

Allen H. Wright  
San Diego, Cal.



**CITY PLANNING**  
FOR  
**DAVENPORT**  
1918

**ROSCOE E SAWISTOWSKY**  
CITY ENGINEER

ROYAL MUSEUM  
OF NATURAL HISTORY  
LONDON

**Report**  
to the  
**Mayor and City Council**  
of the  
**City of Davenport, Iowa**  
on  
**City Planning**  
for  
**Davenport**

H. J. LEMM, PRINTER



DAVENPORT, IOWA

**CITY OF DAVENPORT—1916**

Mayor .....John Berwald  
City Clerk .....Hugo Moeller

**Aldermen**

At Large .....Wm. H. Gosch  
At Large .....Christ. D. Kuehl  
First Ward .....Julius Jehring  
Second Ward .....Wm. Moeller  
Third Ward .....Arthur Meyer  
Fourth Ward .....John Knostman  
Fifth Ward .....B. M. Raben  
Sixth Ward .....Chas. L. Lindholm

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**CITY OF DAVENPORT—1918**

Mayor .....C. M. Littleton  
City Clerk .....Hugo Moeller

**Aldermen**

At Large .....John G. Wolters  
At Large .....E. R. McAdam  
First Ward .....George J. Peck  
Second Ward .....Walter Bracher  
Third Ward.....Hugo P. Eckmann  
Fourth Ward.....Chris G. Behrens  
Fifth Ward.....George White  
Sixth Ward.....A. E. Ballow

**Board of Public Works**

John W. Crowley      Roscoe E. Sawistowsky      John Heeney  
F. W. Friedholdt, Clerk

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## THE NECESSITY OF CITY PLANNING.

Good planning for cities and closely built towns and villages is not primarily a matter of aesthetics, but of economics. The main object is to prevent or remedy the physical and moral evils and losses which accompany congestion of population. To effect this object, it is necessary to prevent the corruption of the air the people breathe night and day, of the water they drink, and of the foods they eat; and to this end well-ventilated dwellings, shops and factories, a pure and abundant water supply and a safe sewage disposal, and rapid transportation and prompt delivery for foods are all indispensable.

There must also be provided rapid transportation for passengers and all sorts of goods into and out of the city, else the population will not be spread over a sufficient area, and the industries which support the people will not be carried on advantageously.

The laying out of most American cities has been casual and thoughtless of future needs. The common rectangular lay-out, without any well-considered diagonals, causes a great daily waste of human and animal labor and of fuel; while high buildings, narrow streets and lack of open spaces make it impossible to keep the cities well aired and well sunned.

To improve, or reform, the lay-out of most American cities is, therefore, a great public need, not only for beauty's sake, but for the sake of the health, efficiency and happiness of their people.—Charles W. Eliot.

Davenport, Iowa, Feb. 9, 1918.

TO THE HONORABLE, THE MAYOR AND THE MEMBERS OF THE CITY COUNCIL.

Gentlemen:—On every hand we see the utmost effort at increased efficiency, the conservation of food, money, resources, time and labor. We are told that every saving we make in national resources and supplies will hasten the end of the war. It is, then, at a very opportune time that we take up City Planning in Davenport.

“City Planning is City Conservation.” Its chief function is to see that there shall not be waste in the manner and the order in which our city shall develop, and those principles of orderly planning which will secure the maximum of efficiency with a minimum expenditure of energy and the minimum of waste, are precisely the principles which at this time, of all times, we need to observe and put into action.

On February 21, 1917, your Honorable Body passed the following resolution:

“Resolved, By the City Council of the City of Davenport, that the City Engineer prepare a Comprehensive Plan for the orderly development and extension of the street system of the City of Davenport, containing suggestions for the correction of mistakes where the present plan is considered defective, and recommendations for controlling the platting and development of tracts within and contiguous to the City Limits, minimum size of lots, limitation of number of houses to the acre, and establish building lines, residential, retail and manufacturing districts, and containing other matters pertinent to such plan, same to be submitted to the City Council for approval and adoption.

“Resolved, That the City Engineer be authorized to hire any extra help that may be necessary in compiling this plan.”

As a result of my study, I have the honor to submit the following conclusions, recommendations and suggestions.

Respectfully submitted,

ROSCOE E. SAWISTOWSKY,

City Engineer.



## CITY PLANNING FOR DAVENPORT.

A City seeking to incorporate that which is most essential to its efficient, sightly and orderly growth, should have a comprehensive plan, for the development and the laying out of such streets, public places and parks, as will best serve the health, safety and convenience of the people.

City planning regulates the use of land, so that all land owners may enjoy adequate sun, light, air and convenience of access. City Planning is constructive—it pays because it saves the costly process of correcting mistakes. City Planning is the application of business principles to the growth of our Cities. No one would undertake a business enterprise, even of minor importance, without a thorough study of the problem, and plans for meeting the conditions successfully as they arise. But the building of a City, our most important enterprise, has generally been conducted in a spasmodic fashion, without preparation for change, or expansion. The development of one section has generally been carried on independently of its relation to the City as a whole.

Davenport was founded in 1839—79 years ago, which, for an individual, would not be considered a great age. But because Davenport has outlived the allotted life of man,—“three score years and ten”—it does not follow that as a City, it is near its end. It is only just beginning to grow. During that short space of time, since Antoine LeClaire founded the City of Davenport on the Iowa shore of the Mississippi river, directly across from Rock Island, then a town of several thousand people, its growth has been steady and sure. Today, with a population of over 50,000 people, we have as yet no serious traffic congestion, no slums to eradicate and no serious problems of sanitation, 96% of the population being provided with sewage facilities. What parks

we have are excellent, but we need more small parks and playgrounds, located so as to be of easy access to all our population. Parks should be placed within one-half mile of every residence. This interesting subject is taken up later under "Parks."

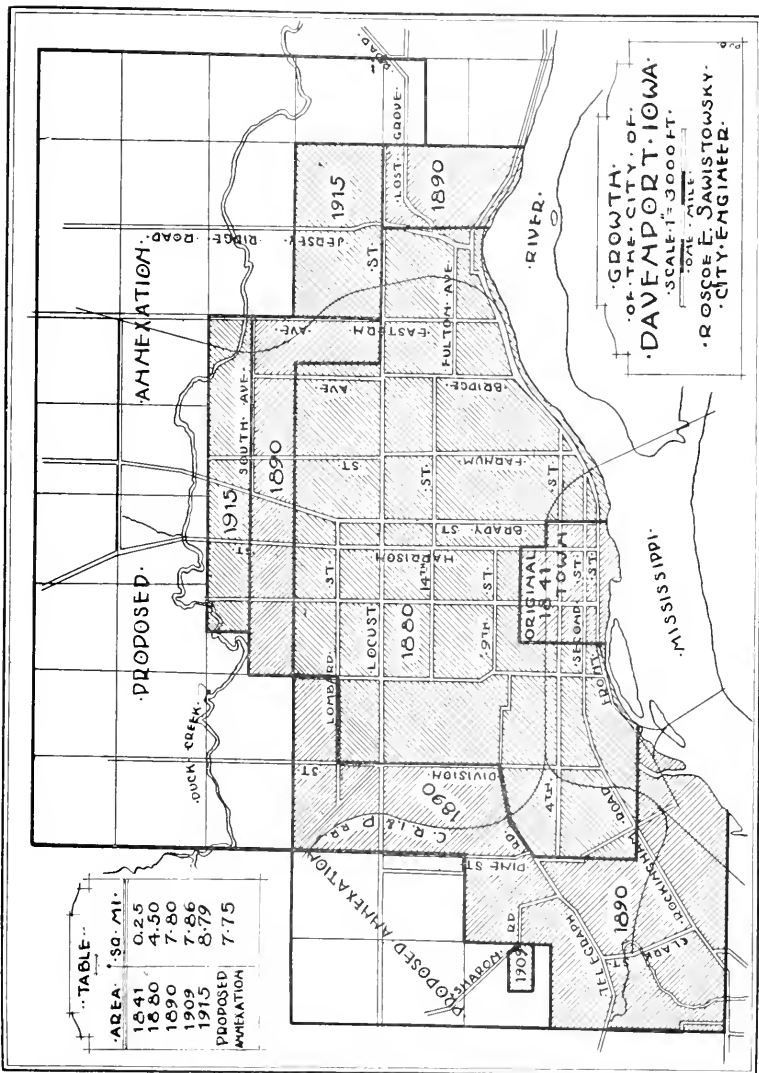
The congestion of traffic on the Government Bridge demands the attention of your honorable body. The three cities, Davenport, Rock Island and Moline, situated as they are, with a frontage of several miles on either side of the Mississippi River, virtually one community, and with only one means of communication, a narrow bridge allowing only one line of traffic each way, presents an economic problem. One slow-moving, horse-drawn vehicle can hold up thirty or more faster vehicles, at a great loss of time and money. With the increased activities on the Arsenal, several thousand more men are employed there. The congestion of traffic caused by the flow of this large number of men and vehicles going to and from work, delays other inter-city traffic 10 to 20 minutes each way.

### POPULATION.

The population of the City of Davenport at the present time is estimated at 51,044 (see illustration on Page 7) distributed in the several wards as follows:

#### POPULATION AND AREA TABLE.

Ward	Area Acres	Approximate Per Cent Inhabited	Estimated Population 1918	No. of People Per Acre
1	1207	50%	6809	6
2	957	85%	8990	9
3	800	75%	9017	11
4	561	95%	8178	15
5	799	85%	9475	12
6	1300	60%	8575	7
Totals	5625		51044	9



It is not to be supposed that this wonderful growth will cease. On the contrary, all indications point to a further development which will far excel the record of the past. It is safe to assume that in twenty-five years our population will double. Streets that are now ample to take care of the traffic of a City of 50,000, will be wholly inadequate to care for a City of 100,000. Many streets will have to be widened. More parks and playgrounds will be needed. Also rapid transportation, to enable the workman to reach his home in the suburbs quickly, which will be twice as far from the central district as at present. These, and many other problems will have to be solved.

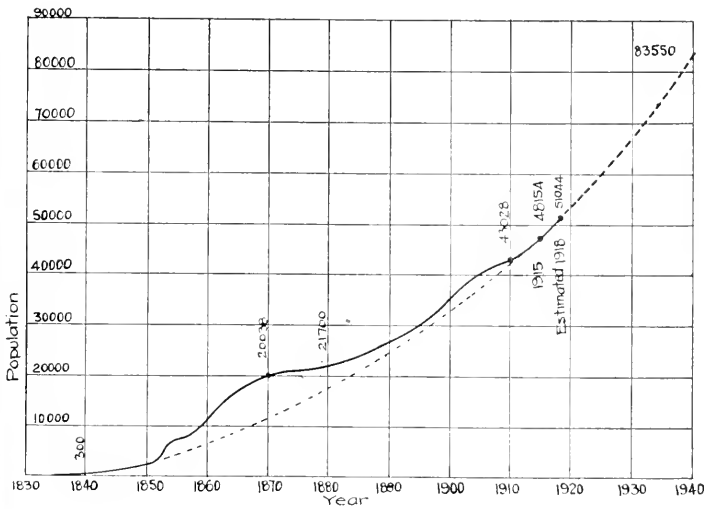
Many plans for Cities have miscarried and failed of accomplishment because of their impracticability.

The first consideration in City Planning should be the economic, and then the æsthetic; not the reverse, as has been the case in many elaborate plans prepared for other Cities, wholly impossible of accomplishment, from the economic standpoint.

The first thought in laying out a City Planning scheme should be given to that which will make the City, as a City, a better place to work and live in. The blocks, lots, streets, parks and water-front should be so designed as to save time and money to the property owner and citizen; to increase the convenience, comfort, speed and economy with which they can go from their homes to their places of business or recreation.

The present day demand is one essentially to do with time. We must get from one place to another quickly, and to do this our way must be free from the encumbrance of congestion and excessive grades. If our forefathers had only had the wisdom to provide a certain number of radials from the heart of the town to the City Limits, our problem for the readjustment of our street system would have been a comparatively easy one. But consider now what it would cost to wipe out blocks of the most valuable property in

· POPULATION · AND · AREA ·					
· WARD ·	· AREA · ACRES ·	· APPROXIMATE · PER · CENT · OCCUPIED ·	· POPULATION · ESTIMATED · JAN · 1, 1918 ·	· POPULATION · PER · ACRE · ACTUAL · AREA ·	· POPULATION · PER · ACRE · INHABITED ·
1	1207	50%	6998	6	12
2	957	90%	9100	10	11
3	800	75%	8910	11	15
4	542	96%	7922	15	16
5	840	90%	9372	11	12
6	1279	80%	8742	7	9
· TOTAL ·	5625		51044		



· INCREASE · IN · POPULATION ·  
· DAVENPORT · IOWA ·

· CITY · PLAN · REPORT ·  
· NOV. 1917 ·

· ROSCOE · F. · SAWISTOWSKY ·  
· CITY · ENGINEER ·

order to provide these radials! So let us very seriously consider the costly lesson of the past, and be almost extravagantly liberal in providing for what we feel will in the future become important lines of travel. There can be no doubt of the statement that Washington, being our only city of importance that was built upon a comprehensive plan, is the only one with an adequate system of thoroughfares. George Washington, as a surveyor and civil engineer, recognized the value of proper planning for the National Capital, when he employed Major L'Enfant, a young French engineer, to prepare a plan. It is acknowledged to be the most admirable design, with its system of diagonal avenues radiating from small parks.

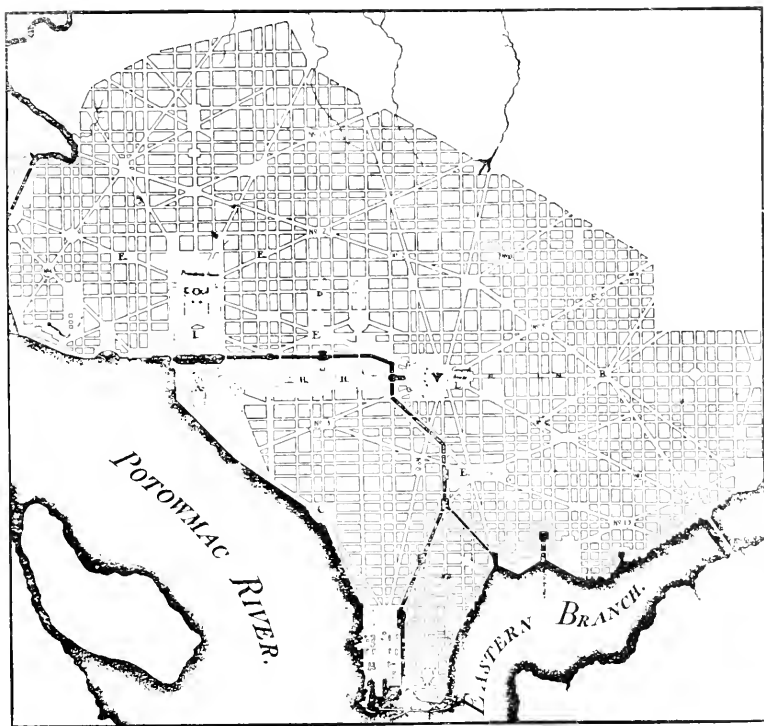
The narrow street needs little comment. They are just as necessary from an economic standpoint as broad streets. We cannot all afford homes fronting on boulevards, nor can we all have places for earning a living on a wide business street. But, on the other hand, we must try to design or rearrange our neighborhoods, whether residential or commercial, so that the narrow street will not receive more traffic than it is able to care for.

Davenport has everything to gain by making itself attractive. Not only does a good looking City attract business from the outside, but it has a marked moral effect on the whole citizen body, not only in making them keep their private grounds looking better, but in creating in them, through a pride of their City, a better citizenship and sense of responsibility for the care of the City.

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### STREETS.

The City's streets present a problem of the first magnitude. How few realize that it is more than a passage-way, more than a common street where the children play, or through which the milk wagon drives. Few realize that a street system might be so poorly constructed as to abso-



ORIGINAL PLAN WASHINGTON, D. C.

BY MAJOR L'ENFANT.

lutely prevent development, or that, on the other hand, a street system could be so intelligently designed as to meet all the requirements for many years to come.

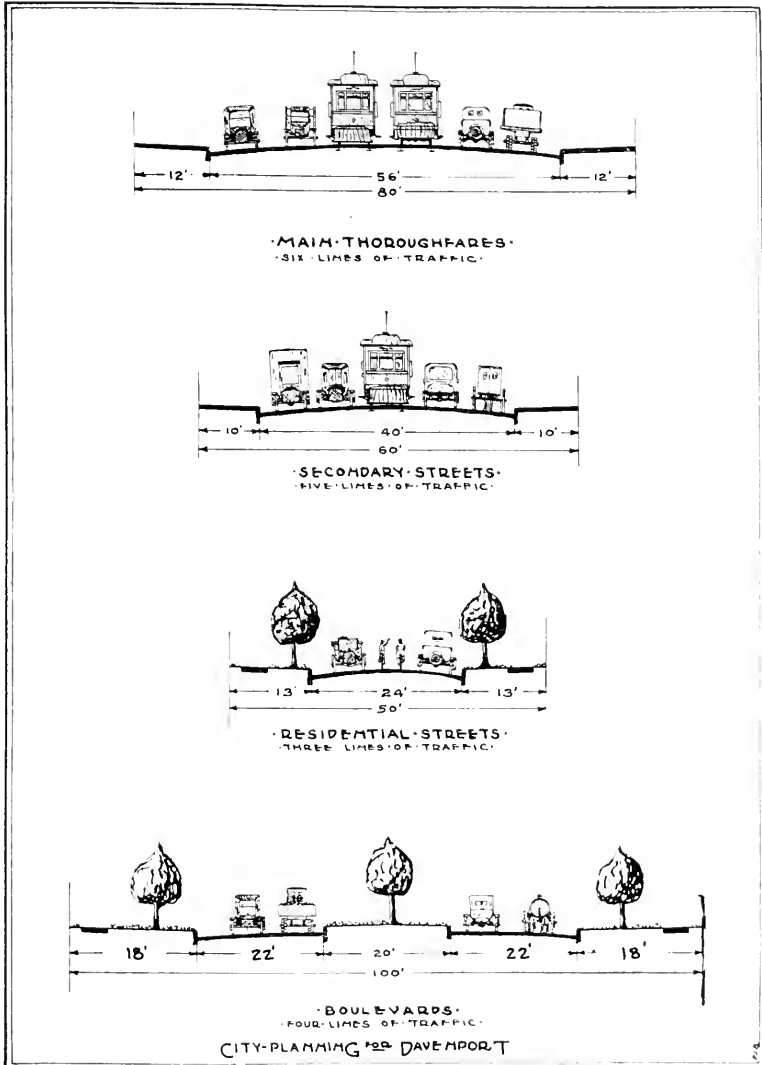
The dominating thought is the bigness of the subject, its importance, its grip on the urgent things of life. All the currents of a City's life flow unceasingly along its channels. All grades of society are affected by the problems it includes. The comfort or hardship of urban existence, its efficiency or failure, are vitally influenced by the wisdom or thoughtlessness with which the streets are planned. Unless streets are planned for the convenience and comfort of the individual home owner, and to facilitate the transaction of his business, they have failed in their purpose.

Reduced to its essentials, a street is a thoroughfare for passing from one place to another, a means of access to buildings and grounds facing upon them. They are open spaces to admit light and air to adjacent buildings. They provide a place for the construction of sewers, water-pipes, gas mains, steam heating mains and various conduits—essentials to modern city development. The street system is the framework for the whole City structure.

The street system of Davenport represents its largest single financial investment, with \$3,751,166.74 invested in pavements and another million in sidewalks.

In the Original Town of Davenport, the area occupied by streets and alleys was equal to 66% of the area of building lots, or 40% of the total area of the land subdivided. Approximately 1510 acres, or 27% of our total area, is laid out in streets and alleys. It is very important, then, that the proper width of streets be judicially determined. Excessive street widths in business or residential districts, as in Salt Lake City, mean more scattered houses and a greater distance to be traveled between business and residence districts, with a corresponding loss in time and money.





RECOMMENDED STREET WIDTHS.

**STREET STANDARDS.**

Streets vary greatly as to the percentage of the total population using them, and can be classed under three heads:

1. **Main Traffic Streets** are streets which carry great numbers daily and hourly, to and from centers of business.

2. **Secondary Thoroughfares** are the ordinary business streets.

3. **Residential Streets**, both major and minor. No hard and fixed rule can be established as to the proper width of any one of them. Recommended widths for Davenport are as follows:

**Main Thoroughfares or Trafficways.**

Double street car tracks .....	20 feet
4 lines of vehicles, 2 on each side of tracks, 9 feet each .....	36 "
12 lines of pedestrians, 6 on either sidewalk, 2 feet each .....	24 "
	—
Total .....	80 "

**Secondary Thoroughfares.**

Single car track .....	8 feet
4 lines of vehicles, 2 on either side of track @ 8 ft. each .....	32 "
8 ft. sidewalks and 2 ft. grass space on each side ..	20 "
	—
Total .....	60 "

**Residential Streets. (Minor).**

3 lines of vehicles @ 8 ft. ....	24 feet
13 ft. boulevard on each side, including sidewalks ..	26 "
	—
Total .....	50 "



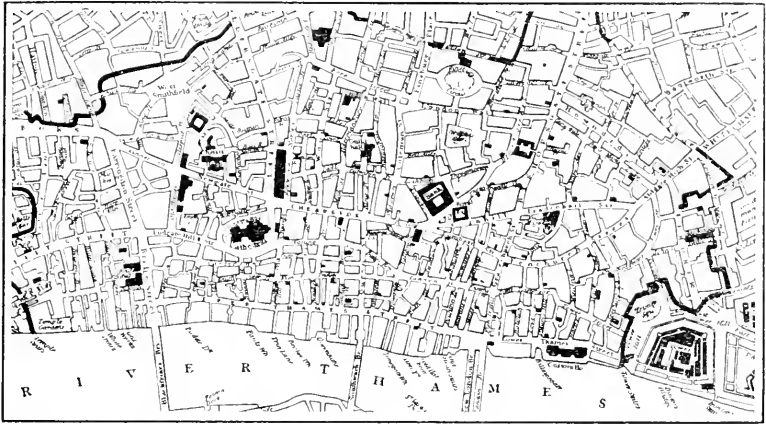
### **Proposed Street Plan in the New Territory.**

The plan for the streets in the new territory is recommended for adoption as the plan to be conformed to in the laying out or condemning of new streets.

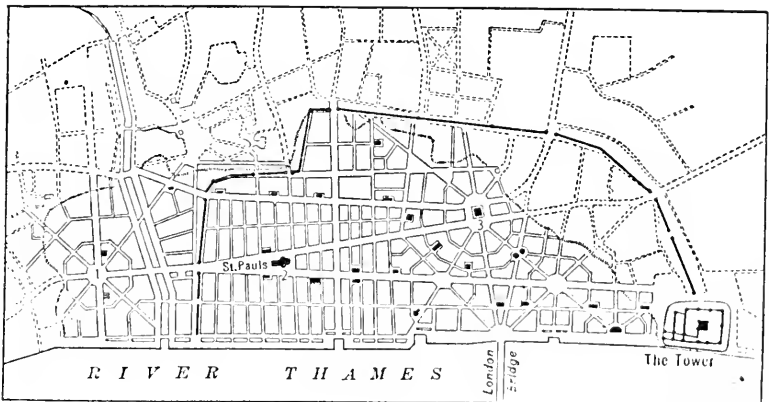
In presenting this plan for the proposed location of streets in the unplatted territory within the proposed City Limits and adjacent thereto, it is not claimed that this street system will fulfill every requirement for all time to come. "City Planning is never finished." No one man, or group of men, can foresee all the changes that are apt to take place. Cities are continually outgrowing the plans that were designed for them years ago. A plan that is ample for present day needs will be inadequate in the near future. Unforeseen changes will take place; new methods of transportation and new discoveries will materially affect the social life of the community, and the plan, where still susceptible to change, will be modified to meet the new conditions as they arise.

It should be possible to make amendments to the plan as proposed, when needed. New conditions, now unforeseen, may arise in certain sections, which will make it advisable to change this or that street, and where the change is minor, and does not affect or disarrange the plan as a whole, it is proper that such change should be made. It is highly important, however, that the main traffic streets, up ravines, be not changed. They provide easy grades for traffic, and make possible the utmost development of the land for residential purposes. By placing streets in ravines there is no waste in the subdivision of the land into the most desirable lots for building sites. We have plenty of the results, within a few blocks of our City Hall, of the total disregard of the principles as outlined above.

According to the principles of City Planning, the main or business section of Davenport, which extends six blocks back from the river, was well planned. Beyond this, the streets were continued to complete the checkerboard system, re-



Map of the older part of London, showing the lack of continuity and directness in the street system.



After the great fire of 1666 this plan was prepared. It was considered too radical at the time but is now an acknowledged model.

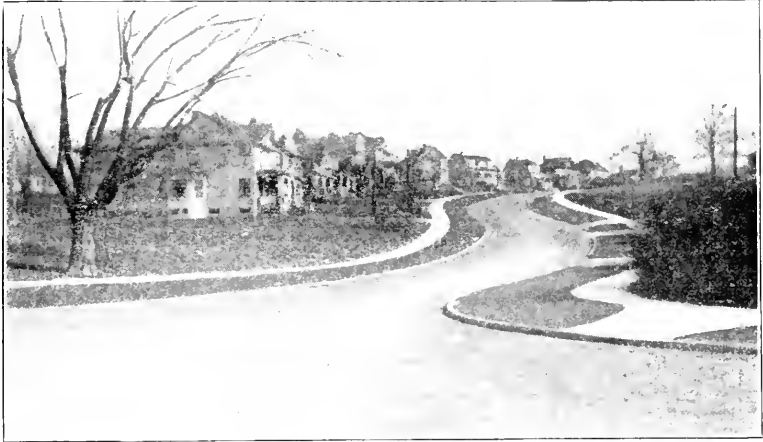
ardless of deep gullies or hills. Streets were cut through at a great expense, making it extremely expensive to fill up the ravines for building sites, and today we have over fifty acres of this unusable property in the heart of the City, wholly impossible to utilize, except at a prohibitive expense. This could all have been avoided by adjusting the street plan to fit the ground. An excellent example in our City of the application of the correct principles of City Planning to hilly ground, is the high-class residential section, known as "McClellan Heights."

There are several large draws, or ravines, draining from the north to Duck Creek. There is running water in them practically the year 'round, and to destroy this natural scenic beauty by the construction of large and costly storm drains, would be unwise. Main traffic streets are proposed in these draws, providing easy grades for all vehicles, and the maximum development of the land for residential purposes.

One of the prettiest examples of this type of development is the Country Club district of Kansas City. The creek lies to one side of the paving, and is spanned by small foot-bridges for pedestrians, and at all street intersections by artistic concrete or stone arch bridges.

The General City Plan at the back shows the proposed plan for the extension of the street system through the unplatted territory that it is now proposed to annex to the City of Davenport at the regular City election to be held April 6, 1918.

The laying out of new additions in this territory will then be subject to the approval of the City Council, and the streets through any proposed addition will have to coincide with the streets as shown on the General City Plan for the extension and development of the streets. The City Council can then demand that the streets and alleys be graded to the established grade before accepting same. This item alone will save the City hundreds of thousands



HILLCREST AVE., McCLELLAN HEIGHTS  
An example of a street well laid out to fit rough topography.

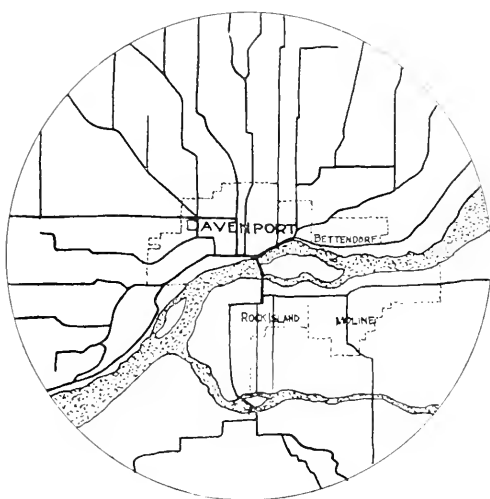


McCLELLAN BOULEVARD, McCLELLAN HEIGHTS

of dollars, where previously the City has had to grade the streets. The City, however, has not the power to prevent a land owner from erecting buildings within the lines of the platted but unopened streets. The power to plat and thereby hold property in statu quo, is essential to original platting and effective City Planning. This power can easily be secured by State constitutional amendments, as is now in force in England, in some of the provinces of Canada, and in Pennsylvania. The wording of the Pennsylvania Act of 1891, which has been repeatedly upheld by the Supreme Court of Pennsylvania, and has also been upheld by the United States District Court, can readily be recast in the form of constitutional amendments, either granting the legislative authority to confer such power on cities, or giving the power to cities directly. The Act (Act of Pennsylvania of May 16, 1891, Section 12, P. L. 79) is as follows:

“Every municipality shall have a general plan of its streets and alleys, including those which have been or may be laid out but not opened; which plan shall be filed in the office of the engineer or other proper office of the municipality, and all subdivisions of property thereafter made shall conform thereto. No streets or alleys, or parts thereof, laid out and confirmed, shall afterwards be altered without the consent of councils; and no map or plot of streets or alleys shall be entered or recorded in any public office of the county in which said municipality is situated until approved by councils. No person shall hereafter be entitled to recover any damages for any buildings or improvements of any kind which shall or may be placed or constructed upon or within the lines of any located street or alley, after the same shall have been located or ordained by councils.”





· RADIAL HIGHWAYS ·  
· LEADING INTO DAVENPORT ·  
· TO ACCOMPANY REPORT ·  
· CITY PLANNING FOR DAVENPORT ·  
· ROSCOE E. SAWISTOWSKY · CITY ENGINEER ·

### Diagonal Streets.

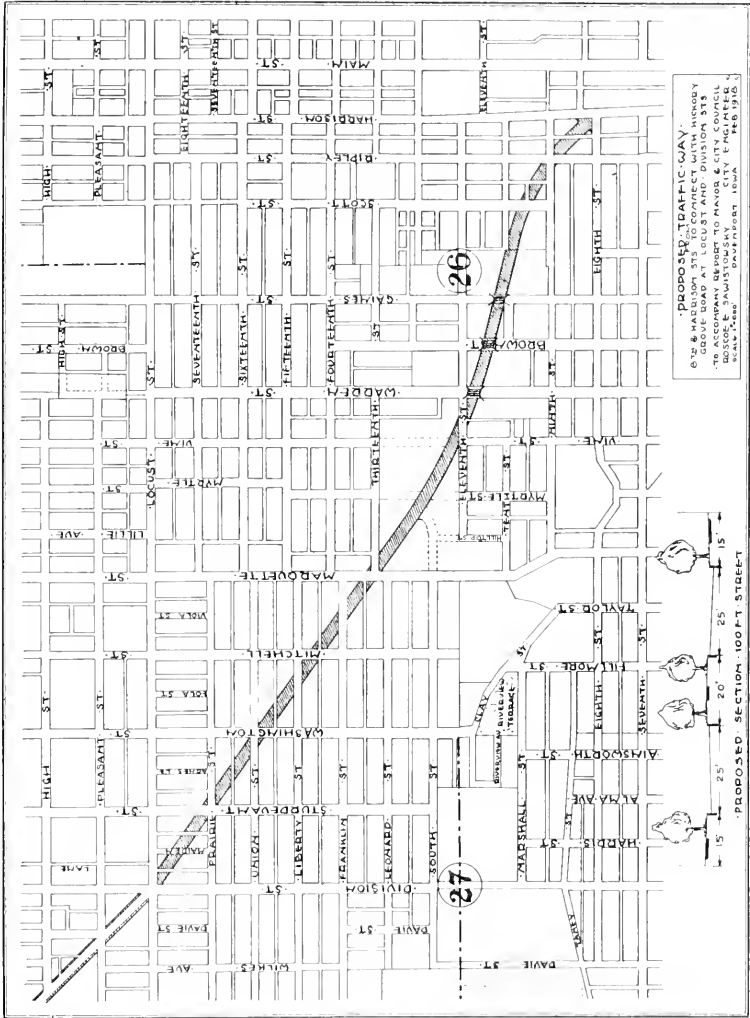
The ideal City Plan is not unlike a cobweb in general appearances, with radiating avenues leading from the center of town to the outlying districts, and a system of circumferential streets, and the intervening spaces filled with secondary streets.

The most admirable design for a city is that made for Washington by Major L'Enfant in 1791 at the request of George Washington, and while it was ridiculed at the time, it has long been acknowledged to be a magnificent and inspiring design, worthy of the Capital of a great nation. The plan is too well known to need a description—the system of diagonal avenues radiating, has provided small parks and sites for innumerable monuments and great buildings. The plan, as a whole, would not do for any other city, but I believe all cities should have a few radial streets. The ground plan for a city should provide for radial streets. Diagonal streets are time savers, and to the extent that they save time in transportation of people and merchandise, they lengthen the lives and increase the profits of the people.

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### Traffic Way Up Goose Hollow.

Plans and estimates for a traffic way up one of the deep ravines have been prepared. The construction of this diagonal street could be easily accomplished at a moderate expense. The property immediately adjacent to this ravine is well built up, but fortunately no important improvements have been made in this ravine. The expense of cutting through this traffic way would be justified, and the saving in time to the people using it, would soon pay for it if we could apply that method of paying for the expenditure. The distance would be shortened more than one-half mile. (See accompanying plat). An easy gradient would be possible, not exceeding 4%.



The proposed boulevard or traffic way up Goose Hollow, from the intersection of Eighth and Harrison Streets to connect with Hickory Grove Road at the intersection of Locust and Division Streets, would be an immense time saver.

The distance between these two points being 7600 feet, a saving of 2700 feet, or a little more than one-half mile over the length of the routes now necessary to follow in going from the one point to the other. It is safe to estimate that this street would be used by as much, if not more, traffic than Second Street is.

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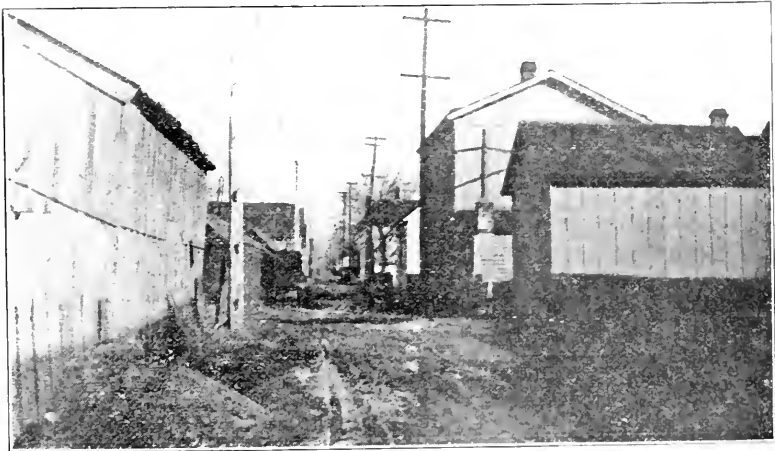
#### Cost and Method of Procedure.

The City Assessor's valuation of the property to be taken for this street is \$105,500. Adding 50% to this for undervaluation, would bring the damages to property to \$158,250. Under our present State Laws appraisers would be appointed to assess damages and benefits upon street opening for the specific land to be used for street purposes. It is roughly estimated that under this method of procedure, only approximately 40%, or \$63,000, could be assessed upon the district as benefits, and the balance would have to be borne by the City.

Now, if we had the power of Excess Condemnation, the City could take not only the specific strip of land needed for the street opening, but it could take all the fragments of lots left; also adjoining property, such as is necessary for the joining together of the fragments of lots into suitable building lots. Then, after the improvement has been made, these lots can be sold at a greatly enhanced value, due to their frontage on this main traffic street. There is no question but what the City would break even on the deal. The City would be paying a fair price to the property owner, and then, after the improvement was completed,



Unsightly conditions existing where houses are faced on the alley.  
Alley between Fifth and Sixth Streets, Scott to Ripley Streets.



House facing alley in West Davenport.

the City would reap the benefit due to the improvement, and not the individual property owner.

The City would have to erect three bridges of 80' spans each, to carry Gaines, Brown and Warren Streets over this proposed traffic way, at an estimated cost of \$60,000.

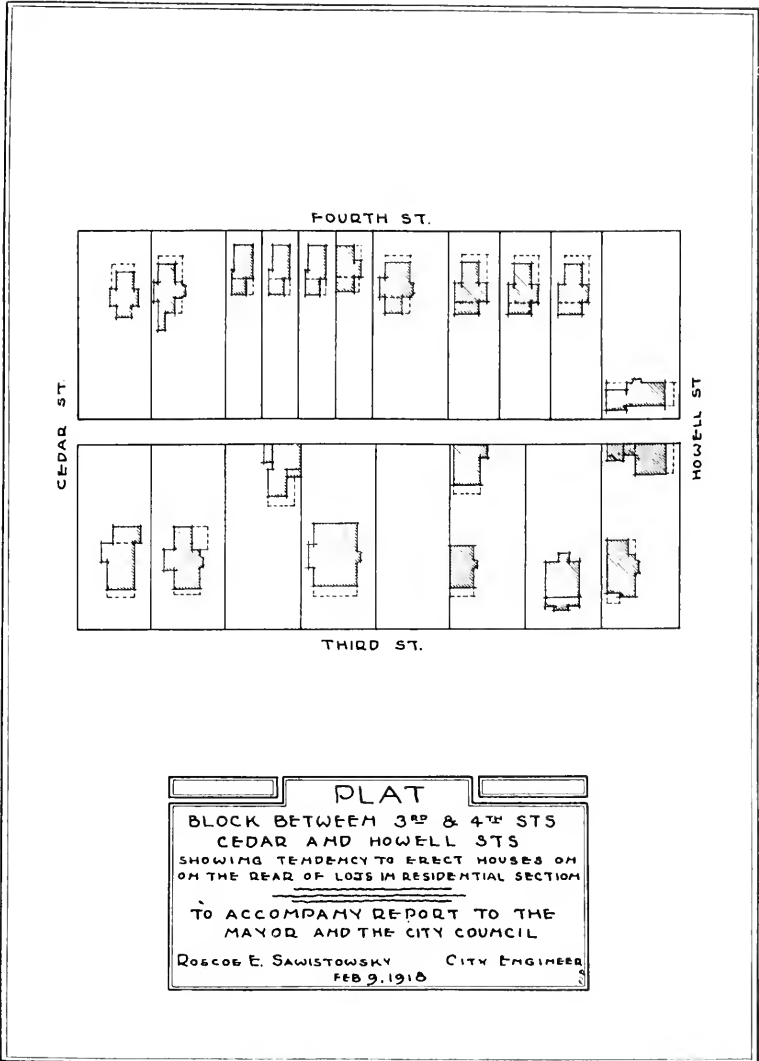
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### Size of Lots.

It is highly desirable that a standard minimum size of lots be adopted for residence properties. The evils arising from the platting of lots 20 and 25 feet wide, are apparent at a glance. Luckily, the several additions so platted have not been extensively developed as yet, and the houses already erected have been built upon two or more of these lots combined. If this practice was permitted to continue, and the price of the lots such that a workingman could not afford to buy more than one for his home, conditions would become quite congested. The development would be monotonous, as the type of architecture obtainable on a 25-foot lot cannot be as pleasing as that on a wider building site.

The street will be most attractive, where the space between houses is sufficient to give plenty of light and air, and provide ample room for simple planting. It is highly desirable, therefore, that if the size of lots is to be decreased, it should be done by shortening the depth of the lot and not the width.

The width of lot should not be less than 45 feet, and preferably 50 feet or more, and the depth not less than 100 feet. The recommended minimum standard size for lots is 50 feet by 100 feet. The size of lots in the "Highlands" addition is 50x125. This is a splendid type of development for the workingman's home. Statistics compiled of 16 cities from various parts of the United States show that the size of lots vary all the way from 15x50 feet, as the average for Philadelphia, to 200x200 for Syracuse. The general tendencies for most of the cities was an average lot 50x150.



Where the lots are too long, the tendency is to erect houses on the rear of the lot, fronting on the alley. We have only a few instances of this practice in Davenport, but as the property value increases, the property owner is tempted to increase his revenues by building on the rear of his lot. This, no doubt, will become a serious problem here, as it has elsewhere. The buildings in the rear tend toward congestion and improper building conditions. The only remedy is to make the lots shorter, so that the amount of money invested in land and improvements will be less. There should be lots available for the workingman who cannot afford to buy a large lot to build his cottage on.

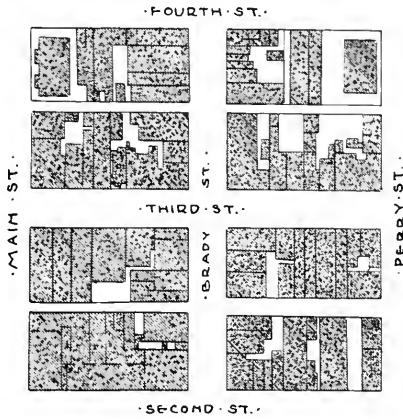
Plat on Page 29 shows several houses built on the rear of the lots in the block between Cedar and Howell, 3d and 4th Streets.

The building of a cheaper class of dwellings on the alleys causes an unsanitary condition of affairs that is not only prejudicial to the physical, but to the moral health of localities in which it exists. The shortening of lots will no doubt have a tendency to widen them without unduly increasing the cost of the land. More streets for frontage, combined with fewer and narrower cross, or connecting, streets, would enable the land owner to do this without a burden on the purchaser, and we would have districts that would more nearly retain their value.

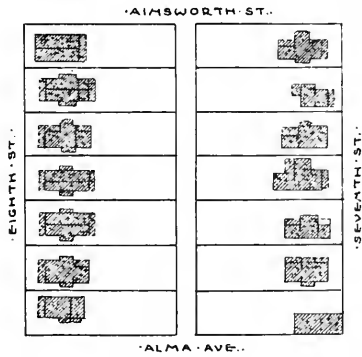
Under present conditions, where a block has been built up, we invariably find the same uninviting passages which have a depressing effect on property values, as they impel the residents to abandon their undesirable houses and move out into newer sections. This causes great economic waste, it reduces the income of the property owner, and reduces the City's revenue from taxation, and we soon have, if not a slum, at least a most uninviting section that is always retrogressing.



TYPICAL BUSINESS DISTRICT



TYPICAL RESIDENTIAL BLOCK



PLATS

SHOWING AREAS BUILT UPON

IN THE BLOCKS IN THE BUSINESS SECTION APPROXIMATELY 95% OF THE LOT IS BUILT UPON, WHILE IN THE RESIDENCE DISTRICT ONLY ABOUT 20% IS BUILT UPON.

### Limiting the Percentage of Lot to Be Built Upon.

The best method of regulating the above conditions would be to limit the percentage of the lot the residences are to cover, as is done elsewhere. New York has provided that in the residential sections no building shall cover more than thirty per cent of the lot from a point eighteen feet above the curb. On the lower level it may cover fifty per cent of the land with its porches and extensions; above that, only thirty per cent.

The houses on a typical residence block in Davenport, where lots are 45x150, cover approximately only 20% of the lot area. In our business district the buildings occupy an average of 95 per cent of the lot area, as shown on Page 31.

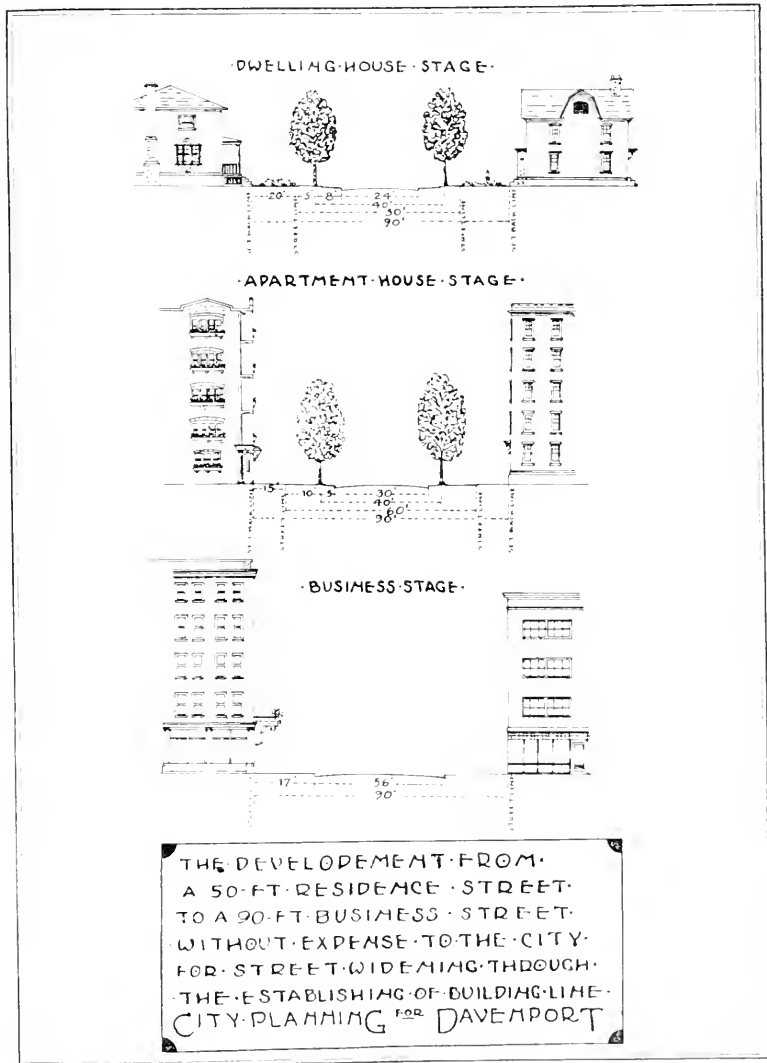
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### Building Lines.

We need a law enacted giving Davenport power to establish building lines on streets. There are several thoroughfares of importance in Davenport of inadequate width to carry the inevitable increase in traffic that will come in the near future. While it is undesirable and impracticable to widen such streets at the present time, it is highly important to prevent the existing open space adjacent to the street from being obstructed by new buildings.

The establishment of set-back lines, or building lines, as it is more commonly known, secures a uniform set-back of buildings from street lines. That is, the owner must locate his building a certain number of feet back from the street line. He may use this front of his lot for any purpose he may wish, but he cannot build upon it. Some of the advantages of establishing a building, or set-back line, are:

In a private residence section a uniform set-back from the street line increases the attractiveness of the section and adds to the health and comfort of the inhabitants. It



improves light and air conditions; makes possible the front lawn with trees and shade; removes the dwelling further from the noise, fumes and dust of the street.

Where residences are uniformly set back from the street without the establishment of a legally binding building line, each owner is at the mercy of his neighbors. A voluntary building line of this kind is often worse than no building line at all. A single owner, by disregarding the building line may ruin the entire block. It is important that the building line be established by ordinance.

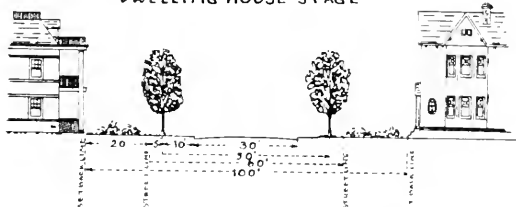
This may not be the same on every street, its distance from the street line depending on the character of the neighborhood, the depth of the lots and class of buildings. A study should be made of the ultimate probable class of buildings in each block or district.

Blocks which are destined to be used for business should have no building line restrictions. Other blocks which are now residential, and where it is desirable to preserve the present uniform set-back, or building line, should be so established by ordinance.

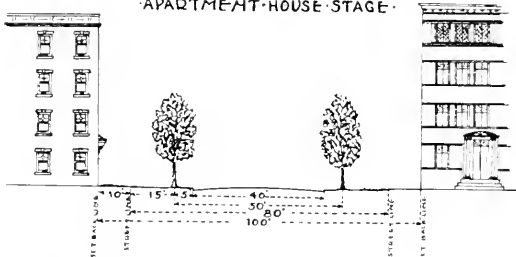
Local residence streets having a building line can be permitted a narrower width than could otherwise be allowed. This reduces development expenses, not only in its economy of land, but more markedly in the decreased outlay for paving. With a 10-foot set-back, a standard 60-foot street might be reduced to 40 feet. This might be adequate for streets under 800 feet in length if developed with single family houses. If, later, the single family houses were replaced by three or four-story apartments, the street could easily be widened to 60 feet to meet the increased traffic requirements caused by the more intensive housing.

The existence of the building line will permit the economical widening of traffic arteries whenever traffic needs require. It introduces a measure of adaptation and elasticity in street design that is of immense importance in view

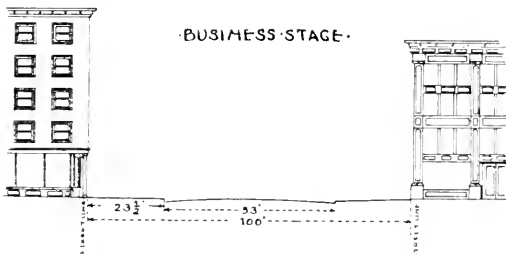
· DWELLING-HOUSE-STAGE ·



· APARTMENT-HOUSE-STAGE ·



· BUSINESS-STAGE ·



· THE DEVELOPEMENT · FROM ·  
 · A 60-FT. RESIDENCE · STREET ·  
 · TO A 100-FT. BUSINESS · STREET ·  
 · WITHOUT EXPENSE · TO THE · CITY ·  
 · FOR STREET · WIDENING · THROUGH ·  
 · THE ESTABLISHING · OF BUILDING · LINE ·  
 CITY PLANNING FOR DAVENPORT

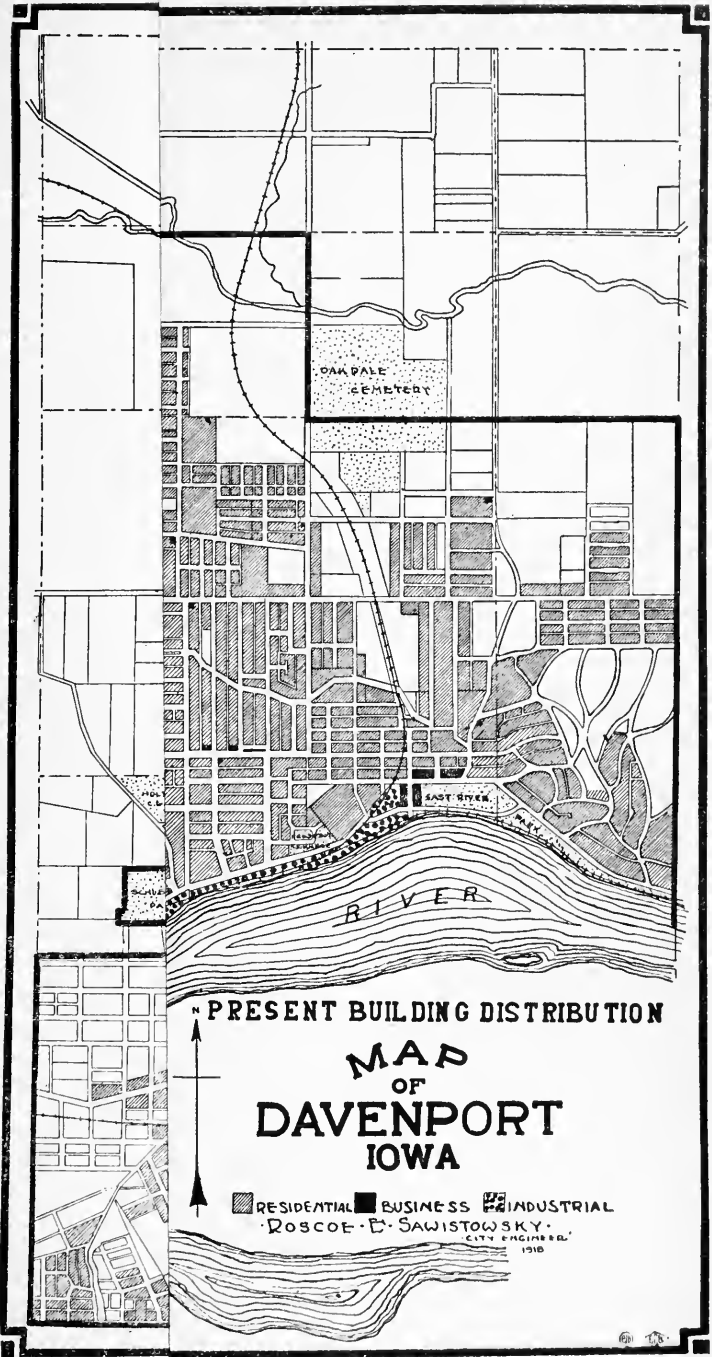
of the almost prohibitive expense of widening a street once laid out and improved.

The establishing of the building line now is the only practical method by which the widening of many traffic arteries can be secured in the future when greater width will assuredly be required. These arteries are now residence streets. When, however, traffic has so increased that the street must be widened, it is more than likely that the street will no longer be desirable for private residence purposes and the private dwellings will be replaced either by apartments or by business buildings.

For example: It is recognized that the ultimate widening of Brady Street will be a necessity, from Eighth Street to the city limits. Brady Street is 80 feet wide up to Eighth Street, narrowing from 70 feet wide at the north side of Eighth Street, to 47 feet at Pleasant Street. The time is coming when the increased traffic will necessitate a wider street, and if buildings are permitted to be erected on the present street line, the cost of widening the street at that time will be well nigh prohibitive. Steps should be taken now to insure for the future the widening, at the least expense, by establishing a building line of at least 20 feet, beyond which no new buildings should be allowed to extend.

The few buildings that are now built out to the street line, when they are replaced or reconstructed in the future, would also be required to be set back to the established building line. In this way, the expense to the City would be at a minimum and the widening made possible, whereas, if valuable and expensive buildings are allowed to be built flush with the present street lines it would be prohibitive and practically impossible to widen the street.

If there was an objection to a wholesale establishing of a building line all over the City, the property owners on a street, wishing to protect themselves, could bring in a petition asking for the establishing of a building line on their street, and in that way the City government would not be

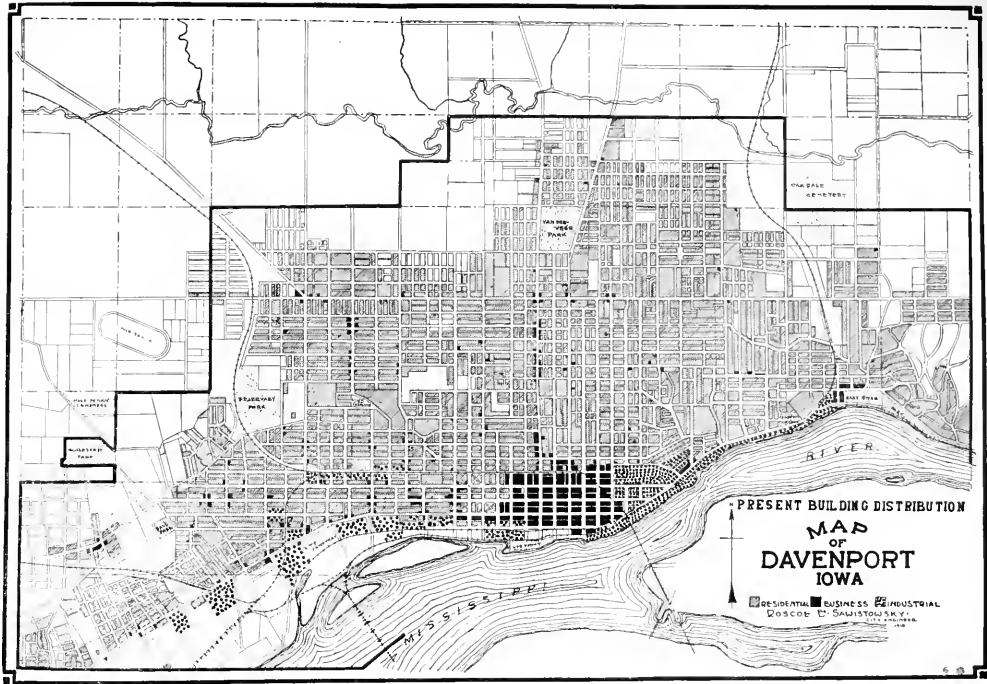


PRESENT BUILDING DISTRIBUTION

MAP  
OF  
DAVENPORT  
IOWA

RESIDENTIAL BUSINESS INDUSTRIAL

ROSCOE E. SAWISTOWSKY  
CITY ENGINEER  
1918

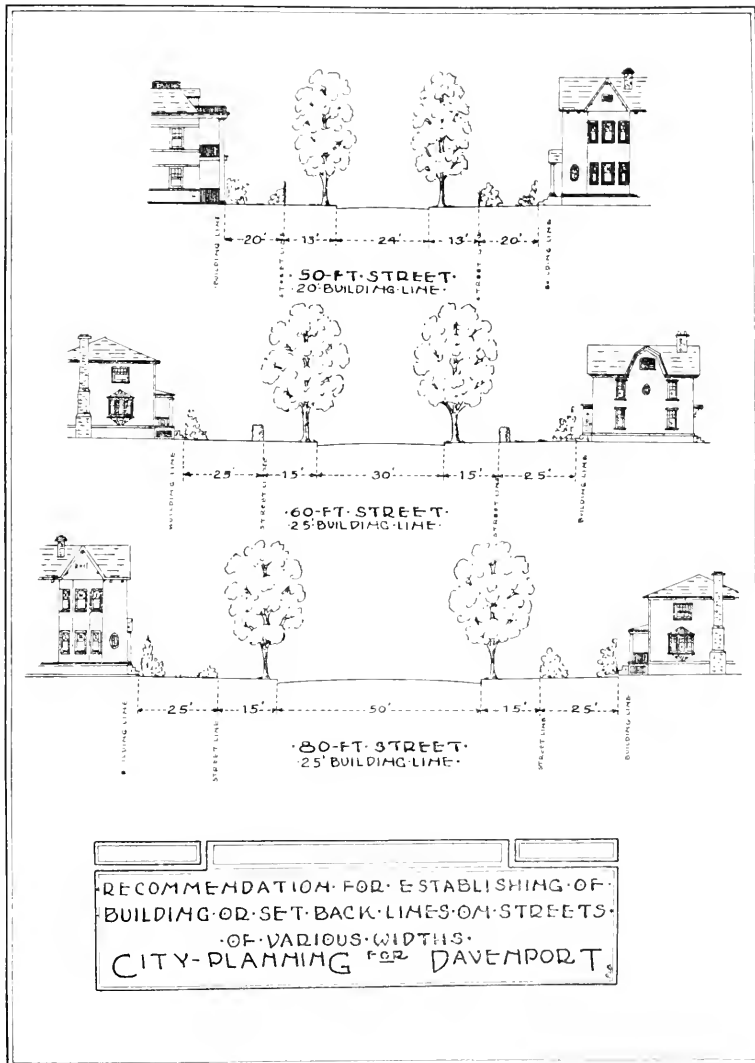


PRESENT BUILDING DISTRIBUTION

**MAP  
 OF  
 DAVENPORT  
 IOWA**

[Symbol] RESIDENTIAL [Symbol] BUSINESS [Symbol] INDUSTRIAL  
 DOSCOT & SAWISTOWSKI  
 CITY PLANNERS  
 1918





RECOMMENDATION FOR ESTABLISHING OF  
 BUILDING OR SET-BACK LINES ON STREETS  
 OF VARIOUS WIDTHS  
 CITY-PLANNING FOR DAVENPORT

taking away what might be considered by some as their rights and privileges.

The council should establish a building line on the more important thoroughfares, regardless of the sentiment of the property owners, where it is necessary for the future widening of the street when the traffic so demands, or when it is deemed necessary to preserve the attractiveness of a street for the good of the City as a whole.

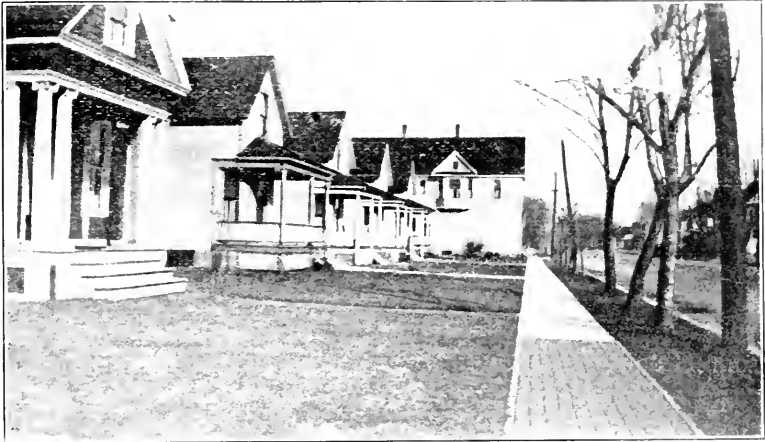
A proposed law to be passed by the State Legislature, authorizing the establishment of building lines, is shown in the appendix.

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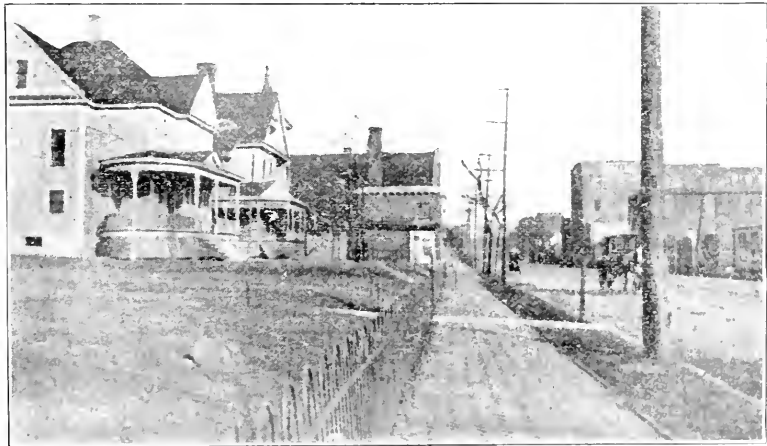
### DISTRICTING OR ZONING.

The advantages derived from a reasonable districting of the City are many. Every citizen of Davenport would gain in health, comfort and convenience, and have the permanency of his home protected, and, if his business or factory is located here, he can be more sure of the value of his property, if, as it is legally possible, by securing enactment of proper laws by the State Legislature, the City were reasonably divided up into restricted building districts. Property values would be conserved, and the City's revenue from taxation would not decrease in certain areas, as has been the case here in Davenport, where the property values in a residential section have been destroyed by the intrusion of business establishments.

"Generally speaking, a building is appropriately located when it is in a section surrounded by buildings of similar type and use. The maximum land values and the maximum rentals are obtained where this segregation and uniformity are most complete." Reasonable districting is essential to the proper development of Davenport, and for the protection of the property owners and citizens who have a right to demand that adequate light, area and occupancy regulations be imposed throughout the City.



Property values destroyed by the projection of a building beyond the natural building line.



Residential property values destroyed by the disregard of the natural building line in a block.

Berkeley, California, has recently passed a Districting Ordinance, creating a basis of classification by means of which the City of Berkeley may be divided into districts within some of which it shall be lawful, and within others of which it shall be unlawful to erect, construct or maintain certain buildings, or to carry on certain trades or callings. There are twenty-seven different classifications of buildings and industrial districts defined.

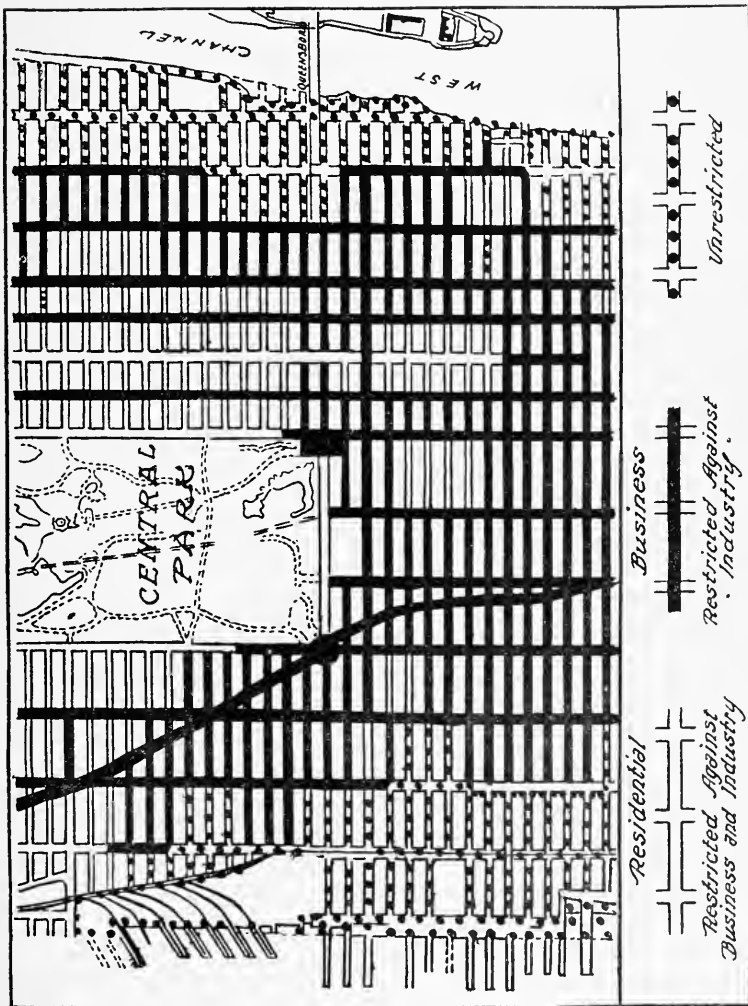
The last General Assembly of Iowa enacted a law giving cities of the third class authority to establish a restricted residence district upon petition of 60% of the property owners residing in said district. Advantage of this Act was taken in Davenport recently, when an Oil Company was contemplating erecting an automobile filling station on one of our main residence streets. Upon advice, the property owners petitioned that their street be established as a restricted residence district. This was done much to the consternation of the Oil Company.

At any time, if the growth of the City should demand it for business purposes, the district, upon petition of 60% of the property owners, can have the restrictions set aside. A copy of the Act will be found in the Appendix. The appendix also contains a copy of the Laws of New York authorizing the districting and zoning of cities.

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### Subdivision of Land.

The subdivision of land into streets and building lots presents the greatest problem of the subdivider. Certain principles must be followed to obtain the most desirable lots for building sites. The lightest grades for traffic, as well as directness are the essentials governing the street lay-outs. Subdividers are united in preferring lots with east and west fronts, in preference to north and south fronts.



MAP OF PORTION OF NEW YORK  
Showing Building Restrictions.

The greater number of streets should lead toward the heart of the City and not crossways. This big mistake was made in laying out New York. The greater number of streets were run east and west, assuming that the greatest traffic would be from river to river, whereas the opposite has happened, most of the traffic being north and south.

Another important principle that should govern a street lay-out in hilly topography, is to run streets wherever possible, at right angles to the contours of the land and not parallel with the contours. A street run parallel with the contours along the side of the hill, gives poor building sites, one side being way up in the air, and the other side considerably lower than the street. The most appropriate lay-out for streets is where they run at right angles to the contours of the land. The lots on each side will be approximately the same elevation, in reference to the street, and with a little leveling they provide very desirable building sites, each house being a little higher than its neighbor, and separated by terraces, as they go up the hill.

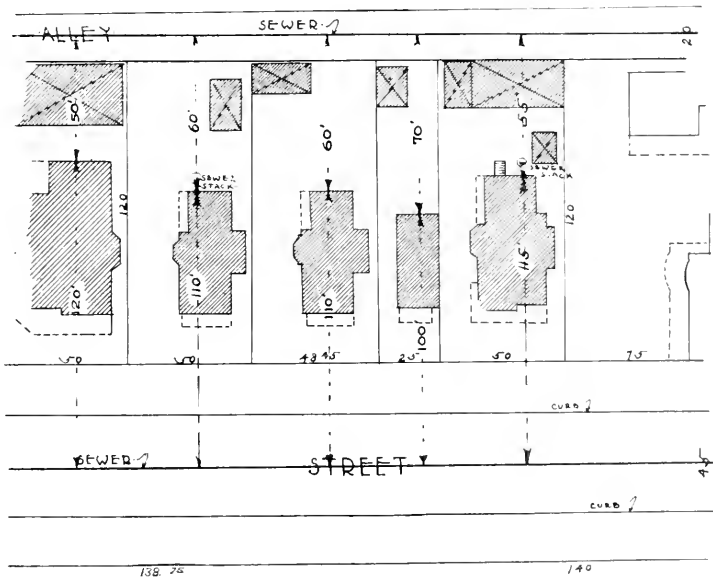
In planning the location for the streets in the unplatted territory to be annexed, the foregoing has been kept in mind. The great majority of the lots will have east and west fronts. The north and south streets, leading towards town, are planned to be more frequent, as they will be the line of maximum travel, and the east and west streets, being spaced farther apart, not to exceed 660 feet, or eight blocks to the mile. Where possible, the streets running north and south have been spaced 16 to the mile, which will give a block standard of 270 feet by 600 feet, which, with a 20 foot alley through the center longitudinally, will give a lot depth of 125 feet, a very desirable depth for a lot.

Existing streets and rough topography were also controlling points, to a considerable extent, in planning the proposed lay-out for the streets in this unplatted section.

ARGUMENT FOR LOCATING SEWERS  
 WATER AND GAS MAINS IN THE ALLEYS  
 INSTEAD OF IN THE STREETS

THE DISTANCE FROM THE REAR OF THE AVERAGE HOUSE TO THE  
 CENTER LINE OF ALLEY IN THE BIG MAJORITY OF CASES BEING  
 SHORTER THAN TO THE CENTER LINE OF STREET.

THE COST OF CONNECTION WOULD THEREFORE BE CONSIDER-  
 ABLY LESS.



PLAT.  
 SHOWING RELATIVE DISTANCES  
 FROM  
 SEWER STACK  
 TO  
 SEWER IN ALLEY AND IN STREET  
 FOR THE  
 AVERAGE LOCATED HOUSE  
 ON A LOT 120-FT. DEEP  
 CITY ENGINEER'S OFFICE  
 JAN 1917 SCALE 1"=40'

### **Hickory Grove Road.**

This street should be widened to 100 feet and parked with a boulevard in the center, similar to Kirkwood Boulevard, from Duck Creek to Locust Street, to connect with proposed Traffic Way, running through Goose Hollow to 8th and Harrison Streets.

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### **Kirkwood Boulevard.**

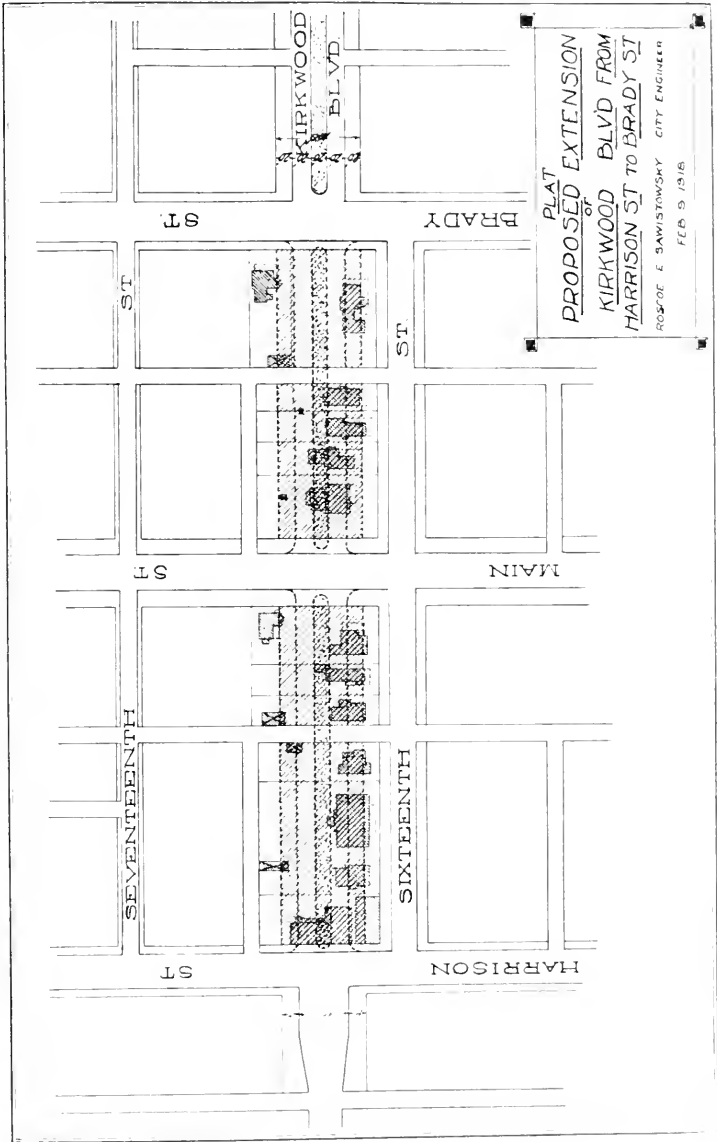
Kirkwood Boulevard comes to an abrupt ending at Brady Street. This should be extended straight through to connect with Sixteenth Street, west of Harrison Street. (See illustration on Page 45.)

If the City had the power of excess condemnation this project would be perfectly feasible as well as profitable for the City of Davenport. Under our present statutes, the improvement would cost the City thousands of dollars, whereas if we had the proper laws, the City would have the power to obtain possession of all the property for one-half block either way, at the present value of the property. They could then proceed to make the improvement, move the houses around to front on the new boulevard, and sell them at a greatly enhanced value, due to the extension of the boulevard. This would then give a direct drive through what would be a high-class residential section, from Marquette Street to Fulton Avenue and Jersey Ridge Road, a distance of  $2\frac{1}{2}$  miles.

In the improvement of Kirkwood Boulevard, the opportunity for obtaining one of the finest drives in this City is presented.

Kirkwood Boulevard, as now laid out, extends from Brady Street to Jersey Ridge Road, a distance of 8,360 feet, or 1 7-10 miles. Less than one-half of this street is improved. The portion from Bridge Avenue to Jersey Ridge Road, a distance of 4,600 feet, is unimproved. From Brady





Street to Bridge Avenue, Kirkwood Boulevard is 100 feet wide from property line to property line. The parking in the center of the street is 20 feet wide, with a strip of brick paving 20 feet wide on either side, leaving a distance of 20 feet from curb line to property line. The sidewalks are located two feet from the property line, leaving a wide boulevard for planting between the walk and curb.

It is proposed that the same section (See illustration on Page 49), as now constructed, be extended through to Jersey Ridge Road. This will necessitate widening Kirkwood Boulevard, which is now platted, 80 feet wide from Bridge Avenue to Eastern Avenue, by acquiring approximately 10 feet on either side to make it a width of 100 feet. At all angles, curves of ample proportion should be used. It is understood that the property owners on both sides are willing to deed the City this 10-foot strip, or whatever is necessary on either side, to properly widen the boulevard to 100 feet. Parcels shaded should be acquired by the City as soon as possible, before costly improvements are made, and before the land increases in value. To bring this street to grade ready for paving will require, approximately, 62,200 cubic yards of filling.

The estimated cost of paving Kirkwood Boulevard is \$59,166.30, to be either assessed according to our present method of distributing the cost over abutting property and non-abutting property not exceeding 300 feet, or by creating a special improvement district to cover an area extending from Fulton Avenue to Locust Street. In Des Moines recently, the Courts upheld the action of the City in establishing an assessment district for the opening of a new boulevard similar to Kirkwood Boulevard.



ONE OF THE RESIDENCE STREETS — KIRKWOOD BLVD.



BOULEVARD IN MCCLELLAN HEIGHTS

### RECAPITULATION COST TO CITY.

62,200 cubic yards filling @ 30c.....	\$18,660.00
Acquiring property by condemnation between Christie St. and Jersey Ridge road.....	13,270.00
Cement sidewalk intersections.....	432.00
	<hr/>
Total cost to City.....	\$32,362.00

### Cost to Property Owners.

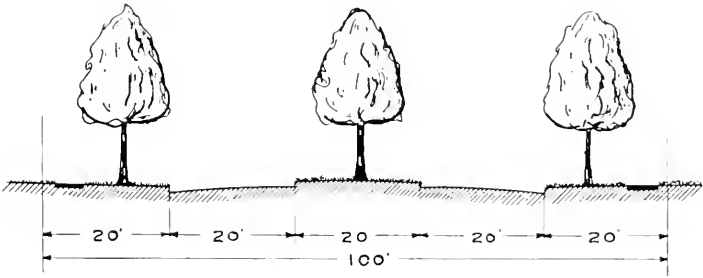
Paving .....	\$59,166.30
Planting trees, etc. ....	1,000.00
Sidewalks .....	4,800.00
Total cost to property owners.....	64,966.30
	<hr/>
Total cost of improvement.....	97,328.30

At present, the Chicago, Milwaukee & St. Paul Railroad crosses Kirkwood Boulevard with a wooden trestle 96 feet long. The proposed grade for Kirkwood Boulevard will allow ample clearance below the present railroad grade, which will not need to be disturbed.

Illustration on page 49 shows a suggested treatment of the proposed fifty foot girder spans as flat concrete arches. When the time comes, the City should require that the design and length of spans should be essentially as shown on plan. A series of shorter spans would greatly obstruct the view around the curve which starts on the east side of the railroad.

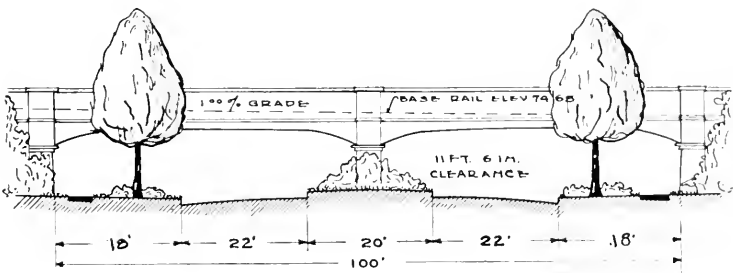
Illustration on page 47 shows the proposed location of Kirkwood Boulevard from Christie Street to Jersey Ridge Road and the properties to be condemned.

The Assessor's assessed values of the properties abutting along the proposed improvement of Kirkwood Boulevard show a total of \$120,160 present assessed value, from which the City receives taxes on fifty per cent, which would be, approximately, \$1,200.00 per year taxes. A conserva-



CROSS-SECTION  
KIRKWOOD B'L'VD  
AS NOW CONSTRUCTED FROM  
BRADY ST. TO BRIDGE AVE.

THIS SAME SECTION TO BE CONTINUED TO JERSEY RIDGE RD



PROPOSED NEW BRIDGE  
OVER  
KIRKWOOD B'L'VD  
TO BE BUILT BY THE C. M. & ST. P. R.R.  
SCALE 1" = 16' FEB 21, 1918  
CITY-PLANNING FOR DAVENPORT

tive estimate of the enhanced value of these properties after improvement would mean an additional revenue to the City in taxes of not less than \$6,000.00, and this pertains only to the enhanced value of property abutting, whereas such an improvement would enhance value of all property, more or less, confined within the area from Fulton Avenue on the south, to Locust Street on the north; from Bridge Avenue on the west to Jersey Ridge Road on the east.

It is reasonable to assume that within a period of not to exceed ten years, properties within said area would be improved and developed and would increase in value so that the City should be receiving in revenue \$10,000 per year in taxes.

As shown in report, the approximate cost to the City for improvement outlined is, approximately, \$32,000, and by investment of this amount as shown by report, the City, by receiving the increased revenue derived from such improvement would be reimbursed for same in a short period of years, as well as the beautifying and improving of a large area of territory.

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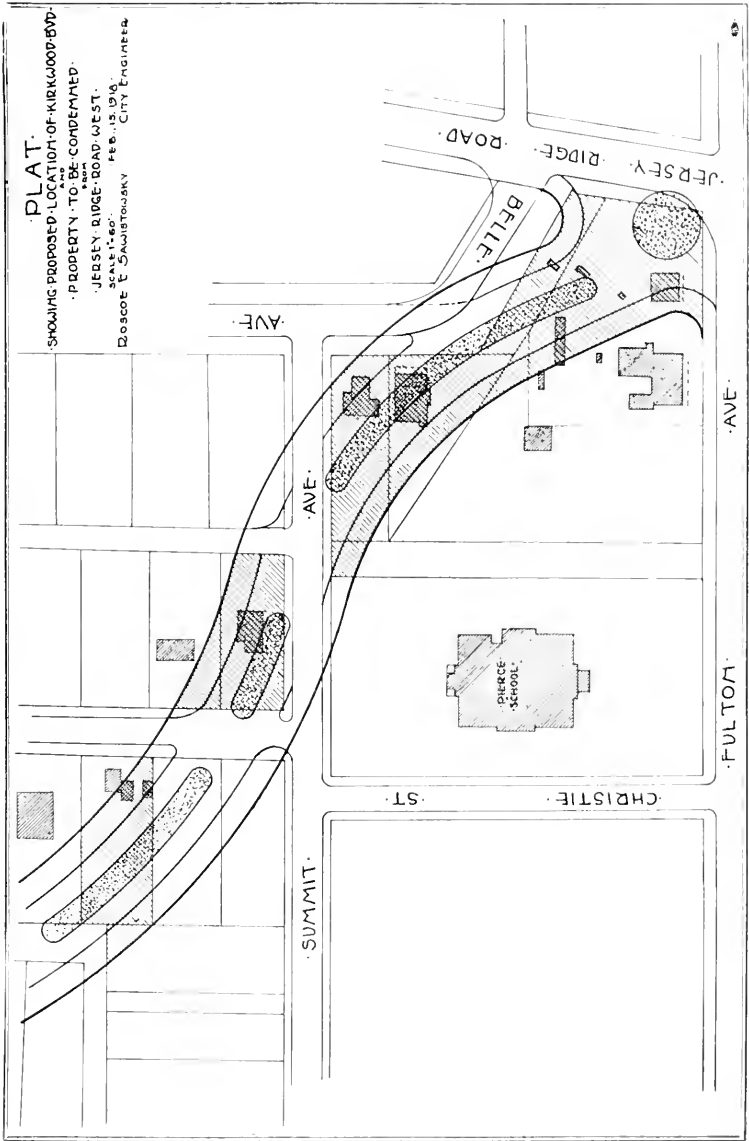
#### **Miller Avenue.**

This street opening from High to Henry Streets is badly needed in this section, and since the property is not built up and only one small house in the road, the cost to the City would not be large at this time, whereas such might not be the case after buildings are built along the land to be taken.

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#### **Apportionment of Assessments for Street Openings.**

The proportion of cost in any street widening or extension, which should be borne by the City and by the prop-

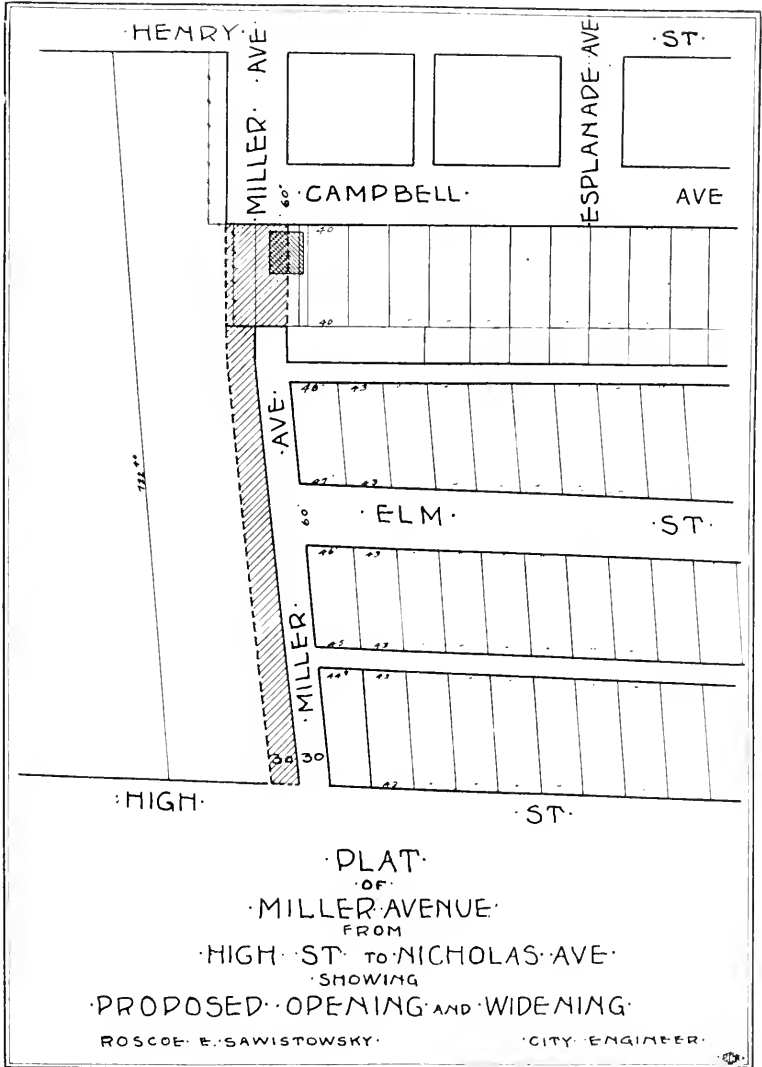


erty owners, differs according to individual improvements. The following is from a paper by Nelson P. Lewis, chief engineer of the Board of Estimate and Apportionment of New York City.

“We must determine to what extent the benefit will be strictly local, in what degree it will extend to a larger tributary area, and again, how much it will mean to the entire city or metropolitan district. In the case of residential streets, the purpose of which is to give light, air and access to the developments located upon them, the benefit will be entirely local, and the entire cost can properly be imposed upon the abutting property. When a highway is given a more generous width in the expectation that it will be called upon to accommodate a certain amount of through traffic, the benefit is more extended and the assessment in such a case may be prolonged to a line midway between it and the next street or more than residential width. The major part of the cost, however, should be confined to the abutting property, so that the cost to it should be somewhat more than that of the narrower streets. In the case of arterial thoroughfares, or in that of the first street to be opened through an undeveloped territory, the effect of which will be to give access to, and to stimulate the development of a large area, the district of benefit will be correspondingly enlarged. Again, in the case of thoroughfares of exceptional width, which it is proposed to treat as boulevards, the entire city or metropolitan district will be substantially benefited and should bear a proportion of the expense. In fact, the State itself may derive an advantage which would justify its assumption of a portion of the cost, but the disposition to recognize such an obligation on the part of the Commonwealth is exceedingly rare, even though a great city within its limits may, through its large taxable values, contribute the larger part of the State’s revenues by which its rural highway system is maintained.

In the case of parks, this same principle might be ap-





plied. Some small parks are of strictly local benefit, and their cost could properly be placed upon the district in which they are located.

In the case of street widening or the cutting through of new streets, the local advantage is less marked, though it will always follow. The mere fact that a widening or extension is required to accommodate traffic is conclusive evidence that the street has assumed more than local importance. The width of the roadway as widened is not an index of its local or general importance. There may be cases where the opening of a new street of a width commonly given to local streets and extending for a very short distance would, on account of its strategic position, be of very great general and of little local benefit."

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### EXCESS CONDEMNATION.

Davenport needs badly the power of "Excess Condemnation." This would require an amendment to the State Constitution and the passage of proper laws by the State Legislature giving cities and towns the power of "Excess Condemnation."

At present we are limited in opening or widening any street or boulevard to the precise land needed for the specific public improvement. "Excess Condemnation" is the taking of more land than is needed for a public improvement and later the surplusage sold at a profit, due to the increased value of the land abutting on the improvement.

In the opening or widening of streets there are more or less small tracts, or remnants left, many of them of such shape and size as to be entirely unsuited for the erection of proper buildings unless, and until, these remnants have been united with the adjoining properties, generally with those in the rear, which are thus enabled to extend out to the new line. This re-arrangement is seldom effected, due

to the conflicting interests of the property owners. It is often difficult to assess many of these irregular lots, or remnants, for benefits, though they often sell for more than the original value of the lot.

\*“Excess condemnation is the acquisition through condemnation proceedings by the governing agency, for example, a city, of more land than is actually needed for a public improvement, such as boulevard, park, street or playground, in order to meet the expense of this improvement later by the sale or lease of the surplus. The taking of too great a surplus of abutting land or property is prohibited and the subsequent re-sale or lease of such parts as are not needed is carefully guarded by restrictions for the protection of the improvement, such as regulations defining the size and shape of lots to be re-platted and the type of buildings to be erected thereon.

This purpose, for which the city claims the land named is needed, must be one which will manifestly promote the convenience, health, prosperity and general welfare of the whole community, in the long run. The demand must not be made to serve the interests of a special section or a special class. It must be plainly based on the public welfare, interpreting that phrase in the light of the conditions of community life at the time.

By the application of the principle of excess condemnation, owners whose property is condemned receive full value for their property at the time of condemnation, but not the improved value. The latter, representing a normal increase on an investment of the entire city, accrues to the city, thus frequently relieving the taxpayer from any assessment for the improvement.

Excess condemnation not only enables the city to make improvements, such as opening new streets, at practically no expense to the taxpayer, it also insures the success of

\*City Planning for Newark.

the improvement by the proper treatment of the abutting property. Instead of a medley of handsome residences, ramshackle tenements and unsightly stores fronting a beautiful boulevard, there are buildings which, by their correspondence with the whole scheme, ensure its natural development and permanence. In other words, under excess condemnation, the improvement is treated as a unit, not as an accident.

Excess condemnation implies, therefore, the city's right to profit by its own investments in preference to its exploitation by a few individuals; permanent benefit to the entire community with injustice to none; utilization of small and irregular plats which otherwise cannot be successfully treated; the development of the improvement as a unit instead of as a series of unrelated accidents. Excess condemnation is the first and essential step in city planning, and the sine qua non of its success.

In Europe excess condemnation has had a long history. By the application of this principle, Paris built the Avenue de L'Opera, Vienna the Ringstrasse, and London has carried through a long series of street improvements dating from the completion of Garrick Street in 1861, when 72% was realized through the sale of surplus land, to the present time. The most notable of these achievements was the completion of the Kingsway in 1905. This magnificent highway, cutting through some of London's most congested districts, connects North and South London through the great commercial centers of Holborn and the Strand. It was evolved from a "chaos of rookeries," at a cost of over \$25,000,000, and is likely to involve no financial burden whatever to the taxpayers, according to the statement of the London County Council. This is particularly significant as it involved the expense of re-housing a large number of people of the laboring class.

This policy of realizing at least a part of the cost of the improvement from the sale of surplusage is known as "re-

coupment." In all the street improvements initiated by the London Council, a varying per cent of the cost has been met by the application of this principle. In one instance, the improvement of Northumberland Avenue completed in 1876, the city made an actual profit of nearly \$600,000 over the cost of land and improvement.

New York, Massachusetts, Pennsylvania, Maryland, Ohio and Virginia have statutes permitting the exercise of this power. Hartford has incorporated a clause in her new charter authorizing the practice. In Wisconsin, cities of the first class have the right to purchase excess land, but not to acquire it by condemnation proceedings.

Excess condemnation seems not to have been practiced in this country, except in the case of the acquisition of remnants, and even then always with the property owner's consent. A successful example of the application of remnant taking was the acquisition by New York City of remnants of property condemned for the construction of the Center Street subway at Canal Street. After building the subway and retaining the necessary space for entrances, the city sold the property at auction, subject to the easement and reserving the space needed for entrances, at a price so near the original purchase price that the easements and the space for station entrances involved almost a nominal expense.

"Constitutional Amendment No. 1, adopted by the voters of the State of New York by substantial majority at the recent election, makes possible in all cities of the state the power of excess condemnation. It reads:

"The Legislature may authorize cities to take more land and property than is needed for actual construction in laying out, widening, extending, or relocating parks, public places, highways or streets; provided, however, that the additional land and property so authorized to be taken shall be no more than sufficient to form suitable building sites abutting on such park, public place, highway or street.

After so much of the land and property has been appropriated for such park, public place, highway or street as is needed therefor, the remainder may be sold or leased."

This is based upon the recent Massachusetts Constitutional Amendment, and will be of tremendous assistance in readjusting street systems, constructing adequate bridge and other approaches, and in the expansion of parks and playgrounds.

One case in Davenport the street was to be widened by the taking of 12 feet off of the front of the lot. A house worth \$800.00 projected two feet out over the new proposed street line. Appraisers allowed the owner damages of \$800.00, the City to take the house and dispose of it by auction. If we had had the power of excess condemnation the City could have taken the whole property for about \$1,000.00, had the house moved back on the lot at a small expense, and then the City could have probably resold the property for more than the cost appraised. In the above case the City paid \$800.00 for the house and sold it at auction for \$25.00 to a man who moved it onto another lot, the property owner getting \$800.00 and retaining the lot, on which he intends erecting a modern dwelling.

The following is an example of what occurred in New York: There was property 100 feet deep valued at \$11,000. The City took 30 feet off of the front of the lot. The owner was allowed \$11,000 damages. He later sold the remainder of the lot for \$12,000 after the improvement was completed.

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### FINANCE.

The funds required to meet all improvements are necessarily provided for in one of two ways; either by taxes or by borrowing money and issuing bonds. Both of these methods have their limitations; the amount of the bonds is

DIAGRAM SHOWING NET INDEBTEDNESS OF CITIES IN IOWA AT THE CLOSE OF 1916  
 DIAGRAM INDICATES NET INDEBTEDNESS PER CAPITA

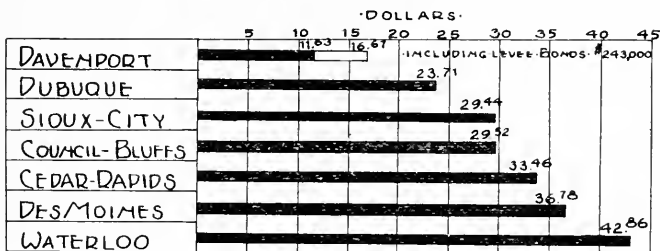
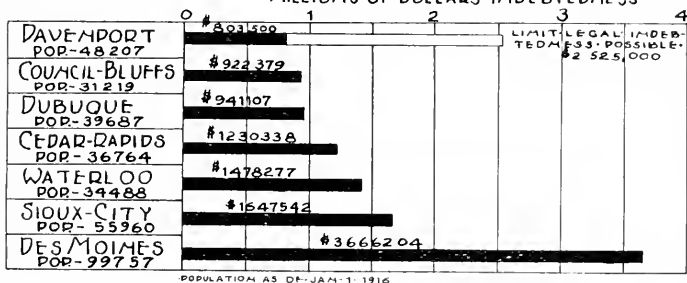


DIAGRAM SHOWING NET INDEBTEDNESS OF CITIES IN IOWA - 1916  
 MILLIONS OF DOLLARS INDEBTEDNESS



THE LIMIT OF LEGAL INDEBTEDNESS FOR DAVENPORT WOULD BE 5% OF THE ASSESSED TAXABLE VALUE OF PROPERTY - \$505,028.60

DIAGRAMS  
 SHOWING DAVENPORT'S INDEBTEDNESS  
 WITH OTHER CITIES IN IOWA  
 TO ACCOMPANY REPORT  
 CITY PLANNING FOR DAVENPORT  
 ROSCOE E. SAWISTOWSKY, CITY ENGINEER

limited by the statutes establishing the debt limit, and in most cases there is a limit placed on the rate of tax.

Comparing Davenport's bonded indebtedness with other Iowa cities, we find it is relatively small.

The present bonded indebtedness of Davenport, including \$243,000.00 of Levee Bonds, is only \$803,500.00, or \$16.67 per capita. The limit of legal indebtedness allowed is 5% of the total assessed value of taxable property—in the City of Davenport, \$50,502,860.00. So it would be possible for the City to go into debt for public improvements to the extent of \$2,525,000.00 or an increase of \$1,721,500.00 over the present indebtedness.

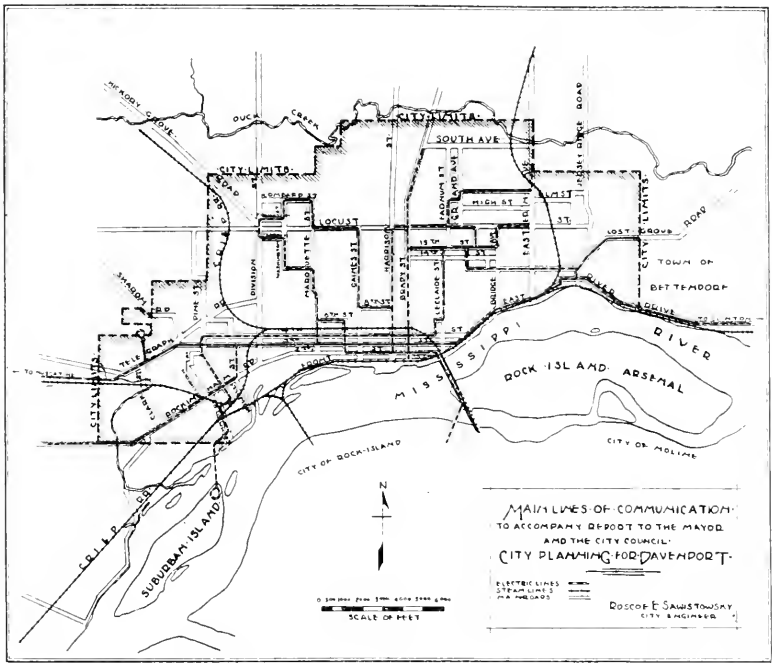
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### TRANSPORTATION.

Thoroughly economic and satisfactory transportation facilities will not be provided in any City until the street planning and street railway authorities work hand in hand in planning extensions and improvements. Some difference in opinion exists among city planners as to which is of greater importance, the street or the railway, but it does not seem that any City would make much progress if it did not have both, and as both are undoubtedly essential, they should be considered as directly related and interdependent in any scheme of town planning. Street systems have expanded more or less arbitrarily without any consideration for their practical availability for purposes of general transportation, and the rapid transit engineers are everywhere confronted with extraordinarily complex and costly work in providing the transportation facilities now demanded by the public. A street car system should not only keep pace with the growth of the City, but it should also keep in advance of it.

Good street car service means not only a sufficient number of cars in service, but also the use of the right streets





to give good connections, and that will provide the minimum points of interference. For rapid transportation there should be as few curves as possible.

There were 14,558,000 paid fares on all the street car lines in the City of Davenport in 1917, and 12,827,078 in 1916.

It will only be a short time when the City authorities and the street car company will have to consider plans for extending materially the car lines within the City of Davenport.

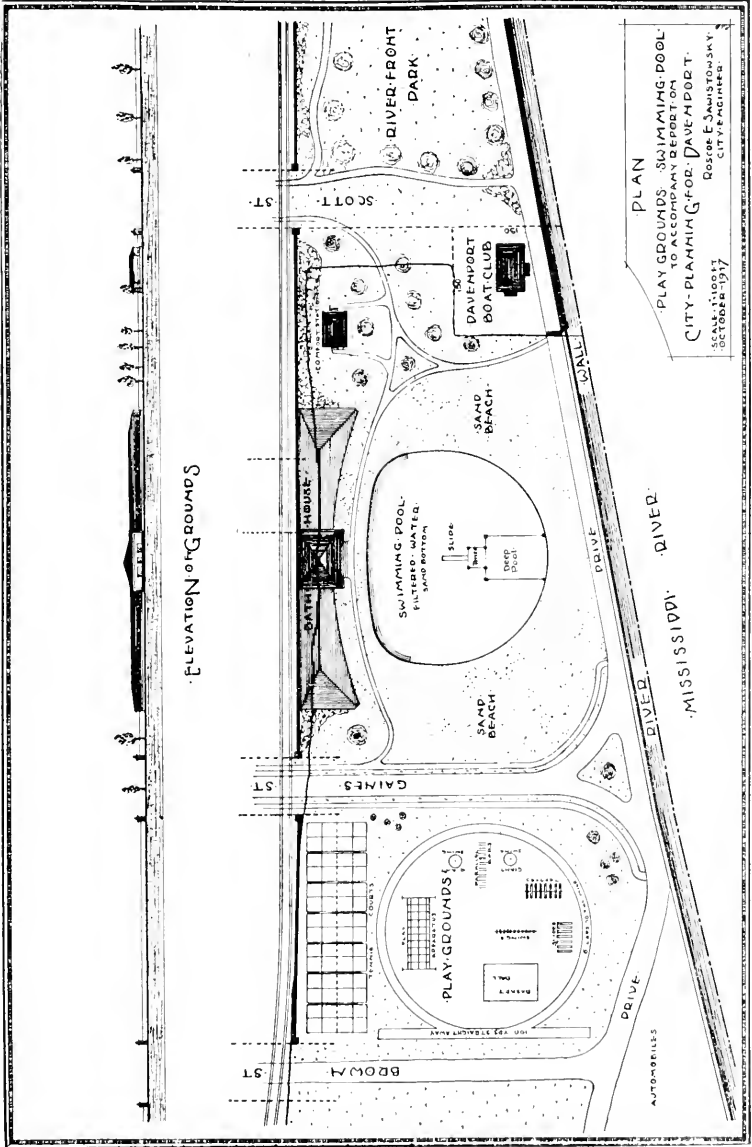
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### THE GROUPING OF PUBLIC BUILDINGS.

For economy of administration and no less for civic dignity, pride and public convenience, a City's public and semi-public buildings should usually be grouped around a common center. This not only may provide a fine open breathing spot with restful shade and refreshing fountains, but will give proper perspective to each building, and while providing for concentration of city business, effectually prevents congestion.

Realizing in addition that such orderly and dignified arrangement, while stimulating civic pride, has proved of vast commercial value, many cities are paying large sums to tear down whole blocks to accomplish this purpose in a worthy manner.

Our present City and County buildings, Postoffice, etc., are of ample size for many years to come, so it is not deemed necessary at this time to suggest a plan for the grouping of Public Buildings, as the construction of new buildings is not contemplated.



### BATHING BEACH.

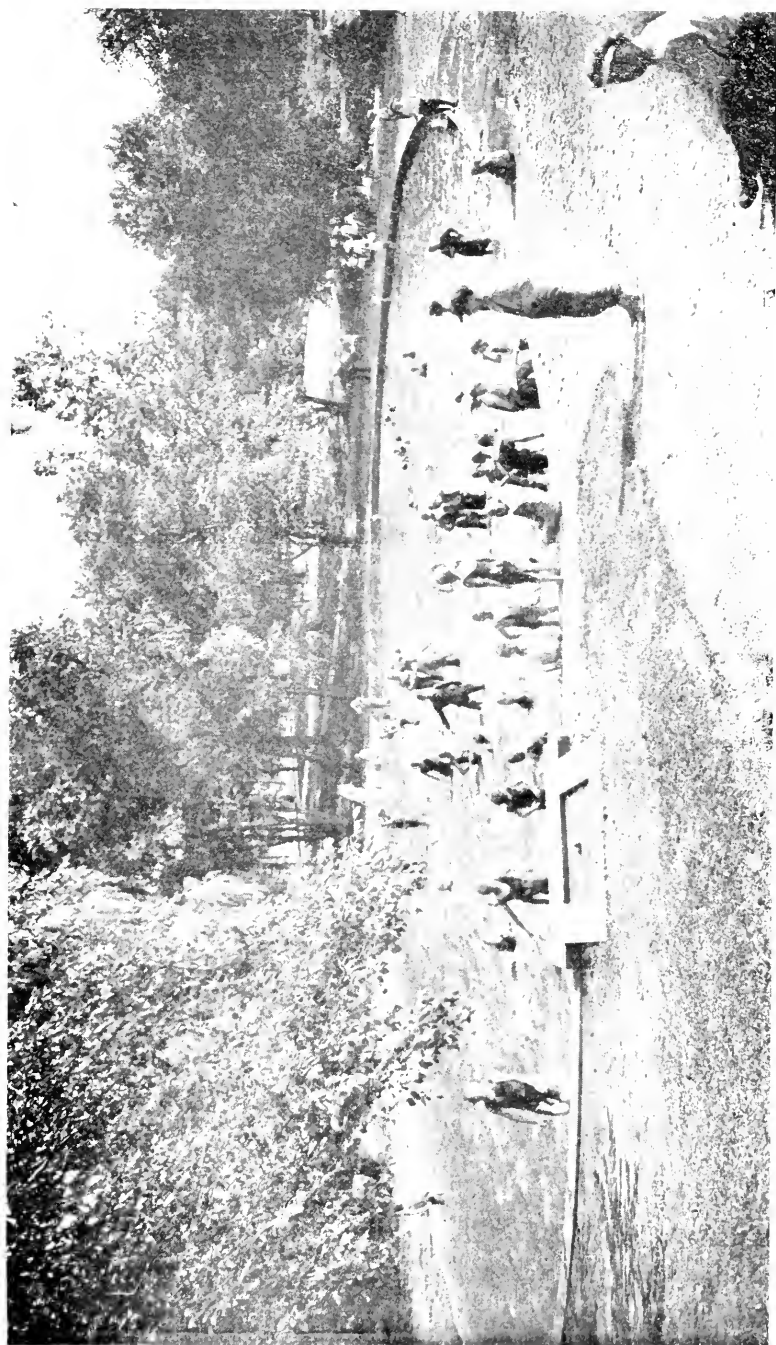
In a City the size of Davenport, it is surprising that no successful effort has been made to provide a bathing beach. Situated on the bank of the mighty Mississippi River yet we have absolutely no facilities for this form of sport and recreation for the people of Davenport. The so-called bathing beach at Suburban Island is a poor imitation, badly located down-stream, the water being polluted by the many sewers flowing into the river above. Many sicknesses have been reported as coming directly from bathing there. Aside from the filthy condition of the water, it is dangerous because of the swift current, and is unsatisfactory due to varying stages of the river.

The nearest natural bathing beach is at Campbell's Island reached after a one and one-half hour, ten-mile trolley ride. The time and trouble necessary to reach this place makes it unpopular with the majority of Davenporters.

A bathing beach could easily be constructed down on the levee front between Gaines and Scott Street at a nominal expense, which would be of easy access to all the people of Davenport. This beach, if operated by either the Levee Commission or the Park Board, as is done in other cities, would be a source of revenue, and would pay for itself in two years, if necessary.

To anyone who has witnessed the activities at the wading pools in either Vander Veer or Fejervary Parks, on a hot day, it need not be argued that a bathing beach for the grown-ups would be popular. The problem will be to provide one that will be big enough to accommodate the crowds.

The cost is estimated at about \$50,000, or one dollar per capita—a small sum to spend for such a worthy cause.



WADING-POOL — VANDER VEER PARK

### ANOTHER BRIDGE NEEDED.

The three cities, Davenport, Rock Island and Moline, situated as they are, really one unit with opposite frontage of several miles on the Mississippi River, and with only one way of communication, a narrow bridge allowing only one line of travel each way, will need, if not now, in the near future, another bridge. An ideal location to best serve the business districts of both cities would be from the foot of Ripley Street in Davenport to Fifteenth Street in Rock Island.

As a general proposition, drawbridges should be so close together as to virtually operate as one bridge, or they should be so far apart as to permit of a boat or tow maneuvering between the two bridges, in order to make landings at Davenport or Rock Island.

A High Bridge, with long approaches would be the less objectionable to navigation interests, and would do away with any delays to traffic over the bridge occasioned by boats passing through the draw.

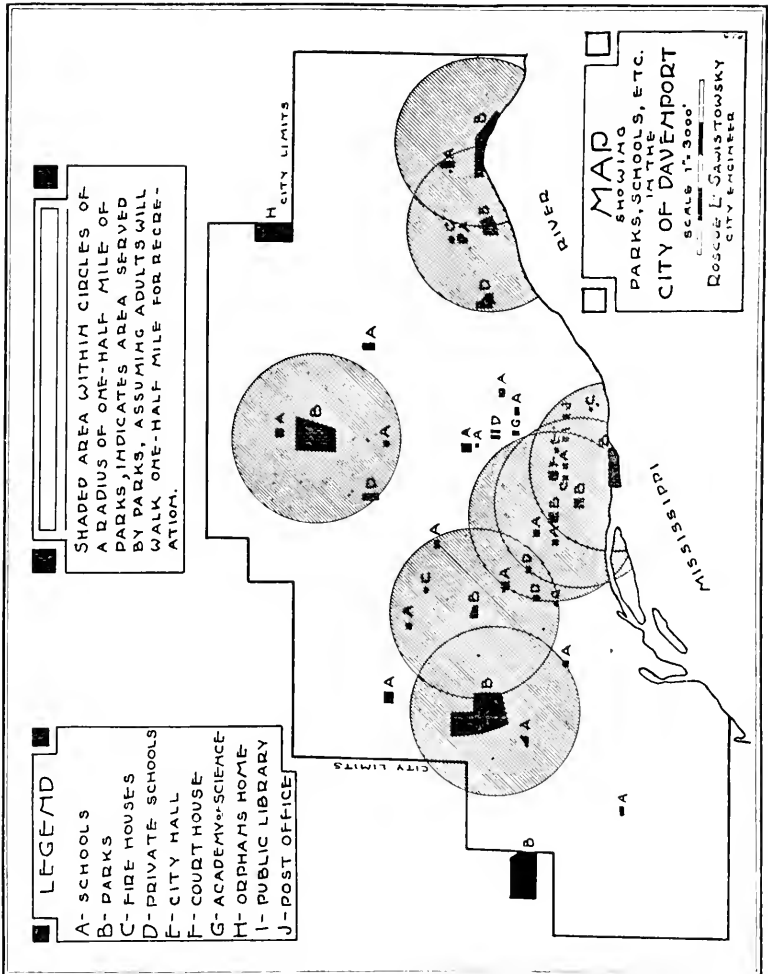
A tunnel under the river bed through solid rock, would be feasible, and no doubt less expensive than a bridge, which, exposed to the elements, needs constant inspection and repairs.

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### PARKS AND PLAYGROUNDS.

Davenport has at present eight City owned parks valued at \$1,007,500.00 distributed as shown on accompanying map. The total area of parks at present is 107.45 acres, or, approximately, one acre of park for every 500 inhabitants.

"Study of the subject of park areas has led experts to announce as a hand "rule of thumb" that the subdivided portions of a city ought to have neighborhood parks, if possible, not more than one-half a mile from any residence, and that this area ought to be equal to 5 per cent of each division of the city. Probably in no city are the parks so dis-



tributed because too often the acquisition of parks is left until the only available land is far from the densely populated districts of the city."

Our present city area is 5625 acres. According to the above rule, five per cent of this area for parks would be 281 acres, or one acre of park for every 200 inhabitants, so at the present date our park area is below the standard. The Board of Park Commissioners has well under way the condemnation of Suburban Island for park purposes. This island has an area of 271.5 acres, and when acquired, the total acreage in City Parks will be 378.95 acres, making one acre of park for every 140 people, which will compare very favorably with other American cities.

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TABLE OF PARKS IN OTHER CITIES.

Name of City.	Population 1910.	Population per acre of parks.
Kansas City, Mo. ....	248,381	120
Seattle, Wash. ....	237,194	371
Denver, Colo. ....	213,381	205
St. Louis, Mo. ....	734,667	268
Hartford, Conn. ....	98,915	147
Lynn, Mass. ....	89,330	84
Memphis, Tenn. ....	131,105	134
St. Paul, Minn. ....	214,744	153

The only criticism of our present Park System is that they are not sufficiently scattered, or of sufficient number, to serve the whole city. Experts have agreed that one-half mile is the distance adults will walk for recreation and pleasure, and one-quarter mile the limit that children will walk to public playgrounds.

Using this as a basis two-thirds of the City of Davenport is unserved by park facilities. (See Map). Every residence should be within one-half mile of a public park





SUNKEN GARDENS — FEJERVARY PARK

or open space. Suburban Island will make a beautiful park, but it is out of walking distance. Practically everyone that will visit this park will have to go by either street car or automobile. We should have more small parks scattered so as to be within easy walking distance of all our citizens.

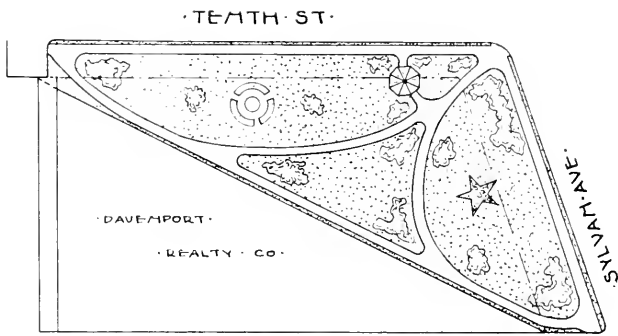
The proposed park along Duck Creek, as suggested by John W. Alvord, would add about 340 acres more for park purposes. The following is from his report to the City Council on the Duck Creek Sewage problem:

“One of the large problems confronting the City of Davenport today is how it may best provide for the rapid development of the Duck Creek District; that is, the area north of Locust Street and extending across Duck Creek for half a mile or more.

This area is the logical district for Davenport to expand into next; it has a beautiful rolling topography and is the nearest to the center or business district of any undeveloped area around the outskirts of Davenport. There is no doubt but that if it is supplied with sewers and properly laid out, this area will quickly become one of Davenport's residential communities.

The town planning of such an area should be done after a well defined, carefully thought out, and conscientiously executed general design; it should not be left to the mercy of a large number of incoordinated real estate promoters' plans, which would only result in a series of rectangular layouts to secure a maximum number of lots without regard to accessibility, traffic, topography, or the cost of drainage or sewage construction. The future more than the present should be kept in mind and be the governing factor for which improvements should be planned.

This area presents an unusual opportunity in street planning, and a study of its possibilities shows that provisions for a long narrow park with drives and lagoons can be usefully laid out on land otherwise valueless for residen



·PLAN·  
·FOR·  
·IMPROVEMENT·OF·PARK·  
·AT·  
·TENTH·ST·AND·SYLVAN·AVE·  
·CITY·ENGINEER'S·OFFICE·  
·SCALE·1"=50'· FEB 21, 1916·

tial development on account of frequent flooding from freshets in Duck Creek.

Duck Creek is a typical meandering prairie stream having flat slopes and ordinarily low velocities of flow. During flood it overflows its banks and flows over a flood plain several hundred feet wide. In a plan of development for this area, it is evident that attention must be given to the problem of handling the flood flows so that the elevation of the flood water may be lowered and the flood plain confined to a narrow belt along the creek.

It is impracticable at this time at least, to build a conduit to carry the flow, and the problem, therefore, reduces to how to carry the flood water with the least injury to the property and with as little expense as possible. It is believed that the creek should be straightened, and in that way a steeper grade secured, but even with this increased capacity, overflowing of the low land will occur, and it is suggested that the city purchase and dedicate a strip along the creek about 600 feet in width for park purposes.

If the city does not purchase this strip of land for park purposes, the creek will never be straightened, and gradually the property owners will encroach upon the flood plain until an unusual freshet occurs with consequent loss of property and perhaps life. Now is the time for Davenport to seize this opportunity.

It would be practicable to build low dams in the creek, which would create lagoons, and with drives flanking the creek on either side, a beautiful parkway would be reserved for public use. The land cannot be safely used for residential purposes, owing to its danger of flooding, and an expenditure of \$50,000 at the present time in this manner will enable the City of Davenport to start an outer boulevard and park system which will be a large asset to the future residents of this district."

## APPENDIX.

**PROPOSED LAW AUTHORIZING THE ESTABLISHMENT OF BUILDING LINES.**

An Act, to Authorize the Establishment of Building Lines on Streets in Cities Which Now Have, or May Hereafter Have 30,000 or More Inhabitants, and to Provide the Manner in Which Damages and Benefits May Be Determined and Paid.

Be It Enacted by the General Assembly of the State of Iowa, as follows:

Section 1. The word "street," as used in this Act, means any public highway, esplanade, boulevard, parkway, square or street, or any part or side, or part of the side, of any of the same.

Section 2. It shall be lawful for any city now having, or which may hereafter have, 30,000 or more inhabitants, to provide by ordinance for the establishment of building lines on any public street or highway. Such building line shall be established by the same procedure as that provided by law in such city for the acquiring of land for the opening of streets. After the establishment of any such line no building or other structure shall be erected, reconstructed or substantially repaired, and no new buildings or other structure or part thereof shall be re-erected within said lines so established.

Section 3. Whenever and wherever a building line shall be established as aforesaid, all structures extending within such building lines shall be required to conform to the new line within a period of not more than 25 years from the time of establishing said lines; such time to be provided in the ordinance providing for the establishment of such line. At the expiration of the time limit in which all structures are so required to conform to the new building line, the proper municipal authorities shall proceed in the manner

then provided by law relating to condemnation proceedings by such cities to remove all structures then within such line; provided, however, that all owners of property so affected shall receive due notice and hearing in the manner then provided by such law in the determination of the additional damages sustained by the removal of such structure then within the building line.

Section 4. In payment for the real estate, improvements and easements to be taken and acquired for the establishment of such building lines as are herein provided and of the damages sustained thereby, benefits shall be assessed and collected in the same manner as provided by law in proceedings in any such city for the acquiring of lands for the openings of streets.

Section 5. This Act shall not limit or abridge any power now or hereafter conferred by law on such cities to establish building lines, or take any property or any interest therein by eminent domain.

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### PROPOSED CONSTITUTIONAL AMENDMENT GRANTING POWER OF EXCESS CONDEMNATION.

Submitting to the Qualified Voters of the State of Iowa an Amendment to the Constitution Thereof Granting to the State, Municipal Corporations and Other Political Subdivisions of the State, the Power of Excess Condemnation.

Section 1. Providing for excess condemnation by the State, municipal corporations and other political subdivisions of the State. Be it Resolved by the House, the Senate concurring therein: At the general election to be held . . . . . an amendment to the Constitution of Iowa shall be submitted to the qualified voters of the State in the following words: Whenever the State, a municipal corporation or any political subdivision of the State

authorized by law to take private for public use, shall appropriate or condemn any private property for any public use whatsoever, or when the State, a municipal corporation or any political subdivision of the State authorized by law to take private property for public use in furtherance of such public use, shall provide for any public work or improvements which shall damage or benefit private property, the State, municipal corporation or any political subdivision of the State authorized by law to take private property for public use, may provide for the appropriation in fee by the State, municipal corporation or other political subdivision of private property, or any easement or use therein in excess of that actually required for such specific purpose, under such conditions as shall be prescribed by the Legislature or General Laws of the State, or as prescribed by the charter and ordinance provisions of any such municipal corporation operating under special charter, and such excess property, or right therein, so acquired by the State, municipal corporation or other political subdivision, may be sold, leased or otherwise disposed of by it, under such terms and conditions as may be prescribed by the laws of the State and the charter and ordinance provisions of any municipality, corporation or other political subdivision, and this right of the State, municipal corporation, or other political subdivision to acquire and sell such excess property, is hereby declared to be a public use; provided, however, that such excess shall be condemned, and compensation therefor ascertained in the same proceeding, and in the same manner as near as may be, as the private property, easement or use actually needed, as aforesaid; and provided, further, that the value of such excess shall be paid for by the State, municipal corporation, or other political subdivision, as the case may be.

## PROPOSED LAW AUTHORIZING CREATION OF CITY PLAN COMMISSION.

An Act to Provide for City Plan Commissions in Cities, Towns and Villages of This State, Which Have a Population of 10,000 or More, Providing Funds for Same, and Defining the Powers of Such Commissions.

Be It Enacted by the Senate and General Assembly of the State of Iowa:

1. That any city, town or village having a population of 10,000 or more is hereby authorized to appoint a City Plan Commission.

2. The City Plan Commission shall consist of six citizens, all of whom shall reside in such municipality, and who shall be appointed by the Mayor, each for a term of three years; the Mayor, City Engineer and Commissioner of the Board of Public Works to be ex-officio members of the Commission; provided, however, that in the first instance two of the appointments shall be for three years, two for two years and one for one year. Appointments to fill vacancies shall be for the unexpired term only.

3. Such Commission shall serve without pay, and it shall be the duty of such Commission to prepare, from time to time, plans for the systematic development and betterment of such municipality as a place of residence or for business. It shall have the power and authority to employ clerks and a secretary, and to pay for their services, and to pay for such other expenses as such Commission may lawfully incur, including the necessary disbursements incurred by its members in the performance of their duties as members of said Commission.

The said City Plan Commission may consider and investigate any subject matter tending to the development and betterment of such municipality, and make recommendations as it may seem advisable concerning the adoption



thereof to any department of the municipal government, and for any purpose make, or cause to be made, surveys, plans or maps.

Before final action shall be taken by any municipality or department thereof on the location and design of any public building, statue, memorial, park, parkway, boulevard, playground, public grounds or bridge, such question shall be submitted to the City Plan Commission for investigation and report.

4. All plans, plats or re-plats of lands laid out in lots or plots, and the streets, alleys, or other portions of the same intended to be dedicated to public or private use, shall first be submitted to the City Plan Commission and approved by it, before it shall be recorded. Such plan, plat, or re-plat having indorsed thereon the approval of the City Plan Commission shall then be submitted for action to the Mayor and City Council. It shall be unlawful to receive or record such plan, plat or re-plat in any public office, unless the same shall bear thereon, by indorsement or otherwise, the approval of the City Plan Commission, and the Mayor and City Council. The disapproval of any such plan, plat or re-plat by the City Plan Commission shall be deemed a refusal of the proposed dedication shown thereon.

5. The City Plan Commission may prepare a plan for regulating by districts the height, bulk, area and use of all buildings in the municipality, in the interests of public health, safety and general welfare.

6. It shall be lawful for the board or body having charge of the finances of any city, town or village, as aforesaid, to appropriate money for the expenses of such City Plan Commission.

The board of estimate and apportionment shall have power to regulate and limit the height and bulk of buildings hereafter erected and to regulate and determine the area of yards, courts and other open spaces. The board may

divide the City into districts of such number, shape and area as it may deem best suited to carry out the purposes of this section. The regulations as to the height and bulk of buildings, and the areas of yards, courts and other open spaces shall be uniform for each class of buildings throughout each district. The regulations in one or more districts may differ from those in other districts. Such regulations shall be designed to secure safety from fire and other dangers, and to promote the public health and welfare, including, so far as conditions may permit, provision for adequate light, air and convenience of access. The board shall pay reasonable regard to the character of buildings erected in each district, the value of the land, and the use to which it may be put, to the end that such regulations may promote public health, safety and welfare and the most desirable use for which the land of each district may be adapted and may tend to conserve the value of buildings and enhance the value of land throughout the city. The board shall appoint a commission to recommend the boundaries of districts and appropriate regulations to be enforced therein. Such commission shall make a tentative report and hold public hearings thereon at such times and places as said board shall require before submitting its final report. Said board shall not determine the boundaries of any district, nor impose any regulation until after the final report of a commission so appointed. After such final report, said board shall afford persons interested an opportunity to be heard at a time and place to be specified in a notice of hearing to be published for ten consecutive days in the City Record. The board may from time to time after public notice and hearing amend, supplement or change said regulations or districts, but in case a protest against a proposed amendment, supplement or change be present, duly signed and acknowledged by the owners of twenty per centum or more of the frontage proposed to be altered, or by the owners of twenty per centum of the frontage immc-

diately in the rear thereof, or by the owners of twenty per centum of the frontage directly opposite the frontage proposed to be altered, such amendment shall not be passed except by a unanimous vote of the board.

The board of estimate and apportionment may regulate and restrict the location of trades and industries and the location of buildings designed for specified uses, and may divide the city into districts of such number, shape and area as it may deem best suited to carry out the purposes of this section. For each such district, regulations may be imposed designating the trades and industries that shall be excluded or subjected to special regulations and designating the uses for which buildings may not be erected or altered. Such regulations shall be designed to promote the public health, safety and general welfare. The board shall give reasonable consideration, among other things, to the character of the district, its peculiar suitability for particular uses, the conservation of property values, and the direction of building development in accord with a well considered plan. The board shall appoint a commission to recommend the boundaries of districts and appropriate regulations and restrictions to be imposed therein. Such commission shall make a tentative report and hold public hearings thereon before submitting its final report at such time as said board shall require.

Said board shall not determine the boundaries of any district, nor impose any regulations or restrictions until after the final report of a commission so appointed. After such final report said board shall afford persons interested an opportunity to be heard at a time and place to be specified in a notice of hearing to be published for ten consecutive days in the City Record. The board may from time to time after public notice and hearing amend, supplement or change said regulations or districts, but in case a protest against a proposed amendment, supplement or change be presented, duly signed and acknowledged by the owners of

twenty per centum or more of the frontage proposed to be altered, or by the owners of twenty per centum of the frontage immediately in the rear thereof, or by the owners of twenty per centum of the frontage directly opposite the frontage proposed to be altered, such amendment shall not be passed except by a unanimous vote of the board.

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### **ACT OF IOWA STATE LEGISLATURE AUTHORIZING RESTRICTED RESIDENCE DISTRICTS IN CITIES.**

An Act, Authorizing Cities of the First Class, Including Cities Under Commission Form of Government, and Cities Under Special Charter, to Designate and Establish Restricted Residence Districts and to Prohibit the Erection, Alteration, and Repairing of Buildings Thereon, and Therein, for Certain Prohibited Purposes.

Section 1. Restricted Residence Districts—Petition.—Cities of the first class, including cities under commission form of government and cities under special charter may, and upon petition of sixty per cent of the owners of the real estate in the district sought to be affected, residing in such city, shall designate and establish, by appropriate proceedings, restricted residence districts within its limits.

Section 2. Ordinance, Scope of.—In the ordinance designating and establishing such restricted residence district, every such city is hereby empowered to provide and establish reasonable rules and regulation for the erection, reconstruction, altering and repairing of buildings of all kinds, within said district, as well as the use and occupation of such buildings; and to provide that no building or other structure, except residences, school houses, churches, and other similar structures shall thereafter be erected, altered or repaired, or occupied without first securing from the city council of such city a permit therefor, such permit to be is-

sued under such reasonable rules and regulations as may in said ordinance be provided.

Section 3. Ordinance—Violations. Any building or structure erected, altered, repaired or used in violation of any ordinance passed under the authority of this act, shall be deemed a nuisance, and every such city is hereby empowered to provide by ordinance for the abatement of such nuisances, either by fine or imprisonment, or by action in the district or municipal court of the county in which such city is located, or by both; such action to be prosecuted in the name of the city.

Section 4. Publication Clause. This act being deemed of immediate importance, shall take effect and be enforced from and after its publication in the Des Moines Register, and the Des Moines Capital, both newspapers published in Des Moines, Polk County, Iowa.











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1	LYING IN STATE
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3	PAVED PLAZA
4	PARKING PLAZA
5	CAMPUS

DAVENPORT  
IOWA  
**GENERAL CITY PLAN**  
FOR THE  
EXTENSION AND IMPROVEMENT OF THE CITY  
TO ACCORDANCE WITH THE RESOLUTIONS OF THE  
MAYOR AND CITY COUNCIL  
BY OSCAR E. SAMSTROMSKY CITY ENGINEER  
FEBRUARY 1906

UC SOUTHERN REGIONAL LIBRARY FACILITY



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