

A PLAN OF URBAN RENEWAL FOR DUBUQUE, IOWA

BY

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DEDICATION

To:

My mother and father for making me what I am;

My sister, Pat and Kathy;

My teachers, Mr. Dorweiler and Fr. Ferring, for  
all their help and effort;

To my classmates and friends;

And to Kathy.

### THANKS

A special word of thanks to John Eckenroad who prepared the diagrams in this work and whose suggestions were extremely helpful in its preparation.

And also to Sandy Weiland and Carolyn Lehnhoff who were generous enough to do my typing and had to put up with my many mistakes.

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## CHAPTER ONE

### INTRODUCTION

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When this paper has been read, questions will certainly arise in the minds of many as to whether this is a significant contribution to any phase of learning and as to whether it was merely copied out of the newspapers of the past year.

The reason that this will come up is that my thesis contains many ideas and proposals that professional planners have been making for the past year. Obviously, then, there is good reason to question my originality and also the amount of work that I have actually done in connection with this paper.

My defense of this exercise lies in two facts. First, I conceived this topic and began work on it over a year ago. At that time I had many ideas in mind which since have been echoed by professional planners and businessmen in this community. Thus I feel that in a way I have been complimented. At no time, however, did I intend my thesis to be a copy of things that have been said.

The second fact is related to the first. Naturally the ideas that I had when I first began work were not of my creation. That is, they were ideas that have been tried in other cities. However, what is mine is their application to the City of Dubuque. The sites, the financing, the need, the results are all products of my observation. To demonstrate my point even further let me use an example.

New bridges are being built every day, but if I propose that a bridge be built connecting 16th street and East Dubuque, I am setting forth a new idea. I am not suggesting that I thought of the idea of bridges, but rather of the ideas that we need a bridge, we should have it at a certain site, and we will get certain results from it.

This is an example, then, of what my thesis will be like. It is a plan for Urban Renewal. The plan will take certain basic ideas and connect them so that the city will derive certain benefits from them.

These results will come in five major areas, and my thesis will tend to follow these. They are economic, recreational and cultural, social, esthetic, and transportation and traffic.

It will be along these lines that I will develop my theses--that Dubuque needs a program of Urban Renewal. First I will investigate the current situation in all these areas and will see if there is need. Having established the need, I will present a program that I feel will tend to solve many of today's problems. Next I will determine whether the plan is workable in Dubuque.

A final word might be proper here on how this thesis is related to political science. I contend that it is relevant and that it is a legitimate field for the political scientist.

First this paper is a study in city planning, an important phase of municipal government. That is, it is a detailed probe into one aspect of city government. Also it is a study in practical politics, since it will show how much the elected

officials of the city must know and must be able to do to make their city a better place to live. Under this heading could also be listed a study of urban economics and public finance, both topics that the administrator and legislators of a city must know.

In summary then my thesis is a detailed investigation into one particular aspect of political science, that of city government. It is a probe into the need and use of a program of Urban Renewal in a city. Rather than a general study, this will be a case-study involving the city of Dubuque, Iowa. My method will be to analyze the present status of the city in five general areas; from here I will propose a program to solve any problems I find present and lastly I will discuss how such a plan might work and be financed and administered. My conclusion will affirm the question whether Dubuque needs such a program.



## CHAPTER TWO

### DUBUQUE, IOWA 1964

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While walking or driving around Dubuque it is easy to observe many interesting things. Let's then take a verbal tour of Dubuque and observe some of them. Here, as in subsequent parts of this paper, I will stick to the five general areas that I have outlined. However in many cases there is an overlapping of areas and thus these areas will not be sharply defined.

(A) Let's begin with Dubuque's industry and business. One fact that is startling is that 29.5% of Dubuque's total employment relies on two major employers.<sup>1</sup> We can see the results of the shutting down of a big employer by turning the clock back just a few years and recalling the closing of Farley and Loetcher in 1962. It is easy to remember the economic hardships present then, and these same results could easily come if either of our two main industries should shut down. Rather than risking such an event, we should be aiming at preventing it. Thus the problem resolves itself to how do we spread out our economic base. Isn't it silly to base our economy on two employers? I feel that it is and thus there is a need for deversification in industry. The problem has been recognized by Dubuque's Industrial Bureau and much has been done to improve it.<sup>2</sup> However I feel that with my plan even more can be done.

Another focal point on our excursion through Dubuque would be the industrial island. Probably one of the cities wisest recent investments, the island has already paid for itself

through new taxes. Yet look at it! There are few industries located on the island and not many rumors at the present of anyone thinking about coming.

Since any new taxes on property and buildings on the island will be "gravy" now, it would seem that there is a need to attract new businesses. Not only would they provide more tax revenue, but they would also aid in broadening our economic base, would provide more jobs to alleviate some of our unemployment, and would be a source of new money coming into the community. With such benefits at stake, I aver that there is a real problem present.

Staying within this general area of economics, let's now turn to the central business district of Dubuque. During the past year or two there has been a marked increase in businesses and shoppers moving out to new locations. In particular I might cite Plaza 20 and Sears as the most recent and also most successful attractions away from downtown.

The importance of this is discovered when the theory of what a city is supposed to be is considered. The importance of the Central business district (CBD) comes from the following considerations: 1.) The CBD is the retail center of the city; here most of the city business is transacted. The proximity of the business is an enticement to the other shopping and sales. If the CBD is allowed to diminish, then sales and ultimately the wealth of the citizens goes down. 2.) It is the cultural and recreational center of the city. Such activities as these depend upon large numbers from which to draw their audience. If there is no high density then these functions will suffer. 3.) The

CBD usually provides a large portion of the city's tax income. Dallas, Texas gets 22% of its income from the CBD. Since this usually is in the form of a property tax, it logically follows that the more valuable land there is in the CBD the higher the tax receipt will be. However, property value in the CBD will go down if sales go down.<sup>3</sup> 4.) A fourth point that is to be considered is that of the basic idea of what a city should be. From a practical point of view it is a cluster of buildings to facilitate commercial exchange, exchange of ideas, and the mutual use of certain services and facilities.

This concept of the city is not a new one, but is as old as city-planning itself. Started by Ebenezer Howard and his Garden City design, the theory of Urban form was promulgated by Raymond Unwin in the twentieth century. His basic principle was that the city should grow in all directions from the CBD which was interlaced with a number of gardens.<sup>4</sup>

He called for a specific use for each section of land as you moved away from the CBD. First came the residential section, then the factories, and finally the farms. Thus he actually limited the growth of a town by its land use. This was in keeping with his idea of limiting the size of a city. Thus the form that a city took automatically determined its function. With farms and factories acting as buffer zones, the CBD became the central point of all activity in the community.<sup>5</sup>

This form-function idea was promoted in the twentieth century by our leading architects, especially Frank Lloyd Wright. Many of the same ideas are to be found in his "Broadacre City."<sup>6</sup>



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The reason that I have delved so deeply into this question of urban form and limited urban size, is that Dubuque has a problem in this regard and this problem directly affects the CBD. The problem is that Dubuque is growing only in one direction-West. The residential expansion increases every year and if it remains unchecked it will soon reach Asbury and Key West. The problem is that these houses are so far from the CBD. When it takes too long or is too difficult to get to the CBD, then sales will go down and people will move to nearby shopping centers.

However, when the importance of the CBD is considered, it must be apparent that a measure must be taken to check the forces that are destroying the CBD. If we allow the CBD to fall apart, then we are allowing the basic idea of a city to fall apart with it, and with these upheavals the advantage of urban life diminish.

Since there are factors present that are leading to the demise of Dubuque's CBD, I suggest that there is need to correct it. This need stems from the intrinsic importance of CBD.

Besides that of distance, some of the other factors which are leading to the downfall of the CBD are lack of parking, inaccessibility, and the competition from shopping centers.

Some statistical data will serve to emphasize need within the sphere of economics. These two figures prove nothing by themselves but point to an unhealthy tendency with Dubuque. First, there has been only a two-percent increase in employment in Dubuque in the past ten years. This figure looks worse when



it is compared to the national average increase of 14.57%.<sup>7</sup> While the rest of the country has been growing, Dubuque has been almost standing still. This thought was echoed by Clyde Cook in a recent address. The city's new planner stated that Dubuque has been stagnant for the past twenty years.<sup>8</sup>

The other statistic involves the number of building permits issued in the past year. According to current figures of the Chicago Federal Reserve Area (Illinois, Wisconsin, Michigan, Iowa, and Indiana), Dubuque ranks a far last in comparison with cities of comparable size.<sup>9</sup>

Quite obviously Dubuque does have some pressing economic problems which demand immediate attention.

(3.) The next major area to be considered will be the social area. In this section I will deal with the problems of people and with the need for action in this area. In particular I will talk about the slums, the aged, the relation of housing to other functions in an area, and run-down neighborhoods.

Let's begin by observing some of our neighborhoods that are not up to standard. By this I mean that the entire neighborhood has some or one of the following features: complete disrepair of the houses, bad location, poor streets and sewage system, and any other unique characteristics which make the neighborhood unsuitable for residential use.

The first area up for criticism would be the Flats, a section of houses located east of Elm Street and the railroad tracks and in the general vicinity of the Dubuque Packing Company. This area is well known for its poor housing and bad

locations. For the most part the houses are substandard and not worth the repair, and, even if they could be repaired, the presence of the Packing Company makes such a site a poor location for housing.

A second area which contains substandard housing is the neighborhood at the junction of University Avenue, Eighth Street, Ninth Street, and Hill Street. The houses there are also in a state of general disrepair and from personal observation they don't seem as though they could be renovated very successfully.

A third location is the residential area surrounding St. Raphael Cathedral and extending east to Iowa Street and North to Dodge Street. Because of the heavy traffic, this neighborhood has slowly gone downhill. In this writers opinion, however, it is possible that certain sections could be renovated while others could not.

These three residential areas provide us with still another problem; that we have families living in houses that are substandard and can't afford to fix up their houses and the result has been a slow deterioration of these sections of the city.<sup>10</sup> These run-down sections also provide an economic drain on the area surrounding them. The presence of slums drags down the value of all property surrounding them; as well as hurting the owners of such property, slums also cut down the tax receipt for such locations.<sup>11</sup> Thus, not only is there a social problem but also an economic one.

In Dubuque there are also a number of neighborhoods which



contain housing that has begun to deteriorate but has not achieved the state of slum areas. These neighborhoods can be improved by use of a different type program, but with the same type of results. The city will become more beautiful and liveable and the property value will increase. When such results are attainable, certainly there can be no question that we have a need to work toward those results.

A third aspect of the social problem in Dubuque would be concerned with the aged. With our life span being increased, the number of people who have reached the age of retirement has increased. No doubt Dubuque is more well off than other cities in this regard since a large number of our aged have homes and do not require outside financial assistance. Yet we can't turn our back on the fact that there are some who are forced to accommodate themselves in sub-standard dwellings because they are unable to afford anything better. I feel that this presents another contemporary problem that requires the immediate attention of the people of Dubuque.

From these few factual observations, it is clear that Dubuque does have certain needs in the social area and that these present us with a very real problem. To emphasize this a little more, let me quote a couple of figures. A total of 3,743 dwellings were labeled sub-standard in 1960 in Dubuque.<sup>12</sup> This represents an increase over the 1950 figure. The figures speak for themselves.

(C.) The third major area that I will scrutinize is that of esthetics. At first glance it appears to be a minor problem, but upon further investigation I believe that you will agree

that it is definitely something to be concerned about.

The reasons for this importance are two in number. First, a more beautiful city is a more liveable city.<sup>13</sup> This is a point that architects and planners have harped on for years, and I feel that their opinions should more than justify any concern we would have. Secondly, a city is often judged by its external appearances. The pulse of the city can be found in its pride and its desire to do away with unsightly buildings and neighborhoods. This judgement becomes a matter of concern when firms seeking to locate industries actually appraise the city. Then the image that a city puts forth will have direct bearing on the city's economy. The company will consider the city as a place to live and thus will check over its cultural opportunities, education, housing, and esthetics.<sup>14</sup> Does Dubuque have a problem in this area? I

In the section on social problems I mentioned three neighborhoods which in addition to providing poor housing also provide quite an eyesore. Certainly there is a need to improve these. Another beacon of drabness is our County Courthouse and jail. Certainly the seat of our county government and our most prominent public buildings could look a little better.

The downtown area could stand a little work also, although many local firms have already improved their buildings and with them the city.

(D.) Moving on to the fourth major area, that of traffic and transportation, let's begin by examining the street problem.

I believe that the city suffers in two ways in this regard.



First there are not wide enough streets leading into and out of downtown Dubuque; thus the downtown area becomes less attractive to shoppers, and retail business falls off. When this happens the welfare of the entire city is hurt.<sup>15</sup> The second street problem involves adequate roads to the industrial island, including an adequate truck route. Manufacturers look for sites that are very accessible, and at present our site is not.<sup>18</sup> Our truck route is slow and winding and just as much a nuisance to local residents as it is to truck drivers. In addition, streets leading from the industrial site must be large enough to handle the traffic as employees commute.

The other phase of this major area involves parking. Downtown Dubuque is suffering from a lack of adequate parking, with the result that people are going to outlying shopping centers rather than to the downtown merchants. For the reasons I gave before, I feel it is necessary to promote the downtown area and thus the need to lighten the parking problem becomes a reality.

These facts, I aver, present us with still another need for our city, one that we must solve if we are going to make Dubuque a better place to live.

(E) The last major area to be looked is that of cultural and recreational facilities. These have been grouped together because both are indulged in by citizens at their leisure.

Leisure has become the trademark of twentieth century living and as such can't be neglected by the city. The community must reflect this need in its projects.<sup>17</sup>

In this particular area Dubuque has made modest progress but a definite need of more can be discerned. Our parks and athletic fields are of top quality and the only improvement that might be suggested would be more of same. However, the city is

lacking in certain institutions which, while not essential to everyday life, are important to leading a full life. Some of these would be a museum (a permanent one), an art center, an adequate theatre (legitimate), a riverfront park, a zoo, a public beach on the river, and development of our historical sites. Besides providing recreational facilities such improvements, as I will demonstrate later in the theses, can aid our urban economy.

In this first rather lengthy chapter, I have tried to paint a picture of Dubuque as a city with problems. We need more employment, housing, streets, beauty, places for entertainment, and cultural centers. In the next chapter I will briefly present the other side of Dubuque-our advantages-and also a plan for Urban Renewal. This plan will include three phases and thus I will handle it in three chapters.

## CHAPTER THREE

## SOLUTION: A PLAN FOR URBAN RENEWAL

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Dubuque, of course, does have promise and has already instituted a number of programs in trying to solve her problems. Rather than being critical of any past efforts, this presentation intends to encourage further activity. With this paper I am advocating more of what is already being done and not something in place of it.

The city already has a fine educational system and numerous parks; but the city also has numerous problems which I feel can be at least partially solved by the following suggestions. These suggestions should provide increased prosperity, better streets, more attractive buildings, greater opportunity for existing and new industries, and in general a better place to live and prosper. Surely ideals such as these are to be cherished by every citizen. With these goals in mind then, we offer our plan for Urban Renewal.

This plan will consist of three parts; a capital improvement plan; a neighborhood renovation plan; and a traffic plan.

These plans will provide remedies for all five of the major areas of need that I have discussed above, and often one project will offer a solution to more than one problem. After we have elucidated each part of the plan in detail, we will describe the results that it will bring and how these will solve some of our problems.



## CHAPTER FIVE

### CAPITAL IMPROVEMENTS PLAN

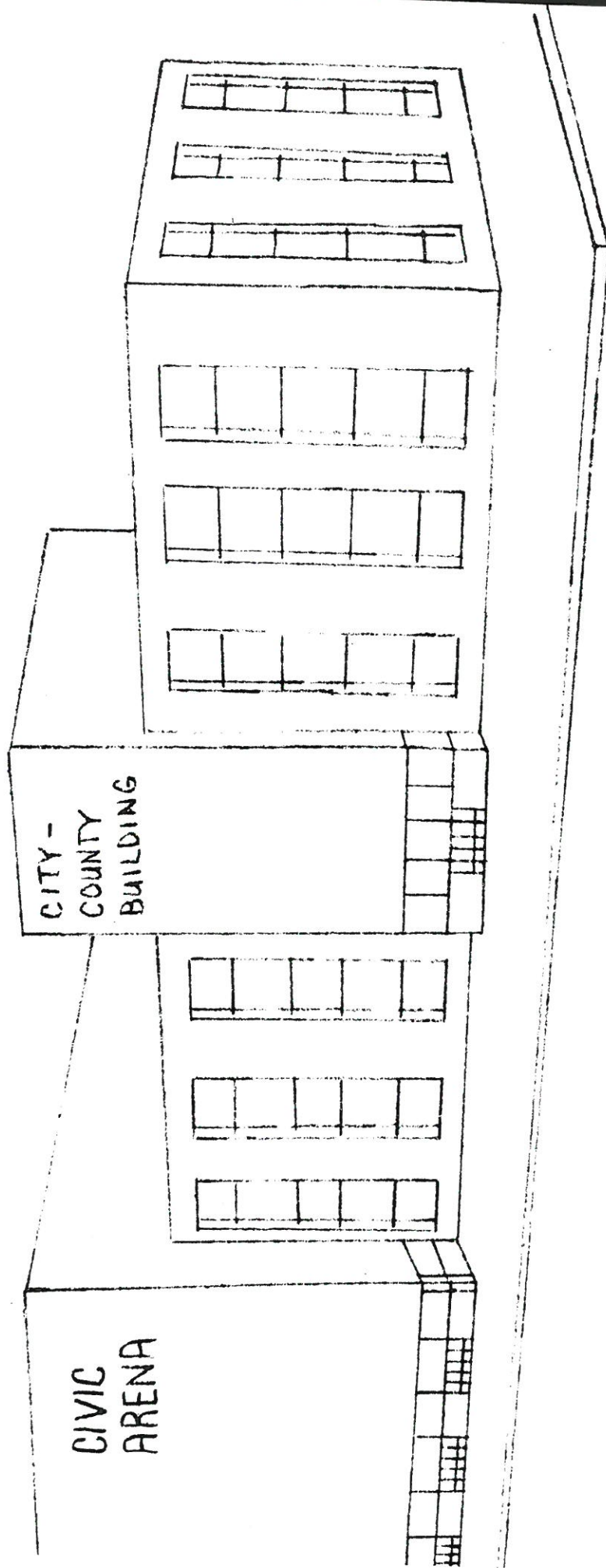
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These projects will involve the erection of new buildings and the development of certain areas of the city. Let us describe the projects in some detail so we may later assess possible results.

(A.) PARKING RAMP: This most talked about project is not yet a reality, but may become one in the near future. The most desirable location for it would be on the entire block between Eighth, Ninth, Locust, and Bluff Streets. This site will provide parking for downtown merchants as well as making itself useful for other projects. The exact size I will leave to the city officials, but I can't see how the cost could rise above \$500,000.

(B.) SHOPPING MALL: What I have in mind is the removal of all motor vehicle traffic inside the area bounded by Ninth, Seventh, Iowa, and Locust Streets. The former streets will become park areas and pedestrians will have the right of way at all times. A suggestion for a similar plan has already been made and successes in such cities as Patterson, New Jersey, indicate that it can work.<sup>18</sup> Including landscaping, such a project should not cost more than \$100,000.

(C.) CIVIC CENTER AND MUNICIPAL AUDITORIUM: This is the main project and the one most likely to reap the biggest dividends. This edifice should be located on the west side of Bluff Street and extend from Fifth to Eighth Streets. It



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should provide such services as city hall, county courthouse, public garage, civic plaza, arena, museum, art center, and theatre.

On the site of the public parking lot now located at Fifth and Bluff streets, an auditorium should be built which would be able to handle indoor sporting events, musical and theatrical performances, and conventions. The office portion of the Civic Center would house the offices of the city and county governments as well as the museum and the art center. Underneath this building will be located a garage for handling the city's vehicles and also if possible the jail entrance.

In front of the office building will be the civic plaza, a large open area with a platform for civic ceremonies in the middle. In order to provide for this, Bluff Street could be routed underground from Seventh to Sixth streets. Thus the plaza would form a continuous land mass to Locust Street. The park would provide a gathering place for people concerned with any activity and also a beautiful approach to the Civic Center.

The proximity of the parking ramp-one block away-would also allow it to do double service: not only would it provide shoppers with parking but it would also be an excellent place to park cars of those attending functions in the auditorium.

The cost of such a project can't be exactly determined, but I feel that \$3.5 million would be a fair estimate.

#### (4) PARKS AND PLAYGROUND IMPROVEMENT AND CONSTRUCTION:

As far as improvements go, let it suffice to say that Dubuque's



parks and playgrounds do not have the modern equipment they could have. The real project here involves building new parks and playgrounds where the need is present.

The first new park I would like to propose is a waterfront park. It is a blight on the city's name that we don't have a place of beauty on the banks of the river that made this town what it is today. I would suggest the construction of a park as near as possible to the Shot Tower so that the beauty of the river and the historical attraction of this building can be blended together. The presence of large manufacturing concerns in this area presents a definite problem, but not one that can't be overcome. Landscaping and benches could make "Shot Tower Park" a point of attraction in Dubuque.

A second park should be built at the base of the Fourth Street Elevator, another historical site in Dubuque. The housing in this area is very substandard and should be cleared out anyway. By replacing it with a park and ample parking spaces, we will not only be making the area more attractive but also more inviting to tourists.

The city's north west section is also without ample playgrounds and parks. This area has grown most rapidly in recent years and now is the site of a large residential area. The ideal location is not yet known but recreational facilities are urgently needed and an investigation should be made to find a suitable location.

A fourth project which would come under this general heading would be the creation of a city zoo. Again this would provide another attraction and would make the parks

more popular. The proper location again would require technical study, but it would seem that Eagle Point would be the best spot.

A second municipal golf course (maybe nine holes) should be located at the western city limits. Not only would this provide additional recreational facilities and lighten the burden of the Bunker Hill Course, but it would also provide a buffer against any further western expansion. This is desirable because the city has sprawled in that direction, with the result that the downtown area has lost its appeal because it is so far away.<sup>19</sup>

(5) PUBLIC BEACH: As long as we have the river, we might as well make use of it. A beach is obviously an attraction for residents and non-residents alike and as such can become quite profitable.

I would consider the northern half of the east side of Mem's Island (the current location of the Sports Bowl) as the ideal location. If it could be connected by a bridge from City Island ample parking would be available. Two considerations led me to chose this site: one is that all of Dubuque's recreation seems to be centering at that end of town (Eagle Point, Playland, Riverside Bowl, Softball parks, et cetera) and, second, a beach could provide an added attraction to the Summer Carnival.

Ideally a large bathhouse would be built, the sand cleared, and the water roped off for safety.

The cost of this project and the park projects would run

about \$500,000 or less.

(6) VOCATIONAL SCHOOL: This school would be used to train young people for skilled work in factories. Very possible the present Farley & Loetscher building could be used for such a project. This would require renovation which might amount to one or two hundred thousand dollars.

(7) PUBLIC HOUSING: The city should undertake a public housing project to provide for the needs of those who cannot afford better than they have now, and to provide homes for those who will be forced to relocate due to Urban Renewal projects.

These houses should be of the Row House type, comprised of connected apartments with a common green area.<sup>20</sup> The cost should be about \$7,000 a unit or perhaps a little higher.<sup>21</sup> Initially at least 75 to 100 units should be built; the ideal locations of which would be the Cathedral area; in the Flats-Elm St. area; and one at the junction of University Avenue and Eighth and Hill Streets. The cost would roughly be \$700,000.

This then comprises the first segment of my plan, the capital improvements project.



## CHAPTER FIVE

### NEIGHBORHOOD RENOVATION

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In this chapter my main concern will be with developing a program for our neighborhoods and houses which are deteriorating but not beyond repair.

As I mentioned in a previous chapter, thirteen of the city's fifty-one neighborhoods show serious deficiencies. For these and other neighborhoods with lesser problems, a solution will be offered.

Let's begin by observing that the city of Dubuque has already taken the first step in combating this problem by passing a minimum standards housing code last June, 1963. This code provides for action against owners who do not conform to standards.<sup>22</sup> With this basis to work from, further steps should be taken to curb this problem.

To put it very simply, my plan calls for action by private citizens with inducements by the city government.

The city would act in two ways on this project, financially and administratively. As far as financial inducements are concerned, the city can offer tax concessions for home improvements. Such a plan would work as follows. The city agrees not to tax the added value that a house receives from current rehabilitation for a certain period of time--say five years. Through such a policy the city would not be out any money since without the improvements there would be no increase in taxes. The city would, then, after the agreed time period lapses, receive higher taxes due to the higher property values. The home owner



is ahead too since he is able to improve the appearance of his home and increase its value without paying taxes on the improvements for five or ten years. In such a plan the city and the home owner all come out ahead.<sup>23</sup>

The administrative side of this plan involves a "fix up" campaign which is inaugurated by the city but actually run by private citizens. This plan is similar to one used with great success in New Haven, Connecticut.<sup>24</sup>

The first step that must be taken is for the city to set up a commission to oversee this entire project. Ideally it would consist of the city council, experts on building and construction, bankers, and representatives from each "area" of the city. These areas will be pre-determined and will generally have a church or school as their central point. Individuals could be assigned to a particular area and it would be their individual responsibility to explain and initiate this program locally.

Each area could be further divided into block or two block districts and each of these could have a block leader. These men would be responsible then for carrying out the program on their blocks. They would meet with area leaders who would explain the program and its operation. It would then be up to the block leaders to hold meetings with his neighbors and to get them to support the program.

The program would include the following:

- 1.) The city will officially designate the year as "fix up Dubuque" year, or some other similar title. This will give an official air to the program and make it more palatable to the people.

2.) Area meetings will be held explaining the program and the incentives involved to interested citizens. These will be held at the school or church around which the area is located.

3.) Field representatives or zoning inspectors will make inspections of all residences in the city and inform the home owners and block leaders where the house is deficient. From here a number of courses of action might be followed.

4.) If the improvements needed are small and of negligible cost, each owner may provide his own repairs.

5.) Or in cases where large improvements are needed and they cannot be physically or financially accomplished by the owners, group action in which everyone on the block pitches in and helps his neighbors may be started.

6.) The last phase involves publicity and public congratulations for all who do their best to make the city more attractive and a better place in which to live. This would be another incentive for the project.

This then would be the second part of my plan, a self-help program for neighborhood rehabilitation. In a later chapter I will go over the results of this in detail; but for now let me just say that this program can accomplish a great deal without much cost to the tax payers.

## CHAPTER SIX

### TRAFFIC AND TRANSPORTATION

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In this chapter I will consider two projects: an expressway system and additional parking lots.

A parking lot should be placed on the present site of the city hall. Since this building is old and will no longer be in use, it can be torn down and additional parking will be available for the Central Avenue merchants. Since the city has taken it upon itself to help the merchants around the Eighth and Main Streets area, these merchants deserve some help too.

A second lot should be placed on Fifth Street between Locust and Bluff on the south side of the street. In addition to providing parking for the lower Main St. merchants, this location will serve as an auxiliary lot for the municipal auditorium.

The question arises as to why these parking lots will be needed since we will have a parking ramp and there is no real problem in any of these areas at the present time. The answer can be found in one of the basic ideas of my expressway system. Such a system will remove on-the-street parking from the main arteries downtown and from those leading to downtown. This will be done on: Bluff from Ninth to Dodge; Locust from Dodge to Loras; Main from Tenth to Second and then from Jones to Railroad Avenue (one side); Eighth and Ninth from Hill to White; and Seventh, Sixth, and Fifth from Bluff to Central. Parking also will be removed from other streets in the future as the flow of traffic increases.



The other aspects of the traffic project will be; designation of existing streets as major arteries and the increasing of the speed limit on these streets, and the construction of a new city truck route.

This route will follow Locust to Jones and then east on Jones over the railroad tracks. From there a new road will be constructed and will connect Kerper Boulevard at 16th Street. (see diagram) The truck route will then be able to exit to the north on the Wisconsin bridge, or will be able to take Rhomberg Avenue to Central and then north.

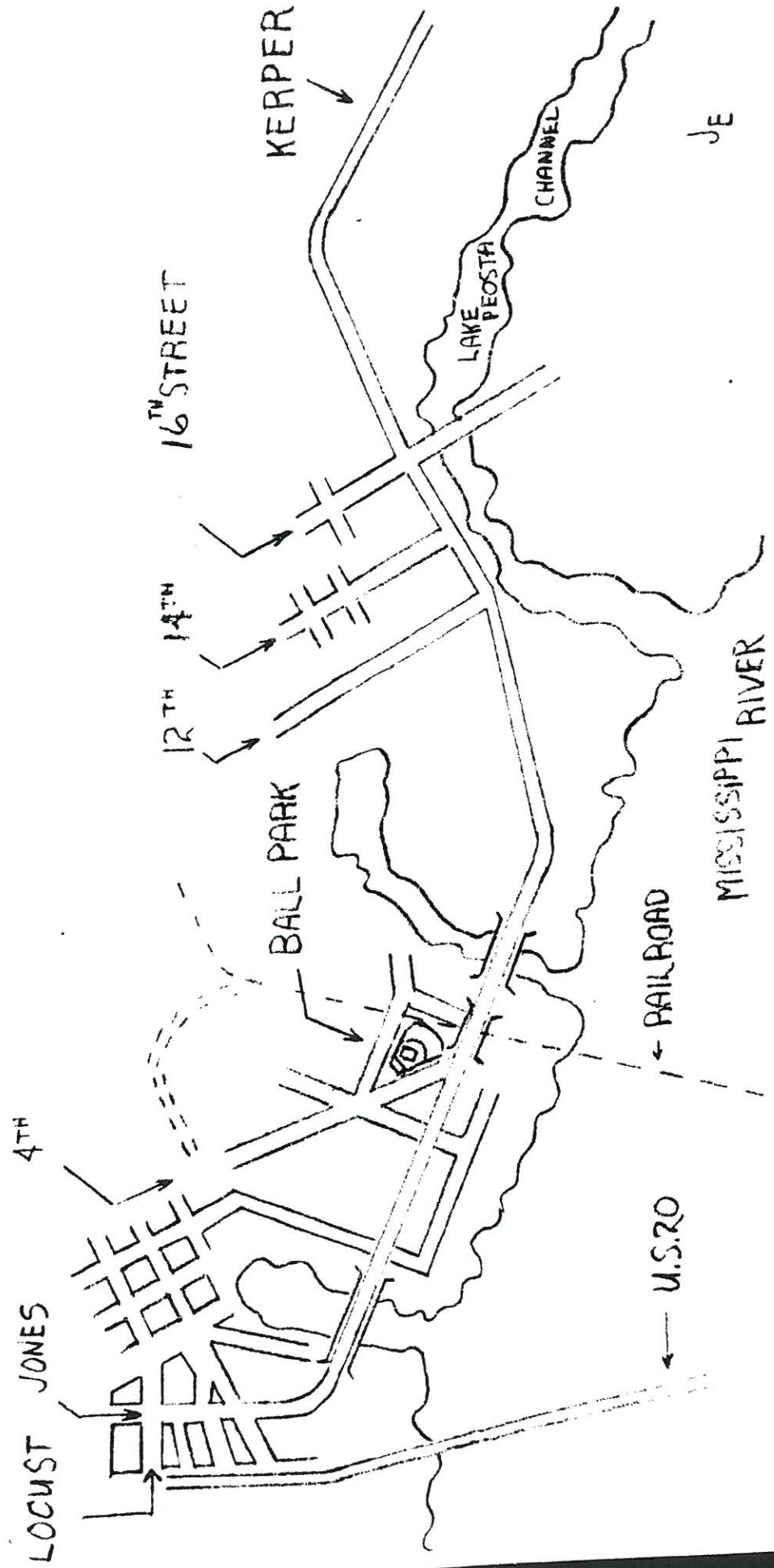
The designation of certain streets as major arteries will necessitate widening by removing parking from them at least on one side so that they will be able to handle all the traffic.

These main arteries will be the following: Asbury Road from Carter to University; University from Asbury to Ninth Street; Main Street from Seventh to Railroad Avenue (Main Street will be one way south all the way down); Rhomberg Avenue from Hawthorne to Central, with Garfield becoming the North bound lane and Rhomberg becoming one way South; Locust Street from Kerrigan to Clarke Drive; Kaufman Avenue from Central to Carter; Loras from Grandview to Shiras and then onto 16th Street, which will then connect with the new truck route at Kerper Blvd; next, Grandview from Kerrigan Road to 32nd Street; Bluff Street from Loras to Dodge; and Central Avenue (southbound) and White Street (northbound) from Kaufman Avenue to Fourth Street.

These, then, should comprise the main arteries in Dubuque. Before moving on to the results, however, I would like to mention two small projects which I feel should be included in this program.

LOCUST TO JONES,  
EAST ON JONES, NORTH  
ON NEW RIGHT OF WAY  
CONNECTING WITH KERPER  
SCALE 1" = 1150'

PROPOSED  
TRUCK ROUTE



They are a central bus depot and the changing of Main Street to one-way from Fourth Street to Railroad Avenue.

Since traffic will not be allowed into the traffic mall, it will be impossible for the city buses to pick up passengers there. To remedy this situation, I propose that a bus circle be installed on the ground floor of the parking ramp, the entrance and exit on Locust Street (see diagram). This area will provide a sheltered place for people to wait for the bus and also a point of disem- close to the downtown mall.

The second project will be the changing of South Main Street from a two-way to a one-way south bound only. This will provide another exit from the CBD for south-bound traffic and will allow some of the burden to be removed from Sluff Street. This part of the expressway system will connect with Kerrigan Road at Railroad Avenue and will become the principle route for traffic going South out of Dubuque.

With these two projects completed we conclude our description of our traffic and transportation plan.



## CHAPTER SEVEN

## RESULTS

Having given what I consider a fairly detailed account of what my plan is, now I will move into the crucial area of this paper: that is, a determination of how the plan will solve the specific needs of Dubuque. The economic, social, cultural and recreational, esthetic, and traffic needs will be discussed. Each area will receive a section in this chapter, but there may be some overlapping due to the relatedness of the need areas.

ECONOMIC

One of the first results of my plan will be an increase in employment in Dubuque. This will come as a result of the large increase in home repairs and construction. All of the construction of such projects as the parking ramp, mall, auditorium, et cetera, and the work on private homes, will provide employment that is not present today. Jobs will be further increased by the city's need to hire locally for work on city owned projects. In addition, all these projects will require supplies, the bulk of which can be bought in Dubuque. So right away we can see that our urban economy will be boosted by more jobs and more income. This will have further effects on our city's economy due to an esoteric economic process called the "multiplier" effect.<sup>25</sup> This effect is produced by the simple fact that a person spends a certain amount of his income each week and this expenditure in turn becomes another person's income: whose expenditure in turn becomes still another's income. Thus an increase on one level can provide a large increase in the city-wide income. This process is very



important and we shall have occasion to refer to it again.

This additional income will cause the city's sales to rise. The merchants of the city will soon receive more in total sales than they have in the past. A good example of this is New haven, Connecticut which initiated 60million dollars in new construction, created 1500 new jobs, increased their tax revenues from \$944,000 to \$2,700,000, and tripled the value of the property in the town.<sup>26</sup> New Haven is roughly two and one-half times larger than Dubuque, but this does not nullify the fact that results of the same type, if not the same magnitude, can be achieved.

another example of a city which had Urban Renewal pay off for it is Urbana, Illinois (half the size of Dubuque) which had its total sales increased by \$18 million and its revenues by \$193,000 as a consequence of a program that cost seven million dollars.<sup>27</sup>

Urbana, and Beloit, Wisconsin, are prime examples of what we want to happen in Dubuque. Retail sales were increased, property values went up, the CBD became stablized and attractive, both cities acquired names for progressiveness and as a result new industry was attracted.<sup>28</sup>

Another economic benefit that can be cited is the better chance Dubuque will have to attract industry. With the industrial site becoming more accessible, with a vocational school to provide skilled workers, and with a new progressive reputation, the city is certainly in a better position to attract industry.<sup>29</sup> And every-time that a new industry comes or a present one expands due to the increased sales that have been generated, more jobs and more income are created and the multiplier process will again

go to work. This time the income from these jobs will provide more sales for additional merchants and as a result more jobs and pay for employees of these merchants. These increases in personal income will be reflected in more building in the city and still further sales as these people procure their needs. From the past then, it should be quite evident that our plan will give the city's total economy a shot in the arm.

Still another economic consequence will be the increase in tax receipts of the city. These will in part offset the large sum the city will have to pay to initiate this program, thus making the plan still more lucrative. The tax receipt increase will come from increasing the value of the property throughout the city and from taxes on new property and buildings that will be situated in Dubuque.<sup>30</sup>

An indication of how much an increase we can expect may be had by observing Murfreesboro, Tennessee (population-13,000) which used to collect \$2,000 in taxes from its slums, and now after their removal gets \$20,000.<sup>31</sup> When we consider just how much property will be improved, we can begin to see just how much an increase we will get. Our CBD will be greatly improved; the three areas around the public housing projects will rise in value; all run down neighborhoods will be improved, resulting in higher valuations and therefore higher taxes. Also all new businesses will pay property taxes, thus providing still more new revenue.

We can see further economic results that will broaden the economic base. Of course any new industry will help to do this, but I feel Dubuque has a unique opportunity to develop the new "industry" of tourism which could well be developed into a million



dollar business. The big drawing point of tourism is that people bring money in from outside the city and spend it here, thus increasing the amount of money that is available in Dubuque. As the number of tourists increases, so also will the total sales and total incomes of Dubuque businesses and employees.

Richard Unton, our new vice-president of the Chamber of Commerce, sees tourism as a big possibility for Dubuque.<sup>32</sup> He points out that the average convention delegate spends \$28 a day, which should provide the incentive for adopting a program to develop such an industry.

Let us see then just what our plan has done to increase tourism in Dubuque. First I have provided an auditorium which can cater to conventions or large scale sporting and theatrical performances, all of which will attract people from out of town. Secondly, we have a public river beach which should especially aid in bringing people in to town during the Summer Carnival. Thirdly, our sites of historical interest have been beautified, giving people still another reason for visiting Dubuque. A fourth reason would be our new downtown shopping mall which will attract shoppers from the surrounding area because of its convenience and novelty.

The economic results of this plan seem to be of a nature that would justify our plan. With these still in mind, let's move on to the second major area—that of social problems.

#### SOCIAL

The clearing of the three major "slum" areas in town will be the first step in this area. The construction of low cost housing



will provide shelter for those who were forced to move and also for those who live in other parts of the city but can't afford decent housing. The improvements of the rest of Dubuque's neighborhoods, through the self-help program, will provide the second phase of the social improvements all of which will make Dubuque a nicer place to live. The poor and the aged will not have to accept slum living as a way of life, but can now look forward to something better. Certainly results such as these should give added justification for adopting our plan.

### ESTHETIC

The presence of a large number of new buildings in Dubuque will certainly aid in making this a more beautiful and thus a more liveable city. In addition the renovation of our deteriorating neighborhoods will serve to make the residential as well as the downtown section more attractive. This attractiveness will increase property value around it, thus helping property owners and the city government alike.

Another esthetic improvement will be the beginning of an urban form for the entire city and a form for downtown Dubuque. By placing the new golf course and perhaps a new park on the western edge of town, we will be creating a buffer zone that will keep the city from sprawling out, the dangers of which were enumerated in a past chapter.<sup>23</sup>

Our downtown form will be centered around what will be our shopping mall and governmental center. Less than two blocks apart, they will both be served by the new parking ramp and also will provide a nucleus around which the downtown area can grow. The Civic Center will face onto Washington Park and this will

provide a large area of green space to break up the monotony of concrete and steel.<sup>34</sup> (see diagram)

The Post Office and Civic Center will be the beginning of a governmental square that will be close enough to the CBD to permit the interchange of business upon which cities thrive.

Let's now move on to the next major area and see what results have been achieved by improvements in our streets and parking.

### TRAFFIC

One big improvement will be the accessibility of downtown Dubuque. Not longer will shoppers have to fight for a place to park or fight traffic on narrow streets. The new parking ramp and auxiliary parking lots will provide parking in any of the downtown sections. Also shoppers won't have to fight traffic coming in or going out of the CBD. Certain streets have been designated as primary avenues and all the street parking has been removed from them. This will allow the streets to handle more traffic at a more rapid pace. This same plan was attempted in Philadelphia in 1952 and had the same results as we are predicting.<sup>35</sup>

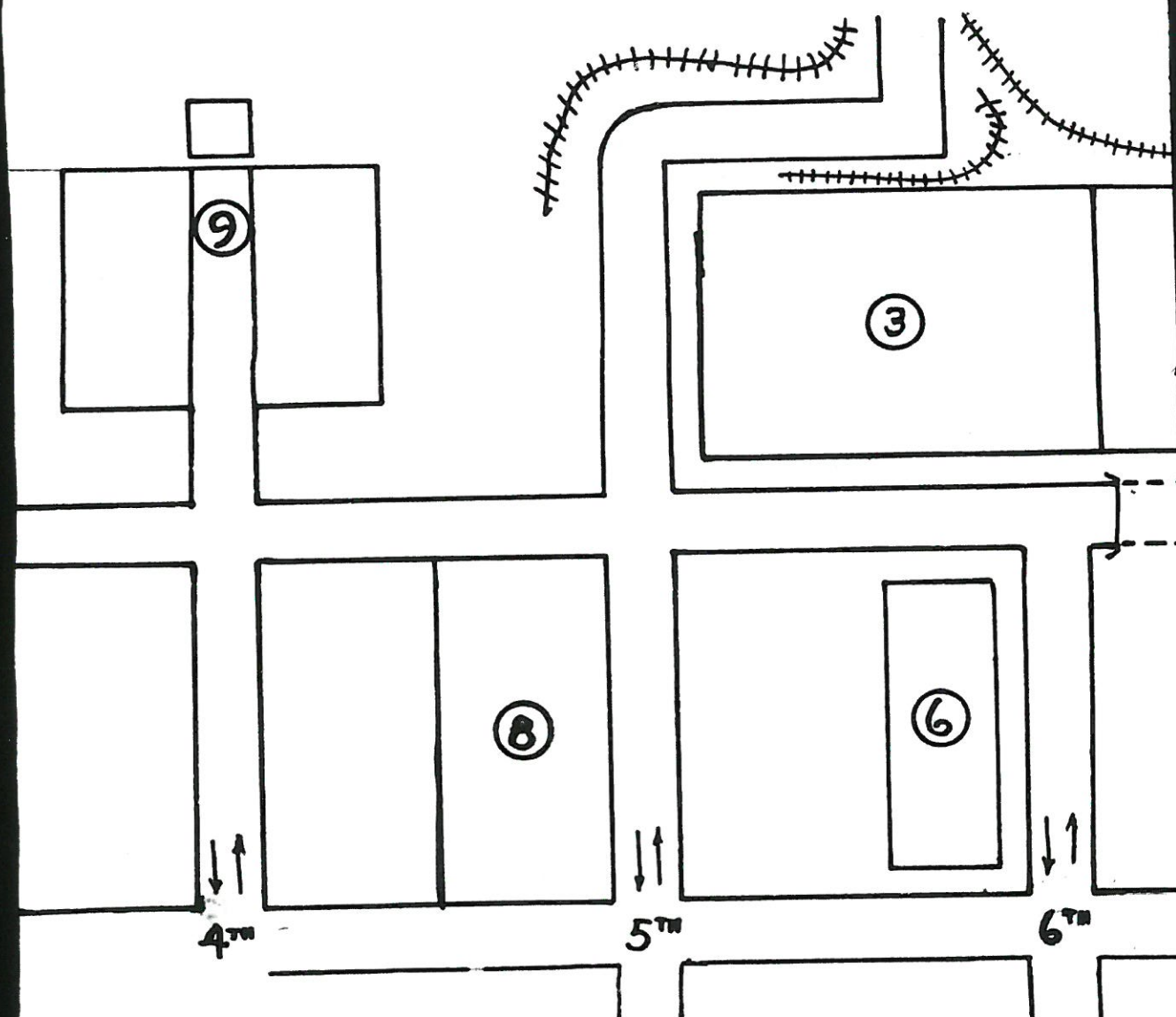
University Avenue, Bluff, Locust, Main, and White streets will become the principal exits from downtown, while Locust, Central, and University will provide the incoming routes.

The new truck route will boost the use of our industrial island, and also will get the semi-trailers and trucks out of downtown Dubuque.

The third result that can be seen is the linking of the entire city by prime arteries. Radial and interlocking circumferential routes will allow quick movement to any part of the city. An important aspect of these routes is that they will divide the city into closed-in sections, while simultaneously



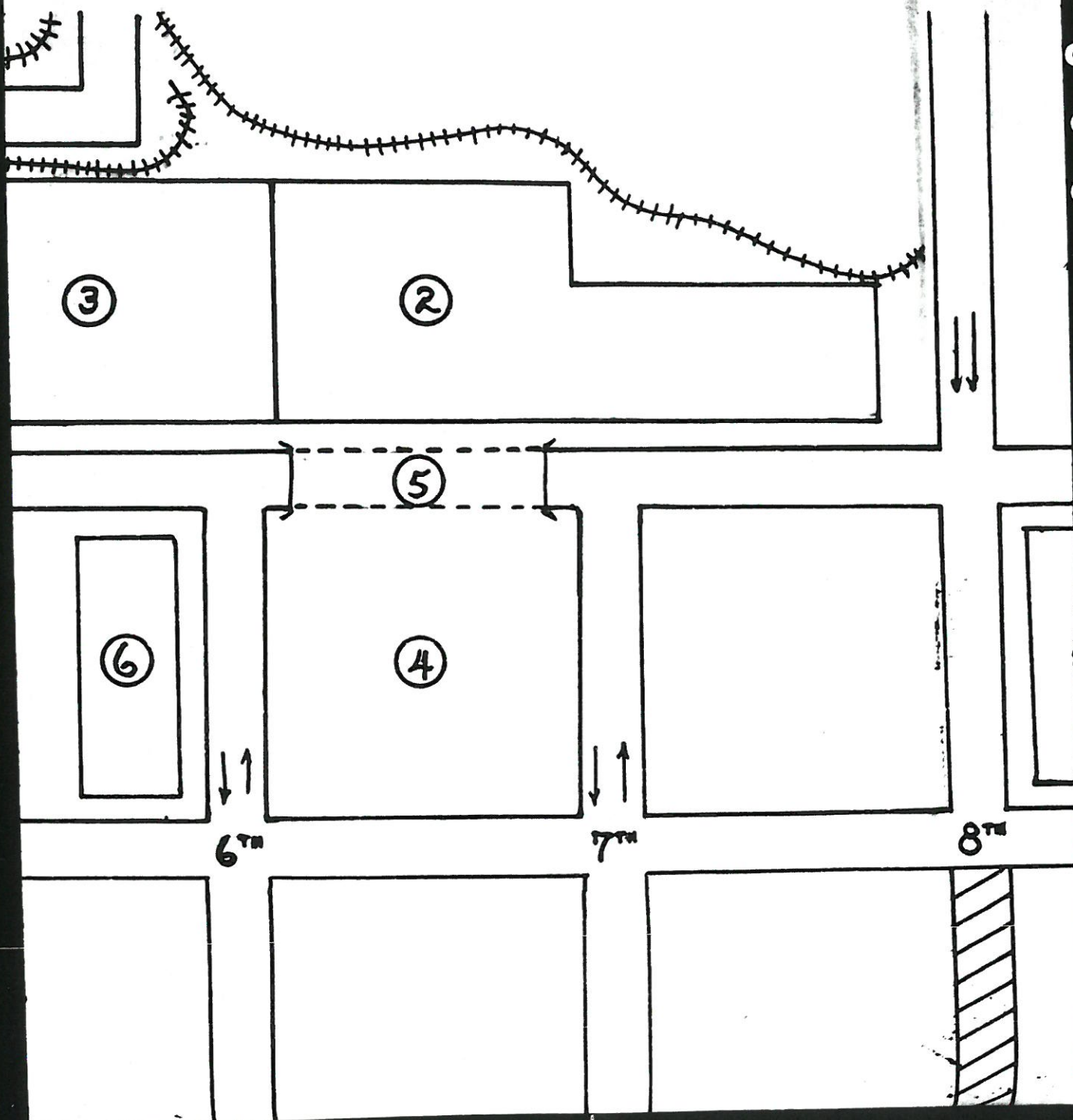
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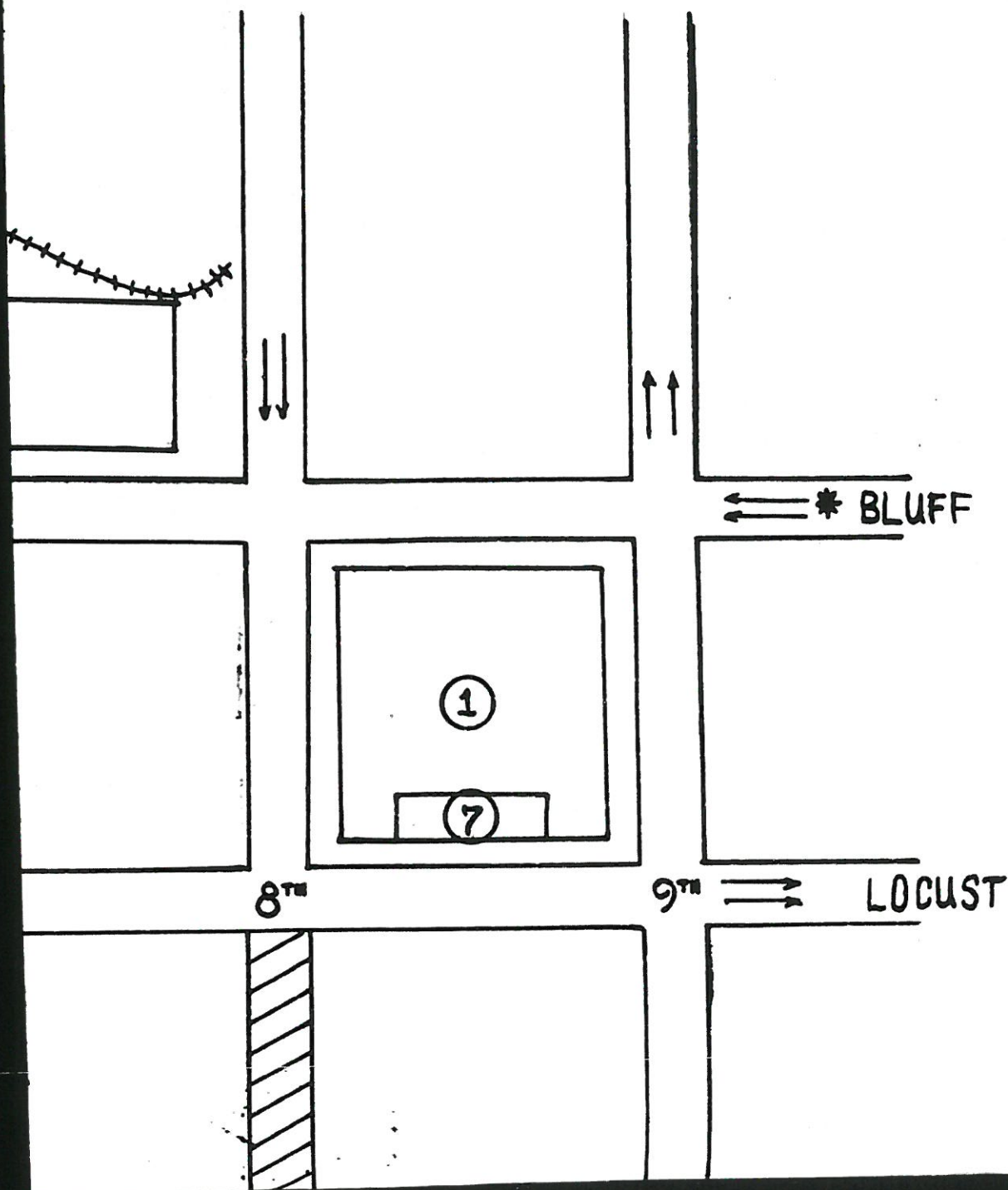
- 1 CITY PARKING RAMP
- 2 CITY-COUNTY BUILDING
- 3 CITY ARENA
- 4 WASHINGTON PARK
- 5 UNDERGROUND STREET (CITY PLAZA-PARK)
- 6 POST OFFICE



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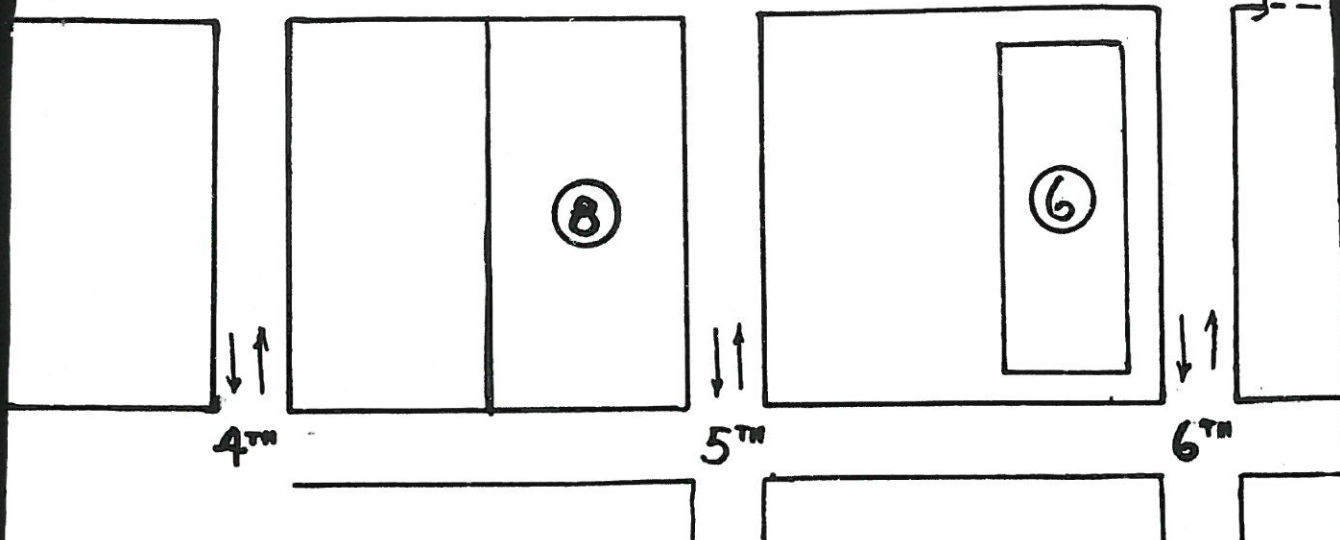


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1. CITY PARKING RAMP
2. CITY-COUNTY BUILDING
3. CITY ARENA
4. WASHINGTON PARK
5. UNDERGROUND STREET (CITY PLAZA-PARK)
6. POST OFFICE
7. BUS LOADING AREA
8. PARKING AREA
9. 4<sup>TH</sup> STREET ELEVATOR (PARKING AND PARK)
10. MALL (MAIN BETWEEN 7<sup>TH</sup> & 9<sup>TH</sup>; 8<sup>TH</sup> BETWEEN LOCUST & IOWA)

**\* INDICATES DIRECTION OF STREET**

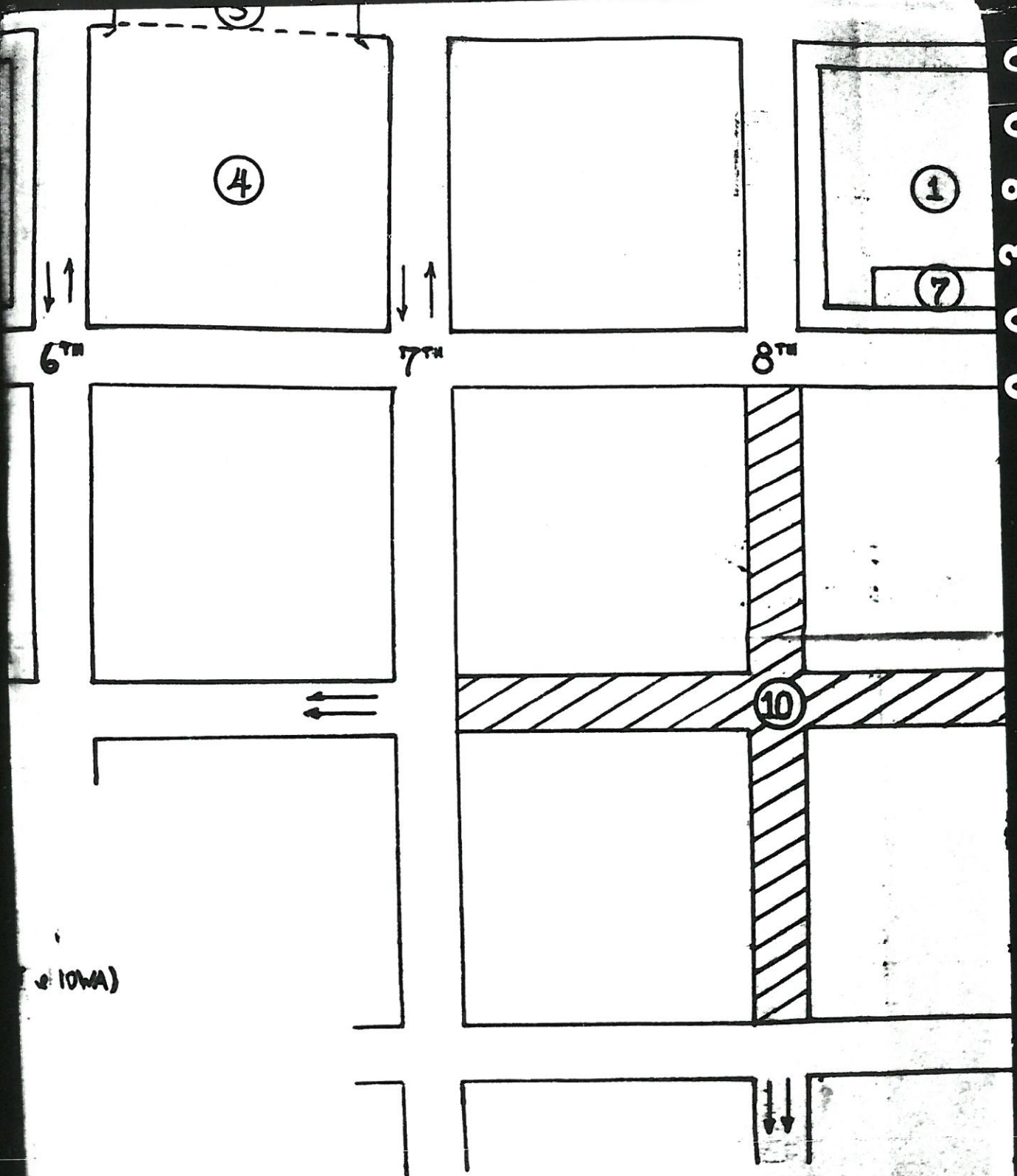
 INDICATES ROCK BLUFF  
SCALE 1" = 100'

SCALE 1" = 100'



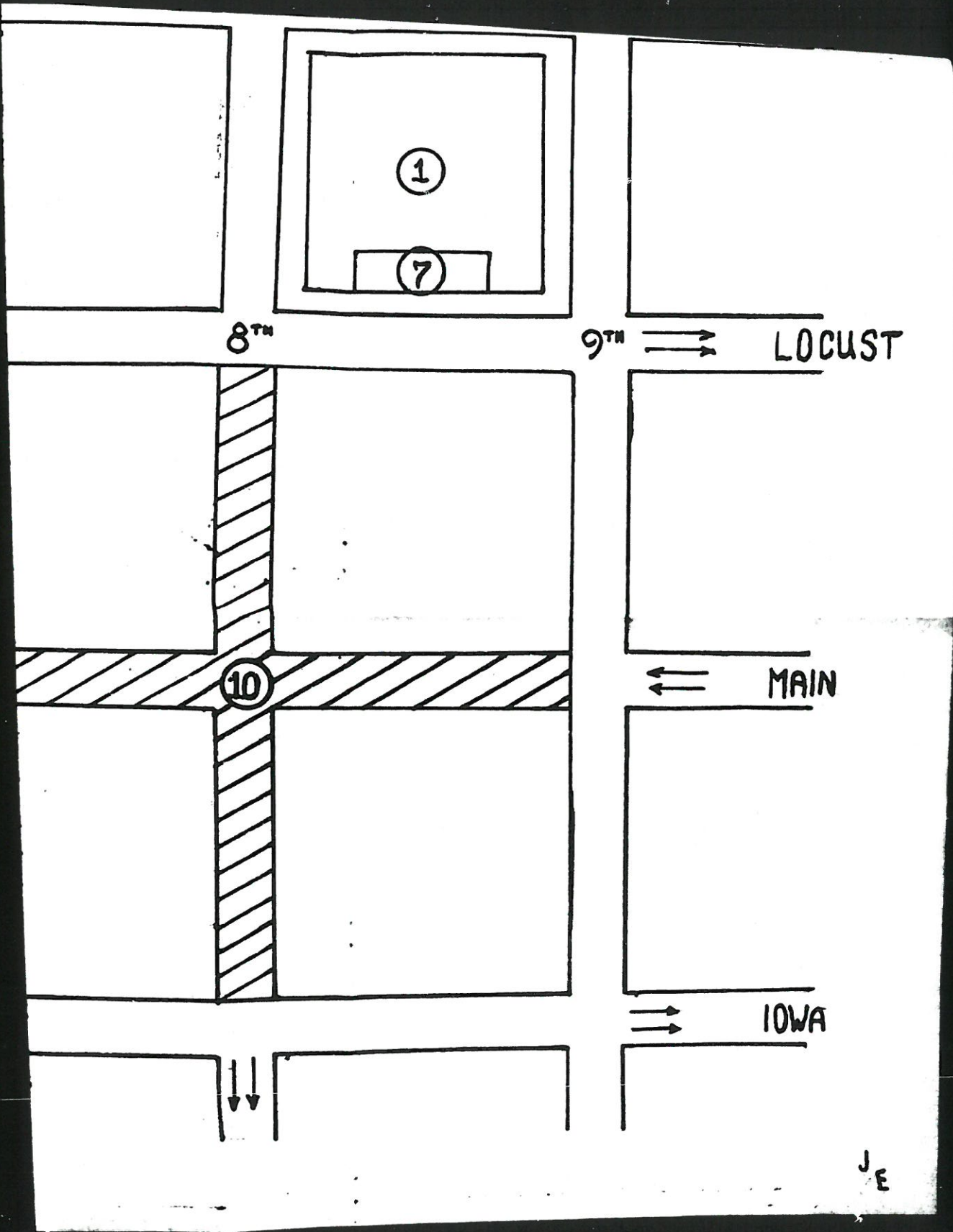
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diverting traffic away from these sections; the result is improvement of these areas as residential sections since the traffic is now being directed around them instead of through them.<sup>36</sup> This idea is a predominant one in city planning today and was pioneered by Harry Wright and Clarence Stein their Radburn Plan.<sup>37</sup>

#### CULTURAL AND RECREATIONAL

Right away we will see a number of new additions to the city in this area. We will now have a permanent museum, an arts center, a new golf course, an auditorium, more parks, and a public river beach. Besides providing for the needs of our citizens these additions will become great tourist attractions.

One argument that certainly will come up here is whether the city should provide these services. Is it the job of a city government to insure the fun and cultural development of its citizens? I say yes, reasoning that the role of the government today is in a state of change. A government is a group of people trying to provide collectively what they are unable to achieve by themselves. Today we cannot provide our own cultural and recreational facilities and yet the tempo of our times has provided us with an enormous amount of leisure time. Therefore, I believe that we are justified in concluding that governmental action is essential in this area.<sup>38</sup>

A special word might be appropriate here concerning the public auditorium and its use. Before we build anything of that size, people will want to be sure that it will be used and that it won't be a drain on the city budget.

To back up the need for an auditorium, I would like to cite specific examples of cities around us that have them and how they use them.



Sioux City has had an auditorium for over ten years and in 1962 reported that it held 277 events with a total attendance of 865,877. Sioux City also attracted over 34,000 people into its art center and museum.<sup>39</sup> This is one indication of the large numbers that have been attracted to downtown Sioux City in one year.

LaCrosse, Wisconsin also has an auditorium which is located adjacent to the downtown area. In a personal letter, Mayor Milo Knutson informed me that their auditorium is in use about three nights a week. He further wrote, "Based on a strictly money taken in-money paid out basis, the Auditorium does not pay for itself. Taking into consideration the unknowns, namely, shopping habits created, dollars spent, etc. by those attending events in the Auditorium, it would be my opinion the auditorium is an asset to the business community as well as the city as a whole."<sup>40</sup>

In summary, we have listed the results that can be expected from the proposed plan. None of these results are of my imagination but rather are the actual results of similar plans in cities much like Dubuque.

The next two chapters will deal with financing and administering such a project.

[illegible]

Commissions such as these are already at work in many cities and are also useful in administering the self-help neighborhood renovation programs.<sup>41</sup>

## CHAPTER NINE

## FINANCE

This chapter will contain an estimated cost of the entire Urban Renewal project and suggestions as to how it might be financed.

Since this is a theoretical paper the figures that I use are somewhat hypothetical. The only guide that we use is the cost of similar projects in other cities.

Estimated Costs

a.) Shopping Mall	380,000 <sup>42</sup>
b.) Parking Ramp	750,000 <sup>43</sup>
c.) Public Housing 37,000 sq unit x 90	630,000 <sup>44</sup>
d.) Beach and Park improvements-estimated	200,000
e.) Truck Route 3800,000 sq mile-distance is about two and one-half miles	2,000,000 <sup>45</sup>
f.) Vocational School equipment and location for first year	100,000
g.) Land Purchase, Clearance, and relocation of present tenants (very rough estimate)	750,000
h.) Auditorium and Civic Theatre	3,500,000 <sup>46</sup>
TOTAL-----\$7,990,000	



### Sources of Revenue

a.)	Federal grant as authorized by the accelerated Public Works program. Covers any program that can be started right away-up to 50%.	\$2,275,000 <sup>47</sup>
b.)	Revenue bonds to finance public housing..... Federal government makes up any money not covered by sale of bonds.	630,000 <sup>48</sup>
c.)	State aid for construction of highways. To cover 50% of cost of truck route....	1,000,000 <sup>49</sup>
d.)	Federal Urban Renewal grant to cover cost of land clearance in blighted area and costs of relocation...	750,000 <sup>50</sup>
		<hr/>
		\$4,650,000

The rest may be financed by anyone of a combination of the following programs:

- e.) Federal loan with repayment out of future taxes which will be increased.
- f.) Sale of revenue bonds by the city.
- g.) Increase in taxes in the city.
- h.) Contributions of local merchants and private citizens.
- i.) County funds proportional to their use of new offices.

This program would require several years to complete and its payment could be spread out over five or even ten years. It is a long range plan, with anticipated long range results. It is not intended to be a "cure" or a "get rich quick" proposition. Rather it is meant to be a series of projects that when

taken as a whole will provide the people of Dubuque with a better place to live.

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