

MIT LIBRARIES



3 9080 02895 6230



COMPREHENSIVE CITY PLAN for DUBUQUE, IOWA

Prepared by the
CITY PLANNING AND
ZONING COMMISSION

JOHN NOLEN
CONSULTANT

783.83527
D 85

MK MEYNER

ROTCH

Dubuque, Iowa 783.8327
Planning and zoning comm. D 85
Comprehensive city plan, : : : .

345488

M. I. T. LIBRARY

This book is due on the last date stamped below.

Subject to fine if kept beyond date due.

MAY 21 1957

LC98

LIBRARY STORAGE ANNEX

ROTCH LIBRARY
School of Architecture and Planning
Massachusetts Institute of Technology

JOHN NOLEN
MEMORIAL COLLECTION

**CITY AND REGIONAL
PLANNING**



**PRESENTED BY BARBARA S. NOLEN
IN MEMORY OF HER HUSBAND**

**LANDSCAPE ARCHITECT
AND PIONEER PLANNER
1869-1937**

**ARTHUR ROTCH MEMORIAL LIBRARY
MASSACHUSETTS INSTITUTE
OF TECHNOLOGY**

Comprehensive City Plan

prepared for

CITY OF DUBUQUE, IOWA

FRANK M. JAEGER, *Mayor*

COUNCILMEN

ARTHUR M. BENNETT
JOHN K. CHALMERS

MARK R. KANE
PETER SCHILTZ

R. M. EVANS, *City Manager*
M. H. CZIZEK, *City Solicitor*

PLANNING AND ZONING COMMISSION

RIGHT REV. MONSIGNOR J. M. WOLFE, *Chairman*

DALE D. WELCH, *Vice-Chairman*
FREDERICK E. BISSELL
WILLIAM AVERY SMITH

RICHARD V. MCKAY, *Secretary*
R. DEWITT WALLER
LOUIS C. STOFFREGEN

JOHN NOLEN, *City Planner*, Cambridge, Mass.
JUSTIN R. HARTZOG, *Associate*, Cambridge, Mass.

WALTER H. CULLEN, *City Engineer*
CARL F. BARTELS, *Building Commissioner*

SEPTEMBER

1936

ROTCH LIBRARY
School of Architecture and Planning
Massachusetts Institute of Technology

1929

The members of the Planning and Zoning Commission of Dubuque, after seven years of study, take pleasure in presenting this City Plan to the citizens of the City of Dubuque for their guidance in the development and improvement of their City, and it is the hope and desire of the Commission that the development of the City will be carried out along the lines recommended in this book.

1936



TABLE OF CONTENTS

<i>Chapter</i>	<i>Page</i>
PREAMBLE	4
PRINCIPAL RECOMMENDATIONS OF THE CITY PLAN.....	5
I. INTRODUCTION	7
II. CITY PLANNING	8
III. CIVIC SURVEY	9
IV. THOROUGHFARE SYSTEM	11
V. PARK AND RECREATIONAL AREAS OF DUBUQUE	21
VI. SCHOOLS	25
VII. PUBLIC BUILDINGS AND PUBLIC AREAS OF DUBUQUE.....	29
VIII. BUSINESS DISTRICTS	30
IX. INDUSTRY	33
X. TRANSPORTATION FACILITIES	35
XI. DEVELOPMENT OF WATERFRONT.....	37
XII. CIVIC AESTHETICS	38
XIII. ZONING IN DUBUQUE.....	39
XIV. REGIONAL PLAN	40
XV. LAND SUBDIVISION	43

SUPPLEMENT

FOLLOW-UP PROGRAM	44
STATE OF IOWA, CITY PLANNING COMMISSION, CHAPTER 294-A1, CODE OF IOWA, 1927.....	46
ORDINANCE NO. 26-29—AN ORDINANCE PROVIDING FOR THE APPOINTMENT OF A CITY PLANNING AND ZONING COM- MISSION AND DEFINING ITS POWERS AND DUTIES	47

LIST OF MAPS AND PLANS

MASTER PLAN (Scale 1000' = 1")	Insert in Rear Cover
EXISTING CONDITIONS MAP.....	10
MAJOR STREETS AND HIGHWAYS PLAN.....	13
PROPOSED STREET SECTIONS.....	15
PUBLIC PARK AND RECREATIONAL SYSTEM PLAN.....	24
PUBLIC BUILDINGS AND GROUNDS PLAN (insert).....	opposite 30
INTERSECTION OF HILL STREET AND JULIEN AVENUE WITH WEST EIGHTH STREET	31
UNION TRANSPORTATION TERMINAL.....	36
REGIONAL PLAN	42

LIST OF ILLUSTRATIONS

EASTERN APPROACH TO DUBUQUE (U. S. 20).....	22
BLUFFS AND THE DOWNTOWN DISTRICT.....	26
DUBUQUE'S HIGH SCHOOL—THE NUCLEUS OF THE CULTURAL CENTER	28
TRACKS OF THREE RAILROADS	34

Arch. Aug. 30, 1954 - MFT

PREAMBLE

The Planning and Zoning Commission of the City of Dubuque, Iowa, was founded by ordinance March 29, 1929, in accordance with Chapters 294-A1 and 324 of the 1927 Code of Iowa. The personnel of the Council that passed this ordinance was J. H. Maclay, E. F. McEvoy, W. H. Meuser, H. F. Schuckert, and Earl Yount. O. A. Kratz was City Manager and M. H. Czizek, City Solicitor.

The City Council appointed Frederick E. Bissell, John J. Brown, Richard V. McKay, Honorable P. J. Nelson, George Ragatz, Dale D. Welch and Rev. J. M. Wolfe, as members of the City Planning and Zoning Commission with all the powers and duties provided by law, by resolution No. 242—29, May 24, 1929. The Council personnel at the passage of the resolution was M. B. Andelfinger, George O. Jansen, E. F. McEvoy, W. H. Meuser and H. F. Schuckert.

George Ragatz, Jr., resigned as a member of the Planning and Zoning Commission on or about March 3, 1930. R. DeWitt Waller was appointed a member of the Planning and Zoning Commission by the City Council on March 10, 1930. John J. Brown resigned from the Planning and Zoning Commission March 14, 1930. Louis C. Stoffregen was appointed a member of the Planning and Zoning Commission March 14, 1930.

The City Council appropriated \$6,000 for Planning and Zoning work as of March 31, 1930, and the same amount again on March 30, 1931. Upon recommendation of the Planning and Zoning Commission, John Nolen and associates, City Planners of Cambridge, Mass., were employed by the City Council of the City of Dubuque, Iowa, to prepare the City Plan for the improvement and development of Dubuque. Resolution No. 181—30 of May 12, 1930, signed by W. H. Meuser, Mayor, M. B. Andelfinger, George O. Jansen, E. F. McEvoy and H. F. Schuckert, Councilmen. Agreement with John Nolen signed by W. H. Meuser, Mayor, John Stuber, City Clerk, and John Nolen. Signed as of May 12, 1930. On January 5, 1931, Resolution No. 10—31 was passed, adopted, and approved, fixing the terms of office of the members of the Planning and Zoning Commission as follows:

- Rev. J. M. Wolfe—Term five years from May 24, 1929 expiring May 24, 1934.
- P. J. Nelson—Term five years from May 24, 1929 expiring May 24, 1934.
- Frederick E. Bissell—Term four years from May 24, 1929 expiring May 24, 1933.
- R. V. McKay—Term four years from May 24, 1929 expiring May 24, 1933.

Dale D. Welch—Term three years from May 24, 1929 expiring May 24, 1932.

Louis C. Stoffregen—Term three years from May 24, 1929 expiring May 24, 1932.

R. D. Waller—Term two years from May 24, 1929 expiring May 24, 1931.

Renewal of appointments is to be for five year terms.

P. J. Nelson resigned as a member of the Commission on May 18, 1931.

W. A. Smith was appointed a member of the Planning and Zoning Commission June 29, 1931 to fill the unexpired term of P. J. Nelson.

A public hearing was held on the City Plan at the public library on November 17, 1931.

The City Plan was passed, adopted and approved by Resolution of the Planning and Zoning Commission, November 27, 1931 and a certified copy of same sent to City Council by the Commission on November 30, 1931.

Public hearings were held by the Planning and Zoning Commission on the Zoning Ordinance August 24th and 31st, 1933.

The Zoning Ordinance being a part of the City Plan was submitted to the City Council September 6, 1933. Resolution No. 3—34 setting date for public hearing on Zoning Ordinance was passed, adopted, and approved January 22, 1934 by City Council composed of M. B. Andelfinger, M. R. Kane and E. F. McEvoy.

Public hearing held on Zoning Ordinance January 22, 1934.

First reading of Zoning Ordinance made on January 22, 1934.

Second reading of Zoning Ordinance made on January 22, 1934.

Third reading of Zoning Ordinance (now Ordinance No. 3—34) made on January 29, 1934.

Ordinance passed, adopted and approved January 29, 1934. Councilmen were: M. R. Kane, Mayor; E. F. McEvoy, Peter Schiltz, Ardenal Thompson; M. B. Andelfinger—Absent.

Published officially in the Telegraph-Herald and Times-Journal newspaper on February 13, 1934. The present members of the Planning and Zoning Commission have been reappointed by the City Council at the expiration of their regular terms.

On July 7, 1936 the City Council composed of F. M. Jaeger, Mayor; Arthur M. Bennett, John K. Chalmers, M. R. Kane, and Peter Schiltz, adopted and approved the City Plan by Resolution No. 79—36.

Principal Recommendations of the City Plan

STREETS AND TRAFFIC

1. Development of a Thoroughfare System for the entire city to meet the needs of city circulation and handling of visiting traffic.
2. Development of street types and widths for specific purposes to afford greatest convenience to pedestrians and vehicles.
3. Develop streets and thoroughfares in harmony with the areas through which they pass.
4. Improvement of approaches to city from the east and west.
5. Elimination of grade crossings at railroads on principal thoroughfares.

RECREATION

1. Make stimulating recreational facilities available to persons of all ages.
2. Acquire and develop neighborhood playgrounds, parks and swimming pools in or near centers of population.
3. Expand the present park facilities through additions to present areas and acquisition of new areas.
4. Develop a coordinated system of pleasure drives, parkways and trails.
5. Protection and preservation of the natural beauty of the bluffs within the city.

PUBLIC SCHOOLS

1. Acquisition of school sites in advance of intensive land development.
2. Consolidation of certain schools no longer advantageously serving separate areas.
3. Coordination of school grounds with recreational grounds wherever possible.
4. Development of grounds to make them attractive by good landscape planting.

PUBLIC BUILDINGS

1. Acquisition and development of an Administrative Center to provide for City Hall, Court House, and Federal Building.
2. Provision for the location and construction of a Public Auditorium.
3. Development of a Cultural Center to include such institutions as the Public Library, a Museum and an Art Gallery, near the present High School.
4. Landscaping of all public buildings, and provision for necessary parking spaces.

BUSINESS DISTRICTS

1. Utilization of the downtown streets for their normal purpose of movement of vehicles and pedestrians, and the elimination of parking except in direct connection with trading.
2. Development of Robinson Street as a by-pass between intersection of Hill Street and Julien Avenue and Bluff Street.
3. Conversion of downtown alleys into one way thoroughfares.
4. Concentration of local business into well located centers, with provision of adequate street width and ample facilities for parking, to forestall congestion and promote efficient trading conditions.
5. Provision of ample width for sidewalks.

INDUSTRIAL AREAS

1. Provision for development of a portion of Ham's Island for Heavy Industry.
2. Relocation and development of a deep water channel through Lake Peosta, serving Ham's Island and the present industrial area.
3. Development of industrial railroad and wharf facilities.
4. Connection of Ham's Island by a bridge over the proposed Peosta channel at 14th Street.

TRANSPORTATION

1. Use of motor vehicles as public transportation on the principal thoroughfares where conditions prohibit widening of right-of-way.
2. Elimination of the grade crossings at 4th Street, and at Rhomberg Avenue.
3. Development of Union Passenger Station, consolidating all railroads and bus line facilities.
4. Development of an airport on Ham's Island, with alternative location at Peru flats.

WATERFRONT

1. Allocation of frontage for recreation, industry, and river commerce.
2. Make the river front more accessible and useable for all purposes.
3. Building up of the lowlands at times when economical, through coordination with river improvements.
4. Extend the waterfront back from the river through the development of Lake Peosta as a navigable channel.

CIVIC AESTHETICS

1. Improvement of architecture in public and private buildings.
2. Creating an attractive Administrative Center for the city.
3. Protection of natural and distinguished features.
4. Landscaping of all public grounds and open spaces.
5. Tree planting on selected streets.
6. Restraint in street equipment.
7. Removal of unsightly features on streets.

ZONING

1. Division of the city area into districts of like property uses.
2. Prevention of blighted areas and economic depreciation by avoiding intrusion of undesirable uses into restricted areas.

3. Securing coordination between street capacity and density of land use.
4. Provision of ample light and air.

REGIONAL DEVELOPMENT

1. Development of a systematic highway system in coordination with the city thoroughfare system and the state highways.
2. Setting aside of areas for recreation.
3. Conservation and protection of natural features and scenic beauty in the region.
4. Development of land for uses to which best adapted, such as residence, industry and agriculture.

SUBDIVISION OF LAND

1. Guidance and control of land for all uses.
2. Coordination with existing facilities.
3. Development of land in accordance with topography.
4. Provision of streets and utilities in accordance with needs of the type of development.



DUBUQUE, IOWA

Report On City Planning Proposals

I. INTRODUCTION

LOCATION OF THE CITY

A tri-state geographical location of a city invariably creates interest for the observer, even more than does crossing over a state line into a new set of problems and influences, caused by difference in political history and outlook and legal enactments. Physically, the line which separates the state of Iowa and the city of Dubuque from her neighbors on the east is the Mississippi River, and it is at the junction of Iowa, Wisconsin and Illinois that the city of Dubuque stands.

THE MISSISSIPPI RIVER

The Mississippi River here ranging from 1,200 feet to 2,000 feet wide in a course shaped like a gigantic inverted letter 'S', is sometimes a wild destructive force carving out new land forms and piling up the old in new locations, but more often a mild and peacefully moving stream. These river characteristics have left their impress upon the site and upon the city. The river has influenced the topography, and it has served the people, but always with seeming reservation to do as it chooses. Perhaps it will soon be effectively harnessed so that it may only murmur and no longer rage. Forging and ferrying were for a long time the only means of crossing, but now bridges furnish passage over quickly and safely in a fraction of the former time. The authorized channel developments will provide relatively constant facilities for river traffic.

GENERAL CHARACTERISTICS OF TERRAIN

The terrain of this region is made up of a wide variety of topographical features. Generally the conditions found on one bank of the river are in contrast with the conditions to be found on the opposite bank. Highlands overlook lowlands, and lowlands face bluffs. Dubuque's city area includes such variety. To the north is the high promontory Eagle Point now a public park, to the South is Mt. Carmel, a similar promontory, but privately owned, while between lies the river plain, an elongated strip of land varying only slightly in level, and from a few hundred yards to more than a mile in width. A line of precipitous cliffs form a picturesque wall for the river plain on the west, cut here and there

by ravines which give access to the hills and plateau above, in all creating a stately town site.

EARLY HISTORY

The Indian inhabitants of this area and the surrounding region were the Sacs and Foxes, when the white men first came on their adventurous explorations. Following the explorers came one Julien Dubuque, a French trader, seemingly a man of resource and adaptability, for he became friendly with the Indians, gaining their confidence, marrying Peosta, the daughter of their chief, and assuming gradually a position which made him not only a personage among the Indians, but a factor to be recognized by the French and Spanish in their control of the vast territory claimed by them in the Mississippi valley and to the west. Dubuque traded up and down the river, and in the woods to the east and west. He received a grant of land from the council of Sacs and Foxes and was known among them by the name of "Le Petit Nuit." Later he received another grant of land from the Spanish Governor.

ESTABLISHMENT OF A SETTLEMENT

Julien Dubuque, along with others, in 1788 established a settlement in this area near the mouth of the stream now known as Catfish Creek, which has come down in history as the "first white settlement" in the present state of Iowa. Lead was discovered in the cliffs and hills, and became a profitable mining venture, so the little community was attractive to the hardy, adventurous pioneer. Dubuque died in 1810 at an early age, being only forty-five years old. After his death conflicts arose between the Indians and the settlers which culminated in the Black Hawk War.¹ In 1833 the Black Hawk Purchase Treaty was effected by the United States, which opened up a strip of land fifty miles wide on the west bank of the Mississippi River, and gave the "whites" the privilege of taking up land.

FIRST TOWN SITE

In the fall of 1833 a survey was made for the town site by the United States Government. This town site was laid out in rectangular blocks on the river plain, with the north and south streets paralleling the general course of the river. Streets in gen-

¹Black Hawk War 1832-33.

eral were given a width of sixty-four feet, and certain of the blocks were reserved for park and other public purposes. The settlement continued to thrive, and more stores and houses were built, along with such institutions as are needed by communities of people. By 1860 Dubuque had reached a population of 13,000 inhabitants, and in the following twenty years almost doubled its population. This rapid growth led to expansion beyond the original town site borders. Lumbering was a great industry, manufacturing had come, agriculture was prosperous, business was flourishing. Citizens began to build homes beyond the town lines. Streets were pushed up the several ravines, and the mineral land claims with their complicated boundaries were subdivided. Land was reclaimed from the sloughs along the river. Railroads came. Street railways were constructed and the lower part of the town was connected with the plateau above by inclined railways. People lived in single family houses and home ownership was general. Public buildings were erected, bridges were thrown over the Mississippi, numerous academies, schools, and several colleges, and a considerable range of other valuable institutions were added to the city's physical composition. Dubuque became known as the "Key City." Her name, influence and products were familiar in a widely growing field.

CHARACTER OF GROWTH

There was, however, a deficiency in all this growth and progress. Personal ambition and enterprise produced much, but in the wave of accomplishment there was a decided lack of coordination and joint action to foster a comprehensive development for the city as a whole. It was largely the individual action on the part of persons in projects which has left its mark upon the city. As a result, the city has grown far in some fields, and has lagged in others. This disjointed growth has thrown many problems upon the present city as a heritage which must now be solved, to keep Dubuque in the front ranks of cities of her class. The opportunities are present, and ability and energy are here in abundance. The three must be coordinated.

II. CITY PLANNING

WHAT IS THE CITY PLAN?

Looking forward ten, twenty, twenty-five or fifty years, and contemplating what those years may bring to the community, there is concern in the minds of many as to how the city will meet the demands that will be made upon it. Reviewing the past we see that the city has stumbled through many

difficult situations without any sort of preconceived and coordinated action. Scanning the horizon we see the errors of the past, those decisions for which we daily have to pay dearly, and the problems of the future waiting to be adequately solved to avoid a repetition of costly mistakes. Solving problems as you go is only part of the job. Isolated solutions are only a hand to mouth method. Action must be taken not only at the right time, but the solutions of problems must meet the whole needs of the present day, function jointly, and look to the provision of good conditions for tomorrow. The city plan views the city in this light, never as a passive organism, but as one which is constantly changing. It is doubtful if there exists a static city, for those that are apparently standing still are already impregnated with the deadly disease of disintegration. It is not within the province of the City Plan to attempt directly to make a community grow, but it is the concern of the City Plan to provide that growth shall be for the health, convenience, safety and general welfare of its citizens.

BASIS FOR THE CITY PLAN

You may logically ask on what basis does a city plan propose to reach solutions for problems confronting the community. "Main Street" does not seem to handle the traffic desiring to trade in the stores lining its course. What is the city plan's answer to that situation? It may be suggested that there is a greater and growing desire on the part of the public to trade in these stores, and that the street pavement and sidewalks should be widened to carry this increased trading traffic. The city plan through its study may bring to light that this may not be either the situation or the solution. Many times the real reason for the congestion is the misuse of the street by unrelated traffic, and the real solution is arrived at by putting the proper use upon the street once more. Problems of communities usually are quite involved. To bring about the rectification of these difficulties requires study into many community elements—not singly, but in varying group combinations. In Dubuque, the following factors are considered.

- Thoroughfare System
- Parks and Parkways
- Recreational Facilities
- Schools
- Public Buildings and Areas
- Business Districts
- Transportation Facilities
- Industry
- Housing
- Civic Esthetics
- Public Conveniences and Amenities
- Zoning
- Land Subdivision

EXTENT OF CITY PLANNING IN THE UNITED STATES

City Planning has long been recognized as a desirable function for a city to perform, and in some states¹ it is obligatory for certain classes of cities and towns to prepare city planning studies looking toward their future development. It is obvious to all that with the proper facts in hand a city may very soundly adjust its capital improvements and expenditures to its annual budget, in accordance with a preconceived program worked out on the knowledge that certain improvements and replacements are going to be needed. In June, 1936, in the United States there were city planning commissions in 919 cities, and 703 county planning commissions. There are also 46 state planning boards. Of the cities from 25,000 population to 100,000 population, over 61% are now actively engaged in studying the future. Zoning, which is an integral part of city planning, already is in effect for 67%¹ of the urban population of the country distributed in 981 communities. These communities range from New York City to villages of less than 100 population.²

"City Planning is simply the exercise of such foresight as will promote the orderly and sightly development of a city and its environs along rational lines with due regard for health, amenity and convenience and for its commercial and industrial advancement."
Nelson P. Lewis³

III. CIVIC SURVEY

PURPOSE OF THE CIVIC SURVEY

The City Plan, a very highly organized structure with many ramifications leading to the roots of civic interests and problems, must be based upon adequate and accurate information assembled for demonstrating the caliber of the city in various lines of activity.

With all the fund of data and statistical detail collected reflecting the status of the city, it is still highly imperative that the city planner become thoroughly familiar, personally, with the city from every angle. Without this intimate contact, it is impractical to formulate sound judgment upon the import of any data that may be collected. These contacts with the city, if they are to be most beneficial, should include observation of the city during all sea-

¹Massachusetts cities over 10,000 population must create a planning board and make plans for the municipal development. General laws Chap. 41, Sec. 70.

²U. S. Department of Commerce, Bureau of Standards, Division of Building and Housing, Survey of City Planning and Related Laws in 1930, April, 1931. Survey of Zoning Laws and Ordinances during 1930, May, 1931.

³Chief Engineer, Board of Estimate, New York City (b. 1856—d. 1924).

sons of the calendar year. This is particularly true in cities where there are distinct seasonal variations.

SCOPE OF THE SURVEY

The scope of the Civic Survey is determined very largely by the character of the city, and the problems encountered. Where problems can be quickly diagnosed, the search for causes is oftentimes simplified, and data obtained in relatively short periods. In Dubuque, the Civic Survey involved a program of investigation covering the following phases of municipal activity.

- Street Traffic
- Transportation Facilities
- Commerce and Industry
- Residential Property
- Public Utilities
- Public Conveniences and Amenities
- Public Nuisances
- Civic Aesthetics
- Public Property and Its Uses
- Educational Facilities
- Recreation
- Social Conditions and Customs
- Financial Conditions
- Legal Factors
- History
- Geology, Topography and Climatology

With the knowledge gained by such close association it was possible to view the problems of the city in detail, and yet have a broad conception of the civic structure to serve as both guide and check in coordinating and adjusting the needs of the various portions of the city.

DIAGNOSIS OF EXISTING CONDITIONS

Simultaneous with the Civic Survey a diagnosis was carried on, analyzing the city structure, to learn its constructive qualities and its deficiencies and needs. The diagnosis brought out the following as *outstanding and praiseworthy features* of the city.

1. Eagle Point Park and Grandview Park, located in the north and south sections of the city, respectively, both situated in high commanding locations overlooking the Mississippi River and much of the city.

2. Grandview Avenue, a striking residential boulevard.

3. The Dubuque Cascade Road, skirting Grandview Park.

4. The accomplishments of the city in reclamation of lowlands and sloughs leading off from the Mississippi River.

5. The activity of the city in promoting river development and the provision of docking facilities.

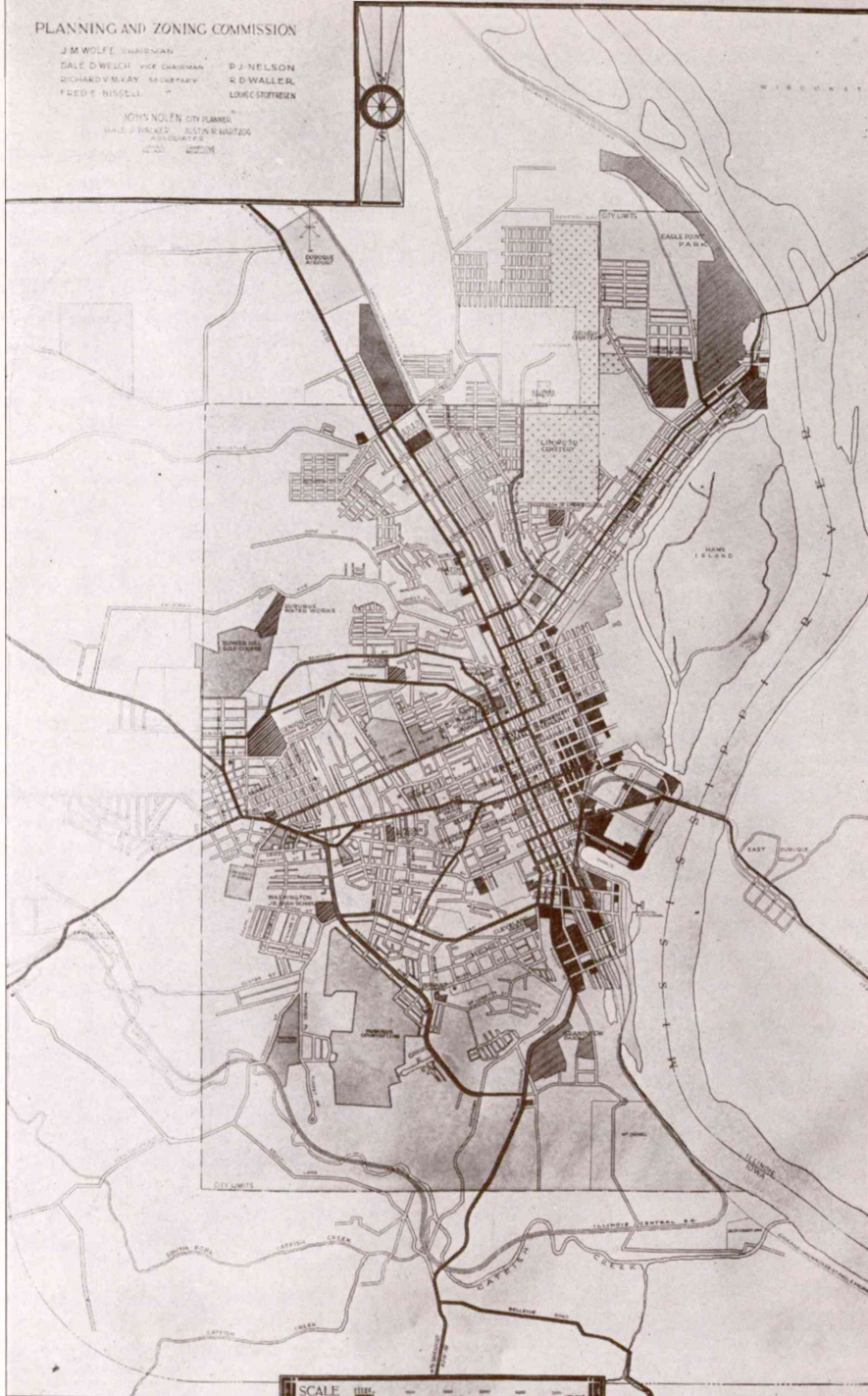
6. The concentration of practically all railroad

CITY OF DUBUQUE IOWA

PLANNING AND ZONING COMMISSION

J.M. WOLFE, CHAIRMAN
 DALE D. WELCH, VICE CHAIRMAN
 RICHARD V. MAY, SECRETARY
 FRED F. NISSELL

JOHN NOLEN, CITY PLANNER
 HALE J. WALKER, JUSTIN S. BAUTZ, ASSOCIATES
 423 1/2 WEST 12TH



LEGEND

CIRCULATION	OPEN SPACES
STREETS	PARKS
STREETWAY LINES	CEMETERIES
RAILROADS	OTHER OPEN SPACES
INTERSTONES	
GRADE CUTS	USE OF LAND
OVERPASS	RESIDENTIAL
MISCELLANEOUS	COMMERCIAL
CITY BOUNDARY	INDUSTRIAL
LIMITS OF PLANNING JURISDICTION	

SCALE 1" = 100'

EXISTING CONDITIONS MAP

THIS MAP IS ONE OF A SERIES OF MAPS PLANNED AND PREPARED BY THE CITY PLANNER

A large-scale map of the above is on file at the Building Commissioner's office in the City Hall.

tracks generally in one belt in the older part of the city.

7. The water supply system.
8. The general cleanliness of the city, in both public and private property, including streets and alleys.
9. The exceptional High School building and athletic field.
10. An excellent Public Library.
11. Unusual facilities in colleges, academies and schools in and about the city.
12. The notable progress made in the architectural merit of recent private business structures.

Likewise this diagnosis brought out the following as *outstanding needs* of the city.

1. An appropriate and adequate thoroughfare system, based on the expansion and development of the present facilities.
2. A gradual improvement in the grades and alignment of streets to overcome the handicaps brought about by the haphazard subdivision of land in the past.
3. A progressive program of cooperation between the city and railroads, for the elimination of grade crossings on main thoroughfares.
4. Improvement of the entrance approaches to the city, particularly from the east and west.
5. The development of an administrative center, to include municipal, county and federal buildings along with other semi-public structures.
6. Determination of the best use to be made in the future of Ham's Island.
7. An adequate system of public recreation through the development of neighborhood playgrounds and district athletic fields for persons of all ages.
8. A municipal golf course.
9. Enlargement and continued appropriate park development.
10. Definite allocation of the river front to industry, commerce and recreation in the proper ratio.
11. Protection and development of stream courses, the bluffs, and other outstanding natural features.
12. Improvement of school grounds and planning ahead to secure adequate grounds in advance of residential development.
13. Adjustment of the public transportation system to the changing times.

IV. THOROUGHFARE SYSTEM

THE STREET SYSTEM OF THE CITY

Fundamental to the convenience and safety of any community is a well designed, properly con-

structed and well maintained system of streets. The very nature of our community life demands that there be adequate ways and means of maintaining contact among the citizens. It must be possible for persons to go about and goods to be readily transferred from one part of the city to another. We have found ways whereby a large percentage of our communications can be specially transmitted, thus eliminating a portion of the street use. Witness the economic benefits of the telephone. However, in movement of persons and of goods there still remains no satisfactory alternative to the public way and its use. So we must go on each year finding more efficient means of utilizing a channel which has physical limitations as to capacity and development. Efficiency must come in the improvement and proper use of the channel itself, in the vehicles employed and in the management of both.

STREET LAYOUT OF THE OLD TOWN AREA

Dubuque was favored with a town plan from the start. The Federal Government laid out a regular gridiron street arrangement which included all of the present downtown section. The main street was oriented about 27° west of north parallel to the line of bluffs, and to the general course of the Mississippi River. The width of streets was generally 64 feet, and the alleys through each block 20 to 30 feet wide and the blocks generally measured 220 feet by 256 feet with the long dimension in the northerly direction. This rectangular scheme of street arrangement was continued but in a more irregular fashion wherever the topography permitted streets to be laid out. Apparently no very great differentiation was made in the standard streets except possibly in the width of the roadways. A few streets were made narrower because of topographical limitations, and a few were made wider perhaps because of special opportunity or functional demand.

STREETS IN THE ADDITIONS AND ANNEXATIONS OF AREA

As the citizens felt the need of going beyond the old city area, the platting of land was strongly influenced by what had already been done. The result was often in conflict with the topography. Many steep streets and shallow or odd shaped lots are illustrative of the outcome. The old thoroughfares of these periods in general have followed the topography; for example, Dodge Street, Julien Avenue and Kaufman Avenue follow the natural ravines. The fact that there has been continuity in these thoroughfares has been a very valuable asset to the community.

EXISTING MAIN TRAFFIC ROUTES

The existing thoroughfares of Dubuque may be said to be natural routes; that is, they have casually developed over a long period of time more from everyday causes rather than any very distinct planning for future needs. The streets which in 1930 were the main thoroughfares are the obvious routes as conditions exist. The following is a list, with the directional function which they serve.

	Width	
	Right-of-Way	Pavement
<i>North-South</i>		
Shiras Street	64'	40'
Jackson Street	64'	40'
Windsor Avenue	50'—60'	34'—40'
Central Avenue (U. S. 55).....	64'	40'—44'
Main Street	64'	40'
Locust Street	64'	40'
Cascade Road (U. S. 61—161).....	100'	18'
Bryant Street	60'	36'
Hill Street	50'—55'	30'
Grandview Avenue	100'	65'
<i>East-West</i>		
Twenty-second Street	64'	40'
Rhomberg Ave. (U. S. 61).....	50'—64'	34'—40'
Twentieth Street	60'	30'
Seminary Street	50'—60'	26'—30'—40'
West Locust Street (U. S. 20).....	64'	40'
Fourteenth Street	64'	40'
Julien Avenue	64'	40'
Delhi Street	50'—64'	33'—36'
Asbury Street	64'	30'
Eighth Street	64'	40'
Fourth Street and Ext. (U. S. 20).....	64'	40'
Second Street	76'	62'
Dodge Street	72'	50'

(The groups are arranged in geographical order from north to south)

RELATIONSHIP BETWEEN STREETS AND LAND USE

If the citizens are to obtain full use of their properties, then there must be street access commensurate with the needs of the abutting property. There must be also a recognition of the variation in property uses, and of the consequent necessity for variation in the character of streets and the service they render. It is obvious that the denser the population in a residential district, the greater will be the use made of the street by pedestrians and vehicles; likewise, the greater the intensity of use made of property for commerce and industry, the greater will be the proportion of trucking vehicles of larger size and weight, as well as the increase in the volume of traffic. Related to these two situations, which illustrate the *local function* of streets, are the *thoroughfare channels*, by means of which

the residential areas are linked with commercial and industrial areas for mutual convenience. This simple relation, when elaborated by more residential and commercial areas and of greater intensity of development, brings about a network of channels. We find that certain of the channels grow more important by reason of their ability to shorten the distance and time between points, or because they are the natural or only available ways by which people from the surrounding region or other communities enter or leave. In brief, then, there are three classes of streets employed daily by the public.

Minor streets—serving only the abutting property.

Secondary thoroughfares—joining up local areas.

Main thoroughfares—collecting and distributing traffic over the city as a whole and connecting with the highways beyond the city.

CHARACTERISTICS OF THOROUGHFARES

The thoroughfare as a major channel of traffic is characterized by specific features.

- (a) It must be well located to serve a definite geographical section of the city.
- (b) It must have directness and freedom from excessive grades.
- (c) It must be designed to provide adequate width and capacity for all types of traffic which flow to and from its geographical section.
- (d) It should have as few intersections with other streets as practicable.
- (e) It should have no grade intersections with railroads.

A THOROUGHFARE SYSTEM

The success of any type of system depends upon a thorough understanding of its purpose, structure and method of operation. The traffic of cities is the result of the expressed intentions and desires of thousands of individuals more or less acting independently. Of late, regulations directing the manner in which use may be made of streets have been set up, and stringent control is exercised to see that we conform. These regulations apply to both vehicular and pedestrian traffic.

The *control of traffic by regulation* is the logical first step, since it can be put into effect under and make the most of the existing facilities. The control system, however, is not constructive to a very great degree, and does not seek out the underlying causes of difficulty and suggest the remedies for congestion and inconvenience. It has been discovered that the causes of traffic difficulties are oftentimes quite remote from the actual points of congestion. Consequently improvements made without a comprehensive study of the city, not only from a traffic

CITY OF DUBUQUE IOWA

PLANNING AND ZONING COMMISSION

J. M. WOLFE, CHAIRMAN
 DALE D. WELCH, DEPUTY CHAIRMAN
 RICHARD M. KAY, SECRETARY
 FRED E. BISSELL

JOHN NOLAN, CITY PLANNER
 JUSTIN S. HARTZOG, ASSISTANT
 LOUIS WOLFE



<p>LEGEND</p> <p>CIRCULATION</p> <p>STREETS</p> <p>STREET LINES</p> <p>DALEWOODS</p> <p>INTERSECTIONS</p> <p>MISCELLANEOUS</p> <p>CITY BOUNDARY</p> <p>UNIMPROVED</p>		<p>SCALE</p> <p>MAJOR STREETS AND HIGHWAYS PLAN</p> <p>THIS PLAN IS ONE OF A SERIES OF MAPS BEING PREPARED BY THE PLANNING AND ZONING COMMISSION OF THE CITY OF DUBUQUE, IOWA.</p>	<p>LEGEND</p> <p>PLANNING PROPOSALS</p> <p>STREETS</p> <p>STREET LINES</p> <p>EXTENDING</p> <p>NEW LOCATIONS</p> <p>RAILROADS</p> <p>TRUCK</p> <p>INTERSECTIONS</p> <p>UNIMPROVED</p>	<p>OPEN SPACES</p> <p>CRUISE TOWERS</p> <p>OFFICE USE LAND</p> <p>RESIDENTIAL</p> <p>PUBLIC EDUCATION</p> <p>BUSINESS ADJACENT</p> <p>INDUSTRIAL SQUARE</p>	<p>OPEN SPACES</p> <p>TOOL INDUSTRIES</p> <p>RECREATION</p> <p>OTHER USES</p> <p>USES OF LAND</p> <p>INDUSTRIAL</p> <p>PUBLIC EDUCATION</p>
--	--	---	--	--	---

A large-scale map of the above is on file at the Building Commissioner's office in the City Hall.

point of view, but a use of land and recreational facilities, are oftentimes very limited in permanent value. Dubuque has already installed a traffic control system.

The next logical step, after traffic has been carried to its highest point of efficiency under the system of control of existing conditions, is the *study and development of corrective measures*. The elimination of the causes of traffic congestion has the effect of rejuvenating many existing facilities by affording opportunity for their natural functioning; for example, some residential streets now used illogically as main thoroughfares may again become secondary thoroughfares, or even minor streets—thus performing their logical function. In the case of both residential areas and commercial areas, this is a permanent relief, affording the desirable quietness to the district, or the opportunity to commerce and industry to conduct their business on a convenient and economic basis. Other causes of congestion are an insufficient number of thoroughfares, inadequate cross section of the street, excessive grades and the abuse of roadways for improper parking of vehicles. Congestion never brings financial gain—it is an unnecessary community overhead.

RECOMMENDATIONS

TYPES OF THOROUGHFARES

To effectively handle traffic Dubuque should employ these types of main thoroughfares.

(a) The Radial Thoroughfare which diverges from the central area of the city to the adjacent and surrounding areas of residence, industry and the region beyond.

(b) The Circumferential Thoroughfare which tends to encircle the city at strategic distances from the central district and provide ready access between the adjacent and surrounding areas without entrance to the downtown or central area.

(c) The By-pass Thoroughfare which is specifically a route designed to supplement the thoroughfares by carrying traffic around areas with which it is not concerned.

Each of these types are employed in the proposed thoroughfare system for Dubuque and also in the Regional plan.

PERMANENT IMPROVEMENTS

The permanent improvements of constructive measures are widenings, and extensions of old streets and thoroughfares, and the laying out of entirely new streets designed distinctly for their purpose. The standard used in determining the width of such improvements is the modern highway motor vehicle. The roadway must be on a unit basis accommodating lanes of vehicles. The details of proposed cross-sections so designed are included in

this report. The width of lane for each file of vehicles is based upon the character and speed of traffic. It is obvious that minor streets do not require the space of roadway required for fast moving traffic of main thoroughfares. This graduation works for economy in cost of road construction and pleasantness of the appearance of the street.

PROPOSED THOROUGHFARE SYSTEM

<i>North-South</i> (in geographical order)	<i>Proposed Width¹ of Right-of-Way</i>
Shiras Street	84'
Roosevelt-Wabash Streets	84'
Windsor Avenue	64'
Burden-Groveland-Brunswick Streets	60'
Sheridan-Lawther Streets	60'—64'
Peru Road	84'
Sycamore Street	84'
Tower Street	64'
Elm Street	64'
Jackson Street	64'
White Street	64'
Central Avenue	64'—84'—110'
Iowa Street	64'
Main Street	64'
Madison Street	60'
Locust Street	64'
South Locust Street	84'
Dubuque-Cascade Road	100'
Granger Creek Road	64'
Rowan Street	64'
Bluff Street	50'—64'
Southern Avenue	64'
Alta Vista Street	70'
Bryant Street	84'
Grandview Avenue	84'—100'
Fremont Avenue	64'—66'—84'
Stetmore Street	84'
McCormick-Collins Streets	84'
Avoca Street	64'
Bunker Hill Drive	84'
Asbury Street	84'
St. Ambrose Street	84'
Finley Street	64'
Pennsylvania Street	110'
McPoland Street	84'
Marquette-Carter Road	84'

East-West

(In geographical order)	
North Road	84'
Cemetery Road	64'
Lucretia Street	64'
Edith Street	60'
Lincoln Avenue	64'
Rhomberg Avenue	60'—64'

¹This is the width between property lines.

DUBUQUE IOWA PROPOSED STREET SECTIONS MAJOR STREETS AND HIGHWAYS

PAVEMENT WIDTHS

	RECOMMENDED	MINIMUM
THROUGH TRAFFIC LANES	10'	9'
SECONDARY TRAFFIC LANES	9'	7'
MINOR TRAFFIC LANES	10'	8'-4"
STREET CAR LANES - SINGLE	20'	19'
STREET CAR LANES - DOUBLE	0	6'
PARALLEL PARKING - 20 FOOT CURB SPACE	15	15
45 DEGREE PARKING - 11 FOOT CURB SPACE	16	15
90 DEGREE PARKING - 8 FOOT CURB SPACE	13	12
30 DEGREE PARKING - (NOT RECOMMENDED)		

BUSINESS DISTRICTS

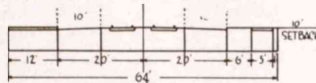
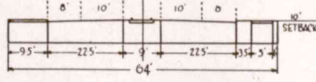
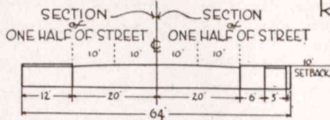
64 FOOT THOROUGHFARES

A' NO CAR TRACK
ROADWAY 40'
4-10' TRAFFIC LANES
SIDEWALKS 24'
2-12' WALKS

B' SINGLE CAR TRACK
ROADWAY 45'
2-10' TRAFFIC LANES
2-8' PARALLEL PARKING
1-8' CAR TRACK LANE
SIDEWALKS 19'
2-9.5' WALKS

C' DOUBLE CAR TRACK
ROADWAY 40'
2-10' TRAFFIC LANES
2-10' CAR TRACK LANES
SIDEWALKS 24'
2-12' WALKS

NOTE: B' AND C' ARE SHOWN TO INDICATE INADEQUACY OF 64 FOOT-OF-WAY WHEN PORTION OF STREET IS OCCUPIED BY CAR TRACKS.



RESIDENTIAL DISTRICTS

64 FOOT THOROUGHFARES

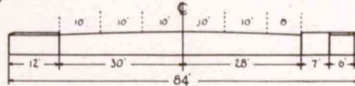
A' NO CAR TRACK
ROADWAY 40'
4-10' TRAFFIC LANES
SIDEWALKS 10'
2-5' WALKS
MISCELLANEOUS 14'
2-6' PLANTING STRIPS
2-1' OFFSETS

B' SINGLE CAR TRACK
ROADWAY 45'
2-10' TRAFFIC LANES
2-8' PARALLEL PARKINGS
1-8' CAR TRACK LANE
SIDEWALKS 10'
2-5' WALKS
MISCELLANEOUS 9'
2-3.5' PLANTING STRIPS
2-1' OFFSETS

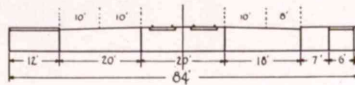
C' DOUBLE CAR TRACK
ROADWAY 40'
2-10' TRAFFIC LANES
2-10' CAR TRACK LANES
SIDEWALKS 10'
2-5' WALKS
MISCELLANEOUS 14'
2-6' PLANTING STRIPS
2-1' OFFSETS

84 FOOT THOROUGHFARES

A' NO CAR TRACK
ROADWAY 60'
6-10' TRAFFIC LANES
SIDEWALKS 24'
2-12' WALKS



B' DOUBLE CAR TRACK
ROADWAY 60'
4-10' TRAFFIC LANES
2-10' CAR TRACK LANES
SIDEWALKS 24'
2-12' WALKS



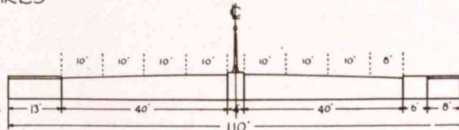
84 FOOT THOROUGHFARES

A' NO CAR TRACK
ROADWAY 56'
4-10' TRAFFIC LANES
2-8' PARALLEL PARKINGS
SIDEWALKS 12'
2-6' WALKS
MISCELLANEOUS 16'
2-7' PLANTING STRIPS
2-1' OFFSETS

B' DOUBLE CAR TRACK
ROADWAY 56'
2-10' TRAFFIC LANES
2-10' CAR TRACK LANES
1-8' PARALLEL PARKINGS
SIDEWALKS 12'
2-6' WALKS
MISCELLANEOUS 16'
2-7' PLANTING STRIPS
2-1' OFFSETS

110 FOOT THOROUGHFARES

A' NO CAR TRACK
ROADWAY 80'
8-10' TRAFFIC LANES
SIDEWALKS 26'
2-13' WALKS
MISCELLANEOUS 4'
1-4' CENTER TRAFFIC CURB



B' DOUBLE CAR TRACK
ROADWAY 80'
6-10' TRAFFIC LANES
2-10' CAR TRACK LANES
SIDEWALKS 30'
2-15' WALKS



110 FOOT THOROUGHFARES

A' NO CAR TRACK
ROADWAY 76'
6-10' TRAFFIC LANES
2-8' PARALLEL PARKINGS
SIDEWALKS 16'
2-8' WALKS
MISCELLANEOUS 10'
2-6' PLANTING STRIPS
1-4' CENTER TRAFFIC CURB
2-1' OFFSETS

B' DOUBLE CAR TRACK
ROADWAY 76'
4-10' TRAFFIC LANES
2-10' CAR TRACK LANES
2-8' PARALLEL PARKINGS
SIDEWALKS 16'
2-8' WALKS
MISCELLANEOUS 10'
2-6' PLANTING STRIPS
2-1' OFFSETS

THESE SECTIONS SHOW THE ULTIMATE DEVELOPMENT
OF EACH TYPE OF STREET

SCALE OF CROSS SECTIONS
1 INCH = EQUALS 10 FEET

JOHN NOLAN - CITY PLANNER
JUSTIN R. HARTZOG - ASSOCIATE
WARREN SQUARE - CAMBRIDGE MASS

JANUARY 1932
10-437

Decatur Street	64'	Grace-West Streets	64'
Farley Street	60'	Eleventh Street	64'
Market-Channel Streets	100'	Ninth-Robinson Streets	64'
Davis Street	64'	Julien Avenue	64'—84'
Millville Road	84'	Eighth Street	64'
Muntz Road	84'	Hill Street	55'—64'
Saunders Street	64'	Sixth Street	(variable) 64'
Diagonal Street-Broadway-Muscatine Street	64'	Fourth Street	64'
Monroe Street	64'	Second Street	86'
Kane Street	64'	First Street	64'
Twenty Second Street	64'	Dodge Street	64'—110'
Kaufman Avenue	84'	Ridgway Avenue	110'
Twentieth Street	60'	Middle Road	110'
Nineteenth Street	84'	Sisters Street	84'
Seminary Street	64'	Plymouth Boulevard	84'
West Locust Street	64'	North Fork Road	64'
Hazel Street	64'	Coates Street	64'
Rosedale Avenue	84'	Railroad Street	64'
Kirkwood Street	64'	Kelly Lane	84'
Seventeenth Street	64'—84'	North Cascade Road	84'
Cherry Street	64'	Julien Dubuque Drive	84'
Delhi Street	84'—110'	Afton Street	64'
Fourteenth Street	84'		



GENERAL LIST OF THOROUGHFARE IMPROVEMENTS

Symbols: ET—Existing Thoroughfare.
 PTE—Proposed Thoroughfare over Existing Right-of-Way.
 PTN—Proposed Thoroughfare over New Right-of-Way.

THOROUGHFARES EAST AND WEST.

Item	Classification	Description	Symbol	Right-of-Way		Roadway		Proposed Improvements	
				Existing Width	Proposed Width	Existing Width	Proposed Width (first stage)	Widening of Right-of-Way	Opening of New Right-of-Way
1.		Afton St. (new name) Southern Ave. to Julien Dubuque Dr.	PTN	0	64'	0	36'	—	64'
2.		Broadway—Diagonal St. to King St.	PTE	70'	70'	40'	40'	—	—
		King St. to W. Twenty-eighth St.	PTE	50'	64'	27'	40'	14'	—
3.		Cemetery Rd.—Edmore Rd. to Wabash St.	PTE	50'	64'	—	24'	14'	—
4.		Channel St. (new name)—E. Seventh St. to Roosevelt St.	PTN	0	100'	0	—	—	100'
5.		Cherry St.—Pennsylvania St. to Avoca St.	PTE	50'	64'	30'	34'	14'	—
6.		Coates St.—Fremont St. to North Fork Rd.	PTE	60'	64'	30'	36'	4'	—
7.		Davis St.—St. John's Cemetery to Sheridan St.	PTE	30'	64'	18'	40'	34'	—
8.		Decatur St.—Garfield Ave. to C. M. St. P. & P. R. R. r. of w.	PTE	64'	64'	—	34'	—	—
		C. M. St. P. & P. R. R. r. of w. to Channel St.	PTN	0	64'	0	34'	—	64'
9.		Decorah St.—Avoca St. to Alley	PNC	—	50'	—	34'	—	50'
10.		Delhi Rd.—Asbury St. westward (U. S. 20)	ET	64'	110'	36'	40'	46'	—
11.		Delhi St.—Julien Ave. to Julien Ave. (loop)	ET	50'	84'	33'	40'	34'	—
		Julien Ave. to Asbury St.	ET	64'	84'	36'	40'	24'	—
12.		Diagonal St.—Central Ave. to Broadway	PTE	60'	64'	36'	40'	4'	—
13.		Dodge St.—Locust St. to Bluff St.	PTE—ET	64'	84'	40'	40'	—	—
		Bluff St. to Grandview Ave.	PTE—ET	74'	110'	50'	50'	36'	—
		Grandview Ave. to Fremont St.	PTE	64'	110'	—	40'	46'	—
		Fremont St. to Collins St.	PTE	50'	110'	—	40'	60'	—
		Collins St. to Prescott Ave.	PTN	0	110'	—	40'	—	110'
		Prescott Ave. to Born Ave. (Ridgeway Ave.)	PTE	20'	110'	—	40'	90'	—
		Born Ave. to Middle Rd.	PTN	0	110'	—	40'	—	110'
14.		Edith St.—Brunswick St. to Sheridan St.	PTE	50'	60'	18'	36'	10'	—
15.		Eighth St.—Hill St. to C. G. W. Ry. Station	ET	64'	64'	40'	40'	—	—
16.		Eleventh St.—Bluff St. to White St.	PTE	64'	64'	40'	40'	—	—
17.		Farley St.—Lincoln Ave. to Garfield Ave.	PTE	50'	60'	30'	34'	10'	—
		Garfield Ave. to C. M. St. P. & P. R. R. r. of w.	PTE	50'	60'	—	34'	10'	—
		C. M. St. P. & P. R. R. r. of w. to Channel St.	PTN	0	60'	0	34'	—	60'
18.		First St.—Terminal St. to Main St.	PTE	120'	64'	—	40'	—	—
19.		Fourth St.—Bluff St. to Illinois Highway Bridge	ET	64'	64'	40'	40'	—	—
20.		Fourteenth St.—Delhi St. to Jackson St.	ET	64'	84'	40'	40'	20'	—
		Jackson St. to Maple St.	PTE	64'	84'	40'	40'	20'	—
		Maple St. to Sycamore St.	PTE	64'	84'	40'	40'	20'	—
		Sycamore St. to Channel St.	PTN	0	84'	0	40'	—	84'
21.		Garfield Ave.—Elm St. to angle near Kniest St.	PTE	55'	84'	30'	40'	29'	—
		Angle to Marshall St. (approx.)	PTE	60'	84'	36'	40'	24'	—
		Marshall St. (approx.) to Shiras St.	PTE	64'	84'	—	40'	20'	—
		Shiras St. to Rhomberg Ave.	PTN	0	84'	0	40'	—	84'
22.		Grace St.—Grandview Ave. to McCormick St.	PTE	50'	64'	30'	40'	14'	—
		McCormick St. to Finley St. (via cut-off)	PTN	—	64'	—	40'	—	64'
23.		Granger Creek Rd.—Julien Dubuque Dr. to Bellevue Rd.	PTN	0	64'	—	36'	—	64'
24.		Hazel St.—Avoca St. to Boundary St.	PTE	50'	64'	—	40'	14'	—
25.		Hill St.—W. Eighth St. to W. Third St.	ET	60'	64'	—	40'	4'	—
		W. Third St. to Dodge St.	ET	50-55'	55'	30'	34'	5'	—
26.		Jones St.—Main St. to Water St.	ET	64'	64'	40'	40'	—	—
		Main St. to Bluff St.	PTE	64'	64'	40'	40'	—	—
27.		Julien Ave.—W. Eighth St. to Alta Vista St.	ET	64'	64'	40'	40'	—	—
		Alta Vista St. to Delhi St.	ET	64'	84'	40'	40'	20'	—
28.		Julien Dubuque Dr.—Henderson St. to Country Club	PTE	50'	84'	26'	40'	34'	—
		Henderson St. to Cascade Rd.	PTN	0	84'	0	40'	—	84'
		Cascade Rd. to Mt. Carmel Rd.	PTN	0	84'	0	40'	—	84'
		Mt. Carmel Rd. to Julien Dubuque's Grave	PTE	—	84'	—	40'	—	—
29.		Kane St.—Monroe St. to Mineral Lot 350	PTE	40'	64'	—	24'	24'	—
		Mineral Lot 350 to Bunker Hill Dr.	PTE	60'	64'	—	24'	4'	—
30.		Kaufman Ave.—Central Ave. to Valeria St.	PTE	60-64'	64'	40'	40'	—	—
		Valeria St. to city limits	PTE	60'	84'	36'	40'	24'	—
		City limits to Carter Rd. (Marquette Rd.)	PTE	66'	84'	—	40'	18'	—
		Carte rRd. to Asbury Rd.	PTN	0	84'	0	40'	—	84'
31.		Kelly Lane—Cascade Rd. (U. S. 161) to No. Cascade Rd.	PTE	40'	84'	—	24'	44'	—
		North Cascade Rd. to Delhi Rd. (U. S. 20)	PTE	—	84'	—	24'	—	—

GENERAL LIST OF THOROUGHFARE IMPROVEMENTS

Item	Classification	Description	Symbol	Right-of-Way		Roadway		Proposed Improvements	
				Existing Width	Proposed Width	Existing Width	Proposed Width (first stage)	Widening of Right-of-Way	Opening of New Right-of-Way
Symbols: ET—Existing Thoroughfare. PTE—Proposed Thoroughfare over Existing Right-of-Way. PTN—Proposed Thoroughfare over New Right-of-Way.									
THOROUGHFARES EAST AND WEST.									
32.		Kirkwood St.—W. Locust St. to Alta Vista St.	PTE	60'	64'	36'	40'	4'	—
33.		Lincoln Ave.—Windsor Ave. to Fengler St.	PTE	50'	64'	34'	40'	14'	—
		Fengler St. to Marshall St.	PTE	50'	64'	—	40'	14'	—
		Marshall St. to Emerson St.	PTE	64'	64'	40'	40'	—	—
		Emerson St. to Rhomberg Ave.	PTE	60'	64'	30'	40'	4'	—
34.		Lucretia St.—Shiras St. to Wabash St.	PTE	33'	64'	—	24'	31'	—
		Wabash St. to Peru Rd.	PTN	0	64'	0	24'	—	64'
35.		Middle Rd.—Pennsylvania St. westward	PTE	40'	110'	—	40'	—	70'
36.		Millville Rd.—Central Ave. westward	PTE	64'	84'	36'	40'	20'	—
37.		Monroe St.—Kaufman Ave. to Kane St.	PTE	50'	64'	28'	36'	14'	—
38.		Muscatine St.—W. Twenty-eighth St. to Saunders St.	PTE	50'	64'	30'	40'	14'	—
39.		Ninth St.—Bluff St. to Channel St.	PTE	64'	64'	40'	40'	—	—
40.		Nineteenth St.—Central Ave. to Washington St.	PTE	64'	84'	40'	40'	20'	—
41.		North Rd.—Edmore Rd. to Shiras St. (extension)	PTE	50'	84'	—	24'	34'	—
42.		North Cascade Rd.—Kelly Lane, southwestward	PTE	66'	84'	—	24'	18'	—
43.		North Fork Rd.—Coates St. to Fremont St.	PTN	0	64'	0	36'	—	64'
		Coates St. to north end existing r. of w.	PTE	40'	64'	—	36'	24'	—
		End of existing r. of w. to Middle Rd.	PTN	0	64'	0	36'	—	64'
44.		Plymouth Blvd.—Southern Ave. to Florence St. (Quinn St.)	PTE	50'	84'	—	40'	34'	—
		Florence St. to Grandview Ave.	PTN	0	84'	0	40'	—	64'
		Plymouth St.	PTE	100'	100'	62'	62'	—	—
		Plymouth St. to Lull St.	PTN	0	84'	—	40'	—	84'
		Lull St.	PTE	64'	84'	—	40'	20'	—
		Wartburg Pl. to Dodge St. (extension)	PTN	0	84'	0	40'	—	84'
45.		Railroad St.—Main St. to S. Locust St.	PTE	64'	64'	40'	40'	—	—
46.		Robinson St.—Julien Ave. to Bluff St.	PTE	26'	64'	18'	40'	38'	—
47.		Rosedale Ave.—W. Locust St. to Grandview Ave., ext.	PTE	60'	84'	36'	40'	24'	—
		Grandview Ave. (ext.) to Asbury St.	PTE	50'	64'	30'	40'	14'	—
48.		Rhomberg Ave.—Windsor Ave. to Decatur St.	ET	50'	60'	34'	34'	10'	—
		Decatur St. to Beach St.	ET	64'	64'	40'	40'	—	—
		Beach St. to Wisconsin Bridge	ET	50'	64'	25'	40'	14'	—
		(Fairmount St.—Muscatine St. to Bunker Hill Dr.—alternate to No. 49)		70'	70'	—	40'	—	—
49.		Saunders St.—Muscatine St. to Bunker Hill Dr.	PTE	50'	64'	—	40'	14'	—
		Muscatine St. to Millville Rd.	PTE	50'	64'	—	40'	14'	—
50.		Second St.—Bluff St. to Iowa St.	ET	86'	86'	62'	62'	—	—
51.		Seminary St.—Madison St. to Harold St.	ET	50'	64'	30'	40'	14'	—
		Harold St. to St. Ambrose St.	ET	60'	64'	40'	40'	—	—
		St. Ambrose St. to city limits	PTE	50'	64'	—	40'	14'	—
		City limits to Asbury Rd.	PTN	0	64'	—	40'	—	64'
52.		Seventeenth St.—W. Locust St. to Pine St.	PTE	64'	64'	40'	40'	—	—
		Pine St. to Lynn St.	PTE	64'	84'	40'	40'	24'	—
		Lynn St. to Channel St.	PTN	0	84'	0	40'	—	84'
53.		Sisters St.—Dodge St. to Stetmore St.	PTN	0	84'	0	40'	—	84'
54.		Sixth St.—Bluff St. to Jackson St.	PTE	64'	64'	40'	40'	—	—
		Jackson St. to E. Fourth St. extension	PTE	64'	64'	40'	40'	—	—
		E. Fourth St. ext. to Tower St. and proposed bridge	PTE	64'	variable	—	variable	—	—
55.		Twenty-second St.—Central Ave. to Windsor Ave.	ET	64'	64'	40'	40'	—	—
56.		Ungs St.—Seminary St. to Bunker Hill Dr. (relocate)	—	—	84'	—	—	—	84'
57.		West St.—Finley St. to Gilliam St.	PTE	50'	64'	26'	40'	14'	—
		Gilliam St. to Dodge St. ext.	PTN	0	64'	0	40'	—	64'
58.		West Locust St.—W. Sixteenth St. to Seminary St.	ET	64'	64'	40'	40'	—	—
59.		West Twenty-eighth St.—Broadway to Muscatine St.	PTE	60'	64'	—	40'	4'	—

GENERAL LIST OF THOROUGHFARE IMPROVEMENTS

Item	Classification	Description	Symbol	Right-of-Way		Roadway		Proposed Improvements		
				Existing Width	Proposed Width	Existing Width	Proposed Width (first stage)	Widening of Right-of-Way	Opening of New Right-of-Way	
Symbols: ET—Existing Thoroughfare. PTE—Proposed Thoroughfare over Existing Right-of-Way. PTN—Proposed Thoroughfare over New Right-of-Way.										
THOROUGHFARES NORTH AND SOUTH.										
1.	PTE	Alta Vista St.—Julien Ave. to Kirkwood St.		70'	70'	40'	40'	—	—	
2.	ET	Asbury St.—Delhi St. to St. Ambrose St.		66'	84'	40'	40'	18'	—	
	ET	St. Ambrose St. to city limits and west		64'	110'	30'	40'	46'	—	
3.	PTE	Avoca St.—Delhi St. to Cherry St. via alley		20'	64'	—	40'	44'	—	
	PTE	Cherry St. to Seminary St.		42'	64'	—	40'	22'	—	
4.	PTE	Bluff St.—W. Sixteenth St. to W. Eighth St.		50'	50'	30'	36'	—	—	
	ET	W. Eighth St. to Dodge St.		64'	64'	36'-40'	40'	—	—	
5.	PTE	Brunswick St.—Groveland Pl. to alley		25'	60'	—	36'	35'	—	
		Alley to Edith St.		50'	60'	18'	36'	10'	—	
6.	ET	Bryant St.—Dodge St. to Grandview Ave.		60'	84'	36'	40'	24'	—	
7.	PTN	Bunker Hill Dr.—Hazel St. to Millville Rd.		—	84'	—	40'	—	84'	
8.	PTE	Burden St.—Windsor Ave. to Groveland		60'	60'	36'	36'	—	—	
9.	ET	Cascade Rd.—S. Locust to Grandview Ave.		100'	100'	24'	40'	—	—	
	ET	Grandview Ave. to city limits		100'	100'	18'	40'	—	—	
10.	ET	Central Ave.—Third St. to Twenty-second St.		64'	64'	44'	44'	—	—	
	ET	Twenty-second St. to city limits		64'	84'	40'	40'	20'	—	
11.	PTE-PTN	Commercial St.—Market St. to E. Seventh St. (relocate)		64'	64'	—	40'	—	—	
12.	PTE	Edmore Rd.—Peru Rd. to North Rd. and Shiras St. ext.		66'	84'	—	24'	18'	—	
13.	PTE	Elm St.—E. Fourteenth St. to E. Twentieth St.		64'	64'	40'	40'	—	—	
	PTE	E. Twentieth St. to E. Twenty-second St.		40'	64'	28'	40'	24'	—	
14.	PTE	Finley St.—Karrick St. to Delhi St.		60'	64'	36'	40'	4'	—	
	PTE	Delhi St. to West St.		50'	64'	—	40'	14'	—	
15.	PTE	Fremont St.—Dodge St. to Simpson St.		64'	64'	36'	36'	—	—	
	PTE	Simpson St. to North Fork Rd. ext.		66'	66'	—	36'	—	—	
	PTE	McCormick St. ext. to Kelly Lane		66'	84'	—	24'	18'	—	
16.	ET	Grandview Ave.—Cascade Rd. to Southern Ave.		60'	100'	40'	65'	40'	—	
	ET	Southern Ave. to Delhi St.		100'	100'	65'	65'	—	—	
	PTE	Delhi St. to W. Fourteenth St.		—	84'	—	40'	—	84'	
	PTN	W. Fourteenth St. to Rosedale Ave.		—	84'	—	40'	—	84'	
	PTN	Rosedale Ave. to W. Locust St.		—	84'	—	40'	—	84'	
17.	PTE	Groveland Pl.—Burden St. to Brunswick St.		50'	60'	18'	36'	10'	—	
18.	PTN	Harbor St.—E. First St. to E. Fourth St.		—	42'	—	24'	—	42'	
19.	PTE	Iowa St.—W. First St. to W. Second St.		variable	40'	—	40'	—	—	
	PTE	W. Second St. to W. Seventeenth St.		64'	64'	40'	40'	—	—	
20.	ET	Jackson St.—E. Fourteenth St. north to city limits		64'	64'	40'	40'	—	—	
		City limits northward		—	64'	—	40'	—	64'	
21.	PTE	Karrick St.—Finley St. to Boundary St.		50'	64'	—	40'	14'	—	
22.	PTE	Lawther St.—Burden St. to Sheridan St.		50'	60'	30'	36'	10'	—	
23.	ET	Locust St.—W. First St. to W. Sixteenth St.		64'	64'	40'	40'	—	—	
24.	ET	Madison St.—Main St. to Seminary St.		60'	60'	40'	40'	—	—	
25.	ET	Main St.—W. Seventeenth St. to Jones St.		64'	64'	40'	40'	—	—	
	PTE	Jones St. to Railroad St.		64'	64'	40'	40'	—	—	
26.	PTE	Market St.—E. Fourth St. ext. to E. Seventh St.		64'	100'	—	40'	36'	—	
27.	Marquette Rd. (temporary name)									
	PTE	Middle Rd. to Ridgeway Ave. (Born Ave.)		50'	84'	—	24'	34'	—	
	PTN	Ridgeway Ave. to Delhi Rd. (U. S. 20)		—	84'	—	24'	—	84'	
	PTN	Middle Rd. to Asbury Rd. at Carter Rd.		—	84'	—	24'	—	84'	
	PTE	Asbury Rd. to Kaufman Ave.		66'	84'	—	24'	18'	—	
	PTN	Kaufman Ave. to Millville Rd.		—	84'	—	24'	—	84'	
	PTN	Millville Rd. to N.W. corner city boundary		—	84'	—	24'	—	84'	
	PTE	N.W. corner to Sageville Rd. (U. S. 55)		66'	84'	—	24'	18'	—	
28.	PTN	McCormick St.—Delhi St. to Bennett St.		50'	84'	30'	40'	34'	—	
	PTN	Bennett St. to Stetmore St. ext.		—	84'	—	40'	—	84'	
29.	McPoland St. and extensions									
	PTE	Pennsylvania St. to Brown St.		30'-50'	84'	—	40'	34'-54'	—	
	PTE	Brown St. to Delhi St.		50'	84'	—	40'	34'	—	
	PTN	Delhi St. to Dodge St. ext.		—	84'	—	40'	—	84'	
	PTN	Pennsylvania St. to Karrick St.		—	84'	—	40'	—	84'	
	PTE	Karrick St. to Kaufman St.		26'	84'	—	40'	58'	84'	

GENERAL LIST OF THOROUGHFARE IMPROVEMENTS

Item	Classification	Description	Symbol	Right-of-Way		Roadway		Proposed Improvements	
				Existing Width	Proposed Width	Existing Width	Proposed Width (first stage)	Widening of Right-of-Way	Opening of New Right-of-Way
Symbols: ET—Existing Thoroughfare.									
PTE—Proposed Thoroughfare over Existing Right-of-Way.									
PTN—Proposed Thoroughfare over New Right-of-Way.									
THOROUGHFARES NORTH AND SOUTH.									
30.	PTE	Pennsylvania St.—Delhi St. to Middle Rd.		64'	110'	—	40'	46'	—
31.	ET	Peru Rd.—Central Ave. to east and north		60'	84'	36'	40'	24'	—
32.	PTE	Roosevelt St.—Garfield Ave. to angle 'A'		64'	84'	40'	40'	20'	—
	PTE	Angle 'A' to Angle 'B'		50'	84'	34'	40'	34'	—
	PTN	Angle 'B' to Lucretia St. at Wabash St.		—	84'	—	40'	—	84'
	PTE	Garfield Ave. to C. M. St. P. & P. R. R. r. of w.		64'	84'	—	40'	20'	—
	PTN	C. M. St. P. & P. R. R. r. of w. to Channel St.		—	84'	—	40'	—	84'
33.	PTE	Rowan St.—Grandview Ave. to city limits		50'	64'	—	34'	14'	—
	PTN	City limits to Julien Dubuque Dr.		—	64'	—	34'	—	64'
34.	ET	Sageville Rd. (U. S. 55)—City limits northward		66'	110'	—	40'	44'	—
35.	PTE	Sheridan St.—Davis St. to Peru Rd.		50'	64'	30'	36'	14'	—
	PTE	Davis St. to Lawther St.		50'	60'	30'	36'	10'	—
36.	PTN	Shiras St.—Garfield Ave. to Rhomberg Ave.		64'	84'	40'	40'	20'	84'
	PTE	Rhomberg Ave. to Jansen St. (approx.)		64'	84'	40'	40'	20'	—
	ET	Jansen St. to Lucretia St.		64.5'	84'	0	40'	19.5'	—
	PTE	Lucretia St. to Eagle Point Park (n. boundary)		40'	84'	0	40'	44'	—
	PTE	Eagle Point Park (n. b.) to Sageville Rd.		—	84'	—	36'	—	84'
37.	ET	South Locust St.—W. First St. to Dubuque-Cascade Rd.		64'	84'	40'	40'	20'	—
38.	PTE	Southern Ave.—Grandview Ave. to Cascade Rd.		64'	64'	—	36'	—	—
39.	ET	St. Ambrose St.—Asbury St. to Seminary St.		60'	84'	40'	40'	24'	—
	PTE	Seminary St. to Hazel St.		60'	84'	—	40'	24'	—
40.	PTE	Stetmore St.—Delhi St. to Grace St.		50'	84'	28'	40'	34'	—
	PTN	Grace St. to Bennett St.		0	84'	0	40'	—	84'
	PTN	Bennett St. to Dodge St.		0	84'	0	40'	—	84'
	PTE	Dodge St. to Marion St. and Concord St.		50'	84'	—	40'	34'	—
	PTN	Marion St. to McCormick St. ext.		0	84'	0	40'	—	84'
41.	PTE	Sycamore St.—E. Seventeenth St. to E. Twelfth St.		64'	84'	—	40'	20'	—
	PTN	E. Twelfth St. to Channel St.		0	84'	0	40'	—	84'
42.	PTE	Tower St.—E. Sixth St. to Commercial St.		60'	64'	—	40'	4'	—
43.	PTE	Wabash St.—Lucretia St. to Cemetery Rd.		40'	84'	—	40'	44'	—
	PTN	Cemetery Rd. to Shiras St. ext.		0	84'	0	40'	—	84'
44.	PTE	White St.—E. Twenty-second St. to E. Sixth St.		64'	64'	40'	40'	—	—
45.	ET	Windsor Ave.—Garfield Ave. to Twenty-second St.		50'	64'	34'	40'	14'	—
	ET	Twenty-second St. to Burden St.		60'	64'	38'-40'	40'	4'	—
	ET	Burden St. to Davis St.		60'	64'	40'	40'	4'	—

The proposal advanced prior to the preparation of the city plan for the elimination of the grade crossing over the C. M. St. P. & P., I. C., and C. B. & Q. R. R. on the principal approach to the city from the east is endorsed. This approach to the city is of special importance since it is not only the thoroughfare connection with East Dubuque (Illinois) but is also U. S. Route 20, a transcontinental highway. The crossing consists of tracks of the three railroads and while well guarded constitutes a decided handicap to the street traffic of the city by reason of the necessity of frequent closings.

The question of the elimination of the crossing has been studied as a part of the City Plan. In 1907¹ a proposal was made that the railroad tracks should be elevated since they could not well be depressed on account of the proximity of the tracks to the Mississippi River. The outlook for such a generous solution of the difficulty is of doubtful realization. There seem to be four practical possibilities.

1. Maintain the present approach route via the Illinois Bridge, Fourth Street Extension, and Fourth Street and provide an underpass beneath the tracks for the street.
2. Maintain the same approach and provide an overpass or viaduct over the tracks.
3. Maintain the same route as far as Market Street, then utilize Sixth Street Extension and Sixth Street with a viaduct over the tracks.
4. Depart radically from the present approach route and develop a new eastern approach by a bridge over the river leading directly from East Dubuque into Dodge Street and including in connection an overpass over the Illinois Central and Milwaukee tracks.

The question of this grade crossing elimination is not an isolated problem but is one related to the larger problem of the improvement of the approach to Dubuque from the east. The present entrance to the city is unattractive and not without elements of hazard in the immediate approaches to the existing bridge on both sides of the river but more particularly on the Illinois side. It is not unreasonable to consider the eventual replacement of this bridge as necessary. At that time a new location for a bridge should be selected and a new approach to Dubuque developed. A proposal has been incorporated in the Major Streets and Highways Plan for the location of the new bridge at the foot of Sixth Street Extension and the development of that street as the new approach, with a grade crossing elimination over the railroad tracks at Sixth Street. This route would give direct

approach free from all hazards and an attractive one with the development of a parked waterfront on either side of the bridge head on the Iowa side. The project lends itself readily to execution in stages with the grade crossing elimination as the first section.

V. PARK AND RECREATIONAL AREAS OF DUBUQUE

RECREATIONAL FACILITIES A MODERN NEED

More and more are American municipalities becoming concerned with the provision of adequate recreational facilities for their citizens. Recreation is no longer considered one of life's luxuries—to be enjoyed by a few—but a necessity for all, regardless of their economic status. And so as our American cities increase in size and population, they need proportionally greater recreational facilities—greater in numbers as well as greater in area.

EXISTING PARKS AND PLAYGROUNDS

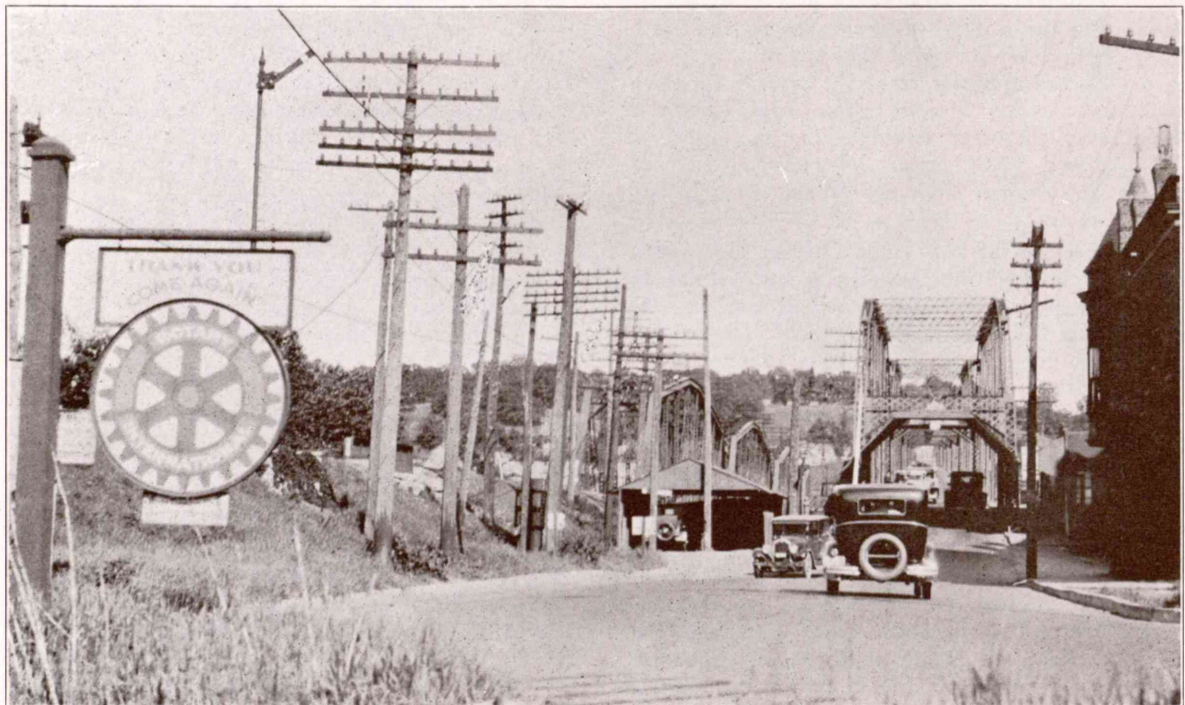
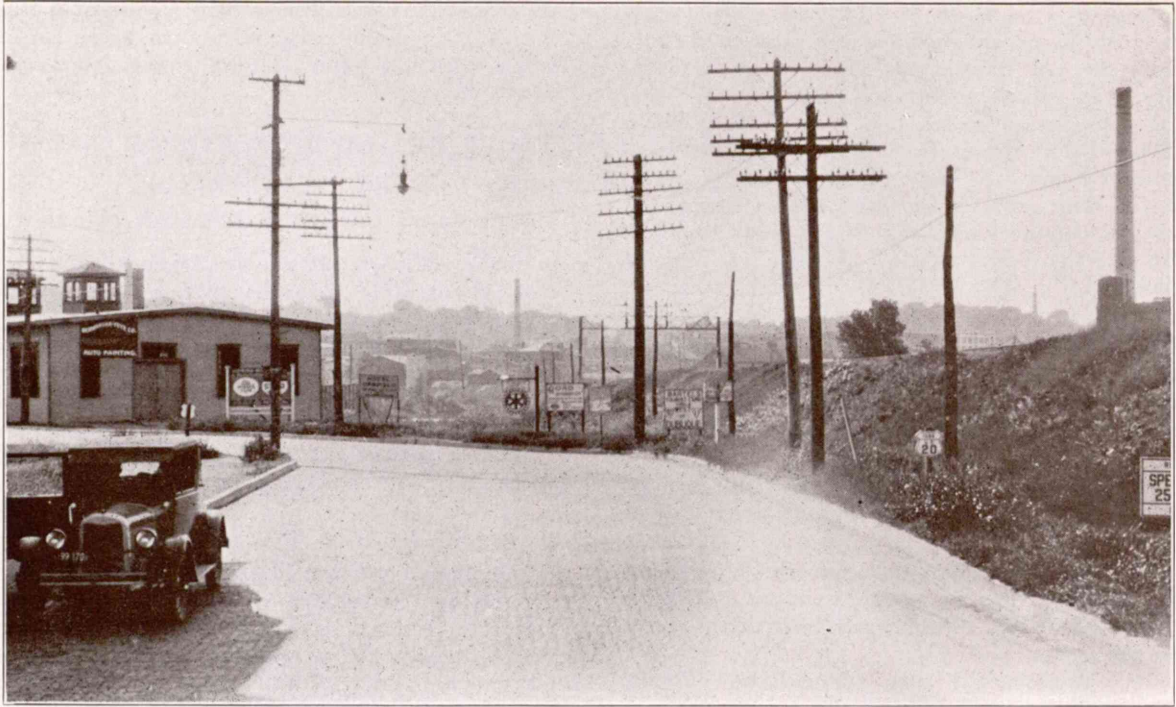
Dubuque is confronted now with the recreational problems that some cities have faced, that others are facing, and those which still others ought to face. Dubuque is in great need of more parks and playgrounds. In fact, her existing parks and playgrounds provide only one-third of the area needed in a city of her size. There are in the city fifteen parks and playgrounds with a total area of only two hundred and eight acres. The largest of these are Eagle Point Park, containing one hundred and sixty-seven acres, and Grandview Park with twenty-six acres. The other thirteen tracts are surprisingly inadequate, amounting to but a total of fifteen acres.

Playground bounded by Washington, Jackson, 24th and 25th Streets.....	3.2 acres
Cleveland Park	2.5 "
Jackson Park	2.1 "
Washington Park	1.4 "
Madison Park	1.3 "
Bluff Side Park	1.0 "
Playground, corner Dodge and Booth Streets .....	.8 "
Playground on 12th Street at Central Avenue and White Street .....	.46 "
Library Park at Bluff and 11th Streets.....	.41 "
Caledonia Park .....	.40 "
West Fifteenth Street Park .....	.40 "
Jefferson Park .....	.28 "
Grant Park .....	.17 "
Frith Park .....	.45 "

These areas are not only inadequate in size, but also are not well distributed to serve the public needs. The residential area of Dubuque is not adequately provided with neighborhood park

¹Report on the Improvement of the City of Dubuque, 1907. C. M. Robinson.

EASTERN APPROACH TO DUBUQUE (U. S. 20)



Upper—First view on entering Dubuque from the East.
Lower—Last view on leaving Dubuque going East.

and playground areas. In the area west of Grandview Avenue there are no parks or playgrounds; neither is that part of the city north of 25th Street provided with recreational areas. There are no existing playgrounds for children under five years, no swimming pools¹, no athletic fields², and no connecting parkways coordinating the various areas into a park system for the city as a whole.

PROVISION OF PARK FACILITIES FOR PERSONS OF ALL AGES

A modern park and recreational system should provide adequate recreational facilities for people of all ages, and then the various parks should be joined by connecting parkways to form a related system. We feel that every city should provide not only playgrounds for children between the ages of five and twelve, but that there should be playgrounds for children under five years of age, as well as athletic fields, tennis courts, swimming pools, and neighborhood parks for older boys and girls and younger men and women.

The area to be set aside for park purposes is determined by local conditions, population density and distribution, land use conditions, traffic circulation, public resources, and available areas suitable for recreational purposes. It is, therefore, necessary to play today, that we may have recreation tomorrow.

Before considering the recommendations for Dubuque note the park statistics of cities in the same population class:

City	Pop.	Area of Parks	Persons per Acre of Park	Area of City	Relation of Park to City Area
La Crosse, Wis.	39,614	518.7 a	76.3	6364.8 a.	8.1%
Council Bluffs, Ia.	42,648	977.6 a.	43.6	10560.0 a.	9.2%
Decatur, Ill.	57,510	731.0 a.	78.6	5996.8 a.	12.2%
Colorado Springs, Colo.	33,237	788.14 a.	42.1	5740.4 a.	13.7%
Petersburg, Va.	28,564	506.6 a.	56.3	2560.0 a.	19.7%
Meriden, Conn.	38,480	1344.5 a.	28.6	.....	.....
Beaumont, Tex.	57,632	689.4 a.	83.7	6464.0 a.	10.6%
DUBUQUE, IA.	41,679	208.2 a	200.1	6080.0 a.	3.4%

It is quite evident that Dubuque is very much in need of more park area. Of these eight cities, Dubuque has the smallest park area, and the greatest number of people per acre. The reasonable minimum park area for a city the size of Dubuque is ten per cent. of the city's area, which would be approximately six hundred acres. At the present time, as the above table shows, Dubuque has only two hundred and eight acres devoted to recreational facilities. Dubuque needs at least three times

¹A Bathing Pool is under construction near the Water Works at Eagle Point.
²The High School has an athletic field and the city owns a Baseball Park.

its present facilities to meet the minimum requirements.

RECOMMENDATIONS

After carefully considering Dubuque's topographical condition, population density and trends, and traffic conditions, we propose the following recommendations for parks and playgrounds—a long term program.

PARKS

- Reservation between Kaufman Avenue Extension and Millville Road at Carter Road.
- Park opposite the Senior High School connecting with the proposed Municipal Golf Course (Bunker Hill Course).
- Eagle Point Park Extension.
- Park between Garfield and Rhomberg Avenues, Shiras and Stanton Streets.
- Park Reservation between Water Works and Roosevelt Street.
- Park Reservation on northern end of Ham's Island.
- Municipal Golf Course on site of present Bunker Hill Golf Course.
- Park area on Cemetery Road.
- Park area at 14th Street Extension on both sides of proposed Peosta Channel.
- Park area east of Tower Street, and bordering on Mississippi River.
- Extension of West 15th Street Park.

Extension of Grandview Park.

PLAYGROUNDS

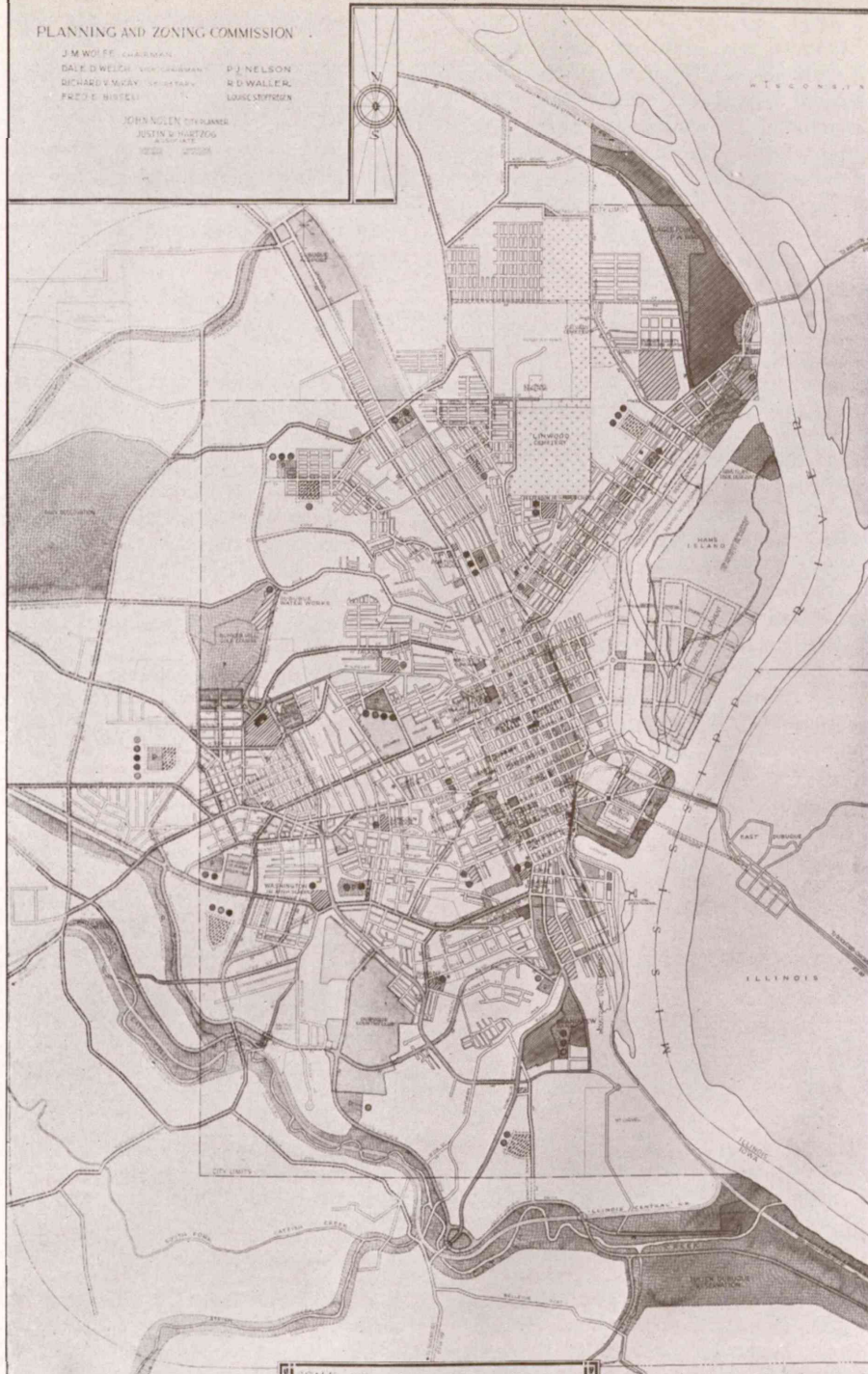
- Playgrounds bounded by 32nd, Liebe and Jackson Streets.
- Playground at Saunders and Crawford Streets.
- Playground north of Middle Road near McPoland Street Extension.
- Playground north of Columbia College at Kirkwood and Cox Streets.
- Playground west of University of Dubuque Athletic Field.

CITY OF DUBUQUE IOWA

PLANNING AND ZONING COMMISSION

J. M. WOLFF, CHAIRMAN
 DALE DWELCH, VICE CHAIRMAN
 RICHARD MURRAY, SECRETARY
 FRED E. HINCHES

JOHN NELSON, ENGINEER
 JUSTIN D. HIGHTSHAW, ARCHITECT



LEGEND

CIRCULATION

STREETS

STREETCAR LINES

RAILROADS

INTRODUCTIONS

OVERPASS

UNDERPASS

MISCELLANEOUS

CITY BOUNDARY

LIMITS OF PLANNING JURISDICTION

OPEN SPACES

PARKS

CEMETETERIES

OTHER OPEN SPACES

USES OF LAND

SCHOOLS

PUBLIC UTILITIES

BUSINESS AREAS

INDUSTRIAL AREAS

SCALE

PUBLIC PARK AND RECREATION SYSTEM PLAN

THIS PLAN IS ONE OF A SERIES OF MAPS PLANNED BY THE CITY OF DUBUQUE

LEGEND

CIRCULATION

STREETS

STREETCAR LINES

RAILROADS

INTRODUCTIONS

OVERPASS

UNDERPASS

OPEN SPACES

PARKS

CEMETETERIES

OTHER OPEN SPACES

USES OF LAND

SCHOOLS

PUBLIC UTILITIES

BUSINESS AREAS

INDUSTRIAL AREAS

A large-scale map of the above is on file at the Building Commissioner's office in the City Hall.

Playground north of Dodge Street, extension of existing playground.

Playground adjacent and south of Dubuque Country Club.

Playground between Whittier, Hamilton, Rhomburg and Garfield Avenues.

Playground on Rush Street at Bryant School.

Playground on Southern Avenue at Quinn Street.

Playground on Kaufman Avenue at Dubuque Water Works.

Other playgrounds are designated in connection with the public school properties.

PARKWAYS

Plymouth Parkway between Middle Road and Wartburg Seminary.

Catfish Creek Parkway along Catfish Creek between Delhi Street and Fremont Street.

Catfish Creek Parkway between Fremont Street and Dubuque Cascade Road southward from Kelly Lane.

Catfish Creek Parkway between Dubuque Cascade Road and Mt. Carmel Road.

Shiras Parkway between Sageville Road Park Reservation and Millville Road.

In Dubuque there are no street or boulevard developments which might be classified as parkways, with the possible exception of Grandview Avenue. Parkways are valuable in controlling land development; they increase land values, preserve local scenic conditions, and prevent stream pollution and unsanitary conditions.

PARKED STREETS

There are certain of the city streets that should, by reason of the area served and their particular location, be classified as parked streets and receive special attention and care in the planting of trees and in maintenance. These streets are designated in green on the Public Park and Reservation System Plan.

THE BLUFFS

One of the most outstanding features of the City of Dubuque and region is the line of bluffs which mark the transition from the downtown section to the plateau above. This natural feature is distinctive and from its top many fine views of the river are enjoyed. It is recommended that these bluffs between Cleveland Park and Eighth Street, and at West 15th Street be acquired by the city as a measure of protection and preservation of natural beauty for the future.

VI. SCHOOLS

ROLE OF THE SCHOOL IN THE COMMUNITY

The schools play a very important role in every city's composition. They influence the life of the child between the ages of five and sixteen, the most impressionable period of life. They, more than any other factor with the exception of the home environment, determine the character of the citizens of tomorrow. Indirectly they keep the parents abreast of the changing conditions of life through the ever widening and developing interests of the child.

MODERN REQUIREMENTS IN SCHOOL FACILITIES

Not only should school buildings be adequate in size and well equipped, but the grounds must provide sufficient play area for all the pupils. There should be no overcrowding. Larger plants are desirable in these days to warrant the development of the modern school plant with its many desirable ramifications and wide field of training. There is a growing need of economy in school management which can be met by careful planning and administration. Of primary importance is the physical location of the school and its relation to population density and the distribution of school population.

ELEMENTARY SCHOOLS

The grade schools are designed to serve an area of approximately one square mile, which, of course, places them about one mile apart, and within easy walking limits for the pupils. Schools should be located away from main thoroughfares, but should, nevertheless, be directly accessible by minor streets. The land should be topographically nearly level so that all parts of the property may be used to an intensive degree for building, setting, landscaping and play.

ELEMENTARY SCHOOLS AND PLAYGROUNDS

The size of the school site is important. Because it is desirable to have both schools and playgrounds within one mile of one another, it seems logical in providing adequate areas about schools to combine the two wherever practicable. If land can be purchased reasonably, it is advisable to secure it and establish playgrounds within the school property. It has not been found practicable to combine these when the area is less than four acres of land. Schools should be bounded preferably by streets or public ways, parks, or other public property, but never by private property if it is possible to avoid it.

BLUFFS AND THE DOWNTOWN DISTRICT



THE HIGH SCHOOLS

A Junior High School should have at least ten acres in its site, and a Senior High School twenty acres, to perform adequately their functions and provide well-rounded facilities. Since these schools serve an older group of children, the walking distance and safety factors are not of so much concern. The Senior and Junior High Schools should be as centrally located for the school population as possible. In Dubuque there are two Junior High Schools—namely, the Jefferson Junior High School and the Washington Junior High School—along with the Senior High School on West Locust Street. The Washington Junior High School is located on Grandview Avenue in the southwest section, and the Jefferson Junior High School in Linwood, the northeastern part of the city. The Senior High School is very well situated and well equipped.

EXISTING SCHOOL STATISTICS

The following school statistics are given to indicate present facilities in number of schools, enrollment, and the size of their grounds:

Elementary Schools	Enrollment	Approximate Area of Grounds
Audubon	243	1.5 acres
Bryant	115	1.3 "
Franklin	157	1.7 "
Fulton	294	1.7 "
Irving	270	1.5 "
Jackson	169	3.6 "
Lincoln	394	2.5 "
Marshall	160	2.75 "
Peter Cooper .....	.....	.23 "
Prescott	300	.60 "
Central—Special	70 "
Total	2,172	17.38 "

JUNIOR HIGH SCHOOLS

Jefferson Junior	435	4.02 "
Washington Junior	646	4.4 "
Total	1,081	8.42 "

SENIOR HIGH SCHOOL.....1,179 19.00 "

PART TIME SCHOOL

Central	83	.50 "
Totals	4,515	45.30 "

RANGE OF SIZES OF SCHOOL GROUNDS

Under two acres	8
Two to three acres	2

¹1936.
²Now abandoned.

Three to five acres	3
Over five acres	1
Total	14 sites

It will be noticed that seven of the fourteen schools have an area of less than two acres. This is inadequate for the needs of the pupils. We have carefully considered the existing school conditions, and we feel that the following recommendations are advisable from an economic as well as a geographical point of view.

RECOMMENDATIONS

1. We advise that Irving School be abandoned eventually, because of its location on a busy thoroughfare in a potential business center. We suggest that an area of about four acres be set aside for a new school site north of the intersection between Middle Road and Asbury Road.

2. In view of residential trends, we suggest that six acres be acquired for future development north of Coates Street and south of Dodge Street Extension.

3. With the development of property along Catfish Creek, we anticipate a tendency to develop residential property in the southeast part of the city. For this reason, we suggest that six acres be reserved between Dubuque-Cascade Road and Rowan Street.

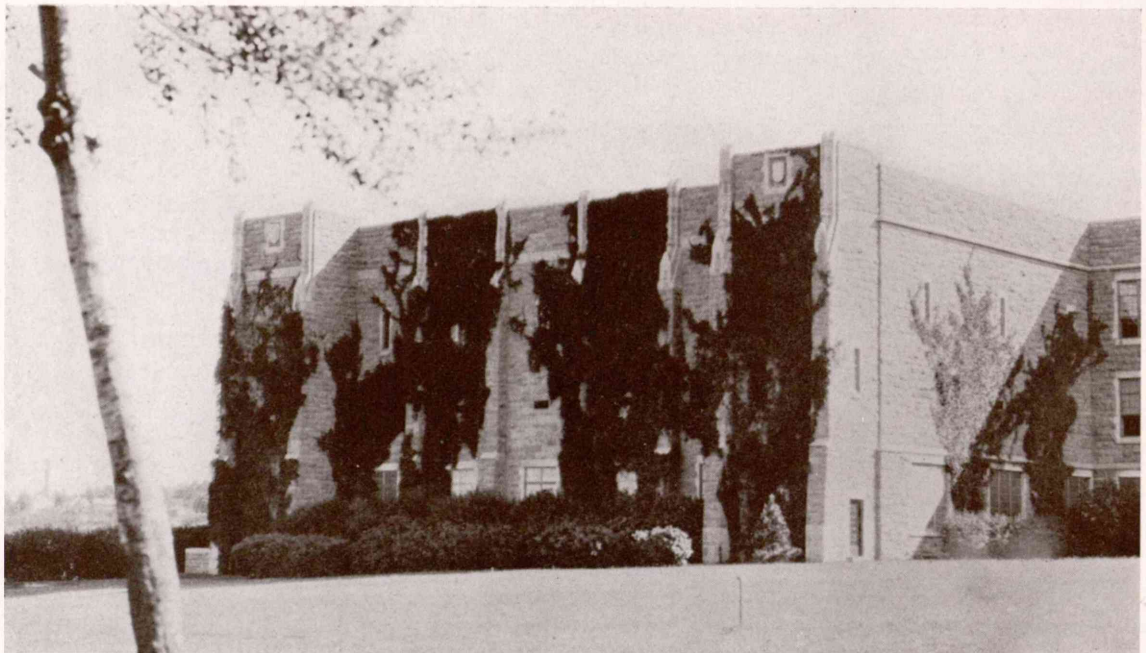
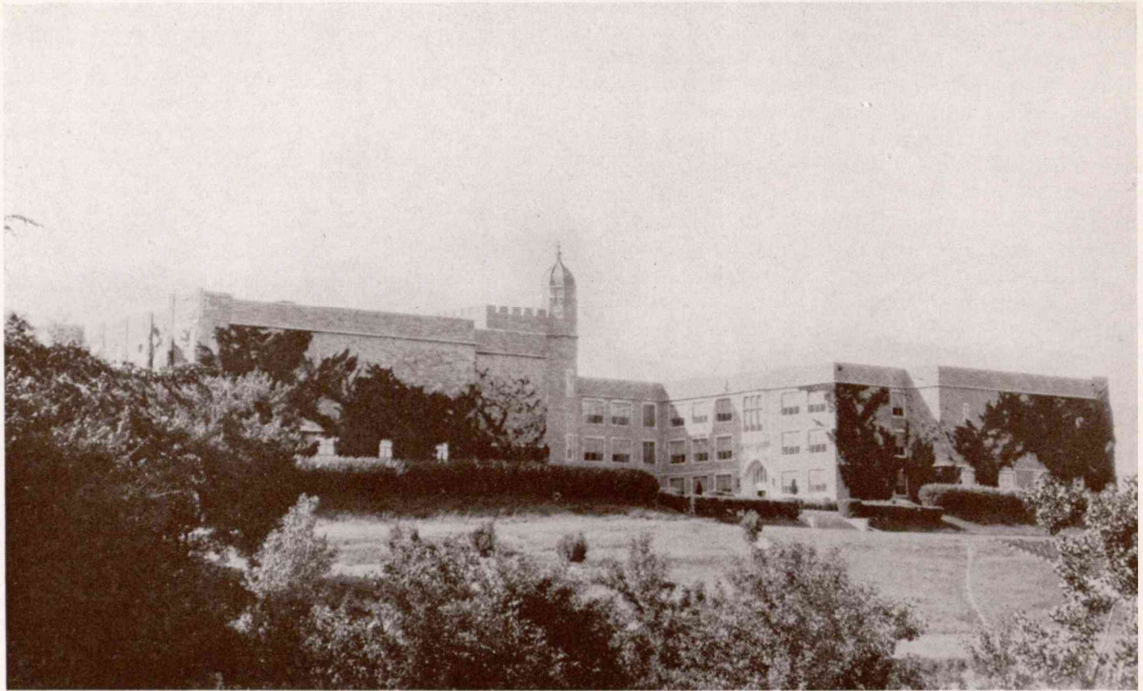
4. We suggest that Bryant School be enlarged to twice its present size as a school property for expansion, or that the additional area be acquired as a public playground.

5. Likewise we suggest that Lincoln School be enlarged to include the whole of the block between Forest Lane and West Fifth Street and Nevada and Spring Streets.

6. Inasmuch as the area about Audubon and Fulton Schools is tending toward light industrial development, these schools will eventually be unnecessary. It is therefore recommended that provision be made for the pupils in the residential district in the northern part of the city. And for this purpose we suggest that two blocks be set aside on Lawther Street, and that six acres shall be secured on the south side of Saunders Street to provide educational facilities for this part of the city.

7. Because of the dangerous location of Marshall School between two main thoroughfares, and the impracticability of enlarging the grounds about it, we suggest that six acres be secured south of Emerson Street, so that eventually the Marshall School may be abandoned, and the new school site may be ready to take its place.

DUBUQUE'S HIGH SCHOOL — THE NUCLEUS OF THE CULTURAL CENTER



Upper—East Front with Athletic Field in foreground.

Lower—North Front.

SUGGESTED COORDINATED USE OF SCHOOL GROUNDS AS PLAYGROUNDS

The location and character of certain of the school properties lend themselves to coordinated use.

Proposed School Areas	Playground Use
Saunders Street	Children's Playground
Emerson Street	Children's Playground Baseball field Athletic field
Lawther Street	Children's Playground
Middle Road, McPoland and Asbury Road site..... (Developed in conjunc- tion with adjacent play- grounds)	Children's Playground Baseball field Athletic field Tennis courts
Dodge Street and Coates Street	Swimming pool Children's Playground Baseball field Athletic field
Rowan Street	Children's Playground Baseball field
Existing School Areas	Playground Use
Jefferson Junior High.....	Athletic field
Washington Junior High.....	Tennis courts
Audubon	Children's Playground
Jackson	Children's Playground
Central	Children's Playground
Prescott	Children's Playground
Lincoln	Children's Playground
Franklin	Children's Playground
Bryant (playground proposed adjacent, or extension of school property)	Tennis courts Children's Playground

VII. PUBLIC BUILDINGS AND PUBLIC AREAS OF DUBUQUE

CHARACTER OF PRESENT PUBLIC BUILDINGS

The present geographical distribution of the public buildings in general in Dubuque is unfavorable economically and aesthetically. The only exception, possibly, to this condition is the Public Library. Located on the southeast corner of Eleventh Street and Bluff, the Library is practically on the fringe of the downtown business district, and unlike the existing City Hall, Post Office and County Court House, it has control of adjacent property. We would suggest, however, that the trustees of the Library take advantage of this fact and keep within their control the development of the surrounding area so that the Library shall always have the best possible setting.

The City Hall and County Court House are

not so fortunate. Their buildings are obsolete, their settings inadequate, and their lack of unity and coordination with one another makes them uneconomical from a civic standpoint. They are scattered over the business section of the city. The City Hall is located on Thirteenth Street between Central Avenue and Iowa Street, the County Court House on Central Avenue between Seventh and Eighth Streets five blocks south of the City Hall. Both are relatively close together, but have none of the desirable relationships for either public convenience or civic appearance.

To group these two principal municipal buildings of Dubuque is manifestly advantageous for convenience in the transaction of the business of the city. Careful consideration has been given to various locations for the development of a central administrative group, and as a result the area between Fourth and Sixth Streets, and Bluff and Locust Streets, has been chosen as being the most favorable economically as aesthetically. This location is economically and geographically favorable because it is central, and because of its situation at the edge of the Business District, and yet distinctly a part of it. It is easily accessible by way of Fourth, Fifth, Sixth, Bluff and Locust Streets. Aesthetically it is favorable because it has as a background the picturesque bluffs of Dubuque, and because it overlooks the attractive Washington Park.

RECOMMENDATIONS MUNICIPAL ADMINISTRATIVE CENTER

That the two blocks between Fourth and Sixth and Locust and Bluff Streets be acquired for an Administrative Center, consisting of a City Hall, County Court House, and Federal Building.

That the area fronting on Fourth Street between Bluff and Locust be reserved for the County Court House.

That the central section be reserved for the City Hall, and that Fifth Street be closed or spanned by the building, so that it will be on the axis of the street.

That the area on Sixth Street, Bluff and Locust Streets be reserved for the Federal Building.¹

The grouping of the three buildings at one location, in a coordinated arrangement, will not only develop an attractive central area in the city, but it will also facilitate business and afford greater convenience to the public at large.

It is also recommended that the block between Third and Fourth Streets and Bluff and Locust be

¹This site has been acquired since the preparation of the Administrative Center Plan, by the U. S. Government, and a new United States Post Office and Federal Court House erected thereon.

acquired for park purposes as a setting for the County Court House, and to aid in creating a center of some distinction by balancing Washington Park on the north side of the proposed Administrative Center and completing the symmetrical plan. The downtown section, now without central open space, will find these small breathing spaces of growing value, especially if they can be made more engagingly useful.

It is only a question of time before Dubuque will require an Auditorium to meet the needs of her citizens. We feel that the time has come to plan definitely for this facility. The block between Second and Third, Locust and Bluff Streets, south of the proposed park, is recommended for the Auditorium. The purposes and function of an Auditorium require free access and spaciousness about the building. The proposed park and the frontage on Second Street (86' wide), along with Bluff and Locust Streets (both 64' wide), meet these needs.

It is recommended that these areas be acquired as soon as possible.

CULTURAL CENTER

The possibility of the creation of a Cultural Center for Dubuque has been studied. Such a center would include the Public Library, a Museum, an Art Gallery, and such related institutions as might later be advisable. The site should be commanding in elevation, easy of access, closely related to the park and parkway system, and in a section of the city that will remain residential in character for a long period of years. A center of this nature would be a valuable asset to Dubuque, which already has a strong array of intellectual institutions. As a site having the desired qualifications we recommend the area adjacent and northeast of the High School. This site would allow the incorporation of the splendid High School into the group. The eventual need for expansion or rebuilding of the present Public Library building will present the opportunity of using that institution as the nucleus for the center.

The Fire Stations are sufficient in number, and they are well distributed over the city. Likewise, the Public Water Works are in good condition, and any need for additional structures can logically be developed on the present land holdings.

VIII. BUSINESS DISTRICTS

The downtown Business District is a compact section of the city, and while it has ample opportunity for expansion, there are rather definite boundaries which restrict its growth as a unit. The absorption of the area suitable for business, however, will be a long time in process, so that this limitation on the district is not of important concern. But there are two problems which must

occupy more and more the public mind, and particularly the business man, in connection with this area. These are the problems put in question form every day by hundreds of people as they travel downtown.

First, how to get into the business district quickly and conveniently.

Second, what to do after getting in.

THE ENTRANCE PROBLEM

Access to the downtown section is provided by nine thoroughfares, so that entrance may be made from all sides. Unfortunately each of these access thoroughfares has some restricting limitation which prevents it from serving its purpose to the best advantage. The elimination of these handicaps by improvement in the thoroughfare itself by better organization of the thoroughfare system, or by relief measures, such as parallel traffic streets and by-pass routes, constitute the first problem.

How to get about, and where to park the car, are representative of the everyday conflicts which confront the shopper downtown. It is a psychological situation—one bearing chiefly upon the volume of trade of the stores. People in a happy mood are larger buyers than those in an irritated frame of mind. For this reason alone there is sufficient cause for making the shopping and business districts attractive, convenient and safe for the buyer and the business house.

These two problems apply also in varying degree and form to the local business district. Generally the situation for the local district is one to be met by preventive measures, such as securing in advance or along with store construction, ample street widths, facilities for parking of customers' cars, and the handling of service trucking. In other words, it is the elimination, at the source, of the handicaps which cost money year after year in the older parts of the city.

RECOMMENDATIONS

In the downtown district Dubuque must build in accordance with the present basic facilities. The plan laid down one hundred years ago fixed the width of street rights-of-way, and each succeeding period of business growth and expansion retained this width, until there has now been imposed a wall of brick and stone and steel at the property lines on the principal business streets. Dubuque is not in a position to blast out these permanent boundary markers and reconstruct on new lines. Main Street, in but a few blocks, could provide facilities for transacting the total business of the city, if the stores and office buildings were built high enough, but the congestion of the street would

JOHN NOLEN · CITY PLANNER
JUSTIN R. HARTZOG · ASSOCIATE
HARVARD SQUARE · CAMBRIDGE MASS
JANUARY 1932

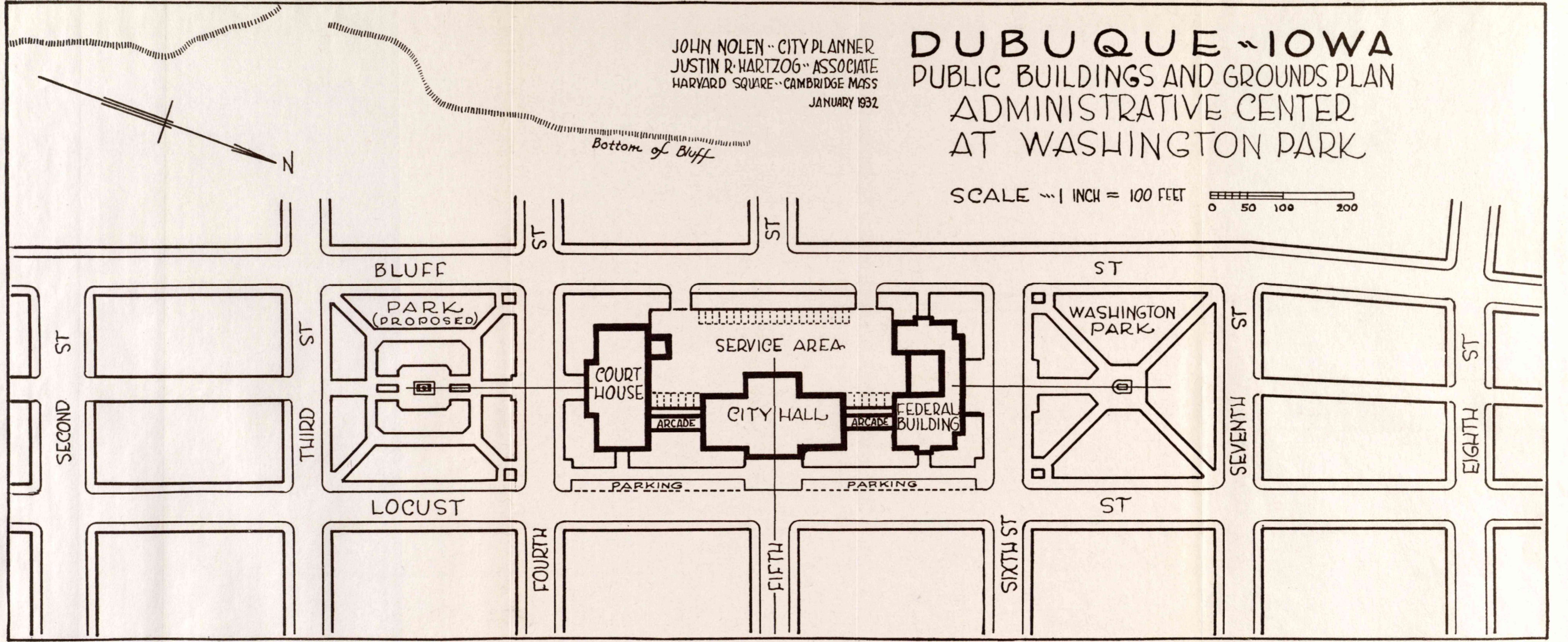
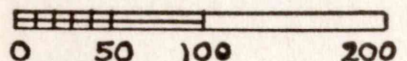
DUBUQUE · IOWA

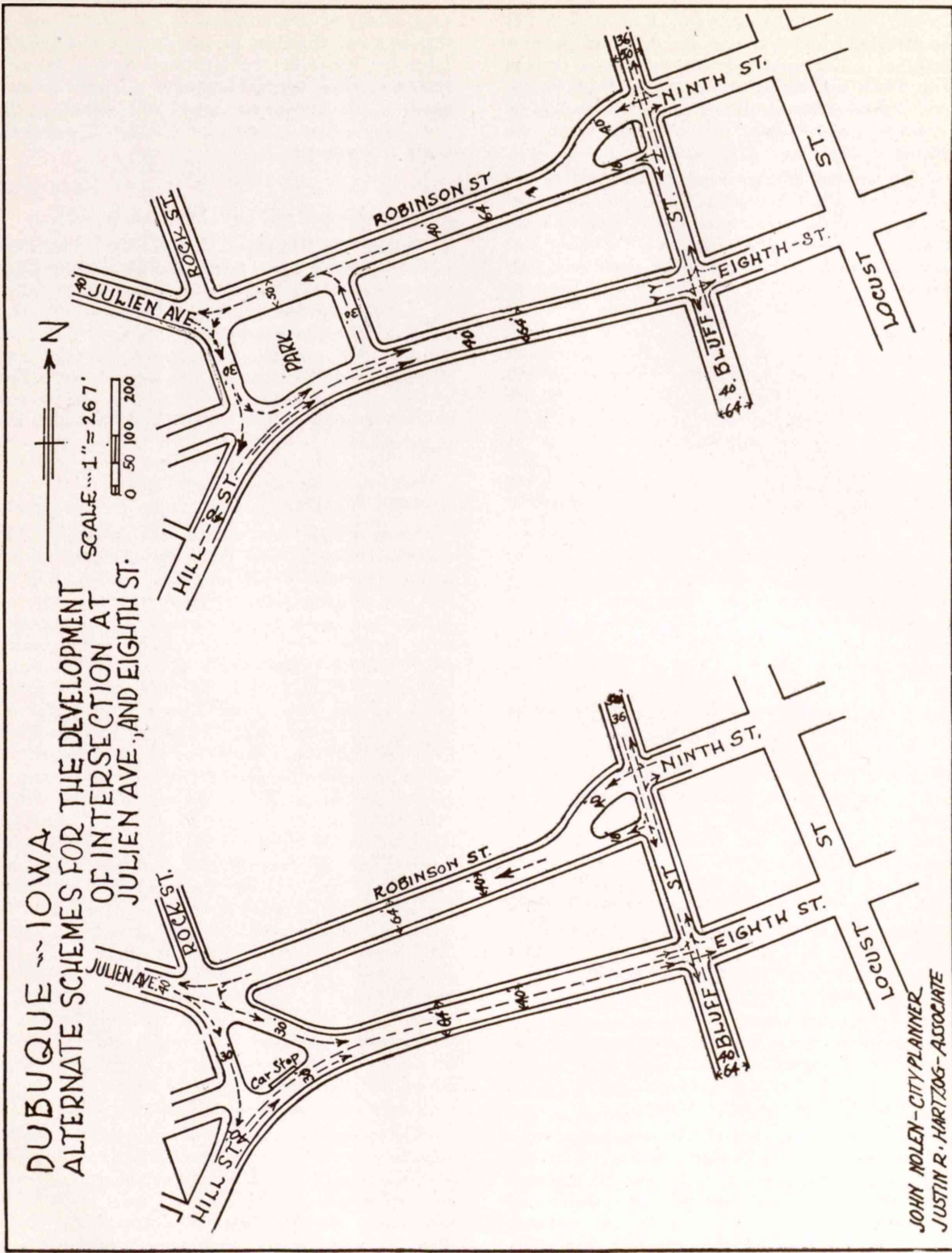
PUBLIC BUILDINGS AND GROUNDS PLAN

ADMINISTRATIVE CENTER

AT WASHINGTON PARK

SCALE · 1 INCH = 100 FEET

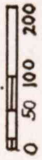




DUBUQUE IOWA
ALTERNATE SCHEMES FOR THE DEVELOPMENT
OF INTERSECTION AT
JULIEN AVE., AND EIGHTH ST.



SCALE 1" = 267'



JOHN NOLEN - CITY PLANNER
JUSTIN R. HARTZOG - ASSOCIATE

increase by leaps and bounds and choke off access to the buildings. The present inability and inadvisability of widening the downtown streets, such as Main Street and Central Avenue, at an enormous cost, makes necessary the adoption of a policy of building in accordance with the capacity of the existing streets.

The problem of the sound development of the central area is not a question of the merits or disadvantages of the skyscrapers in contrast with the buildings of lower height, but one of working harmoniously with both, where the conditions warrant the employment of both. Each type must be coordinated with the width and capacity of the street upon which it abuts, if congestion and overbuilding are to be avoided. No recommendations for the widening of the principal streets in this area have been made. Three factors—the opportunity of general business use to expand over a wider downtown area, the proportionately high cost of such improvements, and the decentralization into local or neighborhood centers of specialized retail business—make such improvements undesirable.

It is at the border of the downtown district, however, that improvements are urged so that unimpeded access can be obtained to the district. A most important step is the improvement of the thoroughfare connection with the residential area immediately to the west. Hill Street and Julien Avenue converge into West Eighth Street, and thus force the traffic of both streets into a single entrance way, forming what is often termed a "bottle neck" in traffic flow. It is proposed that this situation be relieved by the development of a parallel connection for the length of this congested section of Eighth Street. Robinson Street would be utilized for this purpose, and would be widened between Bluff Street and Julien Avenue. The effect of the parallel would be to allow Eighth Street to be used as a one way street between Hill and Bluff Streets for traffic inbound to the business district, and Robinson Street to be reserved for outbound traffic. The present intersections of Hill Street and Julien Avenue would be enlarged, and a small open space provided, about which the traffic would flow.

Another important boundary improvement is the elimination of the railroad grade crossing on Fourth Street, which is discussed in connection with the chapter on the Thoroughfare System.

The development of Garfield Avenue as a thoroughfare parallel to Rhomberg Avenue, with the elimination of the grade crossing over the Chicago Great Western Railroad, will provide a direct and uninterrupted approach to the downtown area from the northeast section of the city and from Wisconsin. Fourteenth Street should eventually be wid-

ened as one of the principal thoroughfares, and as the only one that can be made to extend directly from the banks of the Mississippi across the city to connect with regional highways. Central Avenue north of Twenty-second Street will always be the principal route of access from the north, and widening is suggested.

SPECIAL DEVELOPMENT OF CERTAIN ALLEYS

Within the downtown district, the wide alleys located between Main Street and Central Avenue, and between Main Street and Locust Street, offer an opportunity for securing additional traffic circulation by their improvement through the elimination of all protruding structures and poles, and adaptation of the alleys as one way streets. This would in no way eliminate them from use as service ways, since they need not have sidewalks for pedestrians.

VEHICLE PARKING

Much of the congestion in the downtown district of Dubuque arises from the unwarranted use of the street for vehicle parking. This portion of the city depends upon expeditious movement of persons and goods for its welfare more than any other section. It is not desirable or economically practicable to utilize streets as long period parking areas. It is one of the outstanding requirements of the present day that a high degree of mobility be maintained. Means of transportation have developed high speed, but if the channels in which movement is necessary are clogged, then a goodly percentage of the increase in value from this source is lost. Street pavements have been improved in design and construction to meet the improvement in transportation facilities. This advance has brought about increased cost not only for initial construction, but for replacements. It is illogical that vehicles parked for extended periods should occupy not only the limited space of streets, but also the costly pavement. The parking privilege in congested streets should be extended only to those vehicles employed in active transaction of business. All other vehicles should be parked in off street areas or in garages. The use of the streets is the right of all citizens, under such regulations as will insure equal privileges.

The permitted parking of vehicles should be secondary to the principal use of streets, as channels of circulation. The arrangement of parked cars on a street will depend upon the space needed for the moving vehicles, and the width of the roadways. Under normal conditions where there is a single roadway and traffic is moving in two direc-

tions, there should ordinarily be parking only parallel to the curb, unless the width of the pavement exceeds 50 feet. Where there are trolley tracks, nine to ten feet must be allowed for each track. In general, where practicable, parking at 45° angle increases the number of vehicles about 25%.

SIDEWALKS

An important factor in the business street is the sidewalk. Practically all stores transact the greater percentage of their business with people who are pedestrians, and in only a few cases is it possible for a person employing a motor vehicle to pass directly from the street to the store. The demand upon the sidewalk space is varied, street lighting standards, fire hydrants and other fixtures require about two feet of space, the show windows of stores attract people who occupy a variable standing space of two to three feet, and the passing individuals require about two feet each. For a principal business street a sidewalk to handle the normal traffic should have a minimum width of not less than twelve feet. It is uneconomic to extend the width of a roadway pavement at the expense of needed sidewalk in such streets.

NEIGHBORHOOD STORE CENTER

As Dubuque grew in population and in built-up area there developed a need for certain types of shopping and trading facilities nearer to the home than the downtown district. This need created a demand for the corner grocery and drug stores. At first these stores were scattered rather indiscriminately in the residential areas, but have now come to seek locations on the thoroughfares. It is in the interest of both the housewife and store that these stores be located in groups conveniently distributed throughout the residential districts. The purpose of these centers is only realized when they offer convenience of access and freedom from traffic congestion. Stores developing in these centers should provide ample parking facilities off the roadway pavement as a means of avoiding repetition of the downtown conditions of congestion. These groups should provide grocery stores, drug stores, small garage and filling stations, opportunity for a moving picture theatre, barber shops, and the like. All attractive and convenient.

IX. INDUSTRY

INDUSTRIES OF THE CITY

Dubuque has been noted for the large wood working industries which began business in the early history of the city, when timber abounded

in the region and was floated down the river on high rafts. The immense sawmills are no longer needed, but the various types of special wood manufacturing still furnish employment for a large proportion of the population. Metal working, clothing manufacture, candy, chemicals, shoes and hardware are other outstanding industries. Railroad shops also have been large employers of skilled mechanics. There is a reasonable diversity of industrial operations.

GENERAL INDUSTRIAL AREAS

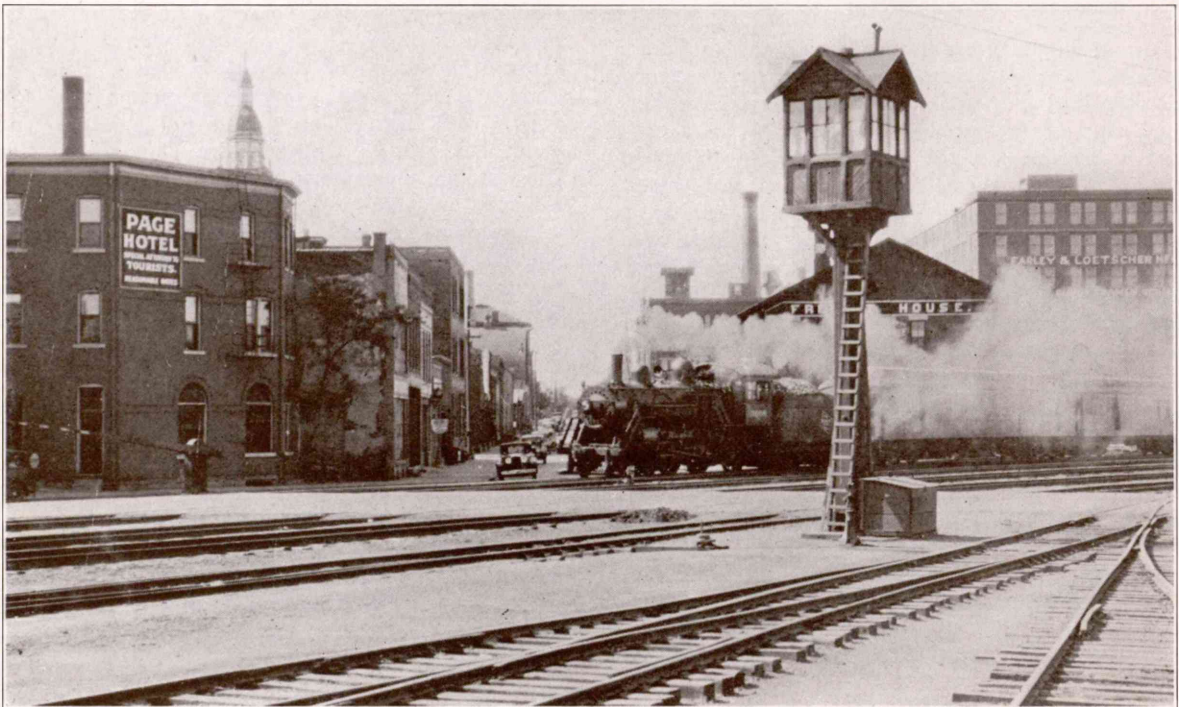
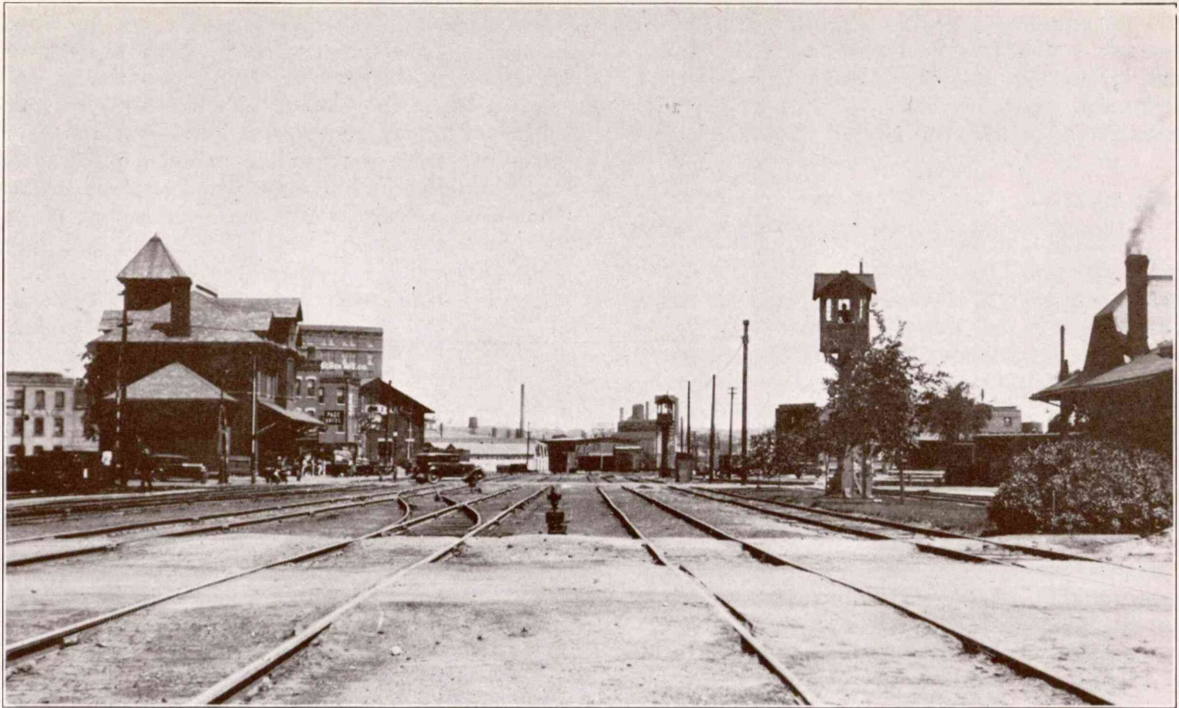
Industrial operations are located most generally in the area of the original town, with the lighter forms of manufacturing closer to the downtown section particularly between 6th and 11th Streets east of White Street. Generally the heavier types of industry are situated along the railroads. At various times in the past the city or private interests have reclaimed considerable acreage of slough and low land along the river, which has materially advanced the welfare of the community. These areas have been absorbed to some extent by new industries. The greatest need, however, is for acreage to attract large industries. These areas should be so located that they can be made extremely attractive from the point of view of proximity to the housing sections of the community, and transportation facilities—both rail and water. East of the central section of the city is Ham's Island, of some 750 acres, with varying elevation from 590 feet to 600 feet. This island and adjacent land along Lake Peosta Channel give Dubuque a very considerable opportunity to attract industries, particularly of a heavy character, whose raw materials and products can be handled by barges on the river, and by the railroads.

RECOMMENDATIONS

HAM'S ISLAND

As a part of the Master Plan this potential industrial property has been studied in its relationship to the city as a whole. The proposal for the development of Ham's Island primarily for industrial purposes is linked up with the idea of bringing river transportation service further into the present industrial section of the city by the relocation, widening and deepening of Lake Peosta Channel. It will be necessary to raise the general elevation of Ham's Island to above 608 (Elevation New Government River Datum in Feet) so that there may be a more favorable permanent relation to the river in flood stage. It is proposed that the fill from the new channel will be used largely to effect this new elevation. The land east of the proposed channel should be allocated to pri-

TRACKS OF THREE RAILROADS



Upper—Tracks and passenger stations between Third and Sixth Streets. Station at left (Milwaukee) site of proposed Union Transportation Terminal.

Lower—Fourth Street grade crossing. Central Avenue in background.

(Note: Watchman's towers have now been eliminated and automatic signals installed.)

marily industry, certain areas being reserved for bridge heads at the crossings of the channel and for the required streets. The circulation system of the area is based on the extension of East 14th Street to the island at the width of 100 feet, crossing the channel over a bridge of the bascule type. Other crossings would eventually be needed to bring about necessary connection at East 17th Street, Decatur Street and Roosevelt Street, with perhaps a connection at Farley Street.

A belt line railroad connection is proposed from the railroads¹ at Pine Street to an industrial railway system on the island via East 18th Street with a drawbridge at the channel. All of these crossings are at grade, and will logically continue so until such time as conditions would warrant separation. East 14th Street would terminate in a traffic circle which would be the distributing center to the street system of the island. The blocks of the industrial section are generally quite large, ranging about 500 feet by 1000 feet. The belt line system is designed to connect with and serve all blocks. At the river terminus of all streets a reservation 200 feet wide has been set aside to provide access to the water for public use. There are approximately 215 acres in this industrial portion of the island. To the north of the industrial section is a tract of about 220 acres tentatively designed for an airport site, which would have useable dimensions of 3000 feet by 3400 feet, providing an opportunity of an A rating under the U. S. Department of Commerce area regulations. The tip of the northern end of the island at the upper entrance to Peosta Channel is recommended as a river park reservation.

X. TRANSPORTATION FACILITIES

Under the general heading of Transportation will be included all forms of public transportation—railroads, street railway and motor bus, air transport, and river transportation. The latter, however, is discussed more fully in connection with waterfront development.

RAILROADS

Dubuque is one of the relatively few railroad crossings over the Mississippi River. At this point three trunk line railroads enter Iowa from the east—the Illinois Central Railroad, the Chicago Great Western Railroad, and the Chicago, Burlington and Quincy Railroad—using jointly one bridge. The Chicago, Milwaukee, St. Paul and Pacific Railroad passes through Dubuque on the west bank. Physically all of these railroads are closely associated, in joint trackage or adjacent or generally parallel

¹Chicago Great Western R. R. and Chicago, Milwaukee, St. Paul and Pacific R. R.

rights-of-way. Passenger and freight stations, however, occupy separate locations. There are a few serious grade crossings. Yards and shops of the Illinois Central are located south of its passenger station and Jones Street, east of South Main Street. Chicago Great Western yards are between 8th and 9th Streets. The Milwaukee Road shops and yards are north of 19th Street. The close proximity of all tracks to each other, and generally paralleling the north and south streets, is a most favorable condition for both the railroads and the city, especially in facilitating the elimination of the grade crossings in the east and west thoroughfares. The service to Dubuque by these roads is maintained on convenient schedules by both steam and motor trains.

RECOMMENDATIONS

GRADE CROSSING ELIMINATIONS

There are two locations in the city where grades should be separated at an early date. First and of chief importance is the crossing of the highway from the east (U. S. 20) over the tracks of three railroads. It is recommended that this approach to the city be made over a viaduct at 6th Street, with a four lane pavement and two pedestrian ways. The second grade elimination¹ would provide uninterrupted access to the section east of the Chicago Great Western Railroad tracks. In this case the proposed route is via 21st Street to Garfield Avenue, approaches to begin at Washington Street and just east of Kniest Street. It will be important that the intersection of East 14th Street with the Great Western, and the Milwaukee tracks be separated when the former becomes a main artery to industrial areas along Peosta Channel and to Ham's Island. The state law regulates the frequency of grade crossing separation by limiting railroad cooperation in eliminations to every third street.

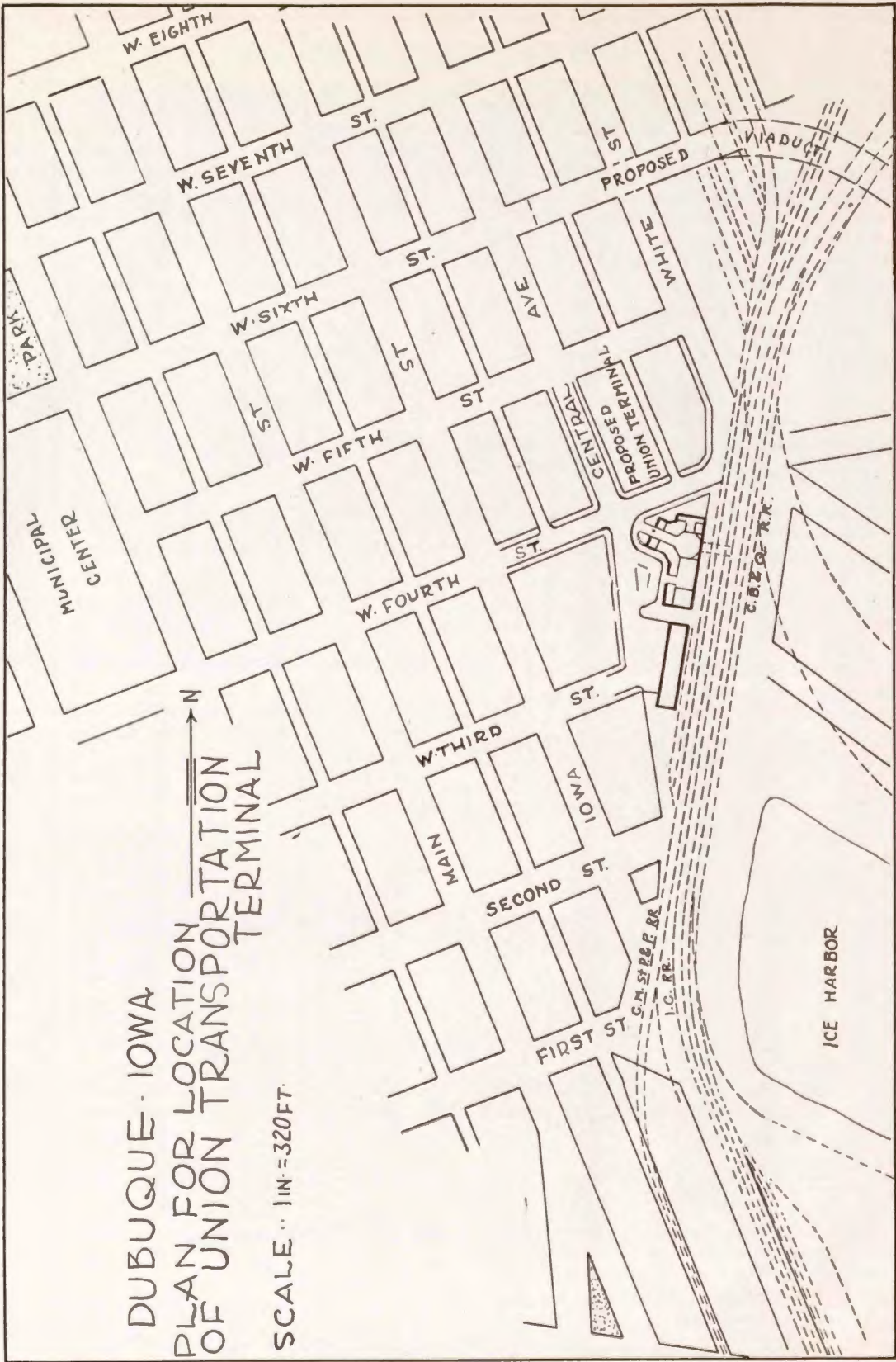
UNION PASSENGER STATION

The four railroads entering Dubuque now maintain separate passenger stations. Three stations are within a quarter-mile radius of each other, and the fourth not more than a half-mile distant. None of these stations is of modern character, and it is recommended—in the event of reasonable justification that there be a consolidation of stations of all railroads and terminal facilities of bus lines. A location on the site of the present Milwaukee station is recommended.

BUS TRANSPORTATION

This form of transportation because of its ready adaptability to traffic needs and freedom from a

¹On U. S. 61.



fixed track will be more and more a factor in the transportation system of the city. Residential development no longer follows the car track for the motor vehicle, both public and private, has made areas accessible. The present transportation routes based on the thoroughfare system are well adapted to serve the various sections of the city from the downtown district. Consideration should be given to the elimination of trolley cars on Main Street since the street is too narrow to operate successfully the necessary double trackage in the face of the growing private motor vehicle density and congestion. Trackless trolley cars might readily be adapted to this main line of the public transportation system.

BUS STATION

It is recommended that a union terminal for the motor bus lines entering Dubuque be included in the proposed union passenger station as a means of increasing the public convenience and coordination with rail transportation.

AIRPORT

Dubuque should have a permanent airport. While located north of the established transcontinental airway, the field of aerial transport is still in a rapidly growing stage and an airplane connection should be made with the nearby air mail, passenger and express routes. The possibility of the extension of the present air mail and passenger route of the Mississippi valley should be important to Dubuque. The use of airplanes for private use is constantly increasing and becoming a factor to be recognized by all enterprising cities. Two sites have been studied, one in Peru and the other at Ham's Island. The former while enjoying some particular advantages arising from location away from the river on higher land is about five miles from the city. Ham's Island site within the city would be approximately one and one-half miles from the post office, the downtown district and the proposed union railroad and bus station. This latter site is favored for the airport if the proposed industrial development of Ham's Island is undertaken, otherwise the Peru site would be advisable.

XI. DEVELOPMENT OF WATERFRONT

Dubuque has at the present time about six and a half miles of waterfront along the Mississippi River, roughly divided into three classifications:
 Industrial and Commercial..... 2.0 miles
 Recreational1 "

¹Elimination of trolley cars and tracks has taken place since this report was written.

Undeveloped	4.4 "
Total	6.5 "

This frontage from the northern to the southern city limits includes the ice harbor and the south side of the channel paralleling Commercial Street. The recreation frontage is in the vicinity of the Water Works.

In this section the waterfront is considered primarily from the industrial and commercial point of view, but coordinated generally with the city's need for recreational water frontage discussed in another section of this report.

The Mississippi River has served Dubuque well in the past and the city is strategically situated to capitalize the revival of commerce on the river. The nine foot channel will mean a most favorable position for Dubuque from an operating point of view. With a greater depth of water, more generally maintained, it is possible to operate barges more continuously and of larger tonnage which means ultimately greater economy and more business.

MUNICIPAL RIVER TERMINAL AND INDUSTRIAL WATERFRONT

Dubuque already has an up-to-date terminal with all modern equipment, consisting of a warehouse and floating dock connected by a ramp. This terminal is reached by Jones Street, a well paved industrial street and by railroad connection. Just north of the river terminal is the old Ice Harbor with approximately one half mile of frontage on which is located a construction yard for towboats and barges. This harbor is used extensively for laying up river craft during the winter months and for small pleasure boats in summer. About a thousand feet of frontage on the river just north of the mouth of the Ice Harbor is used for sand and gravel storage. North of Commercial Street is another inlet parallel to the Ice Harbor which leads to the foot of East 8th Street on which are located the Interstate Power Plant and the Key City Gas Company. South of the Wisconsin Bridge is a small stretch of frontage used for sand and gravel yards.

CONTROL OF RIVERFRONT

The control and development of the riverfront is lodged in the Department of Public Docks Administration, by three members. The riverfront lands are in the main now in private ownership although there is some question regarding the title to a large portion of the riverfront.

RECOMMENDATIONS

PARK RESERVATIONS

In the general allocation of riverfront for various future purposes, the coordination of uses and needs is a controlling factor. It is logical that certain very suitable areas should be designated for park and recreation purposes so that the public may have access to the water at all times. An important stretch for this purpose is that from the Illinois Central railroad bridge southward, a distance of about 1500 feet. This park would create a pleasant entrance to Dubuque in keeping with the size and character of the city. The designation of another park location has been made in connection with industrial allocations, on Ham's Island, where the northern end of the island, containing 30 acres is well fitted for a waterfront reservation. This area is opposite the present Water Works. It is recommended that these two park proposals be included in the development of the river frontage in accordance with joint needs, commercial and industrial.

INDUSTRY AND COMMERCE

The Riverfront from the proposed part at the north end of Ham's Island to the southern end of the island would be allocated for industrial and commercial purposes, most desirably those of heavy type. A further description of the development of Ham's Island is given in the section on Industry.

North of the Wisconsin Bridge the river banks, for a distance of more than 3000 feet and extending beyond the city limits, are abrupt with only space enough between the water and bluff to accommodate the Milwaukee Railroad tracks. This frontage can best serve the city as scenic in quality in connection with Eagle Point Park.

The riverfront south of the Municipal terminal is paralleled very closely by railroad yards and tracks and these are fixed in their location both by function and necessity. The narrow strip of land east of the tracks might conceivably be raised to above flood stage to accommodate certain types of industry but such service probably will not be necessary or desirable.

PEOSTA CHANNEL

The present Lake Peosta is not navigable, being partially filled by flood action and dammed for industrial uses. The proposed Peosta Channel would create some 19,000 feet of additional frontage which, with the exception of a few reservations for street and bridge crossings and small open spaces would be industrial. Streets would parallel this in-

dustrial frontage on both sides of the channel. Channel Street and the industrial streets are recommended to have a right-of-way width of 100 feet which would allow an ultimate pavement of 56 feet and access to private property or space for vehicle parking of 22 feet on each side of the street.

GENERAL

The recommendations as set forth in this section would add 6.2 miles of industrial and commercial waterfront on the river and channel, and 1.3 miles of recreational waterfront to the present facilities. The remaining frontage would be scenic or private institution property. It is not recommended that large scale improvement operations be entered into for the immediate accomplishment of the proposals. It is, however, urged that all developments, as undertaken, be completely coordinated with the comprehensive plan.

XII. CIVIC AESTHETICS

Cities, in addition to being orderly and efficient in their business and industrial affairs, must be attractive in their physical structure. More and more it is becoming recognized that factors which are highly productive in influencing sales and in increasing industrial output are distinguished by a certain pleasantness in color, form and style. The same is true in civic development. A city may have all the qualities which go to make up an ordinarily satisfactory civic structure, but if deficient in the qualities of agreeableness and pleasantness to the senses, then it falls short of true accomplishment and service. Without hesitation we immediately take steps to overcome foul odors—irritations to the sense of smell, and excessively loud and continuously prolonged noises—irritations to the ear, and gradually more and more each year is the knowledge gaining ground throughout the country areas that offense to sight is a parallel detriment to a community.

We are in the stage of civic development where we must recognize the place of civic taste. In many communities the standard of individual taste is high, which in turn produces a high civil standard. In other communities this quality may be noticeably absent in the expressions of both the individual and the city. It is to architecture and landscape architecture, along with engineering, that we may turn for guidance; but for the full realization and accomplishment of a fine city, the responsibility rests upon each individual citizen.

What are some of the specific features in the city which should be influenced by taste? They are of three categories: private, semi-public and

public. The first is generally a personal problem of the individual in the development of his home. In the semi-public group are the stores, office buildings, churches, theatres, factories, railroad stations, etc., which are the expression of corporations or groups of people. The third group is composed of the physical structures of the city, county, and other governmental classes. It is with the last two categories—and particularly the last—that we are most concerned. The character of the streets, and their equipment, tree planting, the public buildings, parks, playgrounds and open spaces, are the responsibility of the public at large. These features are the means of expressing our collective ideas of beauty, convenience and efficiency, and by them the city is judged.

Dubuque in many respects possesses an atmosphere of individuality. Some of the streets of the older parts of the city are distinctive because of the tree planting and the character of the houses. The bluffs have a stalwart character, the river lends a majestic air when viewed from many vantage points, and the natural terrain is inviting. It is upon all of these that the heavy hand of man has fallen, though sometimes softened in its effect by an inherent but dulled sense of beauty.

RECOMMENDATIONS

The appearance and condition of the streets of a city, taken as a whole, are an index of the character of a community. Their function is to provide channels of circulation; all other uses are secondary. The condition of pavements, curbs and sidewalks is one of management and finance; their appearance is a matter of aesthetics. The streets of Dubuque compare very favorably when judged by many cities of her class, in the extent and condition of pavement, and in general cleanliness. Every effort should be continued to keep all streets free from unsightly poles and direction signs, and heterogeneous advertising. In some sections of the city a vast improvement could be made by the planting of street trees. Rhomberg Avenue in part is a splendid example of the effectiveness and value of trees to a street.

Billboards, particularly in residential sections and in close contact with or cutting off scenic views, should be removed. There are not many offensive business signs in the downtown section, and in many cases the signs are parallel to the building front. This method is recommended to avoid the confusing and unintelligible condition resulting from signs overhanging the sidewalks.

It is recommended that some of the historic structures be acquired from time to time, either by the city or by the public spirited societies, so

that those spots associated with local achievement may be preserved for the future. The old cabin in Eagle Point park is an example of a worth while step in this direction.

One of the great handicaps to Dubuque's public and semi-public buildings is the lack of setting. The block size, which is so standardized, brings the problem to the front in connection with each new building of this type. It is recommended that those institutions requiring new structures look to locations outside of the downtown sections, so that they may develop an harmonious setting. The High School and its grounds fully demonstrates the advantage of this procedure.

The improvement in the appearance of the business district during the past two years is worthy of special commendation, both in the character of new structures and in the reconstruction of some of the older buildings. The business section has many shabby structures that should be torn down and replaced by up-to-date modern buildings of good architecture. There are splendid locations in the downtown districts which should be absorbed in reconstruction before the district is expanded to include a wider area.

The two downtown parks should be developed for more intensive use by the public. This is particularly true of Washington Park, in the heart of the city.

XIII. ZONING IN DUBUQUE

PURPOSE

The purpose of zoning is to encourage the right use of land and the erection of the right buildings and structures in the right location, and to promote health, safety, convenience and general welfare through stability of use and value. Zoning protects the man who develops his property along proper lines from the man who does not. If zoning is rightly carried out, it means the substitution of an economic, scientific and efficient program of city building for wasteful, inefficient, selfish and haphazard development.

EXTENT OF ZONING IN THE UNITED STATES

Zoning began in the United States in 1916. Since that time there has been rapid recognition of the merits of the zone plan in making our municipalities better places in which to live and work. To date, nine hundred and eighty-one communities, which include over thirty-nine million people, have been zoned.¹

¹U. S. Department of Commerce, 1931.

HOW IS ZONING EFFECTED IN THE CITY?

The State of Iowa in 1923 passed the zoning enabling law¹ which delegates authority to municipalities to secure the benefits of this type of community action. Under this authority the city is authorized to enact certain regulations for the guidance of the entire city. These regulations give the city the right to govern the following:

The height, number of stories, and the size of buildings and other structures.

The percentage of the lot that may be occupied. The size of yards, courts, and other open spaces.

The density of population.

The location and use of buildings, structures and land for trade, industry, residence or other purpose.

The law specifically says that the regulation shall be made in accordance with a comprehensive plan and designed to—

Lessen congestion in the streets.

Secure safety from fire, panic and other dangers.

Promote health and the general welfare.

Provide adequate light and air.

Prevent overcrowding of land.

Avoid undue concentration of population.

Facilitate adequate provision of transportation, water, sewerage, schools, parks and other public requirements.

The city may divide itself into as many districts of such shape and area as may be deemed desirable, but suited to accomplish the purpose of the zoning authority conferred upon it. Within these districts it may regulate in the manner and for the reasons just enumerated. These regulations must be uniform throughout each district, but regulations of one district may vary from those of another district.

RECOMMENDATIONS

Dubuque has been divided in accordance with the state law into districts for the following uses:

1. Single Family Residence.
2. Two Family Residence.
3. Multiple Residence.
4. Local Business.
5. Business.
6. Light Industry.
7. Heavy Industry.

In a *Single Family Residence District* provision is made for single-family dwellings, educational and religious structures, public buildings, parks and playgrounds, and the customary minor structures which go with each of these uses. A *Two Family Residence District* includes two-family dwellings, as well as

the uses allowed in the *Single Family Residence District*. A *Multiple Residence District* makes provision for more intense use of land for residential purposes, permitting all dwellings of the other districts and multiple-family dwellings of all types, apartment houses, hotels, clubs, lodging and boarding houses, sanitariums and garages not used for repair work.

Besides those uses permitted in any residence district, a *Local Business District* allows retail stores, barber shops, moving picture theatres and other amusement places, oil and gasoline service stations and public garages, and the like. These districts are not large in area, but are strategically located. The *Business District* provides for the customary retail stores, theatres, office buildings, etc., normally found in the downtown business areas. Manufacturing which offers no public nuisance may be located in a *Light Industrial District*, while all industry and manufacturing may be placed in a *Heavy Industrial District* except such uses as stockyards, refineries, reduction plants and the like, where emitting odor, dust, smoke and noise. These latter must be taken care of in this location on the merits of each specific case to protect the interests of the public.

Each of these seven zoning districts has area and height regulations. Under the area regulation, the sizes of front yards, rear yards, courts and building areas are determined. The size of the lot to be occupied depends upon the use to be made of the land. Under the height regulation, the height of all buildings is determined. The principle involved in regulating the height is that the height of the structures shall have close relationship to the width of the street or open space upon which they are erected, to secure adequate light and air and to provide against overcrowding of the street and land.

Zoning determines the right use of land, and protects the use of land for that purpose, which means that the present location of stores and other uses outside of their proper district is not affected—except that they are classed as nonconforming uses, and may not be changed to any other use, except to become a conforming use.

Provision is made in the ordinance for changes in building and land use, for the restoration of destroyed buildings, use of signs, extension of a use of one district into another district, the amendment or change of the ordinance, the establishment of a Board of Adjustment, and ways and means of enforcement.

XIV. REGIONAL PLAN

A REGIONAL CENTER

Politically, Dubuque must be definitely set off from the adjacent territory. From almost every

¹State of Iowa, Chapter 134. Laws of the Fortieth General Assembly.

other angle, however, there is but little reason for a barrier. The city is the trading center for a large area, some sixty to one hundred miles in radius. People are constantly coming and going. Produce is being bought and sold. Merchandise is transferred. The residents of the city seek relaxation in the country, and the people of the country and adjacent towns come to Dubuque to make purchases and for entertainment. There is a community of interests.

CITY PROBLEMS

Dubuque has opportunity for comparison of planned and unplanned areas right within her borders. The original town area was planned, and suffers only from density of use, while many sections in the extensions have fundamental problems. The errors of these extensions have been handed down for years to the extent that they are no longer recognized as wasteful of convenience, time and money, and to some extent dangerous to human life. It is to correct these errors and provide for the future that the City Plan is made.

While the trading area of the city of Dubuque is widespread, the region with which she should be most seriously concerned is the immediate environs. In this adjacent territory, the city has direct interest in the circulation system of roads and highways, in the areas suitable for recreation and which the people naturally seek, and also in the development of land, particularly where this development has, or tends toward urban character, such as residence or business purposes. Primarily this interest centers in the areas which are potential additions to the city in the next ten or twenty years. There are now some 2,000¹ people living just outside of the city limits, primarily on and between the main thoroughfares—Asbury Road, Middle Road and Delhi Road. There are various reasons why this section is building up, and reference has been made to recommendations for this type of fringe under the heading of Land Subdivision control.

THE REGIONAL PLAN AREA

The Master Plan extends beyond the city limits for a distance of one mile, as a means of coordinating in detail the near-by sections where most of the suburban development is now taking place. The environs have been construed to include the territory within five miles of the limits of the city. It is this area which has been incorporated in the Regional Plan for Dubuque—an area including some ninety square miles.

¹U. S. Census, 1930.

CHARACTER OF THE REGION

The character of the region varies from rich farm land to more or less unusable land, from upland to river bottoms, and from picturesquely rolling country to the more abrupt and sometimes precipitous bluffs.

PURPOSE OF THE REGIONAL PLAN

The great purpose of the Regional Plan is to discover in advance of any urgent demand, the ways and means of best making the region suitable for human use, how it some day may support a denser population without running counter to natural conditions and to the improvements that may already have been made. We may scrap our improvements, but to do so without having fully realized upon the investment is only to pile up an ever increasing debt without any relatively permanent contribution to the convenience or safety of the people.

RECOMMENDATIONS

There are three fundamental factors in the development of the regional area surrounding the city. Each of these factors must be planned in a broad comprehensive manner, if the environs are not to repeat and perpetuate the problems of the city itself. To prepare the skeleton system upon which to build for the future is the province of the Regional Plan. The three factors are:

1. Thoroughfares.
2. Use of land.
3. Open spaces.

All developments will come under these three headings. They are not isolated factors, but closely related ones, and must be carefully co-ordinated. Much the same principles apply here as in the city area, but the freedom and latitude for development to meet present day conditions are much greater. It is here that opportunities exist.

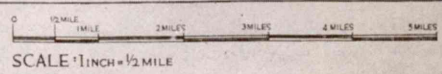
THOROUGHFARES

The highway system of the region is well favored in the number and location of radial arteries. The Regional Plan shows that these highways reach out and bring practically all of the surrounding towns, villages and farm districts into direct connection with the city. The problems that will arise in the future with these highways will be those of adequate width of right-of-way and the character of development. It is important that such arteries as the Sageville Road, Asbury Road, Middle Road, Delhi Road, North Cascade Road and Cascade Road should have 110 feet rights-of-way in the region. It is not recommended that there

CITY OF DUBUQUE IOWA REGIONAL PLAN



LEGEND		EXISTING	PROPOSED
STREETS AND ROADS			
MAIN THOROUGHFARES			
THOROUGHFARES DEVELOPED WITH TREATMENT			
SCHOOLS PUBLIC			
PLAYGROUNDS			
PARKS-PARKWAYS-RESERVATIONS			
OTHER PUBLIC PROPERTY			



JOHN NOLEN
CITY PLANNER
JUSTIN R. HARTZOG ASSOCIATE
HAYWARD SQUARE - CAMBRIDGE MASS

A large-scale map of the above is on file at the Building Commissioner's office in the City Hall.

be general land acquisition for this purpose, but that it be made a systematic and definite program of coordinated effort with the State, County and City.

Circumferential highways are needed in the region, as in the city. There is a distinct absence of this type of encircling or enclosing highway which brings all the surrounding communities into direct contact with each other. These outlying centers in the region are potentially the sub-centers of the future city, and it should not be necessary to travel over indirect thoroughfares, or to the heart of the city, if the destination is laterally to some other local community. As a means of meeting the future needs these circumferential highway routes are recommended for the region. The first is within the city and the one mile zone, and consists of Bellevue Road, Kelly Lane, Marquette Road (new), Carter Road (new), Gardeners Lane (in part), and Shiras Street with extension. The second circumferential is shown on the Regional Plan as the Dubuque Intermediate Highway extending from the Julien Dubuque Reservations and encircling the region at about two miles from the city limits. The third route, the Dubuque Outer Highway, is located near the outer edge of the five mile zone and at the boundary of the region. In all cases, where practicable, existing roads have been utilized as portions of the routes, so improving the transportation facilities of the existing farms throughout the region.

This system of highways is proposed as the basic system of the future and as the guide for the intermediate roads and streets which will be developed as land is more intensively used. These roads must all be developed according to their own peculiar traffic needs from period to period, and there should be individuality in their character. The recommendation is repeated—that adequate width be acquired for right-of-way, for which 110 feet is considered reasonable.

The growth of the city of Dubuque into the region seems to indicate a primary tendency for residential expansion out Asbury Road, Middle Road and Delhi Road to the west, and southward out the Dubuque-Cascade Road. The former for smaller home properties, and the latter for larger properties. For industry, there is now no marked tendency in the region, since there are still large areas to be absorbed in the city and on Ham's Island, and along the Peosta Channel and the areas reclaimed in the southern portion of the city, for this purpose. There is, however, land along the river in the vicinity of Peru that lends itself to large scale industrial development. The larger portions of the regions logically will best remain, for

many years, farm land and small, scattered communities.

Dubuque and the environs have so much scenic beauty that there are two problems of major importance: first, to determine what should be designated for permanent preservation; and secondly, with so much to enjoy, there will be a tendency to ignore the need for acquiring portions for public reservations, against the time when such acquisitions will be difficult. We have undertaken to make the selection of areas to be set aside for permanent reservations. In the selection the aim has been to include representative features, such as Mississippi frontage highlands, creek courses, valleys and geological formations.

These have been linked together by parkways and other connections so that there may be coordination into a comprehensive system. In some cases it is proposed that the connections be made by rather narrow strips along creeks through which only trails are to be provided; these connections have been designated "Trailways," and would be restricted to the use of persons on foot, and to the necessary vehicles used in maintenance. Where these trailway strips terminate in parks and reservations there is always means of access by highways of special character. A scenic Riverview Parkway is suggested on the highland level from the proposed Julien Dubuque Reservation to the Dodge Branch Road where it connects with the Dubuque Outer Highway. This Outer Highway would link up all the parkways and trailways in the southern and western portions of the region, and finally with the Little Maquoketa River Parkway and Reservation on the north. Four reservations for park use are recommended, based on geographical distribution and variety of scenic qualities: the Julien Dubuque Reservation in the southeast, overlooking the Mississippi River; Swiss Valley Reservation in the southwest; Oakwills Reservation in the west; and the Little Maquoketa Reservation in the northern portion. Certain of the thoroughfares occupying scenic locations and prominent portions of the highway system, while not part of the parkway system, should be specially developed by tree planting. These highways are designated on the Regional Plan.

These recommendations may seem extreme, and beyond the needs of the city and the environs, but many metropolitan areas are involved in intensive studies trying to save what little remains of the once pleasant surroundings, and trying to create from waste land what Dubuque now has in abundance.

XV. LAND SUBDIVISION

The actual preparation of land for some type of urban use requires considerable thought and skill,

if it is to be a successful and an economically profitable undertaking for both the developer and purchaser. The character of the finished development, its relationship to what has gone before, and its adaptability to the trends of the future, are all fundamental factors. If the city is to expect the future to be better than the past, there must be ways and means set up to bring about the necessary coordination. What are some of the elements that must be coordinated? Fundamentally the subdivision must be properly located to suit its purpose. For example, residential property intended to be ultimately low priced must be located on land that will not require large expenditures for preparation—grading of lots and streets, installation of utilities, and the other indispensable items. Secondly, the property must be adjusted to coordinate with the neighboring street system. Thirdly, the development must contain or be provided with convenient access, locations for neighborhood stores and schools, and facilities for recreation. Fourthly, the utilities necessary for the welfare and safety of the purchasers must be planned intelligently and economically to link up with the city systems.

PURPOSE OF LAND PLATTING CONTROL

The purpose of coordinated land subdivision is to furnish a common basis for all parties to assist in building up the community and to secure the home owner and purchaser a security for the future. The control of land subdivision is also a means of affording definite economies to land developers. By setting forth in advance the coordinating requirements, the conflicts are avoided which force difficult situations upon public spirited citizens. The State of Iowa in 1927¹ provided for the coordination of land platting with the city layout by requiring that before a plat may be filed with the County Auditor or Recorder, it must bear the approval of the City Council and the City Plan Commission. This jurisdiction extends to any tract of land within the city and for a distance of one mile beyond the city limits. No land may be divided into lots or blocks or dedicated for streets or other public use, and recorded, without this official approval.

LAND SUBDIVISION REGULATIONS

In order to facilitate the work of approval and to furnish all land developers with the basis for proper platting, regulations have been drafted setting forth the general requirements for: streets and alleys; blocks; lots; building lines; parks, playgrounds and school sites; acreage subdivision; the preparation of the plans; and the procedure of filing plans for approval with the city authorities.

¹Chapter 321, Code of Iowa, 6278-B1.

CONCLUSION

We wish to express our appreciation at this time to members of the Planning and Zoning Commission and the Council of the City of Dubuque, to the city officials, and to the large number of semi-public agencies, to corporations, and citizens at large in their various capacities, for the hearty cooperation and valued assistance in the preparation of the City Plan.

As a means of realization of this wise program, we would urge that the same broad, hearty and courageous endeavor which has characterized the citizens of Dubuque in the past, be directed toward the accomplishment and fulfillment of this Plan for the future City.

SUPPLEMENT TO CITY PLAN REPORT

FOLLOW-UP PROGRAM

The execution of the City Plan and the accomplishment of a well rounded city, ordered on sound basic principles, is now in the hands of the citizens of Dubuque. The action required to bring about this situation is the responsibility and duty of all citizens. For about two years careful study has been given by the Commission and its Consultants to the needs and the formulation of ways and means of bringing about a coordinated plan. The application of the plan is not a function of the city government for only the next year or the next five years, but one to extend for twenty years or more. As each year brings situations calling for capital improvements, the opportunity is always present for building according to preconceived plans, the net result of which should be the execution of the Master Plan. The results of each year should not be measured, necessarily, by the expenditure of funds, but by the consistency with which the improvements are executed and coordinated toward the accomplishment of the Plan.

The follow-up of the City Plan to bring about the desired accomplishment means definite action along four important lines of activity:

1. Planning as a permanent municipal activity.
2. Financing.
3. Administration.
4. Publicity.
5. Construction.

Experience has shown that results cannot be obtained commensurate with the energy, thought and funds unless there is a close co-ordination of these supplementary activities. The following detailed program of follow-up is suggested as the procedure adapted to bring results from the City Plan.

1. Adoption of the Plan by the Planning and

Zoning Commission, after holding a public hearing, and presentation to Council for its official recognition.

2. Publication of the City Plan and Report, in the form of an attractive booklet, for widespread distribution among the citizens of Dubuque, to acquaint the public with the purposes of the City Plan, the needs of the city, and the ways and means devised of meeting those needs.

3. Exhibition of the Plans in the Public Library, Chamber of Commerce, meeting places of various organizations, schools, etc., together with an explanation of the purposes and aims of City Planning and of the City Plan of Dubuque in particular.

4. Special newspaper publicity featuring projects most urgently needed for the welfare of the citizens.

5. Organization of methods for carrying on the details of the work of the Planning and Zoning Commission under a reasonable annual budget appropriation in close co-operation with the city departments.

(a) Preparation of detail plans for the zoning districts.

(b) Preparation of plans showing building lines.

(c) Detail studies for improvement projects.

(d) Keeping maps, plans and data up to date.

(This work can be done most economically and satisfactorily by a person with city planning training employed as a secretary-planning engineer, aided at

quarterly intervals by advice and counsel with the planning consultant).

6. Adoption of the Zone Plan and Zoning Ordinance.

7. Preparation of a Budgeted Planning Program for improvements for a period of five to ten years.

8. Periodic review of the Budgeted Planning Program, to keep it up to date in view of changing conditions.

9. Preparation of an Annual Schedule of detailed planning for the projects scheduled for the year, to include the thoroughfares and streets, parks, schools, playgrounds, waterfront, etc.

10. Adoption of Land Subdivision regulations.

11. Develop public relations through encouragement of citizens to make suggestions regarding improvements and economies in execution.

12. Assist the city departments wherever possible in their problems of construction and maintenance.

13. Aid land owners and developers in their problems of land subdivision.

14. Aid home owners and prospective builders to get the best results from their properties.

15. Foster Local Improvement Associations in residential areas and assist them in their programs.

16. Co-ordinate the city plan Budgeted Program with unemployment needs in the city whenever such conditions arise.

17. Active functioning of the Planning and Zoning Commission as a Municipal Art Commission.



STATE OF IOWA

City Planning Commission

Chapter 294-A1

Code of Iowa, 1927

- 5829-A1. **APPOINTMENT.** The Council of each city and town, including commission governed cities and special charter cities, may by ordinance provide for the establishment of a city plan commission for such municipality, consisting of not less than seven members, who shall be citizens of such municipality, and who shall be qualified by knowledge or experience to act in matters pertaining to development of a city plan, and who shall not hold any elective office in the municipal government, and who shall be appointed by the Mayor, subject to the approval of the Council (41 G.A., ch. 117, P. 1).
- 5829-A2. **TENURE.** The term of office of said members shall be five years, except that the members first named shall hold office for such terms, not exceeding five years, that the terms of not more than one-third of the membership will expire in any one year. (41 G.A., ch. 117, p. 2).
- 5829-A3. **VACANCIES.** If any vacancy shall exist on said commission caused by resignation, or otherwise, the Mayor shall appoint a successor for the residue of said term. (41 G.A., ch. 117, p. 2).
- 5829-A4. **COMPENSATION Expenses.** All members of the commission shall serve without compensation except their actual expenses, which shall be subject to the approval of the Council. (41 G.A., ch. 117, p. 2).
- 5829-A5. **ORGANIZATION.** Such city plan commission shall choose, annually, at its first regular meeting, one of its members to act as chairman of the commission, and another of its members as vice chairman, who shall perform all the duties of the chairman during his absence or disability. (41 G.A., ch. 117, p. 3).
- 5829-A6. **RULES AND REGULATIONS.** The commission shall adopt such rules and regulations governing its organization and procedure as may be deemed necessary. (41 G.A., ch. 117, p. 3).
- 5829-A7. **ANNUAL REPORT.** The commission each year shall make a report to the Mayor and Council of its proceedings with a full statement of its receipts, disbursements, and the progress of its work for the preceding fiscal year (41 G.A., ch. 117, p. 3; 42 G.A., ch. 260, p. 1; Annual fiscal report, pp. 5676-A1, 5676-A2).
- 5829-A8. **ASSISTANTS.** Subject to the limitations contained in this chapter as to the expenditure of funds, it may appoint such assistants as it may deem necessary and prescribe and define their respective duties and fix and regulate the compensation to be paid to the several persons employed by it. (41 G.A., ch. 117, p. 3).
- 5829-A9. **POWERS.** Such city plan commission shall have full power and authority to make or cause to be made such surveys, studies, maps, plans, or charts of the whole or any portion of such municipality and of any land outside thereof which in the opinion of such commission bears relation to a comprehensive plan, and shall bring to the attention of the Council and may publish its studies and recommendations. (41 G.A., ch. 117, p. 4).
- 5829-A10. **RECOMMENDATIONS AS TO IMPROVEMENTS.** No statutory, memorial, or work of art in a public place, and no public building, bridge, viaduct, street fixture, public structure or appurtenance, shall be located or erected or site thereof obtained, nor shall any permit be issued by any department of the municipal government for the erection or location thereof, until and unless the design and proposed location of any such improvements shall have been submitted to the city plan commission and its recommendations thereon obtained. (41 G.A., ch. 117, p. 5).
- 5829-A11. **EXCEPTIONS** Such requirement for recommendations shall not act as a stay upon action for any such improvement where such commission after thirty days' written notice requesting such recommendations shall have failed to file same. Said recommendations shall not be necessary as to statutory, memorials, or works of art in municipalities where municipal art commissions have been established. (41 G.A., ch. 117, p. 5).
- 5829-A12. **APPROVAL OF PLATS.** Where such city plan commission exists all plans, plats, or replats of subdivisions or re-subdivisions of land embraced in said municipality or adjacent thereto, laid out in lots or plats with the streets, alleys, or other portions of the same intended to be dedicated to the public in such municipality shall first be submitted to the city plan commission and its recommendation obtained before approval by the city council. (41 G.A., ch. 117, p. 6).
- 5829-A13. **APPRAISAL OF STREET OR PARK IMPROVEMENT.** No plan for any street, park, parkway, boulevard, traffic-way, river-front, or other public improvement affecting the city plan shall be finally approved by the municipality, or the character or location thereof determined, unless such proposal shall first have been submitted to the city plan commission and the latter shall have had thirty days within which to file its recommendations thereon. (41 G.A., ch. 117, p. 7).
- 5829-A14. **APPROPRIATION OF FUNDS.** The council of any such municipality, when it shall have passed an ordinance creating a city plan commission, may annually appropriate a sum of money from the general funds for the payment of the expense of such commission. (41 G.A., ch. 117, p. 8).
- 5829-A15. **EXPENDITURE OF FUNDS.** The said commission shall have full, complete, and exclusive authority to expend for and on behalf of such municipality all sums of money so appropriated. (41 G.A., ch. 117, p. 8).
- 5829-A16. **GIFTS.** All gifts, donations, or payment whatsoever which are received by such municipality for city plan purposes shall be placed in the city plan commission fund, to be used by the said commission in the same manner as hereinbefore stated. (41 G.A., ch. 117, p. 8).
- 5829-A17. **DEBT-CONTRACTING POWERS.** The said commission shall have no power to contract debts beyond the amount of its income for the current year. (41 G.A., ch. 117, p. 8).
- 5829-B1. **PLAN—ADOPTION—CONDITIONS.** For the purpose of

making a comprehensive plan for the physical development of the municipality, the city plan commission shall make careful and comprehensive studies of present conditions and future growth of the municipality and with due regard to its relation to neighboring territory. The plan shall be made with the general purpose of guiding and accomplishing a co-ordinated, adjusted, and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development. (42 G.A., ch. 261, p. 1).

5829-B2. HEARINGS. Before adopting the said comprehensive plan, or any part of it, or any substantial amendment thereof, the commission shall hold at least one public hearing thereon, notice of the time which shall be given by one publication in a newspaper of general circulation in the municipality, not less than ten nor more than twenty days before the date of hearing. The adoption of the plan or part of amendment thereof shall be by resolution of the com-

mission carried by the affirmative vote of not less than two-thirds of the members of the commission. After adoption of said plan by the commission, an attested copy thereof shall be certified to the council of said municipality and the council may approve the same, and when said plan or any modification or amendment thereof shall receive the approval of the council, the said plan until subsequently modified or amended as authorized by sections 5829-B1 to 5829-B3, inclusive, shall constitute the official city plan of the said municipality. (42 G.A., ch. 261, p. 2).

5829-B3. AMENDMENT OF PLAN. When such comprehensive plan has been adopted as above provided for, no substantial amendment or modification thereof shall be made without such proposed change being first referred to the city plan commission for its recommendation. If the city plan commission disapproves the proposed change, it may be adopted by the city council only by the affirmative vote of at least three-fourths of all the membership of such council. (42 G.A., ch. 261, p. 3).

ORDINANCE No. 26-29

AN ORDINANCE providing for the appointment of a City Planning and Zoning Commission and defining its powers and duties.

WHEREAS, Chapters 294-A1 and 324 of the Code of Iowa, 1927, authorize cities to make provisions for the establishment and appointment of a city planning and zoning commission for the purpose of promoting the health, safety, morals or the general welfare of the same and to that end establish regulations in accordance with a comprehensive plan designed to lessen congestion, secure safety from fire, panic and other dangers; provide adequate light and air; prevent the overcrowding of land, avoid undue concentration of population; facilitate the adequate provision of transportation, water sewerage, schools, parks and other public requirements and, generally, to make provision for the uniform development of such cities; and the city council of the city of Dubuque, deeming it necessary and advisable to appoint a city planning and zoning commission in order to carry out the provisions of law relating to the matters above referred to: Now, therefore *Be It Ordained by the City Council of the City of Dubuque:*

PLANNING AND ZONING COMMISSION. Section 1. That there be and there is hereby created a city planning and zoning commission, the members of which shall consist of seven citizens of the City of Dubuque who shall be qualified by knowledge and experience to act in matters pertaining to the development of city planning and zoning, none of whom shall hold any elective position in said city. Such members shall be appointed by the city council.

TENURE OF OFFICE. Section 2. The term of office of said members shall be five (5) years, except that the members first named shall hold office for such terms, not exceeding five years, that the terms of not more than one-third of the members will expire in any one year. Vacancies occurring on the commission caused by resignation or otherwise shall be filled by the council for the unexpired term. All members of such commission shall serve without compensation except their actual expenses which shall be subject to the approval of the council.

ORGANIZATION. Section 3. Such commission shall choose annually, at its first regular meeting, one of its members to act as chairman, and another of its members as vice-chairman, who shall perform all of the duties of the chairman during his absence or disability. The commission shall adopt such rules and regulations governing its organization and procedure

as may be deemed necessary, and it shall make an annual report to the city council on or before the 1st day of March in each year, such report to contain its proceedings with a full statement of its receipts, disbursements and the progress of its work for the preceding fiscal year. It shall be empowered to appoint and employ such assistants as may be necessary and prescribe and define their duties and fix their compensation.

APPROPRIATION. Section 4. The council shall annually appropriate a sum of money from the general funds for the payment of the expense of such commission. The commission shall have full, complete and exclusive authority to expend for and on behalf of such city all sums of money so appropriated. Gifts, donations, or payments which are received by such city for city planning and zoning purposes shall be placed in such fund, to be used by the commission in a manner appropriate for its purpose. Said commission shall have no power to contract debts beyond the amount of its income for the current year.

POWERS. Section 5. Said commission shall have and possess the following powers, and such other powers as may be incidental to the successful carrying out of the powers vested in it herein or such as may be expressly conferred upon it by law:

1st. To make such surveys, studies, maps, plans or plats of the whole or any portion of the city and of any land outside thereof, which in the opinion of such commission bears relation to a comprehensive plan, and shall submit such plan to the council with its studies and recommendations and it may publish the same.

2nd. To make recommendations for the location or erection of statuary, memorial or work of art in public places; public buildings, bridges, viaducts, street fixtures, public structures or appurtenances and the sites therefor.

3rd. To make recommendations upon plans, plats, or replats of subdivisions or resubdivisions in such city which show streets, alleys or other portions of the same intended to be dedicated for public use.

4th. To make recommendations for street, park, parkway, boulevard, traffic way or other public improvements.

5th. To carry on comprehensive studies of present conditions and the future growth of such city in order to guide and accomplish a co-ordinated, adjusted and harmonious development of such city in accordance with the present and

future needs thereof to the end that the health, safety, morals, order, convenience, prosperity and general welfare may be best promoted.

6th. To conduct public hearing upon the adoption of such comprehensive plan or any amendment thereto. ,

7th. To prepare a comprehensive plan regulating the height, number of stories and size of buildings and other structures; the percentage of ground that may be occupied; the size of yards, courts and other open spaces; the density of population; and the location and use of buildings, structures, and land for trade, industry, residence, or other purposes and to this end shall prepare a preliminary report and hold public hearings thereon and after such hearings have been held, to submit its final report and recommendations to the city council.

8th. To recommend to the city council, from time to time, as conditions require, amendments, supplements, changes or modifications in the comprehensive plan prepared by it.

9th. To do all things necessary or advisable in order to carry out the intent and purpose of this ordinance and all other ordinances relating to this subject and to the laws of the state of Iowa as they now exist or as the same may be hereafter amended or supplemented.

Section 6. This ordinance being deemed urgent and in the interest of public health, safety and general welfare shall be in force and effect from and after its final passage and adoption by the city council and publication as provided by law.

Passed upon first reading this 18th day of March, 1929.

Passed upon second reading this 22nd day of March, 1929.

Passed, adopted and approved upon final reading this 29th day of March, 1929.

JOHN H. MACLAY, *Mayor*.
H. F. SCHUCKERT,
W. H. MEUSER,
ED. McEVROY,
EARL YOUNT,

Councilmen.

Attest: J. J. SHEA, *City Clerk Pro Tem.*

Published officially in the Telegraph-Herald and Times-Journal newspaper April 1st, 1929. ,

J. J. SHEA,
City Clerk Pro Tem.



CITY OF DUBUQUE IOWA

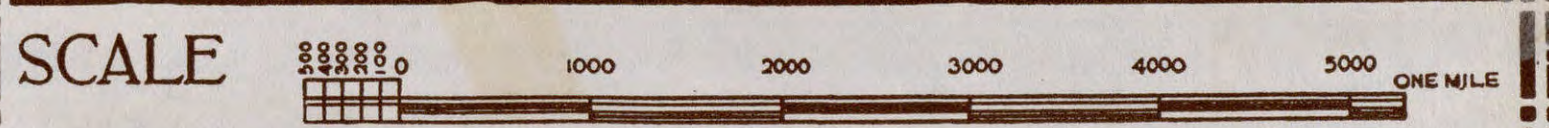
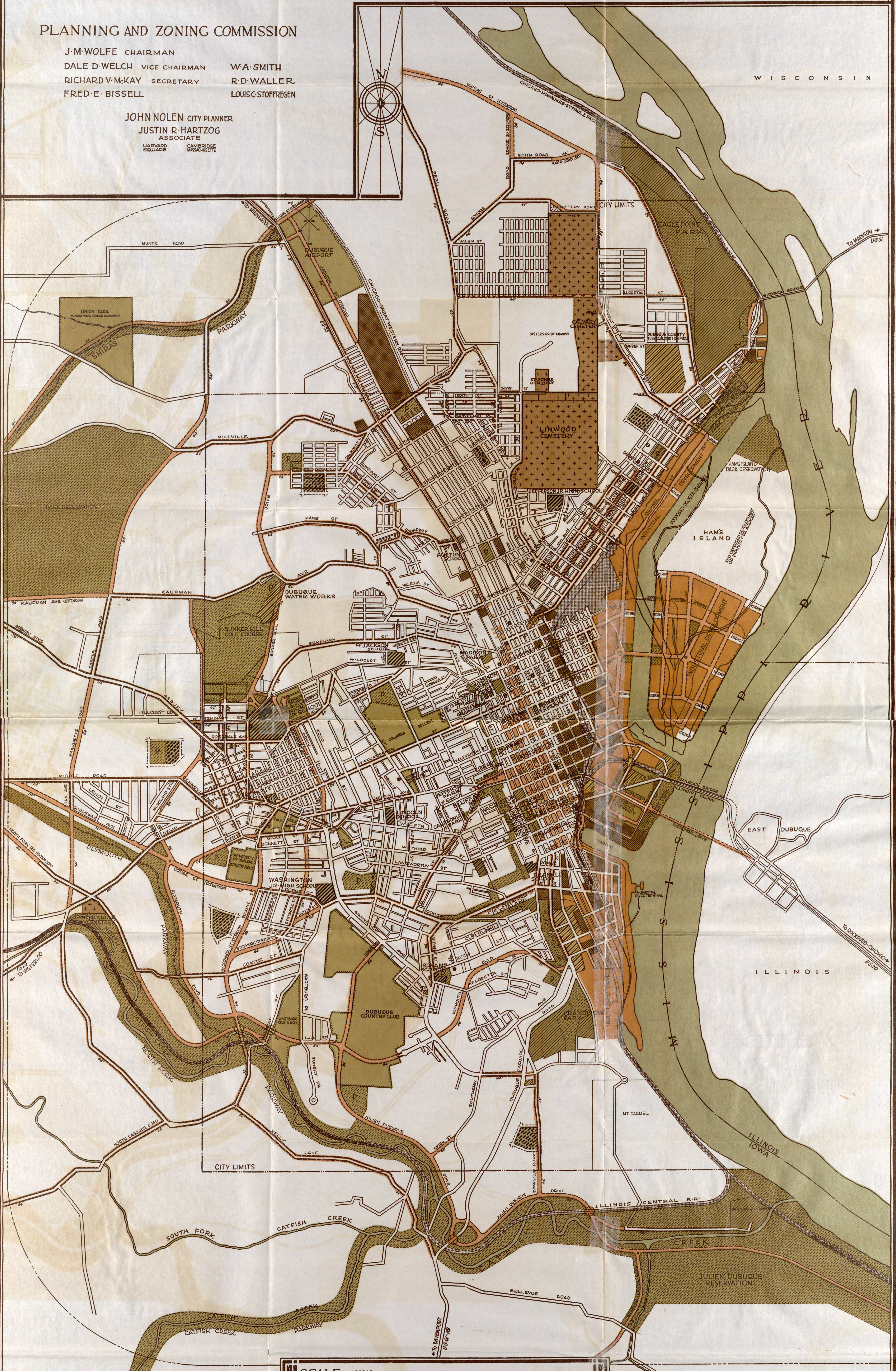
PLANNING AND ZONING COMMISSION

J.M. WOLFE CHAIRMAN
 DALE D. WELCH VICE CHAIRMAN
 RICHARD V. MCKAY SECRETARY
 FRED E. BISSELL

W.A. SMITH
 R.D. WALLER
 LOUIS C. STOFFREGEN

JOHN NOLEN CITY PLANNER
 JUSTIN R. HARTZOG ASSOCIATE

HARVARD SQUARE
 CAMBRIDGE MASSACHUSETTS



LEGEND	
CIRCULATION	
STREETS	[Symbol]
STREET-CAR LINES	[Symbol]
RAILROADS	
INTERSECTIONS	[Symbol]
GRADE CROSSING	[Symbol]
OVERPASS	[Symbol]
UNDERPASS	[Symbol]
MISCELLANEOUS	
CITY BOUNDARY	[Symbol]
LIMITS OF PLANNING JURISDICTION	[Symbol]
EXISTING CONDITIONS	
OPEN SPACES	
PARKS	[Symbol]
PLAYGROUNDS	[Symbol]
CEMETERIES	[Symbol]
OTHER OPEN SPACES	
PRIVATE OR SEMI-PUBLIC	[Symbol]
USES OF LAND	
SCHOOLS	[Symbol]
SCHOOLS	[Symbol]
PUBLIC PROPERTIES	[Symbol]
MISCELLANEOUS	[Symbol]
BUSINESS AREAS	[Symbol]
INDUSTRIAL AREAS	[Symbol]

MASTER PLAN

THIS PLAN IS ONE OF A SERIES OF MAPS, PLANS AND REPORTS COMPRISING THE CITY PLAN

LEGEND	
CIRCULATION	
STREETS	[Symbol]
WIDENINGS	[Symbol]
EXTENSIONS	[Symbol]
NEW LOCATIONS	[Symbol]
RAILROADS	
TRACKS	[Symbol]
INTERSECTIONS	
OVERPASS	[Symbol]
UNDERPASS	[Symbol]
PLANNING PROPOSALS	
OPEN SPACES	
PARKS AND PARKWAYS	[Symbol]
PLAYGROUNDS	[Symbol]
OTHER OPEN SPACES	[Symbol]
USES OF LAND	
SCHOOLS	[Symbol]
PUBLIC PROPERTIES	[Symbol]
GENERAL INDUSTRIAL AREAS	[Symbol]

