessment or for landmarking. In addition, the Museum Coordinator regularly collects information and photos about specific buildings and neighborhoods and makes them available to the public.

Some cities have produced architectural and historical surveys with information about their historic buildings, sometimes on multiple occasions over a period of decades. In Louisville, however, many houses have never been researched. Unfortunately, it is often the case that the City has no information on file about a historic house in the old town overlay district at the time that the owner applies for a permit to demolish it. With access to historical information and photos that the Museum has collected, the Museum staff is in a unique position to try to rectify this situation.

The historic preservation research conducted by the Museum Coordinator has been a positive activity that helps the Museum and the public. The research tends to build on itself as more facts about Louisville's early families and buildings become known. The Museum Coordinator makes every attempt for each report to be factually accurate, and is aware that City decision-makers will be basing their decisions on the information collected in the reports. Another goal, which relates to efficiencies, is for each report to be as complete as possible so that the property doesn't have to be researched again later for a different purpose. Also, the Museum's research of houses and families ties in directly with the Museum's central role in the community and with what many people feel is special about Louisville: its families, its longtime residents, its Old Town, and its sense of place.

To date, the Museum has produced about 300 formal, written reports about historic buildings in Louisville, including about 90 that were done as part of the Jefferson Place Survey, and many of them are accessible online. Residents [and staff](#) of other cities have expressed admiration of Louisville's structure and the close working relationship [that exists](#) between the Planning Department [and Historic Preservation Commission on the one hand](#), and the Historical Museum [and Historical Commission on the other](#). [The Historical Museum and Historical Commission are in support of the Preservation Master Plan that the City adopted in 2015.](#)

What Is There for Tourists to do in Louisville?

Boulder County is seeing a boon in tourism, based on observation and anecdotal evidence. For Boulder specifically, this seems to be confirmed by visitor estimates put together by the Boulder Convention & Visitors Bureau. As Louisville garners more and more national attention, it has also become more of a heritage tourism destination as people come from other towns, other states, and other countries to see Louisville and spend time downtown. The Museum also regularly enjoys visits by people who visit Louisville from out-of-state and stay in its hotels because they have a family connection to Louisville and they are coming to a family reunion, even if no family members still live in Louisville. For example, on one weekend in 2015, eight women walked into the Museum and explained that they had flown in to Denver on eight different flights from all over the country and were staying in a Louisville hotel. They were all descended from Catherine Curtan, who was Louisville's telephone operator from the 1920s to the early 1940s. As a widow, she had raised her children in the back of the telephone building at 913 Main Street. The eight visitors explained that when it came time to select a location for their reunion, there was no question that they would gather in Louisville, about which they had all heard stories.

The Business Plan contains a great deal of helpful information that is pertinent for the Museum's future operations and funding sources, and it sets forth a proposal for one possible way in which the City of Louisville could set up funding for Museum operations based on examples from a sampling of other U.S. museums, though it is recognized that there are also other possible paths. The City will no doubt want to balance a number of different interests when the time comes to make decisions about the Business Plan recommendations. At this time, these issues are still up for discussion.

The Historical Commission, Foundation directors, and City staff discussed the Business Plan and its recommendations at a Commission meeting on May 4, 2016, and individuals stated what they liked about the plan and what they didn't care for or thought might be unrealistic. It was noted that the Commission, by accepting the Business Plan to be part of the Museum Master Plan, would not be weighing in or passing judgment on the actual recommendations contained in the Plan. There was a general acknowledgement that whether many of the recommendations can be carried out will be based on future decisions to be made by the Louisville City Council and on how other future events unfold, including whether City Council will write the ballot language of ~~a proposed~~the Historic Preservation Tax ~~extension~~~~renewal~~ to allow for funding for Museum operations and whether Louisville voters will approve of the renewal.

The attendees at the May 2016 Commission meeting weighed in on the following interesting Business Plan recommendations in particular:

- Those in attendance liked the Business Plan's vision of the Museum becoming an official visitor and civic information center for residents and tourists, for it to be a key anchor for the historic downtown and Arts District, and for City events to begin and end at the Museum campus.

Along with enthusiasm for an exciting growing role for the Museum in the civic life of Louisville and the opportunities that this presents for the City is concern about whether the current level of staffing and operations can sustain such increased activities that some people may come to expect even before there is additional operational funding, if it transpires at all. Some expressed that the City administration should ensure that there is adequate operational funding in place before the time when staff would be expected to significantly raise the level of programming and the Museum's profile in the community and the region, and certainly before there would be a new building.

- The Business Plan recommendations are based on there being on a certain level of funding for Museum operations from the Historic Preservation Fund, which is not currently permitted. It is still an open question as to whether the City Council will decide to write the ballot language for ~~a proporsed~~the Historic Preservation Tax ~~extension~~~~renewal~~ so as to include approval for the Fund to be used to help pay for Museum operations. If it is written to include such language, when it would go to voters has not been decided and it is not known whether voters would approve the ballot issue.

Although the Historical Commission members and Foundation directors who were present at the meeting indicated that they strongly support the inclusion of Museum operations in the tax ~~extension~~~~renewal~~ ballot language, it was acknowledged that the City and the community cannot assume that the language will include this provision or that the renewal will pass.

- Whether it makes sense for the Louisville Historical Museum to start to charge an admission fee for visitors to access some buildings on the Museum campus after the hoped-for campus changes

IV. The Plan

D. Goals and Strategies

The five goals of this Master Plan, with their strategies, are:

1. Take care of the Museum, as an asset that the City already owns, and pursue the vision of the Museum campus as described in the Needs Assessment Report that is a part of this Plan, including the construction of a new downtown Visitor Center building on the site. Use the improved facilities to promote Louisville and its unique identity.

Strategies:

- Work with the City to seek approval for the project and to identify and obtain financing through the City budget and potential grant opportunities.
- Work with the Foundation on a capital campaign and on increasing memberships, sponsorships, and the donation of large gifts.
- Consider the objectives of the Business Plan and refine the next steps for identifying revenue-generating opportunities and operational and maintenance costs as the Museum seeks to expand. Explore revenue-generating possibilities such as interior and exterior space rentals.
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- Work on an appropriate timeline and explore the possibility of phasing the work on the Museum campus.
- Work closely with the Planning Department staff on the planning process for the new building.
- Work to promote and strengthen downtown Louisville by drawing more tourists to the improved Museum campus.
- ~~Explore revenue-generating possibilities such as interior and exterior space rentals.~~
- Preserve the collections by acquiring more archival boxes and shelving for the Jordinelli House.
- Seek funding for Historic Structure Assessments of the Jacoe Store, Tomeo House, and Jordinelli House, and funding to address recommendations that are made as a result.

2. Collect the history of the Louisville area.

Strategies:

- Work with oral history volunteers to have more interviews completed, and seek to have oral history interviews transcribed and edited.
- Write down the stories that others, including Museum visitors, tell about the history of the Louisville area.
- Seek the acquisition of more historic photos of the Louisville area.

- Seek more factual information and stories about Louisville families and buildings.

3. Offer programming for the community.

Strategies:

- Support school activities and increase educational outreach to schools.
- Plan programming in support of families and children.
- Plan events and programs to take place on the Museum campus when possible and work towards the Museum playing a more central role in community events.

4. Offer improved access by the community.

Strategies:

- Work to increase ADA access on the Museum campus.
- Add more photos and information to the online collection, and provide access to more historic building reports and past *Louisville Historian* issues online.
- Plan exhibits, including online exhibits, using artifacts and photos from the Museum's collections.
- Work to increase easy access to the physical collections for purposes of programs, exhibits, and public and City requests.

5. With a collaborative outlook, partner with and support other organizations.

Strategies:

- Work collaboratively with [the Historic Preservation Commission, particularly with respect to the 2015 Preservation Master Plan.](#)
- Work collaboratively with other City boards and commissions, particularly the ~~Historic Preservation Commission and~~ Cultural Council, on common goals and interests.
- Continue to provide needed historical information to other City departments.
- Work collaboratively with business organizations such as the Chamber of Commerce and Downtown Business Association, and with arts and cultural organizations such as the Louisville Art Association, and Louisville Arts District.
- Support, and highlight the histories of, Louisville organizations and businesses.

SUBJECT: MUSEUM MASTER PLAN DISCUSSION

DATE: SEPTEMBER 13, 2016

**PRESENTED BY: HISTORICAL COMMISSION
BETH BARRETT, LIBRARY DIRECTOR
BRIDGET BACON, MUSEUM COORDINATOR**

SUMMARY:

- Museum Master Plan Review/Discussion and Feedback
- Update on Recent Joint HPC and Historical Commission Meeting
- Possible Next Steps for Implementation

FISCAL IMPACT:

RECOMMENDATION:

ATTACHMENT(S):

1. Master Plan



CITY COUNCIL COMMUNICATION