



Council Study Meeting
October 15, 2018
7:00 p.m. or
Immediately Following the City Council Meeting
City Council Chambers

Agenda

1. Presentation regarding the draft FY 20 Capital Improvement Program and vehicle/equipment schedule
2. Update regarding the City's five year street indexing study
3. Discussion and direction concerning a recommendation resulting from the Square Assessment
4. Other items

City Council Study Meeting

1.

Meeting Date: 10/15/2018

Information

Subject

Presentation regarding the draft FY 20 Capital Improvement Program and vehicle/equipment schedule

Information

Finance Director Andy Lent will present the draft FY 20 Capital Improvement Program and vehicle/equipment schedule.

Fiscal Impact

Attachments

No file(s) attached.

City Council Study Meeting

2.

Meeting Date: 10/15/2018

Information

Subject

Update regarding the City's five year street indexing study

Information

In your packet is a memo regarding the City of Indianola Street Masterplan. Dave Moeller, Snyder and Associates, will have a presentation for the Transportation Master Plan Progress Review (will be available at the meeting).

Fiscal Impact

Attachments

Memo

Memorandum

To: Jason Etnyre

Date: 10/08/2018

From: Dave Moeller, P.E.
Tyler Jensen, P.E.

CC: Ryan Waller

RE: City of Indianola Street Masterplan

The following memorandum provides an update to the 5-year City of Indianola Street Masterplan project. Year 2 of the project included the following:

- Updates to the network database –PAVER database was updated with the work that was performed in 2017.
- Pavement inspections – visual field observations of existing pavement conditions were performed in accordance with ASTM D6433-18.
- Calculate PCI – Inspection data was entered into PAVER 7 software to calculate the Pavement Condition Index (PCI).
- Provide condition mapping – Exhibits detailing the results of the field observations and PAVER results were created.

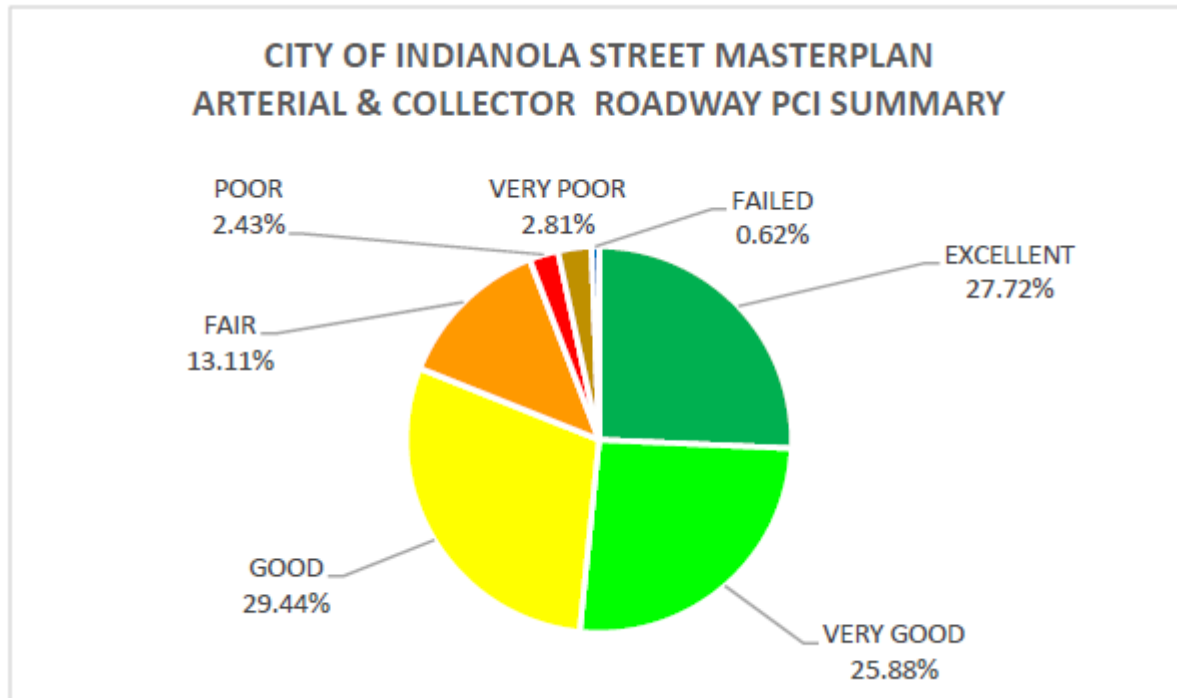
Selection of Pavements to Inspect

This was the first year that inspections were performed for the Street Masterplan project. 63.8 centerline miles will be inspected over the course of 4 years. The first year of field inspections focused on arterial and collector streets identified in the Iowa DOT Urban Federal Functional Classification Map. The Urban Federal Functional Classification Map of Indianola Iowa is attached map at end of this memo. The remaining years of the project will evaluate the conditions of local streets.

Summary of Findings

The current year's inspection included pavement evaluation of 15.2 centerline miles or 24% of the network database. The overall condition of the arterial and collector streets is "Very Good", with an area weighted average PCI of 70.5. The age of the roadway sections evaluated with this year's inspections range from pre-1970's to as recently as 2017. The PCI values ranged from 3

year's inspections range from pre-1970's to as recently as 2017. The PCI values ranged from 3 (Failed) to 100 (Excellent). The figure below shows the distribution of the PCI for this year's inspection.



PAVER determined a total of 5 centerline miles of roadway sections fell into the PCI range of $70 < x < 90$. These roadway sections should be incorporated into a routine preservation program. Examples of preservation work include joint sealant, partial depth patching and thin overlays (less than 4").

A total of 3.4 centerline miles of roadway were determined to have PCI value in the range of $56 < x < 69$. These roadway sections are candidates for a preferred rehabilitation program which includes full-depth patching.

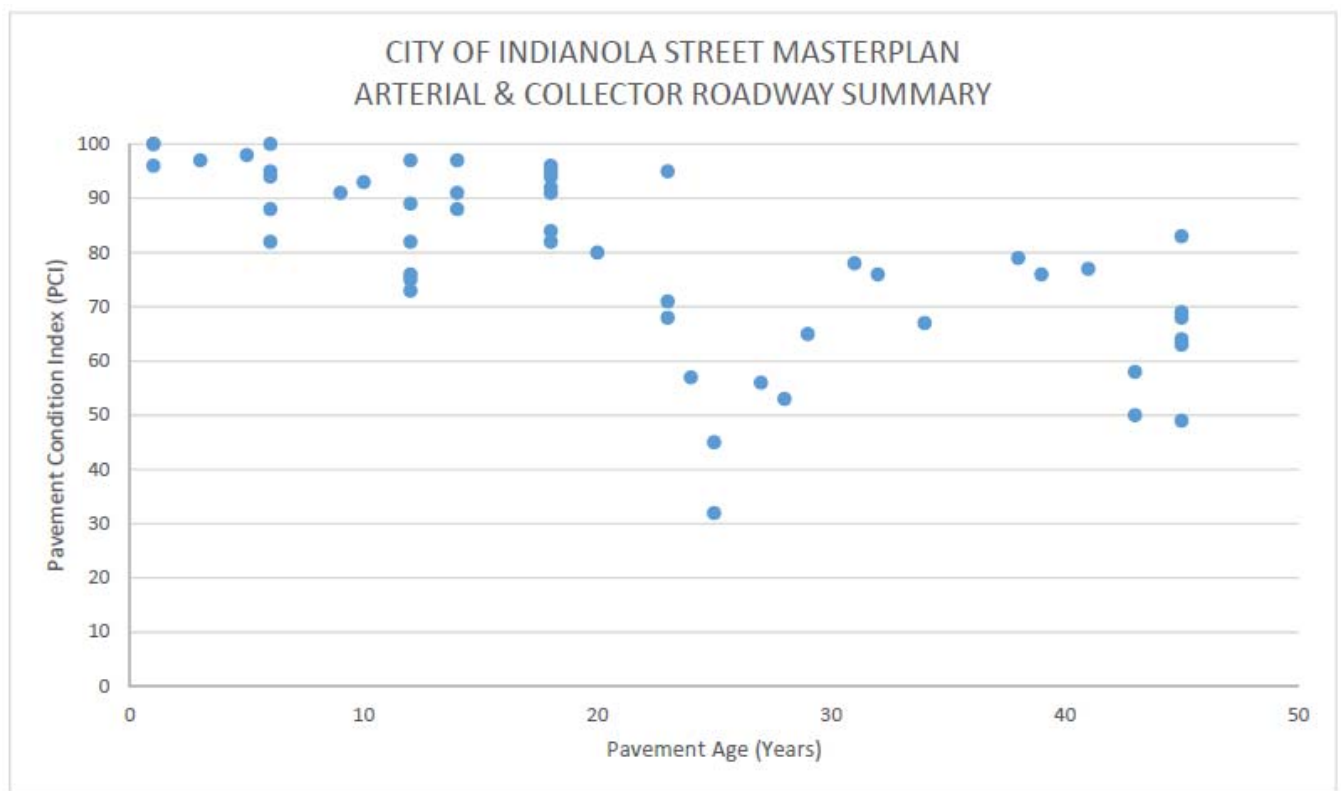
A total of 3.3 centerline miles of roadway were determined to have a PCI value of less than 55. These roadway sections should be slated for major rehabilitation or full reconstruction.

Exhibits detailing PCI condition of the arterial and collector roadways are shown in *Exhibit 1 – Arterial & Collector PCI Summary*.

Pavement Performance Evaluation

Condition data can be compared to anticipated results to identify outlier data for further analysis. Premature determination warrants further analysis for contributing causes and may influence future design and construction techniques.

As shown in the below scatter plot, the PCI of the roadway section was graphed vs the age of the pavement.



The trend line of the scatter plot above follows a typical maintenance and rehabilitation (M&R) curve for the pavement age (years) 0 to 25. The trend line decreases approximately 3 PCI a year from 0 to 15 years of pavement age and then sharply decreases from years 15 to 25 similar to what is expected. The data differs from the predicted curve for old pavement. This is likely due to significant minor and major rehabilitation work that has been performed on those roadway sections since originally constructed. Year 3 of the Street Masterplan project will include a review of outlier data.

Capital Improvement Project Planning Coordination

Pavement condition data is used to assist in cost planning and describe street segment in the CIP. The type of failure can suggest of the subgrade requires complete reconstruction.

The following roadway sections are under consideration for Capital Improvement Projects over the next 5-years:

- East Hillcrest Avenue – Section 2
- East Iowa Avenue – Section 2
- North Buxton Street – Section 1
- North Howard Street – Section 1
- West Clinton Avenue – Section 8 & 9
- West Salem Avenue – Section 6

A Pavement distress report was exported from PAVER for the roadway sections listed above. The table below shows a summary of the different distresses identified from field inspections.

Distress Code	Distress Description	Quantity	Quantity Units	Severity	Distress Cause
1	ALLIGATOR CR	250	SqFt	M	Loading
3	BLOCK CR	1,650	SqFt	M	Temperature
6	DEPRESSION	20	SqFt	M	Subgrade/Subbase
7	EDGE CR	50	SqFt	H	Loading & Subgrade/Subbase
8	JT REF. CR	30	SqFt	M	Subgrade/Subbase
10	L & T CR	10	Ft	M	Temperature
10	L & T CR	140	Ft	H	Temperature
11	PATCH/UT CUT	130	SqFt	M	Misc.
13	POTHOLE	11	Count	M	Loading
17	SLIPPAGE CR	10	SqFt	M	Loading
20	WEATHERING	5,000	SqFt	M	Misc.
22	CORNER BREAK	8	Slabs	L	Loading
22	CORNER BREAK	2	Slabs	M	Loading
22	CORNER BREAK	8	Slabs	H	Loading
24	DURABIL. CR	2	Slabs	M	Temperature/Mix
25	FAULTING	1	Slabs	L	Subgrade/Subbase
26	JT SEAL DMG	60	Slabs	L	Misc.
28	LINEAR CR	3	Slabs	L	Loading

28	LINEAR CR	2	Slabs	M	Loading
28	LINEAR CR	2	Slabs	H	Loading
29	LARGE PATCH	15	Slabs	L	Patching
30	SMALL PATCH	2	Slabs	L	Patching
30	SMALL PATCH	1	Slabs	H	Patching
32	POPOUTS	84	Slabs	N	Temperature/Mix
36	SCALING	19	Slabs	L	Construction/Environmental
36	SCALING	14	Slabs	M	Construction/Environmental
38	CORNER SPALL	6	Slabs	L	Loading
38	CORNER SPALL	1	Slabs	M	Loading
38	CORNER SPALL	1	Slabs	H	Loading
39	JOINT SPALL	31	Slabs	L	Loading
39	JOINT SPALL	2	Slabs	H	Loading

The distresses were sorted into HMA & PCC pavement types and the cause of the pavement tabulation were tabulated.

APC Pavement	
Loading	260 SqFt
Loading	11 Count
Temperature	1,650 SqFt
Temperature	150 Ft
Loading & Subgrade/Subbase	50 SqFt
Subgrade/Subbase	50 SqFt
Miscellaneous	5,000 SqFt
Patching	130 SqFt
PCC Pavement	
Temperature/Mix	86 Slabs
Loading	66 Slabs
Construction/Environmental	33 Slabs
Patching	18 Slabs
Miscellaneous	60 Slabs
Subgrade/Subbase	1 Slab

East Iowa Avenue and West Clinton Avenue sections are both asphalt overlays over portland cement concrete (APC) that were laid in the early 1990's over roadway's that were originally constructed in the 1970's. The pavement distresses exhibited are due to the age of the pavement

structure. The asphalt binder has weathered away, joint reflective cracking and hardening of the asphalt has created block cracking, and traffic loading & weathering is deteriorating the asphalt overlay into alligator/fatigue cracking & potholes. It appears full depth reconstruction and improved subgrade are appropriate for these segments.

The remaining five roadway sections are PCC and were constructed in or prior to the 1970's. The pavement distresses observed appear to be caused by loading and/or pavement mix. The amount of concrete panel's experiencing popouts, spalling, and scaling points to an inadequate type of aggregate being used in the pavement mix. Additionally, the average annual daily traffic has increased since the original design of the roadways. Construction as-builts show that Section 6 of West Salem Avenue is only 6 inches thick. So it is likely that the other pavement sections (which are older) have a similar thickness, which may no longer be adequate to handle the current loading the pavement is experiencing. This could be increasing the rate of pavement deterioration at the joints.

Most of the street segments appear to be candidates for full depth reconstruction however Hillcrest Ave exhibits spotty subgrade failure and mostly surface and joint issues so it may be a candidate for patching and overlay as an appropriate major maintenance strategy.

Summary

The purpose of the Street Masterplan project is to develop a maintenance and capital street improvement plan. Year 2 of the project included field inspection of Arterial and Collector streets maintained by the City of Indianola. With only a quarter of the pavement inventory evaluated, detailed M&R planning utilizing PAVER cannot yet be performed. For the interim, the condition data that is available and pavement age should be used for a maintenance strategy.

The roadway sections within the PCI range of 69 to 90 or younger than 10 years should be part of a routine maintenance program. This program should include crack sealing and preventative maintenance for roadway sections. Roadway sections within the routine maintenance program are shown on *Exhibit 2 - Arterial & Collector Routine Maintenance* included with this memo.

The roadway sections under 50 PCI or older than 30 years should be part of a deferred maintenance program. These pavement sections have either deteriorated to a point where major rehabilitation is no longer cost effective or where the pavement has reached its service life. These pavement sections should be considered for future capital improvement projects. Roadway sections considered part of the deferred maintenance program are shown on the *Exhibit 3 - Arterial & Collector Deferred Maintenance* included with this memo.

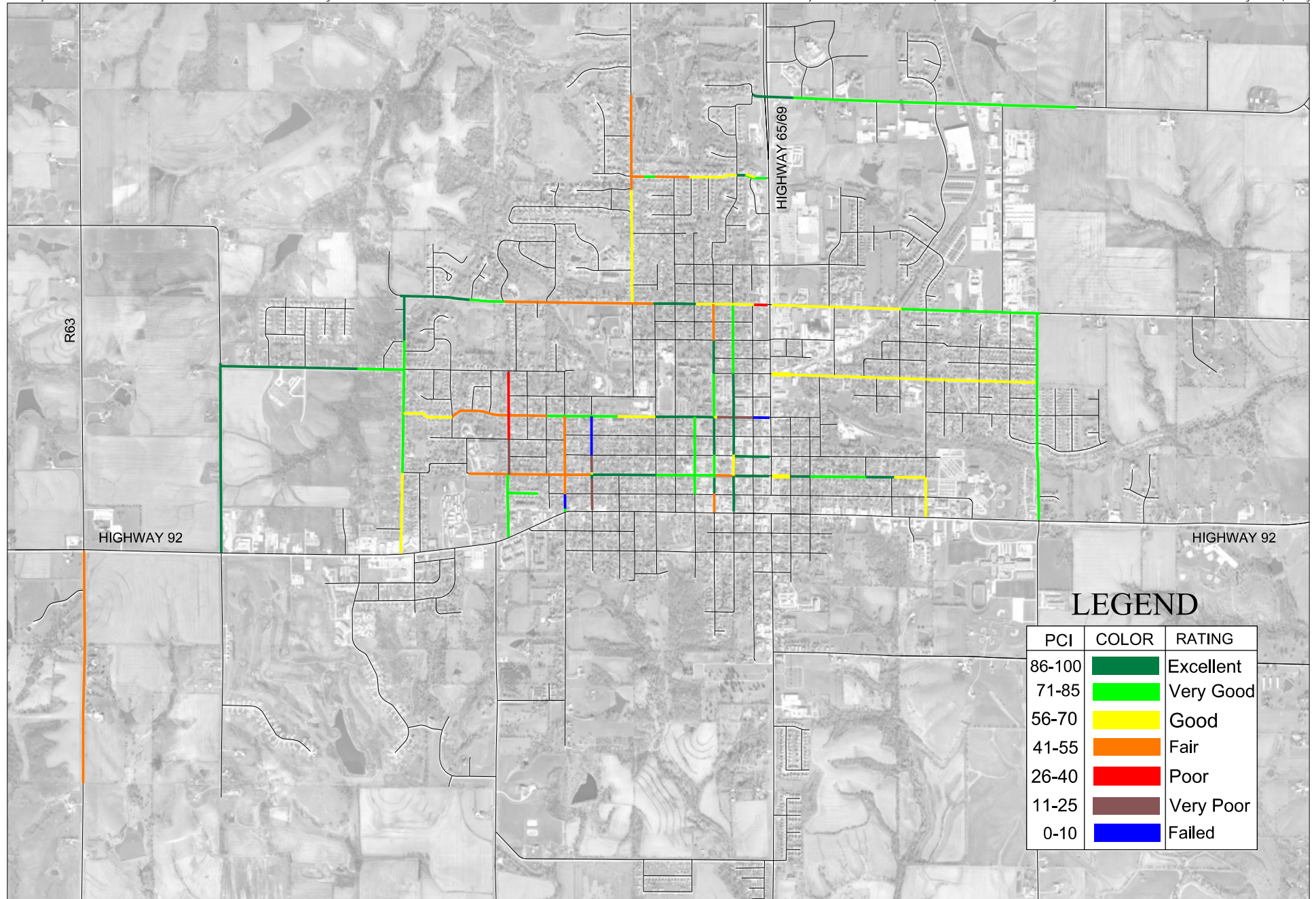
The remaining pavement sections should be considered for a preferred maintenance program. Work in this program should include full depth patching, curb and gutter replacement, and/or

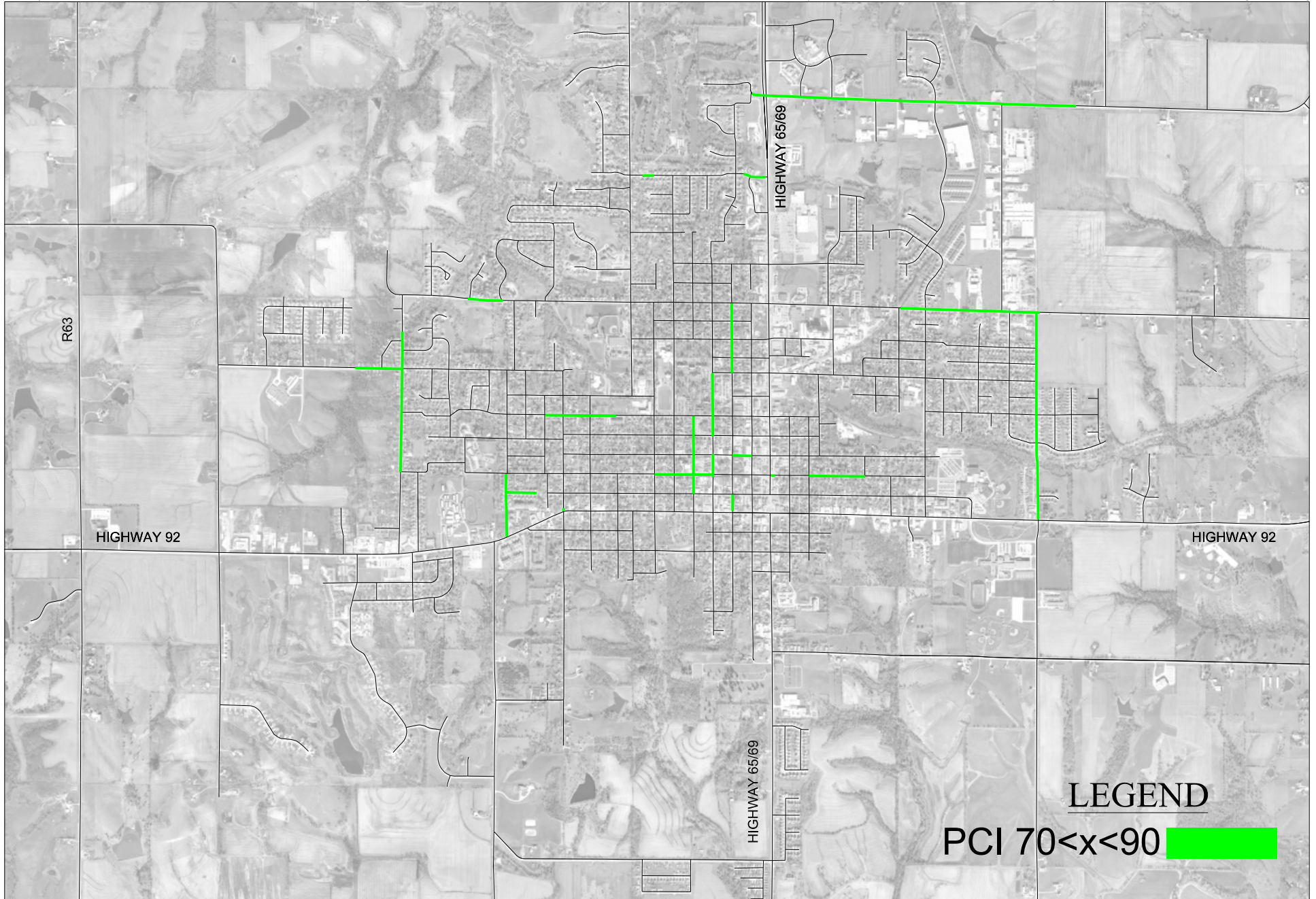
storm sewer intake repair. Roadway sections within the preferred maintenance program are shown on *Exhibit 4 - Arterial & Collector Preferred Maintenance* included with this memo.

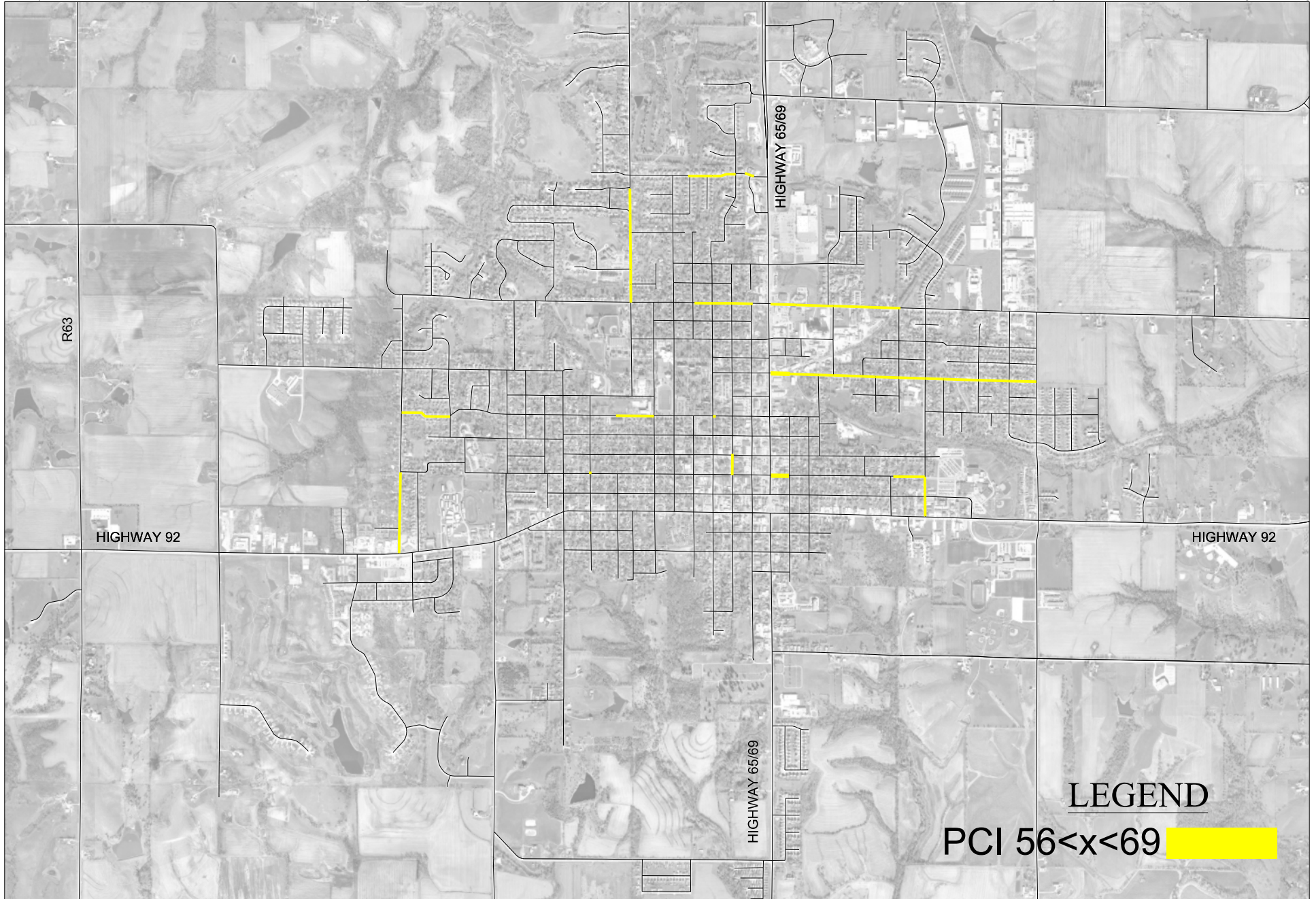
Even though field data collection is not slated to be completed till Year 4 of the project, there are 3 items that need to be determined in order for PAVER to develop a maintenance and capital improvements program at the end of year 4.

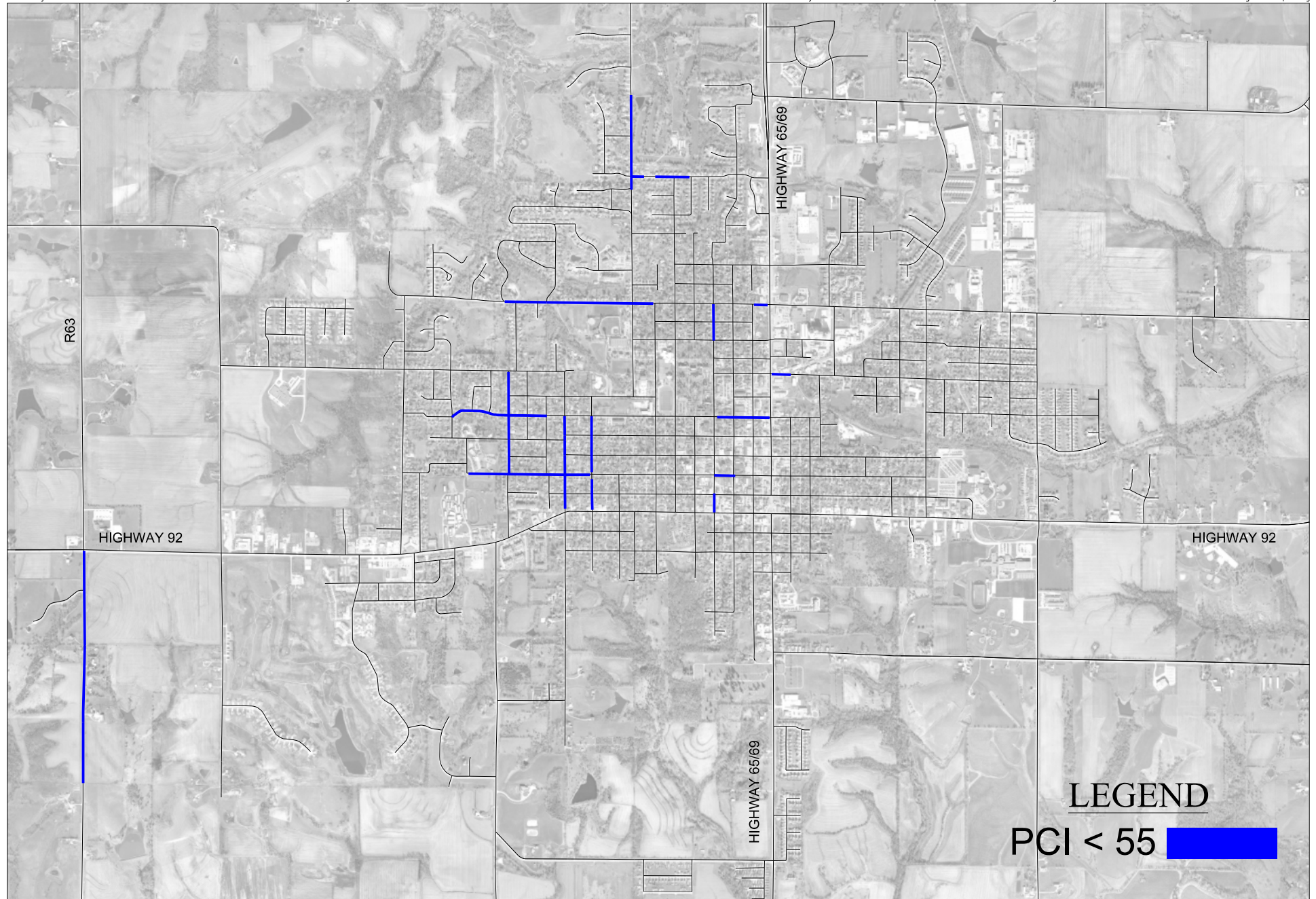
1. The preferred rehabilitation practices for preventative, minor and major rehabilitation work, and full reconstruction and associated cost tables of local unit prices will need to be determined. These items are required so PAVER can more accurately determine the funding required for project.
2. A critical PCI of the roadway network should start to be determined at this time. The critical PCI is defined as the PCI value at which the cost of applying localized preventative maintenance increase significantly. PAVER will use this value to develop projects and what type of work needs to be performed to achieve the specified PCI long term.
3. Pavement condition goal needs to be developed based on the system needs, available funding and preferred rehabilitation practices.

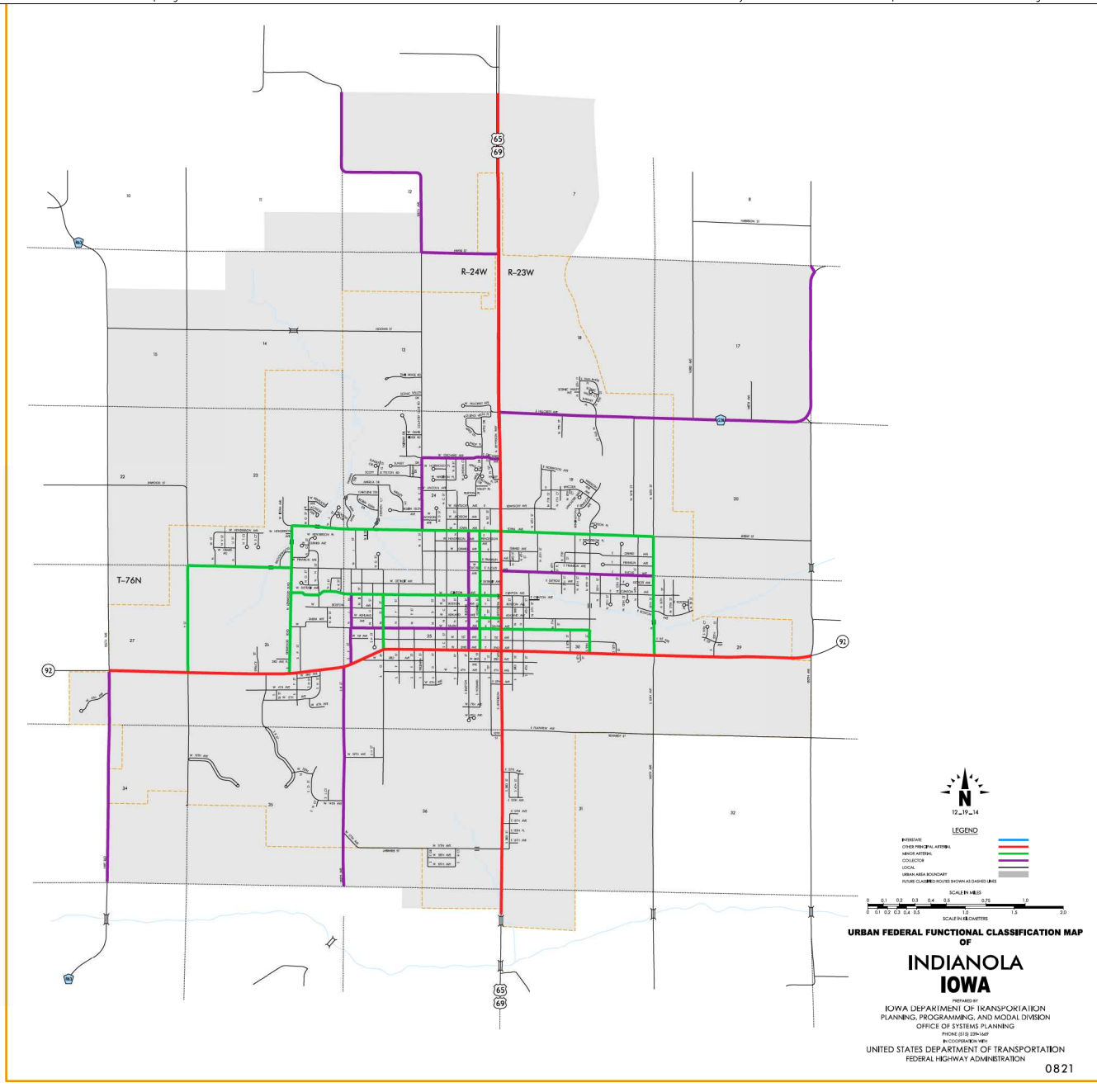
While more data is needed to determine items 2 & 3 it is appropriate to begin consideration of the preferred rehabilitation practices in advance of next years update.











City Council Study Meeting

3.

Meeting Date: 10/15/2018

Information

Subject

Discussion and direction concerning a recommendation resulting from the Square Assessment

Information

During September 25 through September 27 the City partnered with the Chamber, WCEDC and IEDA to conduct an assessment of the City's Square. A copy of the draft recommendations is attached with the full report expected in four to six weeks. City staff will request direction from the council concerning one of the recommendations provided relating to streetscape.

Fiscal Impact

Attachments

Square Assessment



INDIANOLA DOWNTOWN ASSESSMENT



SEPTEMBER 25 – 27, 2018

INDIANOLA | pre-visit review



INDIANOLA | pre-visit research

Source: ESRI

Environmental Systems Research Institute – founded in 1969

Trade Area Analysis

Market Profile

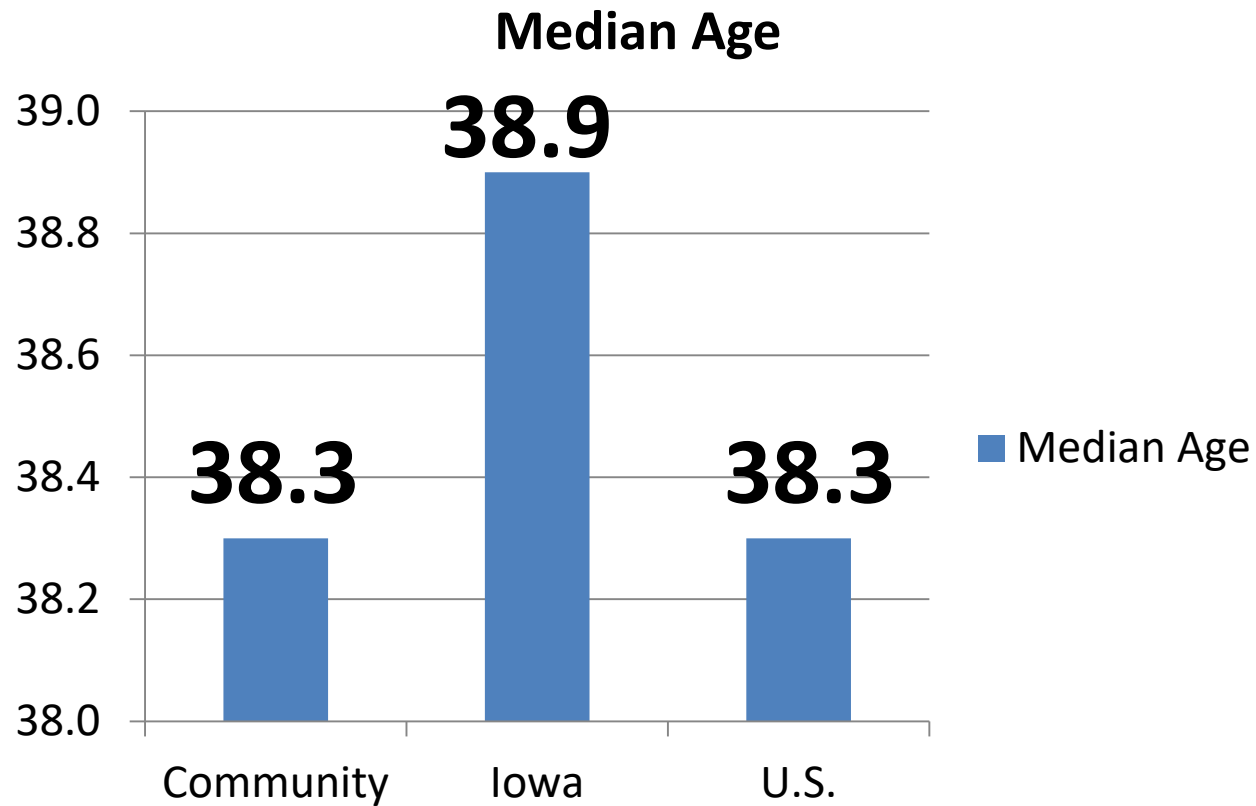
Housing Profile

Retail Market Performance

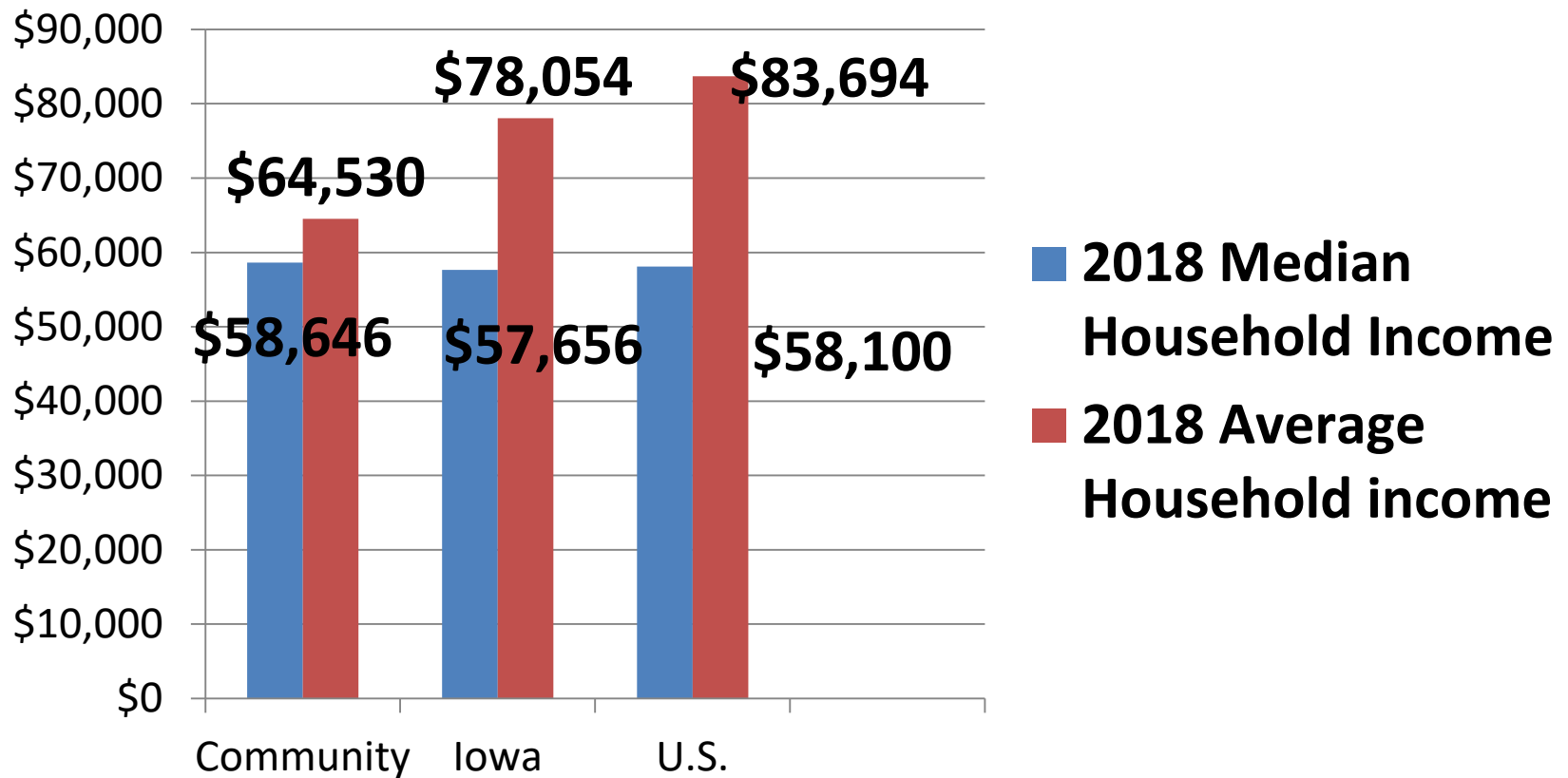
Tapestry Segmentation Area Profile



INDIANOLA | pre-visit research



INDIANOLA | pre-visit research

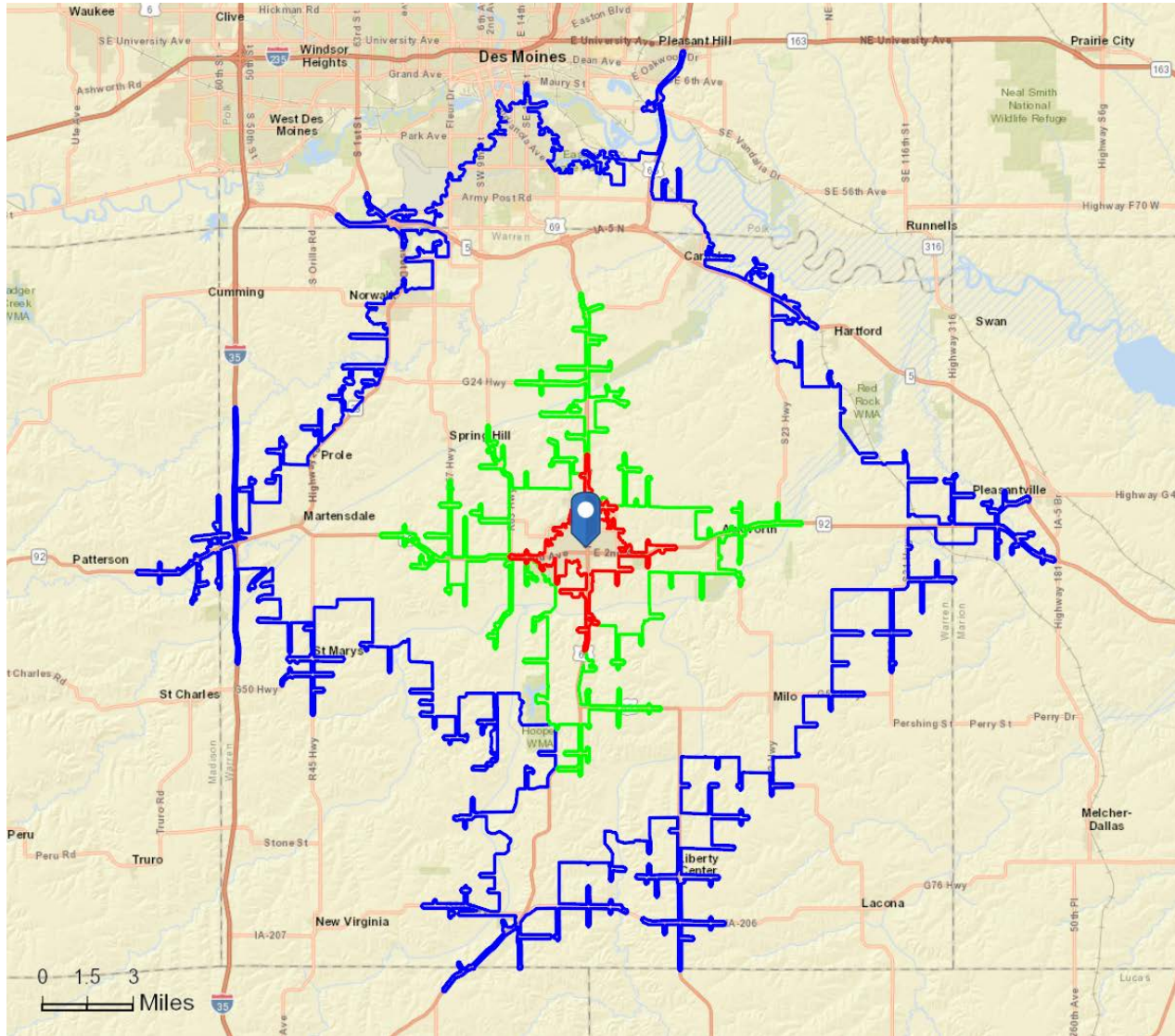


INDIANOLA | pre-visit research

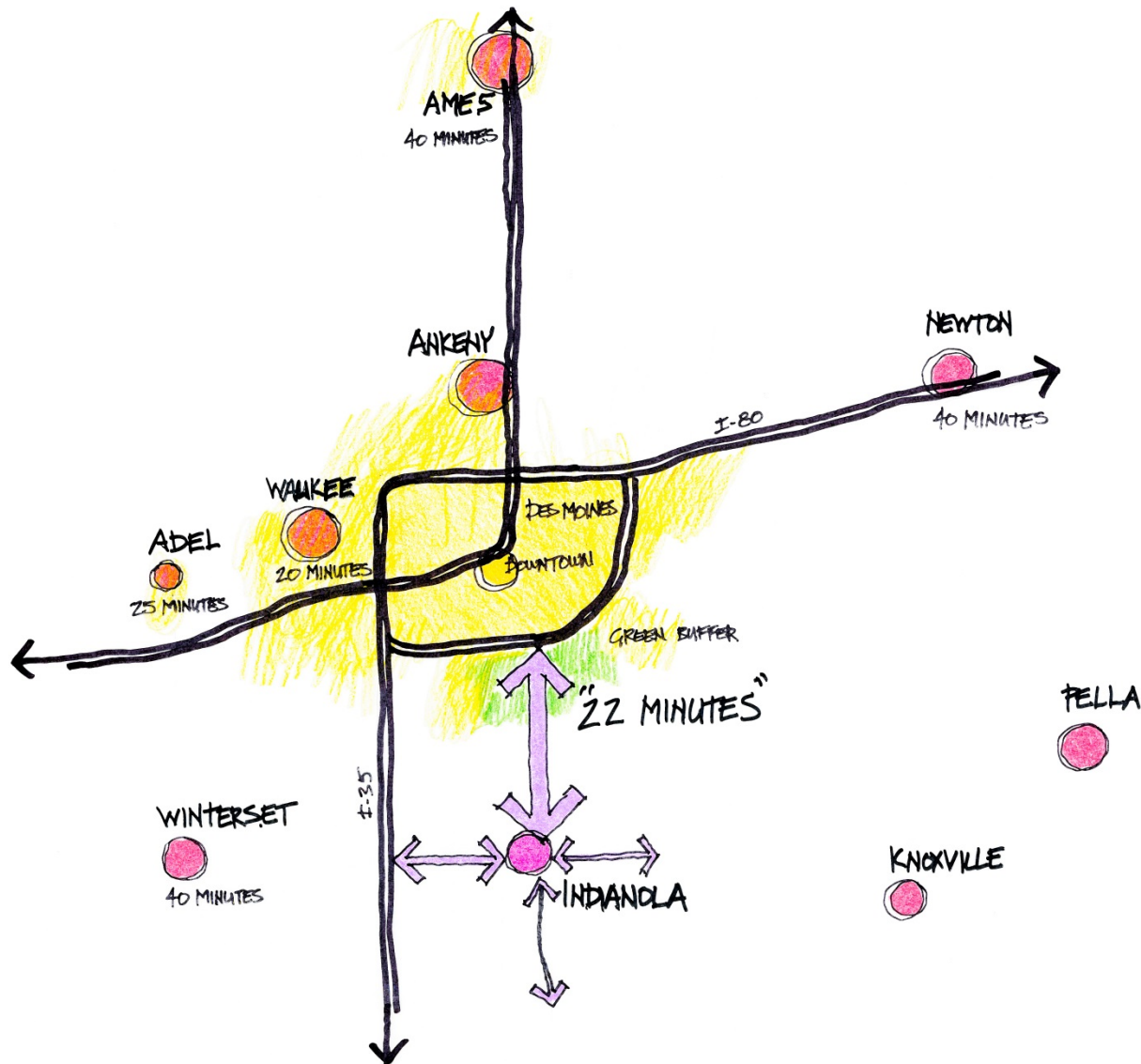
	Demand	Supply	Retail Gap	Number of Businesses
Industry Summary	(Retail Potential)	(Retail Sales)		
Total Retail Trade and Food & Drink	\$133,019,452	\$175,203,392	\$42,183,940	78
Total Retail Trade	\$120,817,557	\$165,646,967	\$44,829,410	52
Total Food & Drink	\$12,201,896	\$9,556,424	\$2,645,472	29

5 minute drive time figures

INDIANOLA | Drive Time Analysis



INDIANOLA | Drive Time Analysis



INDIANOLA | pre-visit survey



Downtown's Greatest Strength

- Stores/Boutiques/Locally owned/Variety/Shop owners/Unique 75
- Central location/Convenience/Accessible/Proximity to highways 29
- Gathering place for events/Community center/Event friendly 23
- Restaurants 21
- The Square/People care about square /One block each direction 18
- Charming, Historic downtown/Beauty/Curb appeal/Setting 13
- Architecture/Historic Buildings 10

Downtown's Greatest Challenge or Weakness

- Attracting/keeping a variety of retailers/Businesses/Empty buildings 59
- Some storefronts/buildings not well kept/Run down buildings and businesses/Aging/Tired 26
- Shopping hours limited/Poor evening and weekend hours 22
- Too many offices/Non-retail 17
- Customers/Visitors/Foot traffic to support businesses/People shop in Des Moines 15
- Parking is tough 13
- Limited dining options/No fine dining/Not enough unique food items 13
- Lack of business variety and sophistication compared to Des Moines 12
- Courthouse condition and appearance/Ugly 9
- Removing courthouse and building square box/Jail in the middle/Need greenspace 9

Project That Would Improve the Appearance of Downtown

- Building façade projects/Update buildings/Restore/Paint/Don't ignore side streets 71
- Planter boxes/Hanging baskets/Flowers/More landscaping/Street décor/Trees 18
- Sitting areas/ patio space/seating on courthouse lawn/Benches/Picnic tables 13
- Keeping courthouse lawn and trees/More greenspace 12
- More retail stores/Occupy space 12
- Completion of new courthouse 9
- Courthouse and jail off square/Use as public space/Gazebo/Park 7
- Better/Classic design for new courthouse...not a square box/Less ugly courthouse 7

What would improve the business climate of Downtown most?

- More businesses especially retail/Variety of price points/More one of kind shops 52
- Hours that accommodate employed people 32
- More community events/family activities/Farmers Market/Concerts 28
- More restaurants/Family oriented 21
- Updating retail space/facades and appearance 7
- Ease tax burden and help small business with rent/Incentives/Reasonable rents/City investment 7

What type of new downtown business would be most successful?

- Restaurant 80
- Clothing 47
- Bar/Rooftop bar/Cocktails/Venue for music/Sports
bar/Beer bar 15
- General retail 15
- Gifts/Novel/Trendy/Cards/Hallmark 11

INDIANOLA | community visit

- Driving Tour
- Walking Tour
- Business Drop-Ins
- Community Meetings
- Interviews



INDIANOLA | team first impressions

COMMUNITY

- Nice community /wayfinding signage
- Beautiful parks
- Significant sprawl
- Quality of life amenities
- Conflicting graphic identity
- New hotel
- New single family housing



INDIANOLA | team first impressions

DOWNTOWN

- Square
- Construction
- Lush flower planters
- Historic plaques on buildings
- 15 Vacancies
- Intact building stock
- Limited Retail
- Wedding niche
- Limited event/meeting space



INDIANOLA | community meeting

Q: How can we improve the look and feel of Downtown?

- Modernize facades (pleasant/facelift/upscale/clean) (7)
- Building required to do maintenance (2)
- Bike friendly signs (Wi-Fi, restrooms, cell plug in, fill water bottles) (2)
- Neon lights/lighting effects (2)
- Fresh flowers – seasonal – (2)
- Updated signage (2)
- Outdoor seating / park benches (2)



INDIANOLA | community meeting

Q: What businesses could be successful in downtown Indianola?

- Retail – Men & Women’s Boutique (7)
- Tablecloth (upscale/nice/kitschy) restaurant (5)
- Drug/variety store (Harrisons/Ben Franklin) (5)
- Shoe store (5)
- Art supply store/framing creative, unique fun-to-shop boutique (3)
- Sushi (3)
- Italian steakhouse (2)
- Brew pub/tap room (2)
- Unique gift boutique (2)
- “After hours” Youth/Teen activity center hangout with food and drink (2)
- Toy store/hobby shop (2)

INDIANOLA | community meeting

Q: How can downtown become a better place to live, work and play?

- Social and entertainment activities / events for all ages throughout the year (7)
 - Taste and Crafts of Indianola
 - Pop up Farmers Markets
 - Food Trucks
 - “Active” events on square that attract: children, teens, adults, seniors
 - Activity breeds activity
- Upper story living (apartments/lofts) (4)
 - Modern
 - Upscale
 - New and renovated
 - Well maintained
- More common/gathering green spaces (4)
 - Event venue
 - “Fellowship area”
 - Make courthouse yard and library grounds more invitational
- Better business mix (more variety/places to shop) (3)
- Better parking opportunities (2)
- Open free public wifi (“Smart square/city” technology) (2)

INDIANOLA | community meeting

Q: What can we do to recognize our heritage & history?

- Restore building facades to original design / Building preservation – historic materials in streets & buildings (6)
- Statues/monuments recognizing people or important points in our history (5)
- Build off/around Simpson College (4)
- Art on the square
- Historic building plaques (some already in place)
- Music history – bandshell



INDIANOLA | community meeting

Q: How can we better market the downtown?

- More events for a variety of ages – family friendly (7)
- Ads in key publications (6)
- Market experiences or day trips (5)
- Digital signage to draw highway travelers to the square
- Unity between all partners – One Vision – One Goal! (4)
- Be consistent with the brand/logo theme (4)
- Use social media! (3)

INDIANOLA | community meeting

Q: What groups and individuals need to be involved?

- Warren County
- City
- Chamber
- City Council
- Planning & Zoning
- Schools – public, Simpson College
- Store owners & entrepreneurs
- People who want to work
- Hometown Pride – Keep Indianola Beautiful
- Consolidate Committees – over 70 – not enough action!



INDIANOLA | strengths

- Proximity to Des Moines
- World class events
 - National Balloon Classic
 - Des Moines Metro Opera
- Simpson College
- Quality school district
- Big city opportunities with small town feel



INDIANOLA | strengths



INDIANOLA | strengths



INDIANOLA | strengths



INDIANOLA | strengths



INDIANOLA | strengths



INDIANOLA | strengths



INDIANOLA | strengths



INDIANOLA | challenges & opportunities

Downtown

- Building Maintenance
- Vacancies
- Signage
- Parking Management
- Walkability
- Hours to fit the public



Community-wide

- Organized marketing
- Who's job is it anyway?

INDIANOLA | your words

- “There’s no going back. It’s done” [court house]
- “We’re temptingly close to a bedroom community.”
- “Right now is the time!” and “This is a pivotal time.”
- “We have a jewel with the square that has been neglected forever.”
- “People outside of Indianola don’t know about Indianola.”
- “There’s no reason for people to come downtown.”
- “I choose to be open until 6:00 to serve my customers.”
- “The community needs one vision to work toward.”
- “I’m tired of the square being a low-rent district.”

INDIANOLA | Building Development

- Good building stock
- Court House is staying downtown
- Great timing to reinvigorate the square
- Deferred maintenance
- Outdated signage
- Code review and updates
- Design guidelines
- Bring back the façade grant program



INDIANOLA | Building Development



INDIANOLA | Building Development



INDIANOLA | Building Development



INDIANOLA | Building Development



INDIANOLA | Building Development



INDIANOLA | Building Development



INDIANOLA | Building Development



INDIANOLA | Business Friendly

- Code review & updates
- Minimum maintenance agreements
- Improved signage
- Permits

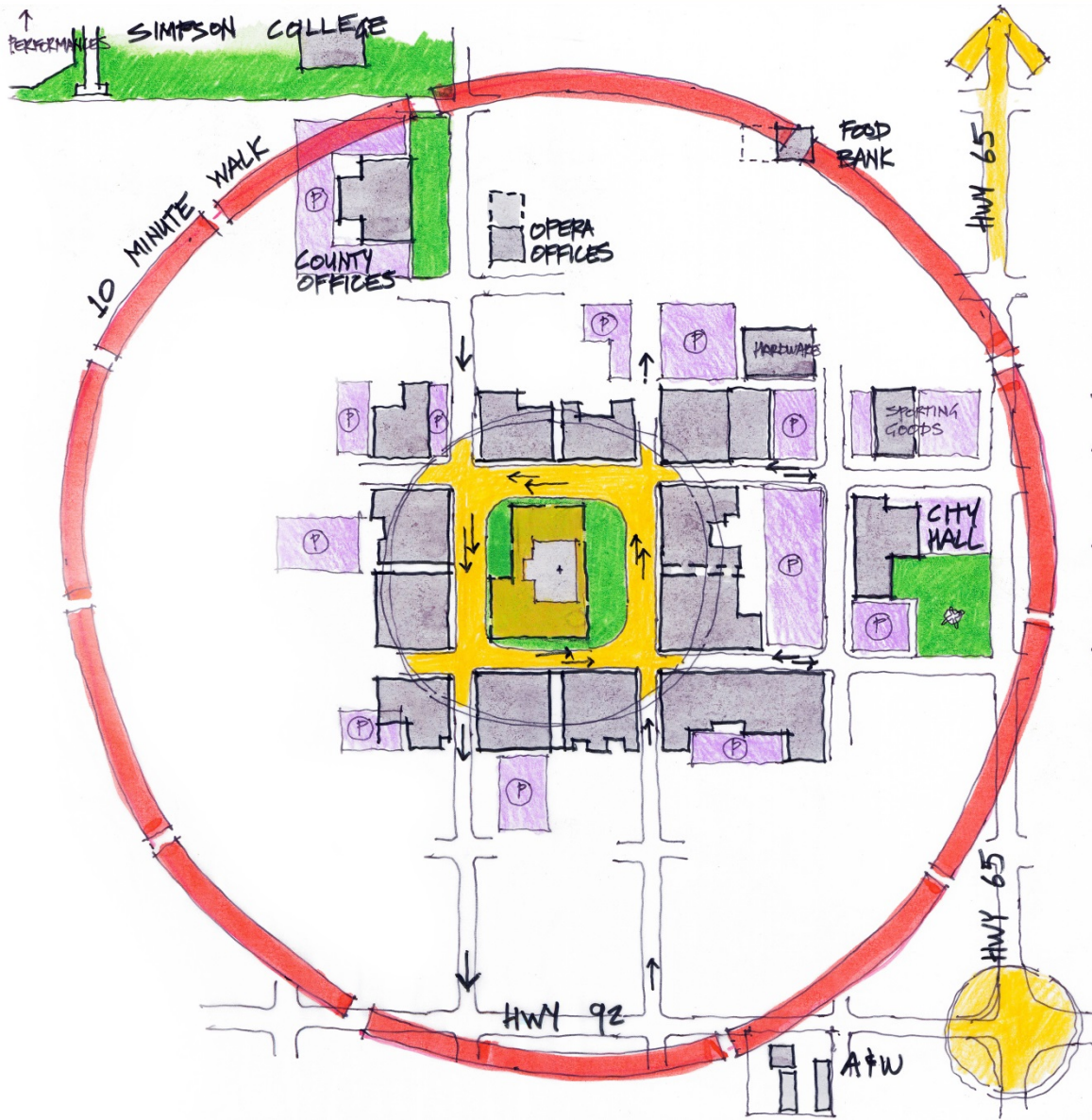


INDIANOLA | Streetscape

- Build on what has already been done
- Find ways to add green space
- Walkability
- Gateway entrance from Hwy 65/69
- Tie in brand identity
- Amenities for events



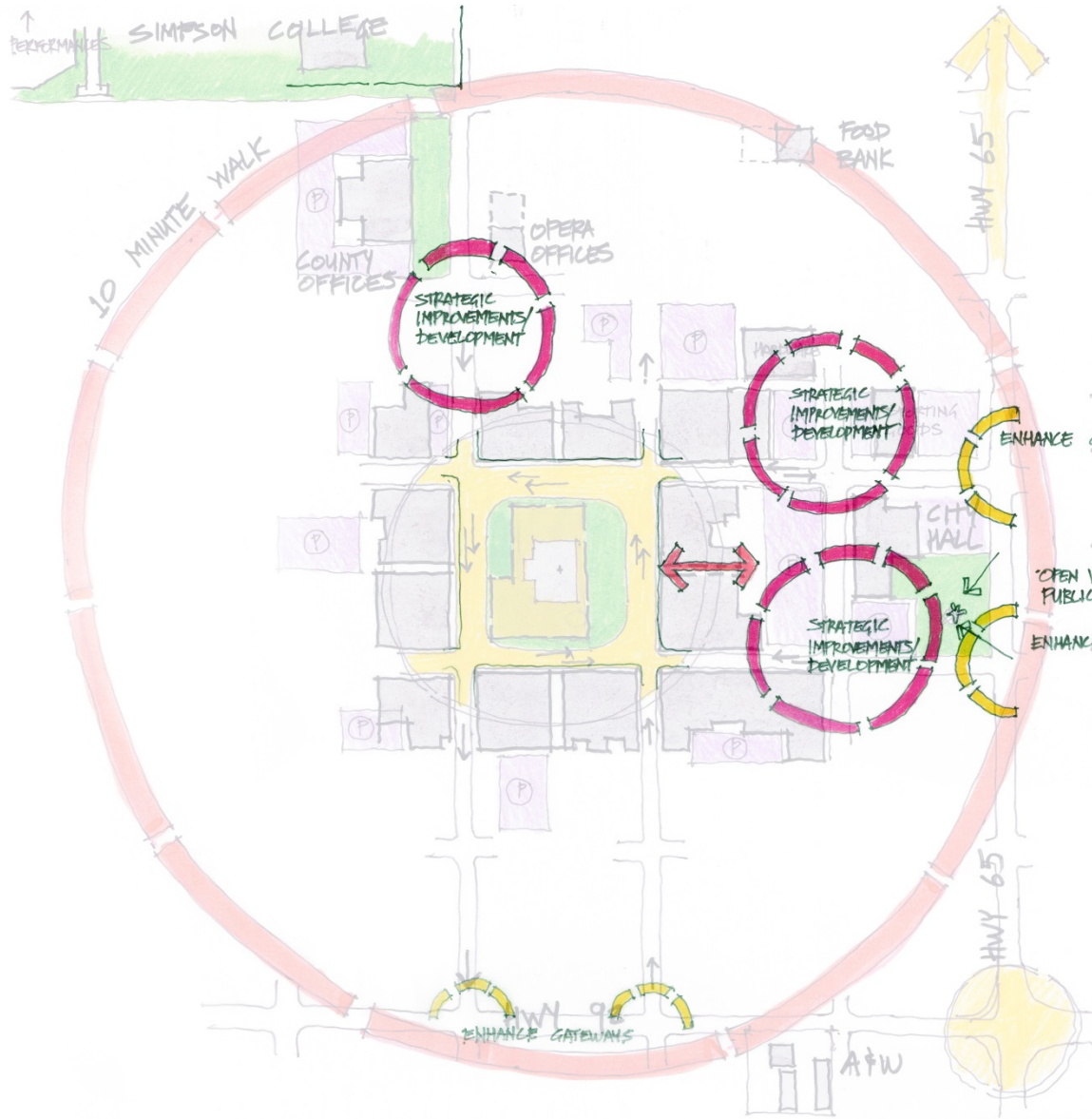
INDIANOLA | Streetscape



• Strategic linkages

- TOWNHOM DEFINED BY 10 MINUTE WALK
- LINK MAJOR DESTINATIONS WITH THE SQUARE
- THE SQUARE SHOULD BELONG FIRST TO PEOPLE/PEDESTRIANS, SECOND TO SLOW MOVING CARS
- PROVIDE FLEXIBLE VEHICULAR CIRCULATION WITH ALL ROADS BRINGING YOU TO THE SQUARE
- HOW? 1. PROVIDE TWO-WAY STREETS @ 11' LANES AND BUMP OUTS AT INTERSECTIONS
2. PROVIDE GENEROUS "GREEN" STREETSCAPES ALONG SELECT CORRIDORS 3. IDENTIFY PARKING AND GET PEOPLE OUT OF THEIR CARS

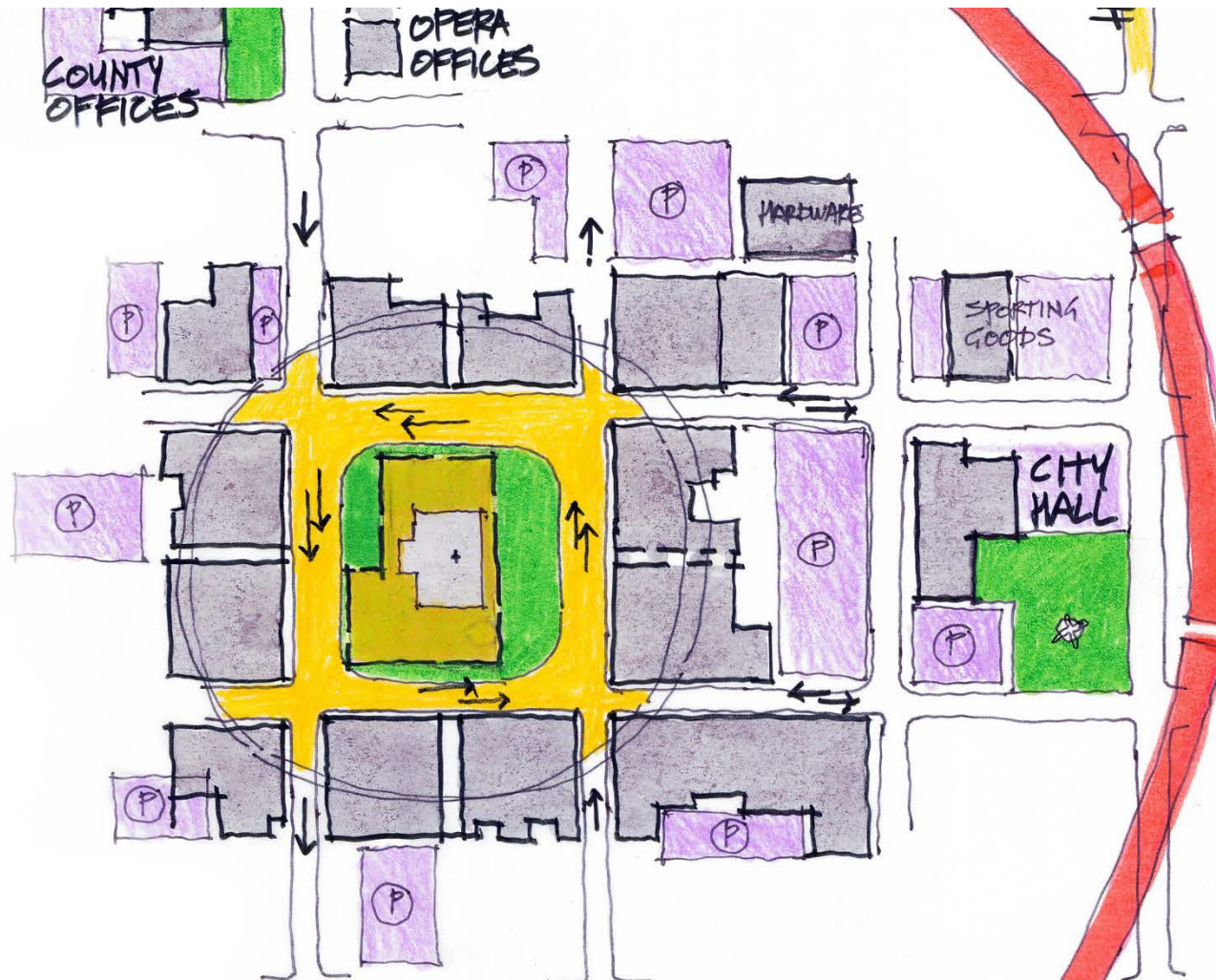
INDIANOLA |



• Strategic linkages

- TOWN/OWN DEFINED BY 10 MINUTE WALK
- LINK MAJOR DESTINATIONS WITH THE SQUARE
- THE SQUARE SHOULD BELONG FIRST TO PEOPLE/PEDESTRIANS, SECOND TO SLOW MOVING CARS
- PROVIDE FLEXIBLE VEHICULAR CIRCULATION
- OPEN VIEWS TO PUBLIC ART
- ENHANCE GATEWAYS
- HOW: 1. PROVIDE TWO-WAY STREETS & 11' LANES AND BUMP OUTS AT INTERSECTIONS
- 2. PROVIDE GENEROUS "GREEN" STREETSCAPES ALONG SELECT CORRIDORS
- 3. IDENTIFY PARKING AND GET PEOPLE OUT OF THEIR CARS

INDIANOLA | Streetscape

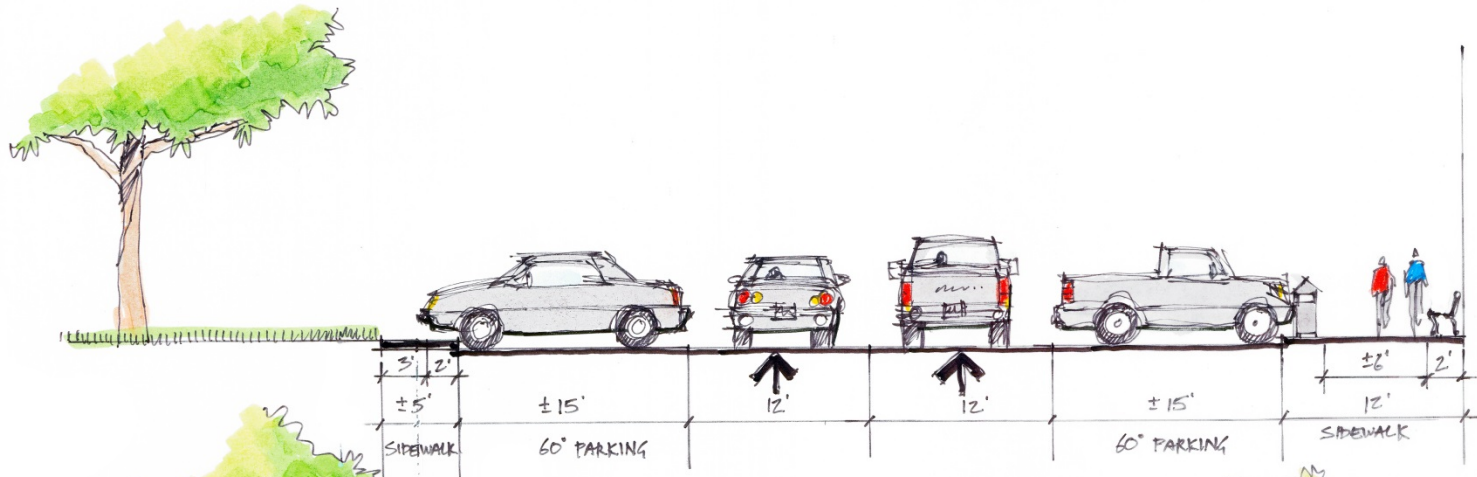


- DOWNTOWN DEFINED BY 10 MINUTE WALK
- LINK MAJOR DESTINATIONS WITH THE SQUARE
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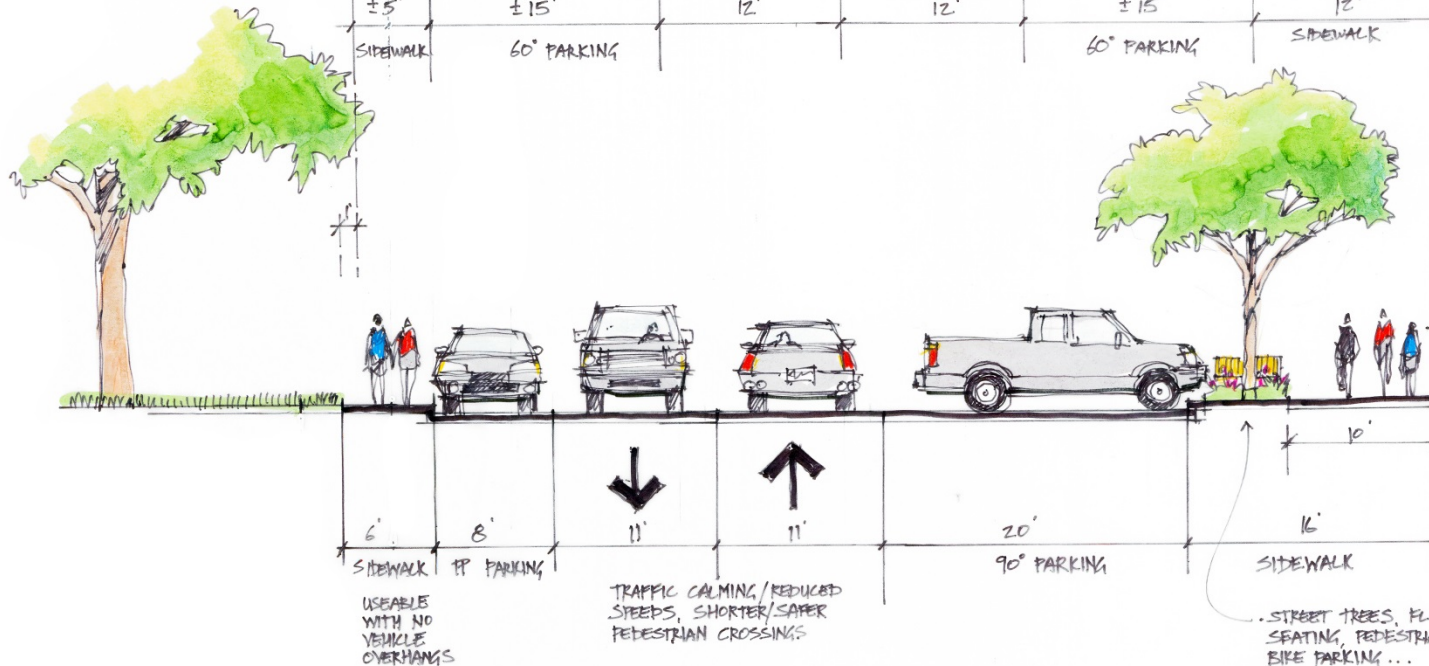
INDIANOLA | Streetscape



INDIANOLA | Streetscape



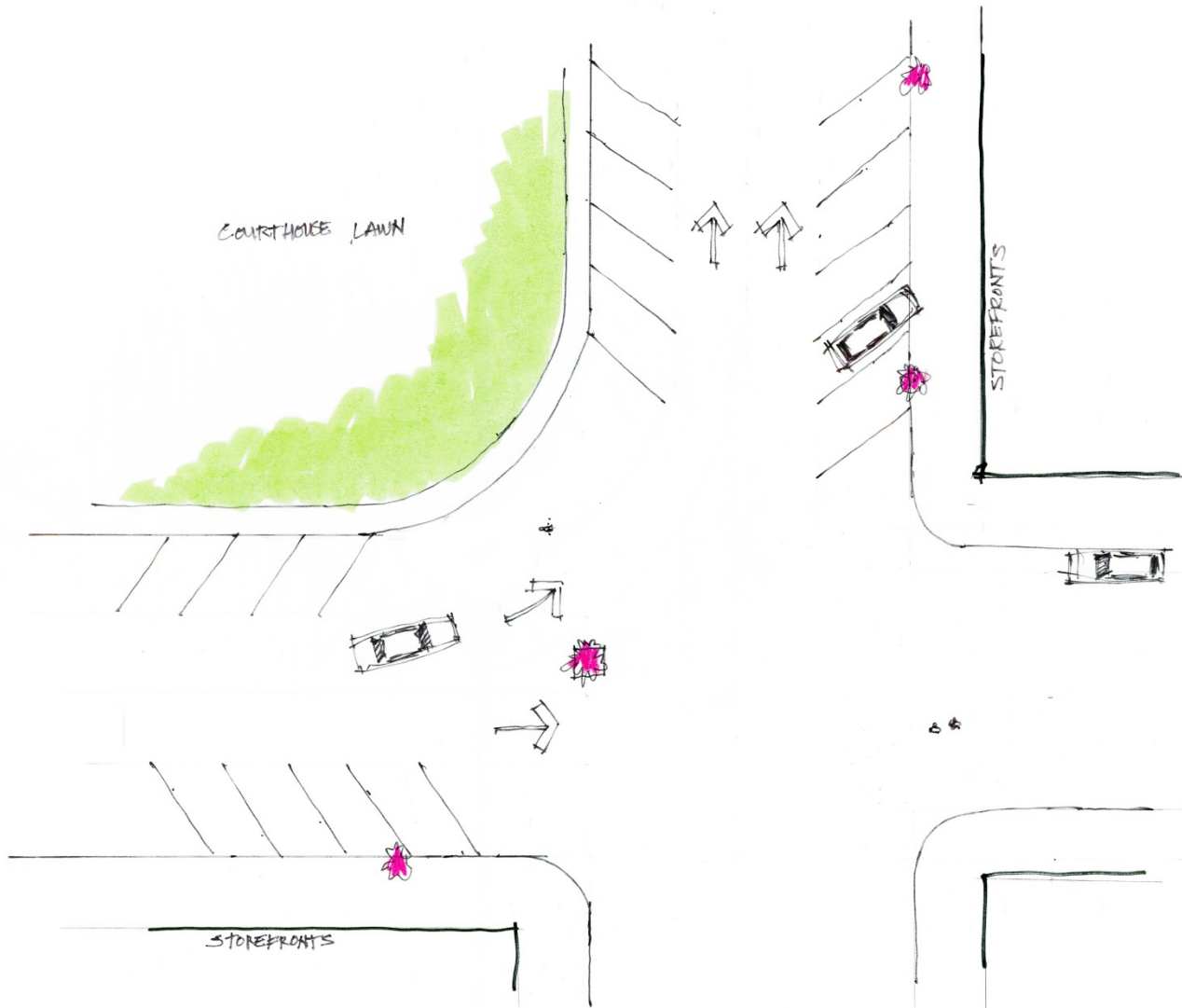
- VEHICLES — $54' + 4' = 58'$
- PEOPLE — $10' + 3' = 13'$
- GREENSPACE — $= 0'$



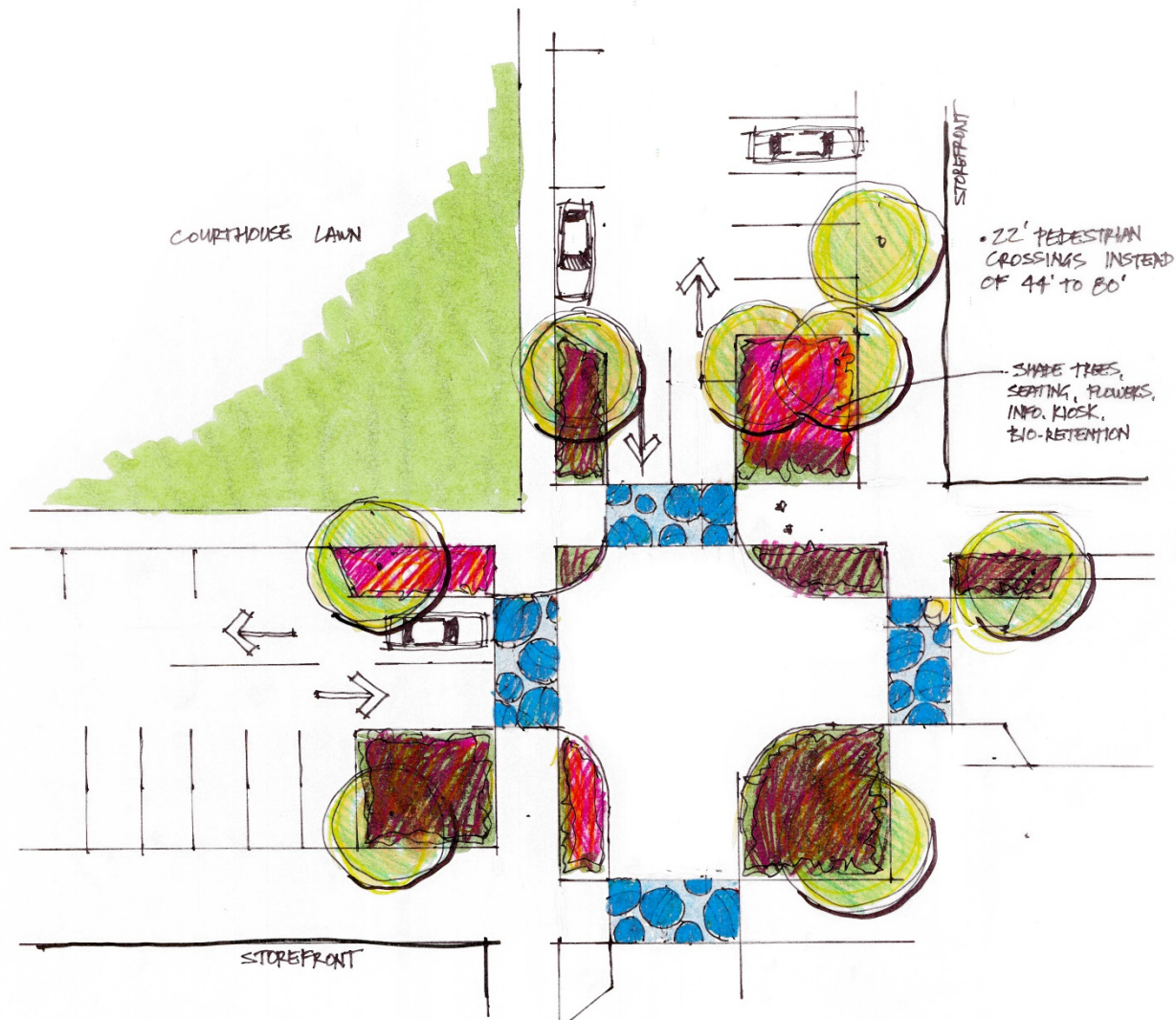
- VEHICLES — $50' + 2' = 52'$
- PEOPLE — $10' + 6' = 16'$
- GREENSPACE — $= 6'$

- SAME PARKING COUNT
- INCREASE FLEXIBILITY OF CIRCULATION AND PARKING ACCESS
- INCREASE GREENSPACE FOR PEDESTRIANS
- INCREASE PEDESTRIAN WALKWAYS WITH DIRECT ACCESS TO STOREFRONTS

INDIANOLA | Streetscape



INDIANOLA | Streetscape



INDIANOLA | Streetscape



INDIANOLA | Make Downtown a Destination

- Brag about yourselves!
- Build on your brand
- Visually draw visitors into downtown
- Gateway entrance to the district
- Public art
- Social media selfie spots
- Tie in to current events or create new ones
- Public seating



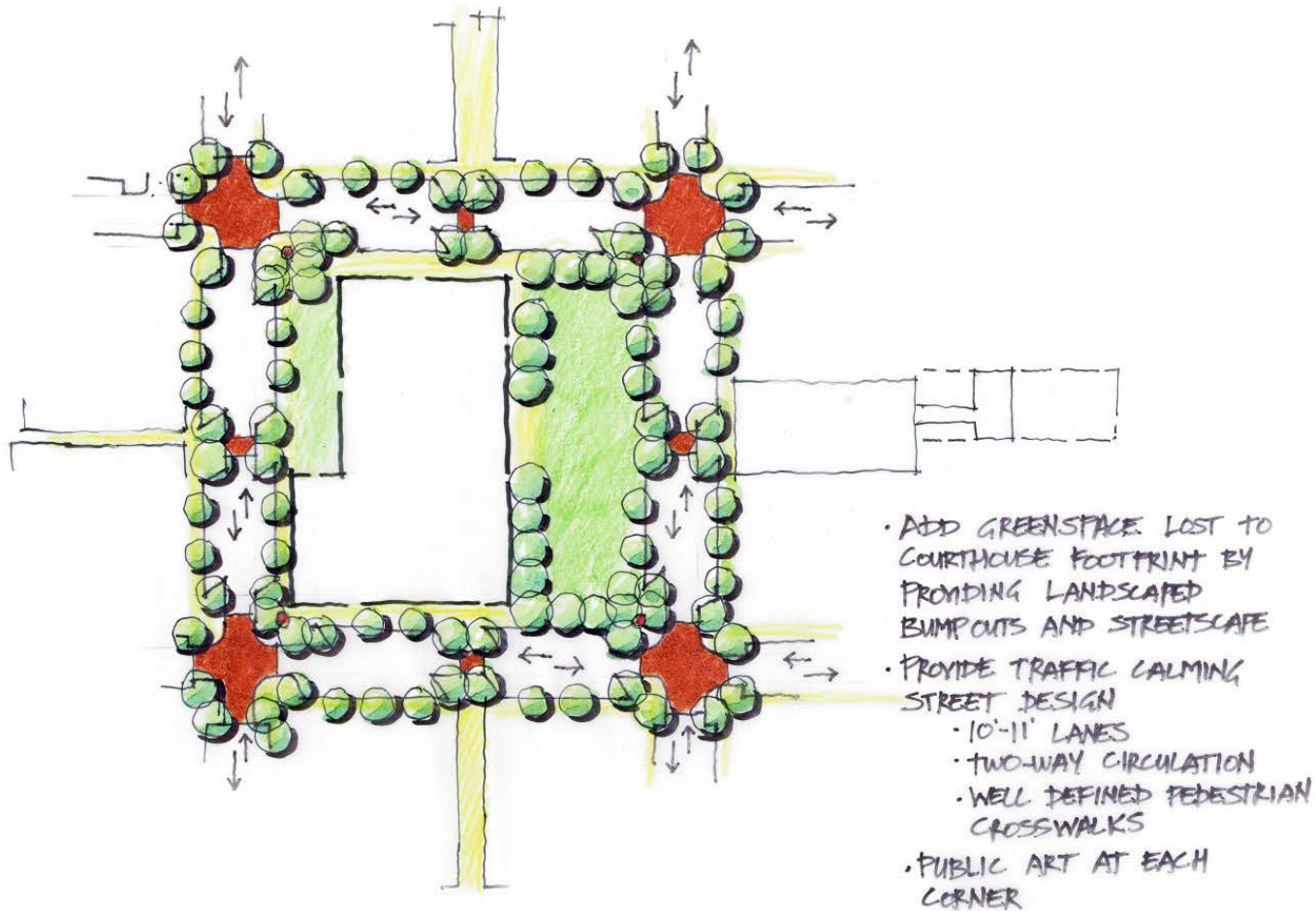
INDIANOLA | Public Spaces & Programming

Your Square is the heart of your community

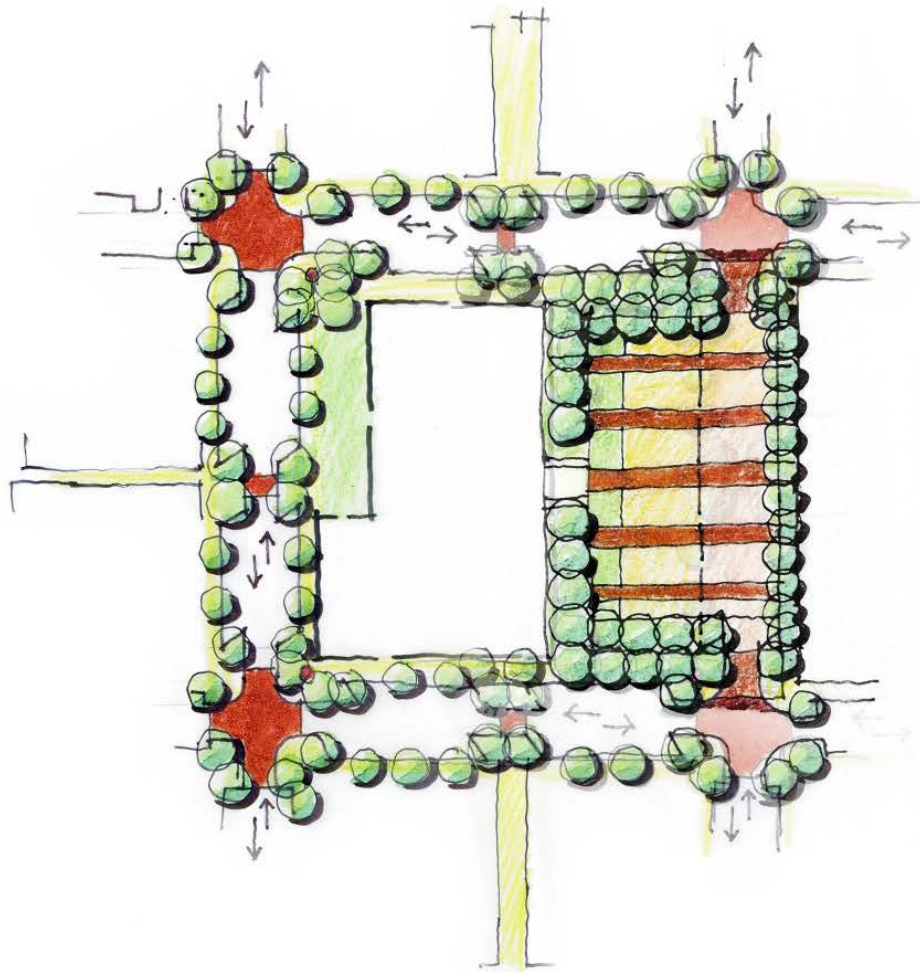
- Buskers
- Farmers market events
- Yoga
- Pop-up Market
- Art Shows
- Vendors (food trucks, art, local crafts)
- Music (Opera!), dance or live theater (Simpson?)
- Motor Cycle (Bike Nites!) and Classic Car shows
- Outdoor movies shown on a large screen
- Family friendly events
- Games (for adults) and playground equipment (for kids)



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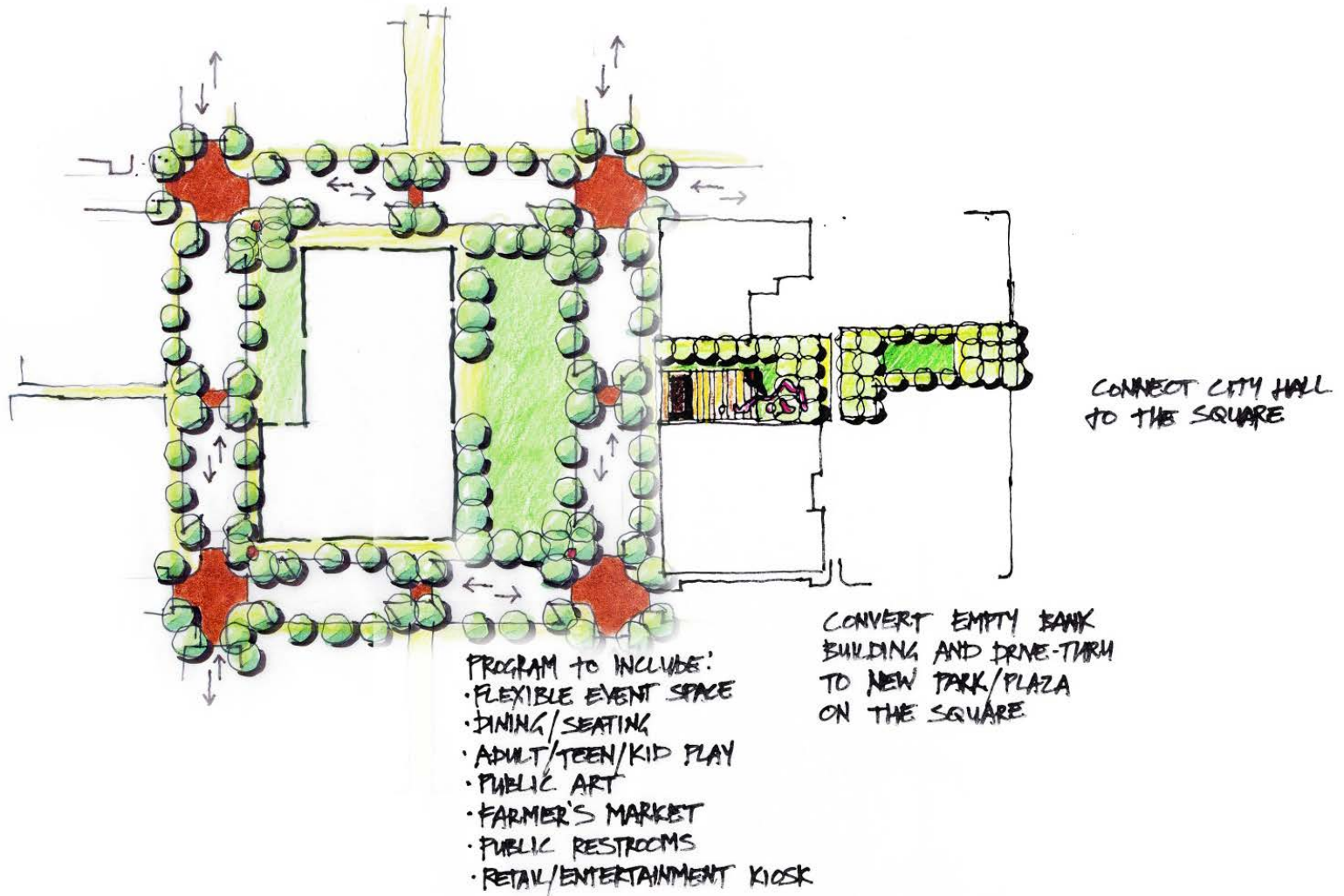
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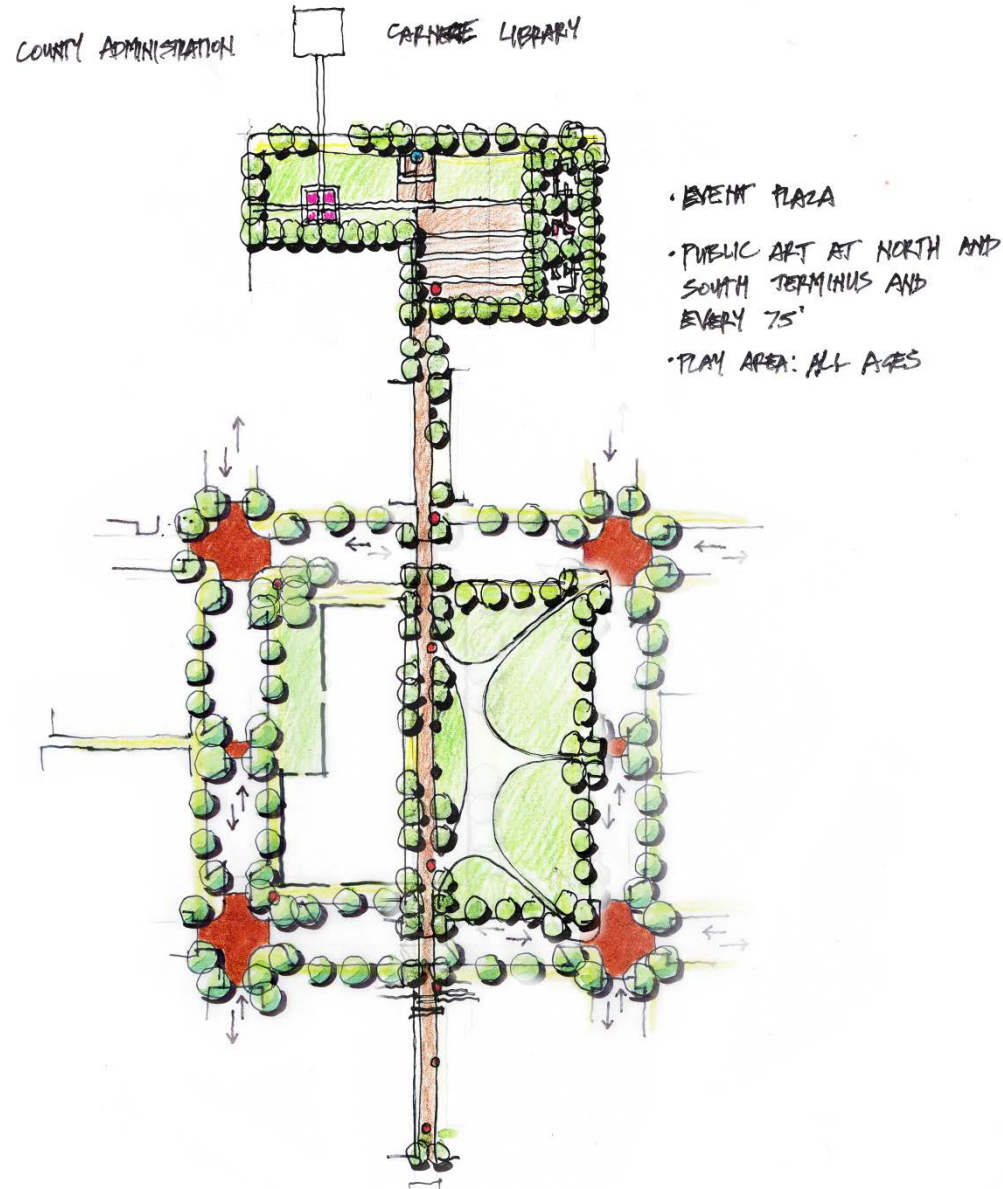
• FLEX-PLAZA

- LARGE FLEXIBLE PLAZA FOR EVENTS
- SMALLER PLAZA AND PARKING FOR TYPICAL DAY OF RETAIL/BUSINESS
- NO CURBS BETWEEN PERMANENT PLAZA AND FLEX PARKING/PLAZA (CONTROL VEHICLES WITH BOLLARDS...)

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INDIANOLA | Communication & Collaboration

- Internal
 - Determine roles and responsibilities
 - Business to Business networking
- External
 - Determine your brand identity (cohesive message)
 - Social Media!!
 - Cross Market
 - Create Experiences
 - Printable Calendar
 - Tourism Office



INDIANOLA | next steps

- Report with Actionable Items
- Action



QUESTIONS / COMMENTS?



James Engle

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City Council Study Meeting

4.

Meeting Date: 10/15/2018

Information

Subject

Other items

Information

Fiscal Impact

Attachments

No file(s) attached.
