



# A CALL TO ACTION



**2017  
COMPREHENSIVE PLAN**



- Adopted on September 18th, 2017 -



▲ Dubuque Mayor Roy D. Buol

The hallmark of Dubuque's success over the past two decades has been community engagement. The City of Dubuque has engaged residents, stakeholders, and partners from the private and public sectors in all major initiatives. This community engagement has been critical in our recipe for Dubuque's success: people, planning, and partnerships.

The Imagine Dubuque campaign was a new level of community engagement, showing our people and partners the importance of planning and gathering their thoughts on the future of our community. It was the City Council's mission to ensure this plan celebrates the collective "voice" of our community and sets a course for becoming a more viable, livable, and equitable community. This plan will help shape the future and define the success of our community for years to come.

We must remember, Imagine Dubuque is more than a plan, it is a Call to Action. These are your ideas. Please participate in moving them forward.

- Mayor Roy D. Buol

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## CITY COUNCIL



**Ric W. Jones**  
At-Large Representative



**David T. Resnick**  
At-Large Representative



**Kevin J. Lynch**  
Ward 1 Representative



**Luis Del Toro**  
Ward 2 Representative



**Joyce E. Connors**  
Ward 3 Representative



**Jake A. Rios**  
Ward 4 Representative



## ACKNOWLEDGEMENTS

The City of Dubuque would like to thank all those residents, stakeholders, and organizations that generously shared their time, experiences, and knowledge with Imagine Dubuque. The ideas and contributions of the Dubuque community make this Comprehensive Plan an actionable vision for a more viable, livable, and equitable community.

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Jake A. Rios, Ward 4 Representative

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Commissioner Ron Collins  
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Commissioner Charlie Winterwood  
Commissioner Alan Vincent  
Commissioner Michael Wright

### PROJECT TEAM

Lead: Teska Associates, Inc.  
Business Districts, Inc.  
HDR Engineering  
IIW P.C.  
Orion Planning + Design





## PREAMBLE

"Looking Forward ten, twenty, twenty-five, or fifty years, and contemplating what those years may bring to the community, there is concern in the minds of many as to how the city will meet the demands that will be made upon it. Solving problems as you go is only part of the job. Isolated solutions are only a hand to mouth method. Action must be taken not only at the right time, but the solutions of problems must meet the whole needs of the present day, function jointly, and look to the provision of good conditions for tomorrow. The City Plan views the city in this light, never as a passive organism, but as one which is constantly changing. It is doubtful if there exists a static city, for those that are apparently standing still are already impregnated with the deadly disease of disintegration."

- John Nolen, Comprehensive City Plan for Dubuque, Iowa, 1936.

In its fundamental purpose, city planning has changed little since John Nolen outlined it in Dubuque's first Comprehensive Plan. City leaders understood then that a unified vision and partnerships were necessary to face community challenges, capitalize on opportunity, and create a better community. Leaders understood that change is inevitable. It's how we embrace and capitalize on that change that defines the success of the community. It is in that same spirit that the City of Dubuque is pleased to offer Imagine Dubuque, the new City of Dubuque Comprehensive Plan.





# 2017 COMPREHENSIVE PLAN **EXECUTIVE SUMMARY**

## Q: What is the purpose of the Comprehensive Plan?

The comprehensive plan serves as a guide for the community's physical, social, and economic development. It can only be considered successful through the input and implementation of the community at-large. Engaging the community in a conversation about the future of Dubuque was at the core of the Imagine Dubuque process. Comprehensive plans are policy guides. Unlike zoning or city codes, they are not regulatory in purpose or application. Information in the Comprehensive Plan is used in many facets of city life. Of greatest note is its role in informing City Council goal setting, which creates the annual budget priorities and land use decisions.

It is hoped that you will heed this call to action. It is your responsibility to develop the action steps, create the strategies for success, be inclusive in your efforts, and make your community sustainable and resilient. These are your ideas and you have the responsibility to participate in moving them forward.

## Q: How was the Plan created? How many ideas were shared?

It was imperative to city leadership that the process of developing the comprehensive plan be inclusive and representative of the community. A year of community outreach produced over 12,500 ideas from all sectors of Dubuque. This outreach took many forms, from casual conversations at pop-up events such as the Farmers' Market to focus groups, workshops, surveys, and on-line submissions. Beginning with Dubuque's Vision 2000 process initiated in 1990, the City has developed a tradition of local community planning excellence, and the comprehensive plan integrates those past planning efforts into one consistent vision for the community's future.



VIABLE, LIVABLE, EQUITABLE

PLAN AT A GLANCE		
<b>1</b> Introduction	<b>2</b> Community Engagement	<b>3</b> Economic Prosperity
		
<b>4</b> Environmental Integrity	<b>5</b> Social + Cultural Vibrancy	<b>6</b> Housing
		
<b>7</b> Community Facilities	<b>8</b> Transportation + Mobility	<b>9</b> Land Use
		
<b>10</b> A Call To Action	<b>A</b> Appendix (separate document)	

Full recommendations and the complete plan are available to view and download at:  
[www.CityofDubuque.org/ImagineDubuque](http://www.CityofDubuque.org/ImagineDubuque)

## ENGAGEMENT COMPONENTS

*Imagine Dubuque's Communications Plan outlined the type, timing, and interplay of all components noted below. The diversity of these collective elements together yielded over 12,500 ideas!*

### Engagement Components

As shown on page 2-3 of the Comprehensive Plan.

#### 1 | PROJECT BRANDING



#### 2 | CREATIVE MARKETING



#### 3 | INTERACTIVE TOOLS



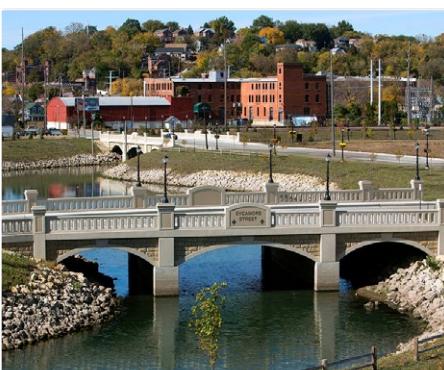
#### 4 | IN-PERSON EVENTS



## ECONOMIC PROSPERITY

Future economic vitality will require new approaches. The Imagine Dubuque process took a multi-tiered strategy to adapt to these trends, including review of past studies, an independent Economic Development Analysis (see Appendix), and extensive input from both residents and businesses. The plan focuses on:

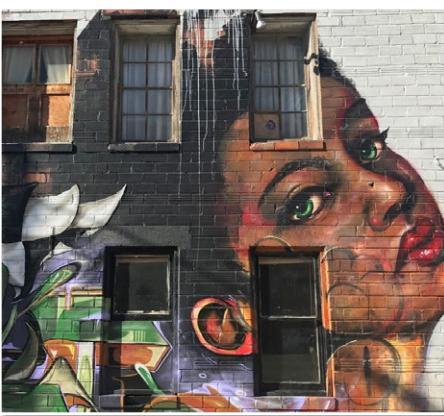
- Workforce retention/recruitment and skills challenges to maintain strong employment growth and occupational diversity
- Attracting young professionals and promoting entrepreneurship
- Providing quality, affordable housing choices
- Supporting both industrial and commercial business growth
- Promoting opportunities for walkable, mixed-use development



## ENVIRONMENTAL INTEGRITY

Clean water, healthy air, and conservation of native plants and animals are key principles of environmental integrity supported in both Sustainable Dubuque and Imagine Dubuque. Key focus areas identified by residents during the planning process include:

- Expanded, sustainable stormwater management practices
- Implement the Climate Action & Resiliency Plan
- Promote a healthy urban forest and native plantings
- Encourage edible landscaping and continued community gardens
- Implement the Catfish Creek and Bee Branch Watershed Management Plans
- Increase eco-education programming, particularly for children
- Expand programs to reduce, reuse, and recycle, including composting and building materials
- Strive to become a zero-waste economy



## SOCIAL AND CULTURAL VIBRANCY

Social and cultural vibrancy is closely linked to our individual, community, and economic well-being. To enhance this vibrancy, residents suggested:

- Focus on expanding access to healthy local foods
- Enhance event access and participant diversity
- Continued focus on green buildings and historic preservation
- Improve perceptions of community safety
- Promote healthy lifestyles



## HOUSING

Livable neighborhoods and housing - great places to live for all - is an important goal of the City. Strengthening the existing housing stock and neighborhoods while encouraging new housing to diversify choices is a focus of the Plan. Key community recommendations include:

- Enhance the existing housing stock
- Continue to improve access to quality, affordable housing throughout the community
- Expand opportunities for workers to live close to their jobs in Dubuque
- Provide targeted incentives to promote great places for all to live

## COMMUNITY FACILITIES

A key role of local government is to provide services that enhance the quality of life in a community – such things as access to clean water and wastewater treatment, flood protection, education, streets, parks, hiking/biking trails, etc. To support existing and future residents, key recommendations for community facilities address:

- Maintenance and future expansion of water and wastewater systems
- Continued use of sustainable stormwater management practices
- Expansion of fiber optic networks and services
- Enhance partnerships between schools, the City, faith-based groups, and non-profits
- Explore potential satellite facilities like a police substation or a West End library branch

## TRANSPORTATION AND MOBILITY

Efficient use/access to transportation systems is critical to sustainability. Residents suggested a focus on:

- Implementing Complete Streets, i.e. roadways designed for all modes of travel, throughout the community
- Continued refinement of Jule bus service and paratransit services
- Enhanced regional connections, particularly via air and rail services
- Addition of roundabouts and technology enhancements to existing roadway system
- Strategic expansion of roadways to meet community demand

## LAND USE

A key component of any Comprehensive Plan is an examination of existing and desired future land use patterns. The Plan and Map guides future development, and allows for strategic planning of infrastructure investments. Key resident-driven land use recommendations include:

- Promoting mixed-use, walkable, development patterns including residential, commercial, and institutional uses
- Encourage infill development where possible, and protect important environmental assets as growth occurs to the west and south



Just as the Imagine Dubuque Comprehensive Plan was built on community participation, partnerships and collaboration will be the key to implementing the plan recommendations listed below. Measuring successful plan implementation must focus on outcomes to make Dubuque a more viable, livable, and equitable community.

#### Robust Local Economy

- Continue to diversify Dubuque's economy
- Develop a 'hyper-local' approach to diverse talent attraction/development
- Strengthen start-up businesses and entrepreneurial programming
- Promote economic resiliency
- Identify markets and sites for new homes
- Enhance broadband service
- Strengthen Dubuque's role as a regional retail destination

#### Sustainable Environment

- Complete and monitor Bee Branch Watershed Flood Mitigation
- Implement the Catfish Creek Watershed Management Plan
- Implement the Climate Action + Resiliency Plan
- Support mobile air quality monitoring
- Continue Healthy Homes strategies
- Implement a Comprehensive Tree Management Program
- Increase native plant, pollinator, and edible landscaping
- Conserve natural areas
- Promote children's environmental education
- Improve backyard and curbside composting
- Explore a community-wide Zero Waste Policy

#### Vibrant Community

- Address mental health and addiction issues
- Increase institutional use of local foods
- Promote in-school healthy foods
- Work with health providers to promote healthy choices
- Support food production spaces, Community-Supported Agriculture
- Network with other "food cities"
- Promote healthy foods preparation
- Harvest local solid waste for compost
- Support front yard food gardening
- Implement the Community Solutions Action Plan
- Improve trash collection in downtown
- Ensure safe lighting of active pedestrian zones
- Enhance sidewalk connectivity
- Support community policing efforts
- Support safe neighborhoods through community partnerships

#### Diverse Arts, Culture, Parks, and Recreation

- Update the Parks and Recreation Plan
- Community Health + Wellness/Recreation Center
- Make Dubuque more dog-friendly
- Further efforts of Inclusive Dubuque
- Expand childcare options and resources
- Bring events to all neighborhoods
- Co-market community events
- Encourage new forms of culture and art
- Promote preservation, adaptive reuse of buildings and materials
- Communicate benefits of historic preservation
- Utilize emerging funding sources to support rehabilitation
- Expand programs to train preservation-related building trades

#### Livable Neighborhoods and Housing

- Review codes/incentives to promote fair, quality, affordable housing
- Link neighborhoods with community groups (health, arts, etc.)
- Promote appropriate mixed-use development
- Support the Green and Healthy Homes Initiative and inspections
- Monitor affordability and housing stress
- Promote self-sufficiency opportunities
- Increase availability of scattered Housing Choice Voucher units

#### Community Facilities

- Expand sanitary sewer system to meet needs
- Address water system needs
- Integrate Vernon Township and Barrington Lakes water systems
- Update the city-wide stormwater management ordinance
- Expand fiber optic network access
- Monitor progress toward environmental goals
- Explore 911 Communication Center needs
- Evaluate cost/benefits/needs for police substation
- Explore need for/relocation of a southwest fire station
- Explore potential for a West End library branch
- Implement the Chaplain Schmitt Island Master Plan
- Repurpose the Five Flags Civic Center

#### Transportation + Mobility

- Apply Complete Streets principles throughout Dubuque
- Orient new development to the street
- Monitor bus routes to enhance efficiency and effectiveness
- Expand passenger air and rail service
- Target new development near the airport; restrict residential
- Leverage technology to improve vehicular mobility and safety
- Implement the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan

#### Land Use

- Promote access to education, recreation, and services in all neighborhoods
- Link neighborhoods via trails and open space
- Integrate development into the environment
- Encourage a mix of housing options for all
- Encourage multi-family development near jobs/walkable, mixed-use areas
- Adjust zoning regulations to promote mixed-use development
- Explore a new school site to serve future development along Southwest Arterial
- Explore opportunities for limited commercial in neighborhoods
- Concentrate commercial uses downtown and along major corridors
- Allow for new or expanded industrial parks
- Provide recreational opportunities for all
- Explore additional riverfront recreational opportunities
- Explore potential for a mountain biking facility

# IMAGINE DUBUQUE COMPREHENSIVE PLAN

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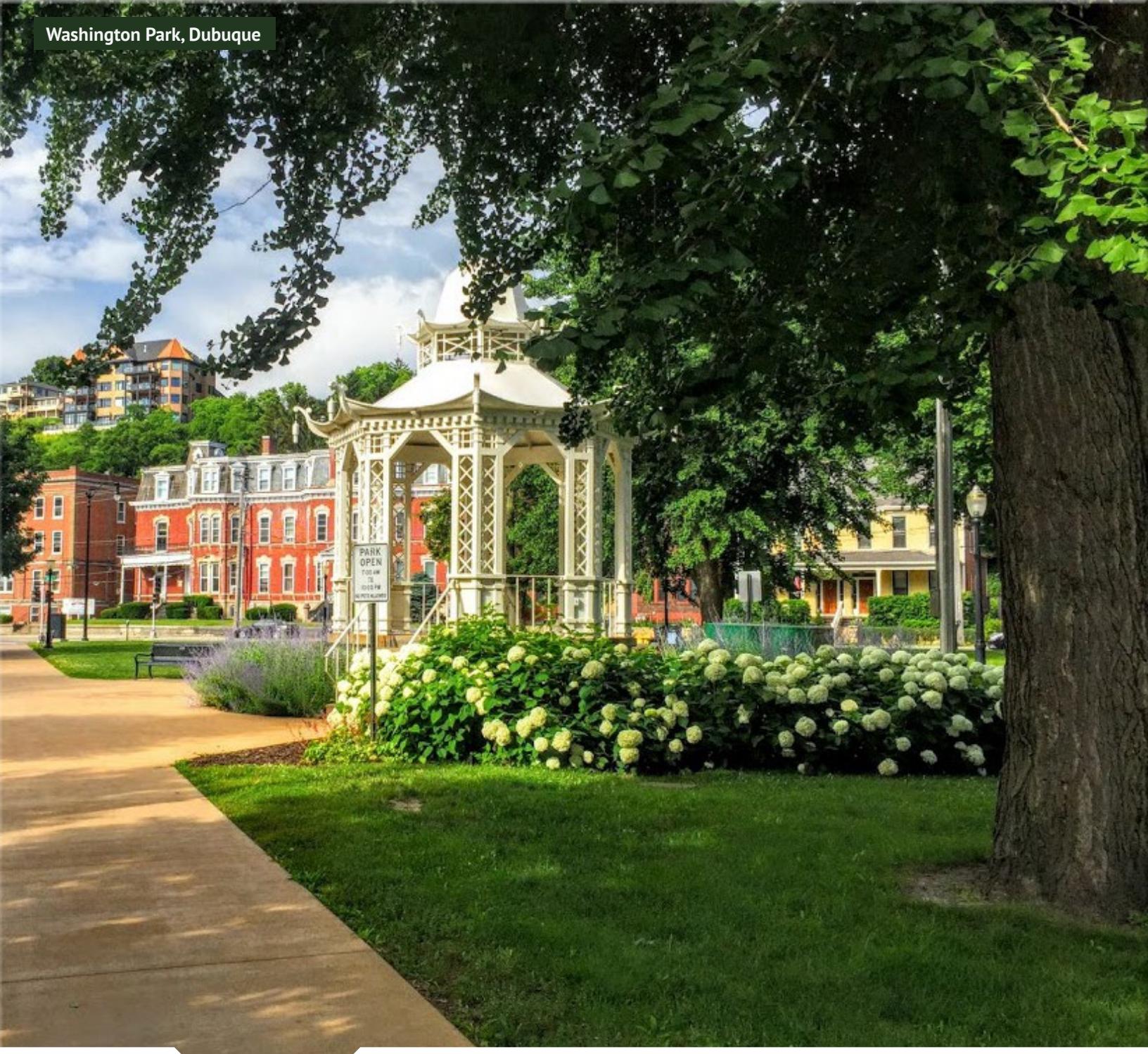
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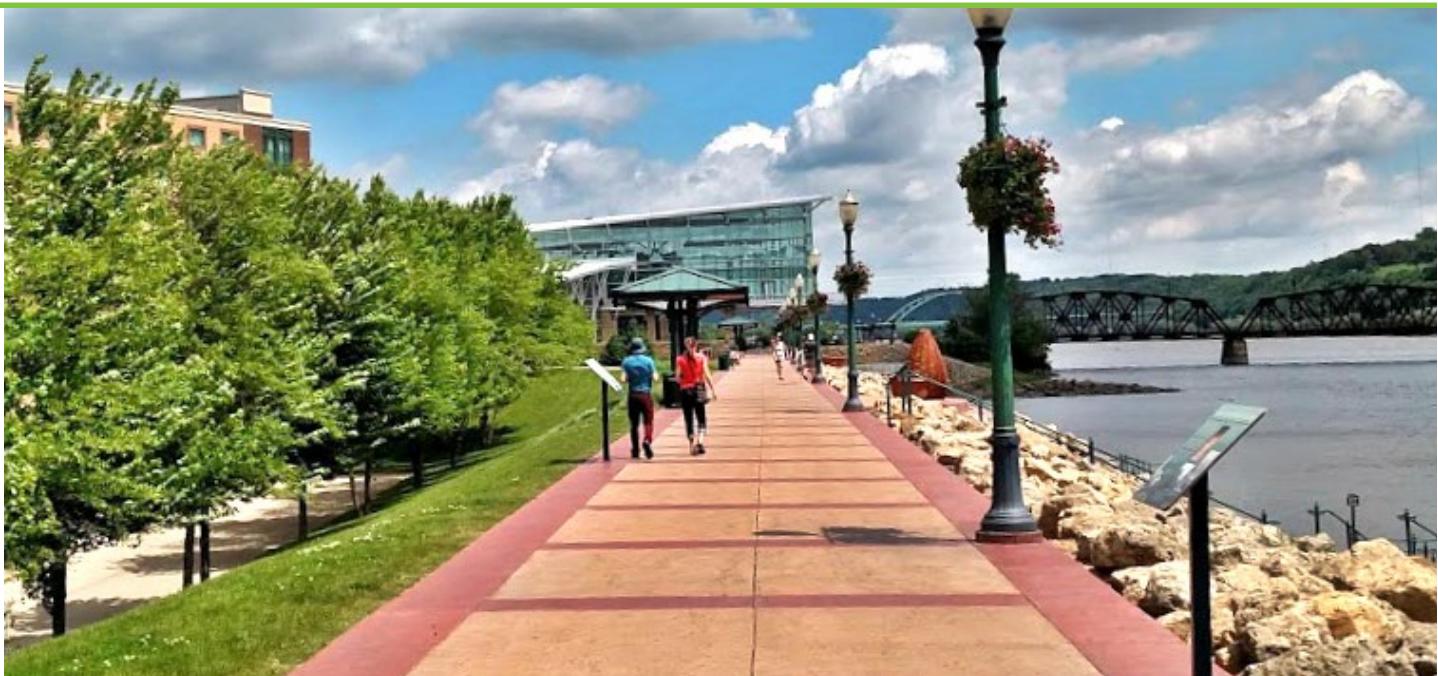


# CHAPTER 1

## INTRODUCTION

### CHAPTER AT A GLANCE

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▲ Dubuque Riverwalk

## CHAPTER 1 INTRODUCTION

### *Imagine Dubuque is a Call to Action, not just a 20-year plan!*

*What kind of community do you want for your children, grandchildren, friends & neighbors, both new and long standing? The only way to have a viable, livable, and equitable community is to make it so. It will not just happen on its own. What does it mean to be viable, livable, and equitable? It will mean something different for everyone, but there will be some common threads. A viable community is balanced, successful, and resilient with active and engaged residents and businesses. A livable community is healthy and safe with social, cultural, and economic opportunities. An equitable community is welcoming, fair, and just with the opportunity for people to have the realistic hope of achieving their goals. A viable, livable, and equitable community is a place where residents feel they can stay and lead meaningful lives.*

*It is hoped that you will heed this Call to Action. It is your responsibility to develop the action steps, create the strategies for success, be inclusive in your efforts, and make your community sustainable and resilient. These are your ideas and you have the responsibility to participate in moving them forward.*

**Dubuque**



**All-America City**

NATIONAL CIVIC LEAGUE



**2007 • 2012**

**2013 • 2017**

## Purpose of the Comprehensive Plan

The Comprehensive Plan serves as a guide for the community's physical, social, and economic development. It is a community-wide resource that can only be considered successful through the input and implementation of the community at-large. Engaging the community in a conversation about the future of Dubuque was at the core of the Imagine Dubuque Comprehensive Planning process (see Chapter 2 for details of this inclusive, 13-month effort). That focus on listening intently to residents and tackling community-wide challenges together is one of the key reasons Dubuque was named an All-America City by the National Civic League four times in just 10 years!

Comprehensive Plans are policy guides. Unlike zoning or city codes, they are not regulatory in purpose or application. Residents help shape these policies, which in turn inform city leaders on community values and priorities. Information in the Comprehensive Plan is used in many facets of city life. Of greatest note is its role in informing City Council goal setting, which creates the annual budget priorities and land use decisions.

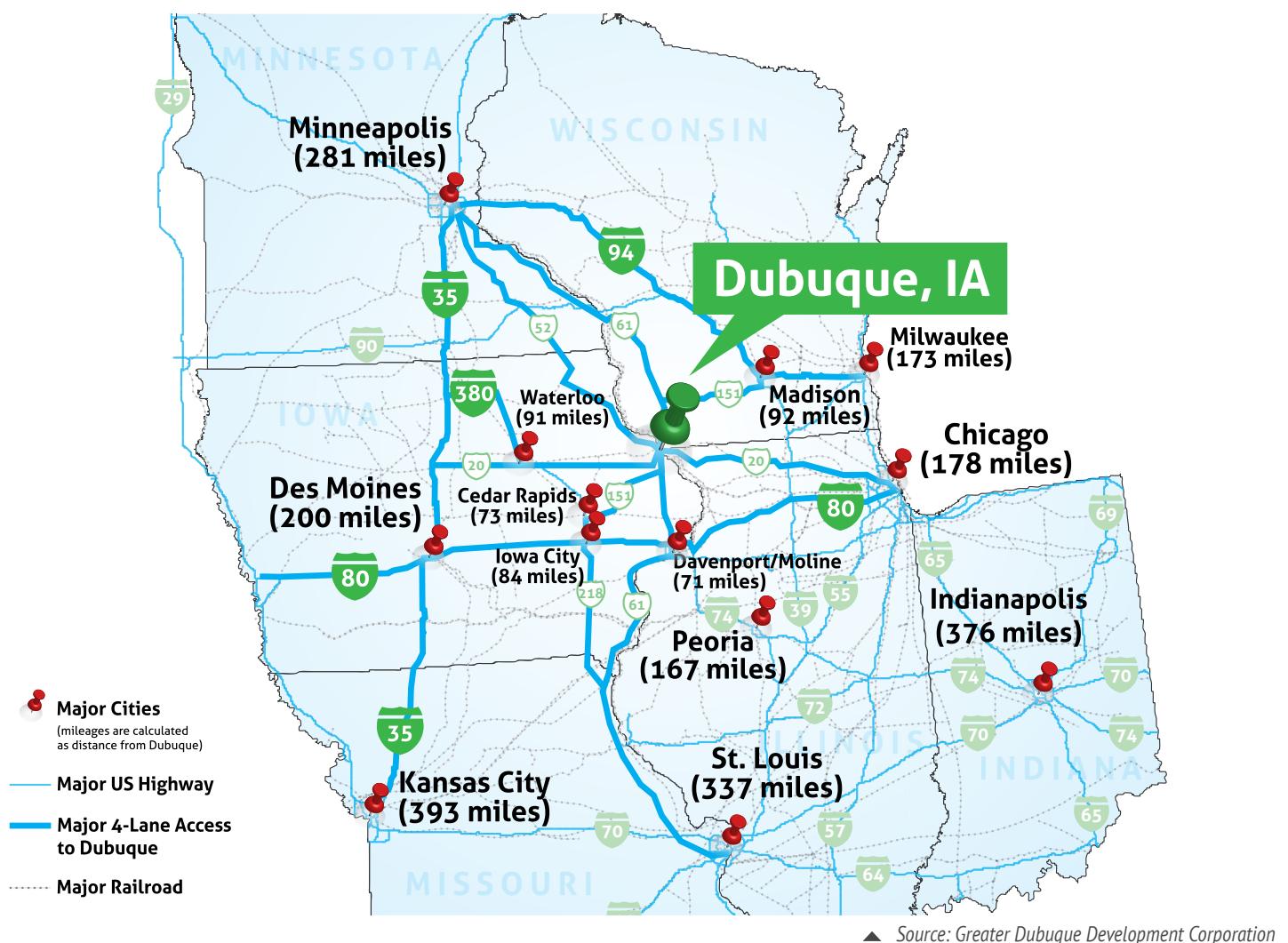
Communities are dynamic - economic conditions change, technology causes change, and people change. A Comprehensive plan must in turn be dynamic.

It cannot be viewed as a reflection of any one moment in time, rather it is an evolving vision based on the lessons history offers, current conditions, and anticipated issues and opportunities. The Comprehensive Plan is typically evaluated and updated approximately every five years or as needed to assure it is relevant to current community issues and priorities. However, the planning process - if done in a way that reaches out and responds to all areas of the community - is indispensable in creating policies that reflect the values and desires of Dubuque. The process used to create the Imagine Dubuque Comprehensive Plan, and the plan itself, is based on listening closely to the ideas and desires of the community.

*Local government entities are created by the state constitution and given powers by the state constitution and legislature. As such, state law provides the legal authority for local planning. Cities derive this authority from Chapter 414 of the Iowa Code. This legislation is modeled after the Standard State Zoning Enabling Act in the 1920's. Iowa's planning enabling legislation has changed little since its inception until recently when the Iowa Smart Planning Act was signed into law in 2010. The law establishes guidance and basic principles for plan development and decision making.*



▲ Red brick facades and lush , green tree canopies create a colorful and inviting environment in Dubuque's Cathedral Historic District.



## Regional Context

Dubuque is a clear regional center of commerce within the tri-state area, with strong accessibility via multiple federal highways, freight railways, the Mississippi River, and the Dubuque Regional Airport. Dubuque's strong and increasingly diverse base of jobs provides employment opportunities for people throughout the region. Over 3 million people live within 100 miles of Dubuque and 67 million people live within a 500 mile radius of Dubuque.

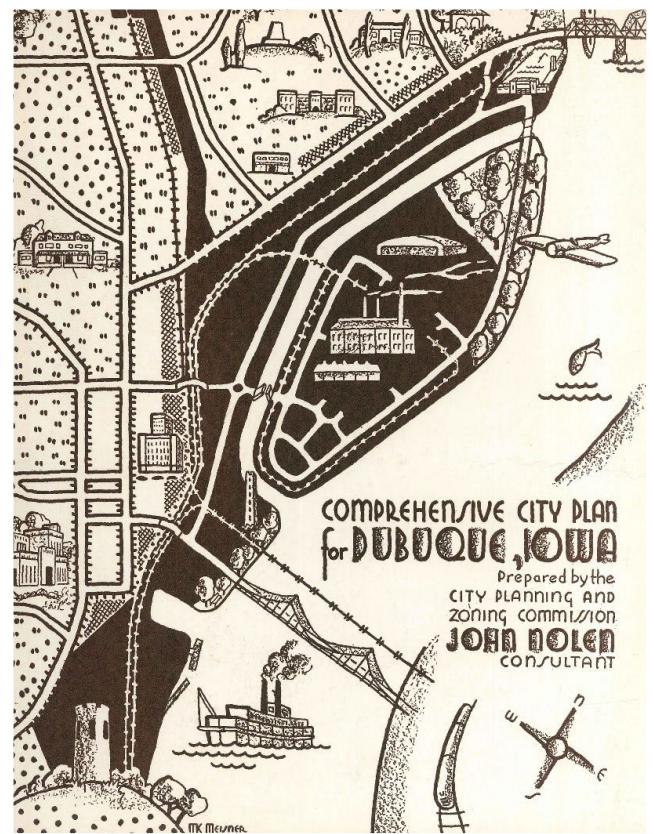
Shopping and entertainment options available in Dubuque easily draw from a 60-minute drive-time (see Economic Development Analysis in the Appendix). Tourism offerings such as the National Mississippi River Museum and Aquarium, the Dubuque Museum of Art, Dubuque Arboretum, historic architecture, and events such as the America's River Festival draw visitors from Chicago, Des Moines, Minneapolis, and beyond. The map above shows approximate distance to other major markets in Iowa and surrounding states.

Dubuque's unique location on the Mississippi River creates a striking scene when entering from either Wisconsin or Illinois. The River, combined with the adjacent bluffs, create a distinctive and memorable setting that contributes to the community's visual, recreational, and commercial appeal. The riverfront is home to both cultural and industrial activities, and serves as part of a major migratory flyway. Dubuque's bluffs, some rising 300 feet in less than a mile, are both visually striking and challenging from a transportation perspective. This area is part of the Driftless Region, an area untouched by glaciers and spanning approximately 16,000 square miles along the Mississippi River in Iowa, Illinois, Wisconsin, and Minnesota. This natural environment has strong appeal to both residents and tourists who enjoy outdoor activities like fishing, hiking, boating, and skiing.

## Historical Context

Dubuque's planning history begins in the 1930's, when noted landscape architect and city planner John Nolen was retained to develop the first comprehensive city plan for Dubuque. Considered by many to be the "Father of City Planning," Nolen advanced the City Beautiful movement of the late 19th and early 20th Centuries to address many of the physical, economic and social facets that shape urban life, thus giving rise to modern urban planning. While the beauty of one's environment, both physical and natural, was always central to Nolen's approach to successful communities, he also taught that purpose, function, and efficiency was equally vital.

**Adopted in 1936, the first plan for Dubuque established the framework for coordinated growth and development.** Nolen noted prior to 1936, much of Dubuque's progress was disjointed. He noted Dubuque was blessed with many outstanding and praiseworthy qualities; however, greater coordination throughout the city would build a stronger economy and community.



▲ Cover of the 1936 City of Dubuque Comprehensive Plan

Unfortunately, the City did not adopt a replacement comprehensive plan until 1995. This almost 60-year hiatus cost the community dearly. During that period, Dubuque went from a thriving, bustling, growing community to one devastated by flooding, severe economic downturns, and being ignored in the 1960's, 1970's, and 1980's when the interstate highway system was being built. Initially, Dubuque began to stagnate and then began to drastically shrink, losing population and employment.

**The recession and farm crisis of the early 1980's had devastating effects on the Midwest and Dubuque.** As farm families struggled with the loss of their land and livelihoods, so too did local businesses. Though farmers bore the brunt of the crisis, its impacts were far reaching. Dubuque's economy was strongly influenced by its meat-packing and construction-equipment industries which were impacted by the recession. The combined effects of the recession, the farm crisis, and a changing national economy resulted in massive layoffs and economic decline.

**By January of 1982, Dubuque's unemployment was the highest in the nation at 23%.** Between 1980 and 1990 Dubuque lost 7.8% of its population. In 1983, the Chamber of Commerce estimated that 10% of housing stock was vacant and by 1984 the average home value dropped 9%. Dubuque needed to reinvent itself and diversify. Out of this adversity arose the realization that if Dubuque were to succeed, it must return to those fundamental tenets of planning, partnerships, and people working together to make a difference. Residents, business, education, philanthropy, labor, not-for-profits, and government must plan and work together to build a stronger, more resilient and diversified economy and community.

### □ A Look at Dubuque Between 1980 and 1990

**23%**

**Unemployment in 1982**  
Highest in the Nation



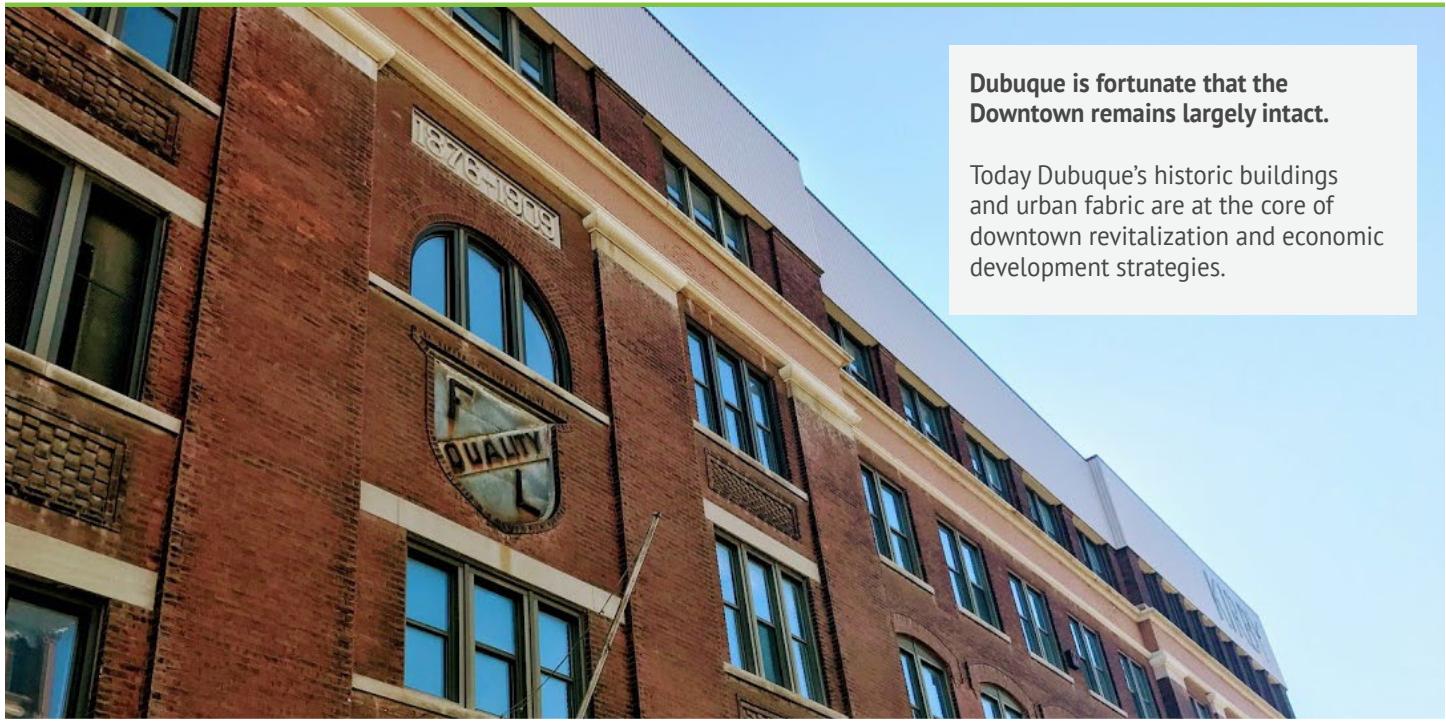
**Nearly 1 in 4 Dubuque residents are unemployed.**

**10%**

**Of Housing Stock was Vacant in 1984**  
Chamber of Commerce Estimate



**1 out of every 10 homes in Dubuque is vacant.**



Dubuque is fortunate that the Downtown remains largely intact.

Today Dubuque's historic buildings and urban fabric are at the core of downtown revitalization and economic development strategies.



Fortunately, in 1990, the City Council split the Planning and Zoning Commission into two separate entities and directed the newly formed Long Range Planning Commission to conduct a process to create a future vision for the community. In 1992, the City Council adopted Vision 2000. This then launched a three-year process that culminated in 1995 with the adoption of the first Comprehensive Plan since 1936. Thousands of citizens participated in this five-year process, and the results received broad-based community support. Multiple specific action plans were then developed as the community worked to achieve the new vision, including riverfront development downtown and industrial park master plans.

The 1995 Comprehensive Plan, entitled *Creating the Future*, was built on the grassroots visioning effort and around the physical, economic, and social environments of the community. A balanced approach to community development was once again prioritized. At this same time, the Dubuque community also began to reinvent the riverfront. People, planning and partnerships were put in place and America's River Project was underway. The former disconnected, declining industrial Port of Dubuque was transformed into a destination for tourists and residents alike. Community planning continued in earnest. The new Comprehensive Plan was updated in 2002, 2008 and 2012.

In 2005, something very special happened. The Community Foundation of Greater Dubuque and the Dubuque Area Chamber of Commerce led the Envision 2010 process. The community was asked what ten projects they would like to see adopted by 2010. Over a 12-month period, thousands of citizens became engaged in the community conversation; with thousands of ideas submitted, the list eventually was reduced to ten projects.

In addition, individual organizations, like the Greater Dubuque Development Corporation, began to create strategic plans. The Greater Dubuque Development Corporation began a series of five-year economic development plans. These plans were more strongly anchored in specific action steps and measurable outcomes that led to tremendous progress with the number of people working in Dubuque County growing from 37,000 in the 1980's to over 60,000 in 2017. During this time, the average wage and median household income growth exceeded the rate of inflation, and millions of square feet of commercial, industrial, and residential construction occurred.

**Sustainable Dubuque** is a City Council adopted, community-created, and citizen-led initiative whose story officially begins in 2006. A City Council priority each year since, the community is continually working to expand awareness, create partnerships, and encourage initiatives involving all sectors of the community to make Dubuque a more viable, livable, and equitable community.

By 2012, Sustainable Dubuque had fully developed and made significant contributions in the community. The framework and principles of Sustainable Dubuque were incorporated in 2012 into the City of Dubuque Comprehensive Plan, further reinforcing the relationship between sustainability and comprehensive planning efforts.

*In response to the developing workforce shortage, multiple initiatives have been launched, but none more important than Inclusive Dubuque.*

In 2012, community leaders from business, nonprofits, education, government, philanthropy, and the faith community came together and developed a vision for **Inclusive Dubuque**. Inclusive Dubuque is a peer-learning network of partners committed to supporting an equitable and inclusive culture to meet the economic and cultural needs of a diverse community. The network works collaboratively to eliminate bias in Dubuque. With the collective impact model led by the Community Foundation of Greater Dubuque, Inclusive Dubuque is a large network dedicated to advancing justice and racial equity.

This 2017 *Imagine Dubuque* Comprehensive Plan is a new plan that reflects the Sustainable Dubuque model for a more viable, livable, and equitable community, and embraces the Inclusive Dubuque vision: to have an informed, equitable and inclusive community where all people feel respected, valued and engaged. Imagine Dubuque builds on these past planning efforts, but takes this Comprehensive Plan direction directly from the community with the most extensive public engagement process ever undertaken in Dubuque (see Chapter 2 for details on the engagement process).



**Dubuque is a viable, livable, and equitable community. We embrace economic prosperity, environmental integrity, and social/cultural vibrancy to create a sustainable legacy for generations to come.**

## Relationship to Other Plans

In addition to the community-wide efforts already noted, Dubuque has undertaken many planning efforts focused on unique areas of the community or on specific aspects of the community such as transportation or the environment.

These plans all provide important insights and direction, and all have been used to inform this Imagine Dubuque Comprehensive Plan. Many of these plans are referenced throughout the Comprehensive Plan, and the Appendix provides a list of the major plans, along with links to the actual documents..

### General Planning

First Comprehensive Plan	1936
Vision 2000	1992
1995 Comprehensive Plan	1995
2002 Comprehensive Plan	2002
Envision 2010	2005
Sustainable Dubuque	2005
Annexation Study and Update	2006
2008 Comprehensive Plan	2008
Unified Development Code	2009
2012 Comprehensive Plan	2012
Arts and Economic Prosperity	2012
Dubuque County Regional Comprehensive Plan	2012
Analysis of Impediments to Fair Housing	2014
FY2016-2021 Consolidated Plan	2015
Star Community Rating Profile	2015
Council Goals & Priorities	2017

### Environmental

Urban Forest Report	2011
Multi-Jurisdictional, Multi-Hazard Mitigation Plan	2012
Community Climate Action Resiliency Plan	2013
Catfish Creek Watershed Management Plan	2014

### Social/Cultural

Dubuque Community School District Strategic Plan	2012
Community Health Needs Assessment	2015
Inclusive Dubuque Community Equity Profile	2015
Human Rights Department Annual Report	2016
Arts & Culture Master Plan	2016

### Economics/Market

Retail Leakage Report	2015
Greater Dubuque Skills Gap Analysis	2017
Greater Dubuque Laborshed Analysis	2017
Source of Income Final Report	2017

### Transportation

Freeway 61-151 Corridor Plan	1990
Regional ITS Architecture Report	2005
Tri-State Area Integrated Walking, Bicycling and Hiking Network Plan	2008
East-West Corridor Connectivity Study	2010
Complete Streets Policy	2011
2017 - 2020 Transportation Improvement Program	2016
Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan	2017
FY 2018 Transportation Planning Work Program	2017

### Special Area Plans

Dubuque Riverfront Plan	1993
Highway 20 Corridor Land Use Plan	1998
Port of Dubuque Master Plan	2002
Downtown Master Plan	2003
Washington Neighborhood Plan	2009
Historic Millwork District Master Plan	2009
Historic Millwork District-A Vision of Sustainable Redevelopment	2012
Chaplain Schmitt Island Master Plan	2017
South Port - EPA Brownfields Area Wide Plan	2017



## City Council Vision Statement

Dubuque 2037 is a sustainable and resilient city and an inclusive and equitable community. Dubuque 2037 has preserved our Masterpiece on the Mississippi and has a strong, diverse economy and expanding connectivity. Our residents experience healthy living and active lifestyles; have choices of quality, livable neighborhoods; have an abundance of fun things to do; and are engaged in the community.

## Plan Structure

The Imagine Dubuque Comprehensive Plan is structured around five key principles:

- 1 Community Driven:** From traditional planning workshops and interviews, to engaging local groups, organizations, participation in community events and much more – the Imagine Dubuque planning process was focused on listening to the community.
- 2 Focus on enhancing the Viable, Livable, and Equitable character of Dubuque:** To be a resilient community, Dubuque must focus on maintaining and enhancing the many areas that contribute to the quality of life for residents and visitors.
- 3 Create a roadmap to achieving the City's Vision:** The City Council annually adopts a community vision statement, and the Comprehensive Plan is focused on helping Dubuque achieve that vision.
- 4 Integrate Prior/ Current Planning Efforts:** The City of Dubuque and partner organizations have done some excellent planning over the years, and this Imagine Dubuque Comprehensive Plan is designed to build on those past planning efforts.
- 5 Exceed Iowa Smart Planning Requirements:** The State of Iowa adopted Smart Planning Legislation that outlined ten key principles and components of a Comprehensive Plan: (1) Collaboration, (2) Efficiency, Transparency, and Consistency, (3) Clean, Renewable, and Efficient Energy, (4) Occupational Diversity, (5) Revitalization, (6) Housing Diversity, (7) Community Character, (8) Natural Resources and Agricultural Protection, (9) Sustainable Design, and (10) Transportation Diversity.

This Imagine Dubuque Comprehensive Plan addresses these areas, plus additional areas identified by residents in the community engagement process.



## Plan Structure (continued)

- **Integration of Input:** Within each chapter ideas and suggestions offered by residents are highlighted and addressed, with specific recommendations offered to guide the community in enhancing the viable, livable, and equitable character of Dubuque.
- **Chapters 2-5:** After this introductory chapter, the plan begins with a summary of the process used to collect and evaluate the ideas and concerns raised by residents during the Imagine Dubuque planning effort. This engagement process is summarized in Chapter 2, followed by chapters on Economic Prosperity (Chapter 3), Environmental Integrity (Chapter 4), and Social and Cultural Vibrancy (Chapter 5) – the three key pillars of the Sustainable Dubuque model.
- **Chapters 6-9:** The plan then addresses key components that contribute to community character including Housing (Chapter 6), Community Facilities (Chapter 7), Transportation and Mobility (Chapter 8), and Land Use (Chapter 9).
- **Chapter 10:** The final chapter, A Call To Action (Chapter 10), focuses on implementation; outlining strategies and priorities to carry the plan forward and achieve the Imagine Dubuque vision.
- **Appendix:** A detailed appendix is provided as a separate document that contains a list of past plans, documentation of the numerous community engagement efforts, and larger versions of key maps.





## Plan Structure (continued)

Dubuque operates under the council-manager form of local government, which combines the political leadership of elected officials in the form of a mayor and city council, with the managerial experience of an appointed local government manager. The council-manager form of government was adopted in Dubuque by citizen referendum in 1920. The city council is the legislative body; its members are the community's decision makers. Power is centralized in the elected council. The city council also focuses on the community's goals, budgets, major projects, and such long-term considerations as community growth, land use development, capital improvement plans, capital financing, and strategic planning. The city council hires the professional manager to carry out the administrative responsibilities, including hiring and supervising the employees, and the city council supervises the manager's performance. This form of government is based on a business model, with the Mayor and City Council acting as the board of directors and the city manager acting as the chief executive officer.

## Community Background

This next section includes additional information on:

- Sustainable Dubuque;
- Dubuque: Past, Present, Future;
- Results of 2017 City Council Goal Setting;
- Community Awards and Recognitions;
- Inclusive Dubuque; and
- City Council and Department Managers contact information.



## Vision Statement

Dubuque is a viable, livable, and equitable community. We embrace economic prosperity, social/cultural vibrancy and environmental integrity to create a sustainable legacy for generations to come.



[www.sustainabledubuque.org](http://www.sustainabledubuque.org)

## Dubuque's 12 Sustainability Principles

These principles guide government, business, non-profit, and individual actions in Dubuque. Community planning documents including the Comprehensive Plan, Long-Range Transportation Plan, Comprehensive Economic Development Strategy, and many others are guided by this sustainability framework.

### > Dubuque is a community that values...

#### Economic Prosperity



##### Community Design >

The built environment of the past, present and future which contributes to its identity, heritage and sense of place.

##### Smart Energy Use >

Energy conservation and expanded use of renewable energy as a means to save money and protect the environment.

##### Resource Management >

The benefits of reducing, reusing and recycling resources.

##### Regional Economy >

A diversified regional economy with opportunities for new and green markets, jobs, products and services.

#### Social/Cultural Vibrancy



##### Green Buildings >

A productive and healthy built environment.

##### Community Knowledge >

Education, empowerment and engagement to achieve economic prosperity, environmental integrity and social/cultural vibrancy.

##### Healthy Local Foods >

The benefits of wholesome food from local producers, distributors, farms, gardens and hunters.

##### Community Health and Safety >

Systems, policies and engagement to ensure that all residents have access to healthy and safe lifestyle choices.

#### Environmental Integrity



##### Reasonable Mobility >

Safe, reasonable and equitable choices to access live, work and play opportunities.

##### Healthy Air >

Fresh, clean air, reduced greenhouse gas emissions and minimized health risks.

##### Clean Water >

Water as the source of life, seeks to preserve and manage it in all forms.

##### Native Plants & Animals >

Biodiversity through the preservation, restoration and connection of nature and people.

## The Beginning

After serving 10 years on the City Council, Roy D. Buol ran for the office of Mayor in 2005. His platform was based upon "engaging citizens as partners," and what he heard from thousands of citizens was a consistent theme surrounding water quality, recycling, green space, public transit, cultural vitality, accessibility and downtown revitalization. During the 2006 City Council goal-setting process, Mayor Buol proposed and received full support from his council colleagues to focus on sustainability as a City top priority, stating "cities that get out in front on sustainability will have competitive economic advantages in the future." What soon became known as *Sustainable Dubuque* is a City Council adopted, community-created, and citizen-led initiative whose story officially begins in 2006. A City Council priority each year since, we are continually working to expand awareness, create partnerships, and encourage initiatives involving all sectors of our community. Dubuque became an early leader on the sustainability front.



## Citizen Engagement from the Start

Igniting our early efforts was the selection by the American Institute of Architects as one of six cities in the nation to receive a grant for professional analysis and recommendations on creating a sustainable path to the future. The City Council moved immediately to create a city-wide citizen task force, supported by City Staff, to develop a comprehensive definition of what sustainability meant to our community. Aptly named the "*Sustainable Dubuque Task Force*," the representation included individuals who brought diverse backgrounds and interests to the process, including local government, schools, utility companies, religious organizations, neighborhood associations, youth organizations, non-profits, environmental organizations and business stakeholders. The group met over the next two years, collecting community-wide input to develop a vision. The process also included presentations to community organizations and businesses to discuss targeted visions and ideas. Additionally, nearly 900 community surveys were completed. The results of these efforts, along with other data collected by the task force, were used to develop the *Sustainable Dubuque* vision and model which focuses on a balanced approach to life quality and includes "economic prosperity, environmental integrity, and social/cultural vibrancy." The collective desire of our citizens to create value and a legacy of life quality through sustainable practices and programs was defined.

## An Organized & Collaborative Approach By and For Citizens

"Dubuque is a viable, livable, and equitable community. We embrace economic prosperity, environmental integrity, and social/cultural vibrancy to create a sustainable legacy for generations to come." In order to implement that vision, 12 key principles were defined to guide the community's path to a more sustainable future: Regional Economy, Smart Energy Use, Resource Management, Community Design, Green Buildings, Healthy Local Foods, Community Knowledge, Reasonable Mobility, Healthy Air, Clean Water, and Native Plants & Animals.

## Community Engagement is Occurring Across a Broad Spectrum

When the citizen task force brought its final recommendation for *Sustainable Dubuque* to the City Council in 2008, it came with the support of the private, non-profit, and public sectors, as well as residents because of the grassroots process that had been implemented at the outset. The *Sustainable Dubuque* framework has become the lens through which city operations are developed and analyzed. Likewise, there are numerous community initiatives and businesses that are finding ways to save money and improve their environment and their community by implementing the principles that define *Sustainable Dubuque*. The City of Dubuque has been recognized by the National Civic League as an All-America City in 2007, 2012, 2013, and 2017.

## *Sustainable Dubuque* is the City's Brand

Dubuque has established itself as a regional and national leader in its ability to collaboratively partner to achieve community goals. What Dubuque is achieving collectively today through its *Sustainable Dubuque* model, is the direct result of the knowledge and understanding that sustainability is a balanced approach to long-term life quality. It is a rare approach to life quality where no one in the community is excluded...everyone who wants to do so, can participate and contribute. That is what is unique in Dubuque's ability to continue to innovate and transform. Most recently, the City of Dubuque and its partners are working to create a replicable model of sustainability for cities under 200,000, where over 40 percent of the US population lives. *Sustainable Dubuque* is who and what we are; it is our brand; it is our recognizable logo; and it is our future.

[WWW.SUSTAINABLEDUBUQUE.ORG](http://WWW.SUSTAINABLEDUBUQUE.ORG)



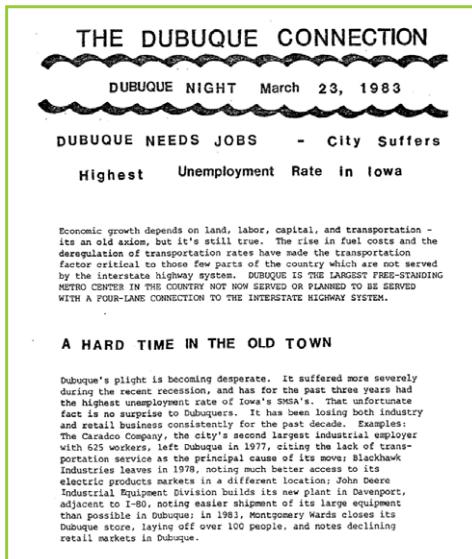
# 1965

“For decades Dubuque has prospered as a strategic industrial, wholesale, and retail center dominating a vast tri-state marketland.”

“...while unemployment, at 1.5%, was the lowest percentage ever recorded.”

*July 1965*

# 1983



“Dubuque’s plight is becoming desperate. It suffered more severely during the recent recession, and has for the past three years had the highest unemployment rate of Iowa’s 29 cities. Unemployment fact is a way of life to Dubuquers. It has been losing both industry and retail business consistently for the past decade...Dubuque is losing its people. Recent estimates show 10% of the housing stock vacant or available for sale.”

*The Dubuque Connection, 1983*  
Chamber of Commerce Publication

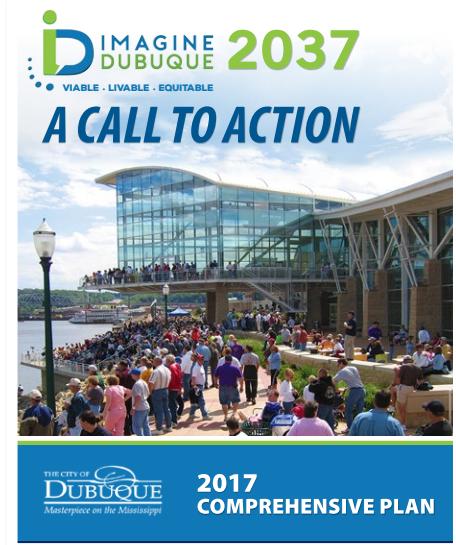
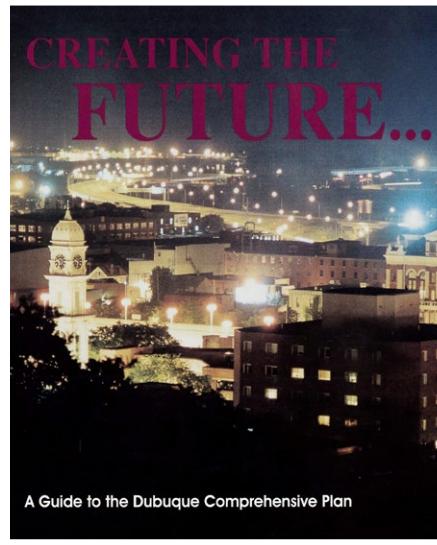
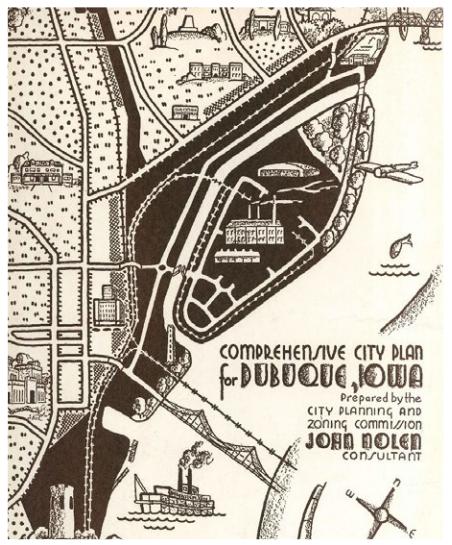
# what happened?

## COMPREHENSIVE PLANNING LEADS TO PROGRESS... BUT PLANS MUST BE KEPT CURRENT

The City's first Comprehensive Plan, adopted in 1936, successfully guided growth and prosperity in Dubuque for many years. Unfortunately, the City did not update or replace that plan until 1995 – a nearly 60-year timespan. This mistake contributed to lost opportunities and Dubuque's devastating economic and population decline in the 1980's. As John Maynard Keynes once said, "ideas shape the course of history." Both the 1995 plan and the 2017 Imagine Dubuque plan placed a strong emphasis on collecting ideas from the community to guide Dubuque and the course of its future history.



▲ Dubuque Civic Center, Urban Renewal | Source: Loras College Center for Dubuque History



### 1936

Prepared by noted landscape architect John Nolen, the 1936 Comprehensive Plan was invaluable in setting a clear direction for Dubuque. The plan recognized Dubuque's unique natural environment while addressing economic and social facets of urban life.

### 1995

The 1995 Comprehensive Plan was developed by a newly formed Long Range Planning Advisory Commission and City staff. The planning process included significant community input, and took nearly five years to complete. Key focus areas included riverfront development, downtown, and industrial park master plans.

### 2017

The 2017 Imagine Dubuque Comprehensive Plan was developed by the community – with over 12,500 ideas and over 6,000 participants. City staff, along with a team of consultants, collected and sifted through these ideas which are contained in this community CALL TO ACTION to guide Dubuque's future as a viable, livable and equitable community.



# CITY COUNCIL 2017 GOALS & PRIORITIES

## 2032 VISION STATEMENT

Dubuque 2032 is a sustainable and resilient city and an inclusive and equitable community. Dubuque 2032 has preserved our Masterpiece on the Mississippi, has a strong diverse economy and expanding connectivity. Our residents experience healthy living and active lifestyles; have choices of quality, livable neighborhoods; have an abundance of fun things to do; and are engaged in the community.

## CITY OF DUBUQUE GOALS 2022

- Robust Local Economy: Diverse Businesses and Jobs with Economic Prosperity
- Vibrant Community: Healthy and Safe
- Livable Neighborhoods and Housing: Great Place to Live
- Financially Responsible, High-Performance City Organization: Sustainable, Equitable, and Effective Service Delivery

## CITY MISSION STATEMENT

Dubuque city government is progressive and financially sound with residents receiving value for their tax dollars and achieving goals through partnerships. Dubuque city government's mission is to deliver excellent municipal services that support urban living; contribute to an equitable, sustainable city; plan for the community's future; and facilitate access to critical human services.

- Sustainable Environment: Preserving and Enhancing Natural Resources
- Partnership for a Better Dubuque: Building Our Community that is Viable, Livable, and Equitable
- Diverse Arts, Culture, Parks, and Recreation Experiences and Activities
- Connected Community: Equitable Transportation, Technology Infrastructure, and Mobility

**POLICY AGENDA** items are issues that need direction or a policy decision by the City Council, or need a major funding decision by the City Council, or issues that need City Council leadership in the community or with other governmental bodies. The policy agenda is divided into top priorities and high priorities.

## 2017-2019 POLICY AGENDA

### TOP PRIORITIES (in alphabetical order)

- Central Avenue Revitalization: Streetscape and Business Development
- Citywide Flower Planting Program
- Communitywide Solar Strategy
- Comprehensive Plan: Adoption
- East-West Corridor Study Implementation
- Master Plan for Chaplain Schmitt Island
- South Port Redevelopment Master Plan
- Splash Pad

### HIGH PRIORITIES (in alphabetical order)

- Crime Prevention Program Expansion
- Dilapidated Buildings/Structures
- Five Flags Center Study
- Inclusive Dubuque
- Kerper Boulevard Revitalization Report
- Multicultural Family Center: Colts Building Direction and Funding
- River Cruise Docking Facilities
- Roosevelt Road Water Tower

**MANAGEMENT AGENDA** items are issues for which the City Council has set the overall direction and provided initial funding, may require further City Council action or funding, or are major management projects that may take multiple years to implement. The management agenda is divided into top priorities and high priorities.

## 2017-2019 MANAGEMENT AGENDA

### TOP PRIORITIES (in alphabetical order)

- CHANGE Program: Implementation
- Citywide Traffic Signal Synchronization
- Comiskey Park Expansion and Renovation
- Crescent Community Health Center: Development Agreement
- Greater Dubuque Development Corporation Downtown Transformation
- Residential Housing Upgrade/Flood Protection Program
- Westside Water System: Implementation

### HIGH PRIORITIES (in alphabetical order)

- Affirmatively Furthering Fair Housing Plan: Development
- Cartograph Partnership: High-Performance Government
- City Performance Measures/Open Data Catalog/Data-Driven Governance
- International City/County Management Association (ICMA) Fellowship International Exchange
- Leisure Services Department Assessment
- Parking Ramp Maintenance: Direction/Funding
- Teen/Young Professionals/Seniors: Jackson Park Pilot Program
- Water & Resource Recovery Center Nutrient Trading

Over the course of three evening sessions in August 2017, City Council members reaffirmed the 15-year vision statement and mission statement and identified eight five-year goals for the city. They also identified top and high priorities for a 2017-2019 policy agenda as well as a management agenda for projects and initiatives planned for 2017-2019.

Rev. 08/08/17



# Recognitions & Awards

## 10th Best-Performing Small Metro

*"Dubuque climbed three spots to break into the Top 10. The secrets to its success are five-year high-tech GDP growth and improvements in one- and five-year job and wage growth."*



## 2013 Top Metro By Number of Projects

**Tied for #1 in the U.S.** in 2013 for metro areas with under 200,000 population

## 14th in the nation

in Forbes' annual **"Best Small Places for Business and Careers."**



## JOB GROWTH

Dubuque County: **3.2%** of Iowa's population

2009-2015: **6.5%** of Iowa's employment growth

(Data Source: Iowa Workforce Development)



## 50<sup>th</sup> of 179 small cities for the Cost of Doing Business



## One of the 10 Best American Cities to Work in Technology

Ranking based on pay for tech workers, percentage of tech workers in the workforce (representing high levels of opportunity in the field), and low cost of living indices.

Tech workers in Dubuque make 1.86 times more than the city average, the highest ratio on this top 10 list.

SmartAsset.com



## #7 among the Top 30 Small Cities (population under 160,000)



## One of the seven "Most Connected Locales" in the United States



Recognizes communities whose citizens work together to identify and tackle community-wide challenges and achieve uncommon results.

- Awarded by the National Civic League
- Nation's most prestigious and oldest civic recognition program



National competition recognizing the 100 outstanding communities across America—large and small, rural and urban—that are the best places for young people to live and grow up.



## Upper Mississippi River Third-Most Beautiful Place in America

*USA Weekend*



Named the  
**“Most Livable” Small  
City in the United States**  
as part of the U.S. Conference of Mayors Livability Awards  
Program.



7th in the nation  
in Forbes' annual  
**“Best Small Places”**

**Forbes**

**Best Small City  
to Raise a Family**

**Forbes**

One of the  
**“10 Great Places  
to Live”**  
**Kiplinger**  
Timely, Trusted Personal Finance Advice and Business Forecasts

One of the world's  
**“Smart 21 Communities”**

*One of just 5 U.S. communities on the list*



**Dubuque Ranks #5  
for Resiliency**

Ranked 5th out of 361 cities nationwide in a study of resiliency capacity that evaluates a community's economic capacity to bounce back from adversity, strength of demographics, and community connectivity.



Named to RelocateAmerica.com's list of  
**“Top 100 Places to Live”**

Communities with visionary leaders, improving or thriving economies including housing, and realization of “green” initiatives.



**10<sup>th</sup> Most-Secure  
Small City in the U.S.**



#12 out of 50  
**“Most Exciting  
Small Cities in America”**



Dubuque's economy was the fastest-growing in Iowa in 2012 and the 27th fastest nationally.

**Its economy grew 5.1% in 2012 over 2011,  
more than double the national average.**



Named one of the  
**10 Smartest  
Cities on the  
Planet**



1. Songdo, South Korea
2. Lavasa, India
3. PlanIT Valley, Portugal
4. Skolkovo, Russia
5. Masdar, United Arab Emirates
6. Wuxi, China
7. King Abdullah Economic City, Saudi Arabia
- 8. Dubuque, Iowa**
9. Ho Chi Minh City, Vietnam
10. Nano City, India

**International Awards for  
Livable Communities (LivCom)**

**Third Place, Gold Community**

(20,000 – 75,000 Population Category)

# Inclusive Dubuque

A local network of community leaders from faith, labor, education and government organizations dedicated to advancing justice and social equity in our community.



**“EQUALITY IS THE IDEA OF EVERYONE GETTING A SHIRT;  
EQUITY IS THE NOTION THAT EVERYONE GETS A SHIRT THAT FITS.”**  
– GENE BATISTE

# What is Inclusive Dubuque?

Inclusive Dubuque is a peer-learning network of partners committed to creating an informed, equitable and inclusive community where all people are respected, valued and engaged. The network is comprised of more than 50 organizations across sectors including faith, government, nonprofit, business, education and more. To see a complete listing of organizations, visit [www.inclusivedbq.org](http://www.inclusivedbq.org).

The Inclusive Dubuque network works collaboratively to eliminate bias in our community. While this goal would be difficult for a single organization or individual to achieve, each network member can contribute to an effective outcome by:

- providing data and information to inform decisions
- supporting equity education opportunities
- creating and sharing equity tools

These goals are accomplished by supporting partner-led sector groups and peer-learning opportunities.

## Sector Groups

Community and network members lead these groups to address bias within the seven focus areas of the equity profile. Sector groups are supported by a data team and guided by the expertise and lived experience of their members; data to learn and track their progress; and the use of a racial/social equity lens to help guide decision-making.

## Peer-Learning

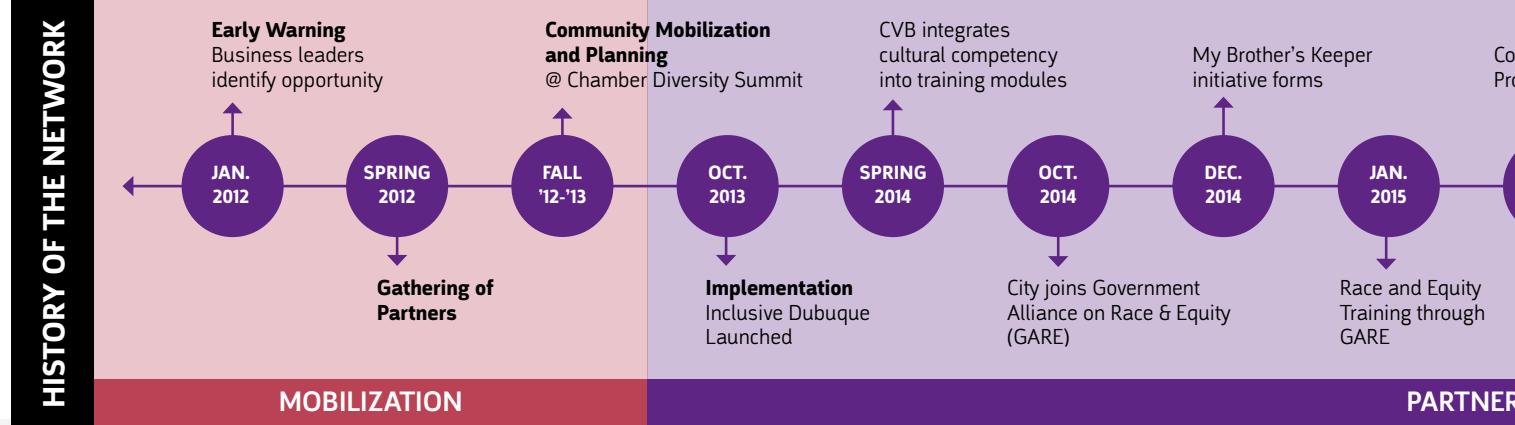
Inclusive Dubuque offers peer-learning opportunities — including education, training and resources — to network partners to improve personal and organizational understanding of all types of bias and promote racial and social equity.

What do **DIVERSITY**, **EQUITY** and **INCLUSION** mean?

**DIVERSITY:** the unique perspectives and life experiences an individual or group brings to our community

**EQUITY:** everyone has access to opportunities and the resources they need to thrive

**INCLUSION:** engaging and supporting diverse needs to ensure all feel welcome



# Community Equity Profile

Last year, Inclusive Dubuque asked community members to help complete an equity profile of our community focused on seven different focus areas: Economic Wellbeing, Housing, Education, Health, Safe Neighborhoods, Transportation and Arts & Culture. The goal was to learn about the lived experiences of diverse groups and to discover what disparities exist. The results have informed community leaders, community members and policy makers as they work to further Dubuque's growth as an equitable and inclusive community.

View the results of the equity profile at [www.inclusivedubuque.org](http://www.inclusivedubuque.org).

## What is an EQUITABLE COMMUNITY?

Communities are equitable when all residents, regardless of their race/ethnicity/nationality, neighborhood of residence, or other characteristic, are able to fully participate in the community's economic and cultural success, and are able to connect with its assets and resources.

**60**

Community dialogues were held

**1,995**

Online surveys were completed

**584**

Participants attended dialogues

**41**

Facilitators were trained

**305**

Community members signed up to stay connected

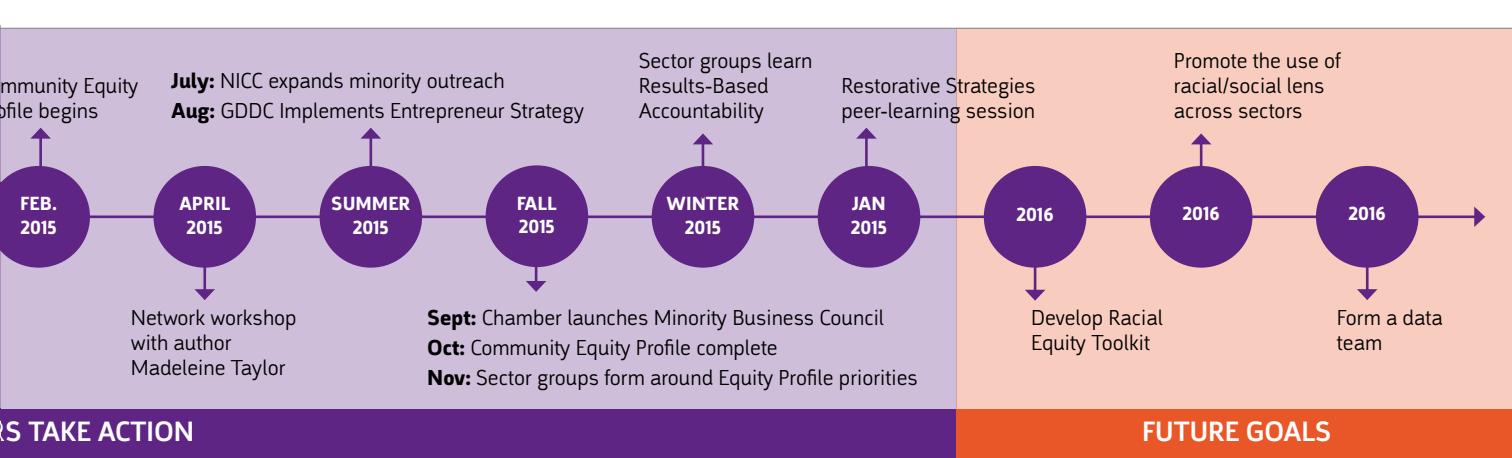
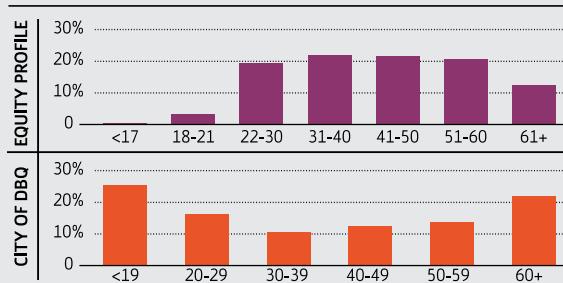
STRONG COMMUNITY INVOLVEMENT

DEMOGRAPHICS OF PARTICIPANTS

## RACE/ETHNICITY

	EQUITY PROFILE	CITY OF DBQ
White	83.95%	93.4%
Black/Afr. American	11.54%	5.0%
Hisp./Latino	2.39%	2.4%
Asian/Pac. Islander	1.57%	1.5%
Native American	0.55%	0.7%

## AGE



# The Network at Work

Network and community members have joined partner-led working groups to address new challenges and bring the racial/social equity lens to existing programs and efforts in the seven focus areas of the equity profile. These groups work to identify priorities, measurable indicators and partners and programs that can be engaged to affect change.

## Why a NETWORK?

No single organization can address systems change to affect complex issues like eliminating racism in a community; educating the community's children; or ensuring a skilled workforce.

A network takes a broad view of community problems, engages all sectors, uses long-term strategies, builds trust and encourages participation in decision-making to achieve systems change.

Sector groups are utilizing a process called Results-Based Accountability in an effort to better understand how we can track our progress. Since December 2015, more than 90 people have joined sector groups and that number continues to grow as members identify voices missing from the conversation.

In addition to participating in sector groups, network partners are already taking steps in their own organization. These network-owned actions help contribute to creating an equitable and inclusive community where all people feel respected, valued and engaged. Here are just a few of the ways our "network is at work":

- **Economic Wellbeing:** Northeast Iowa Community College and Greater Dubuque Development Corporation have implemented an outreach strategy to engage minority community members in Opportunity Dubuque.
- **Business:** The Dubuque Chamber of Commerce has created a Minority Business Council with a mission to guide minority and under-represented business owners toward local resources.
- **Education:** The Dubuque Community School District is disaggregating data regarding Grade-Level Reading, attendance and graduation rates to help improve outcomes for all students.
- **Higher Education:** Loras College has implemented cultural competency training as part of the Honors Student Program curriculum.
- **Government:** The City of Dubuque has joined the Government Alliance on Race and Equity and is implementing a racial equity toolkit.
- **Health:** Mercy Medical Center, Crescent Community Health Center, University of Dubuque, Dubuque's Human Rights Department, and others are increasing healthcare access for the Marshallese population through a community health program that helps remove barriers to care.

TO LEARN MORE AND FIND OUT HOW YOU CAN GET INVOLVED, VISIT [WWW.INCLUSIVEDBQ.ORG](http://WWW.INCLUSIVEDBQ.ORG)

**INCLUSIVE dubuque**  
Connecting People • Strengthening Community

# Meet the DEPARTMENT MANAGERS



The City of Dubuque consists of 28 departments and divisions. Citizen engagement is a priority, so feel free to contact our staff with any comments or concerns.



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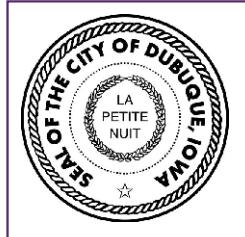


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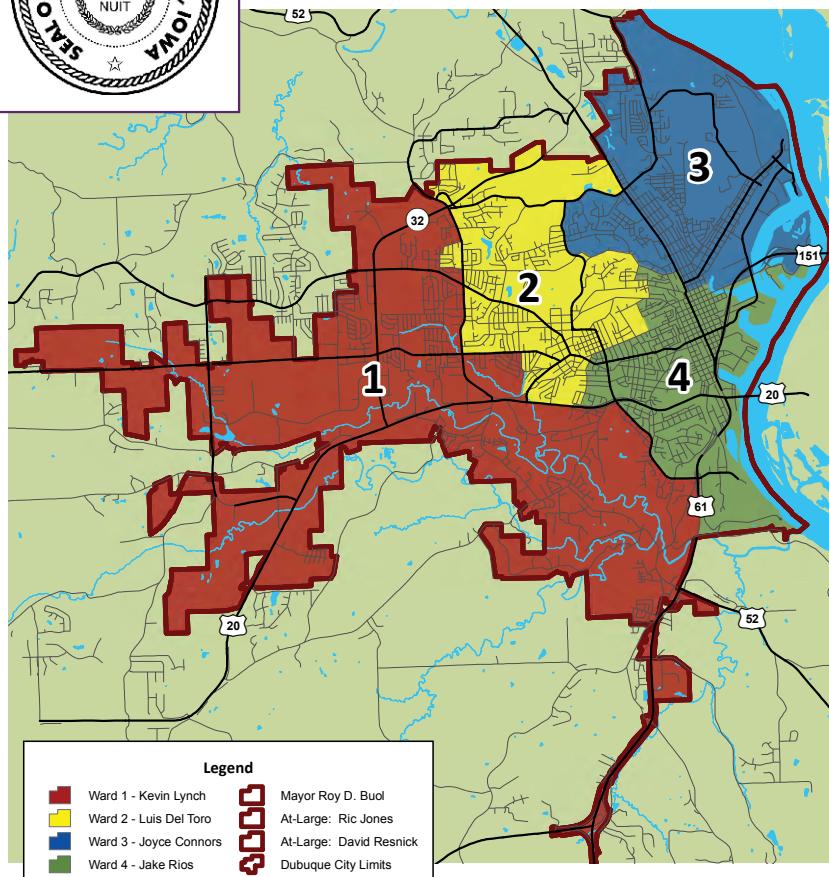


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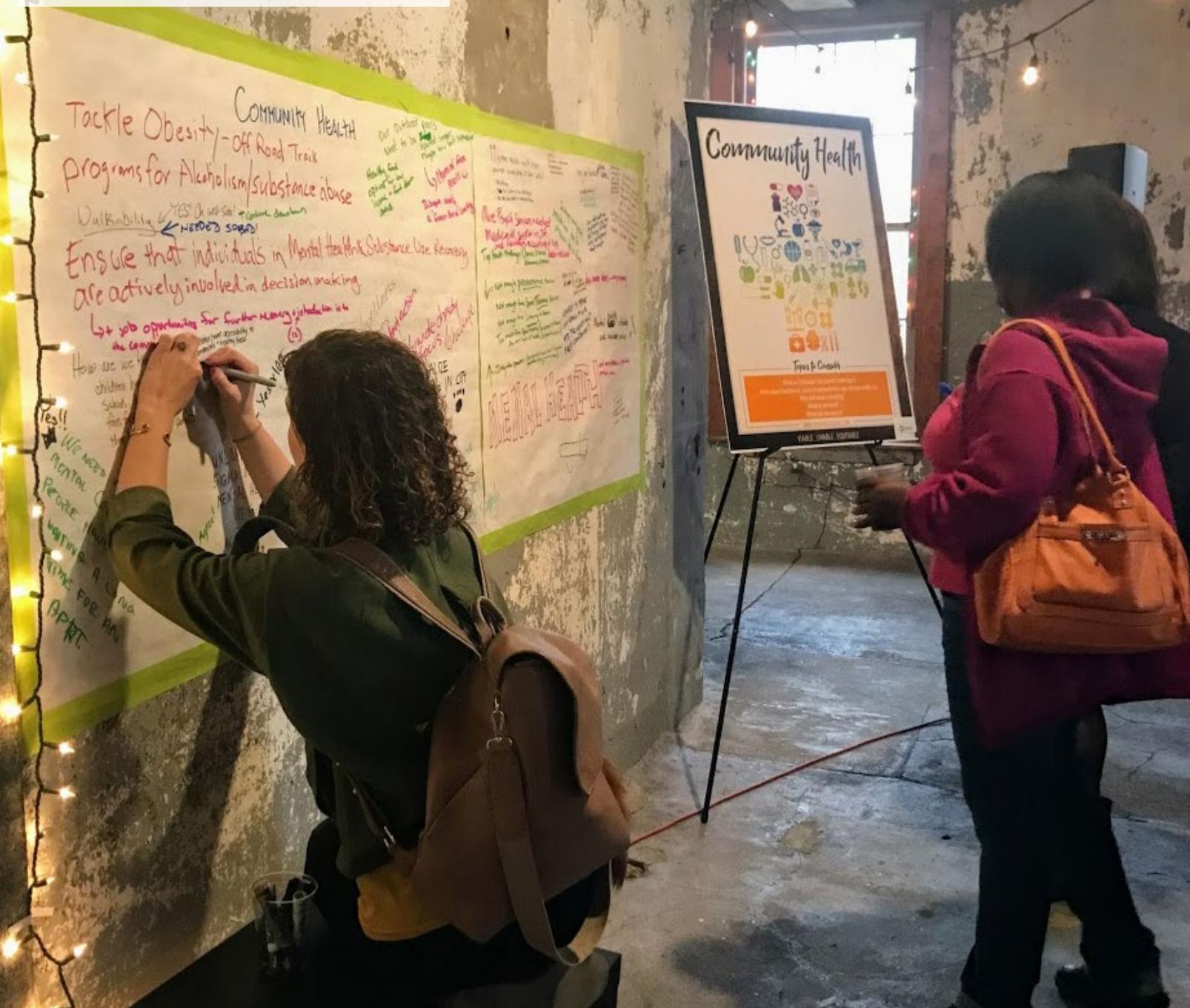
## City Council Wards



For detailed ward maps, visit [www.cityofdubuque.org/wards](http://www.cityofdubuque.org/wards)

Rev. 09/29/17





## CHAPTER AT A GLANCE

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# CHAPTER 2

# COMMUNITY ENGAGEMENT

# CHAPTER 2

# COMMUNITY ENGAGEMENT

*A plan built by the community and around the community.*

## Introduction

### Engage + Empower

Community engagement has long been a hallmark for the City of Dubuque, and for good reason. Working collaboratively to shape ideas and priorities is essential to ensuring successful plans and implementation – ones that are supported by the community, consider all moving parts, pieces, and partners, and focus on the big picture.

In addition to City-led initiatives, the depth of organizations, neighborhood associations, and partnerships in Dubuque also celebrate community activism via their individual outreach campaigns, missions, and projects. Sustainable Dubuque, Inclusive Dubuque, Greater Dubuque Development Corporation, Dubuque Main Street, the Community Resilience Advisory Commission, Washington Neighborhood Revitalization, Bee Branch Flood Mitigation, etc.... to name a few.

Engagement served as the driving force behind Imagine Dubuque, the City of Dubuque's New Comprehensive Plan. As noted on the landing page of the project website, [www.ImagineDubuque.com](http://www.ImagineDubuque.com):

***“Dubuque residents, business owners, and stakeholders, you are the stewards of this plan. This is a call to action – share your vision and ideas on the future of Dubuque. It is our mission to ensure this plan reflects and celebrates the collective “voice” of our community.”***

Empowering Dubuque residents, business owners, and stakeholders to share their ideas, opinions, preferences, and dreams served as the foundation upon which Imagine Dubuque was built. Before the project commenced, the consultant team and City developed a detailed Community Engagement Plan that outlined specific outreach strategies, marketing tactics, engagement tools, and events.

It was imperative to City leadership that the process be inclusive and representative of the community. Considerable effort was spent meeting with individuals and groups early in the process to identify preferred and comfortable channels for engagement. What was fundamentally communicated was a 'one-size-fits-all' approach to engagement would not work. Rather a menu of options designed to accommodate individuals' and groups' varying preferences and resources were required. In addition, government can no longer expect people to come to them; instead, government must go to the people. Government must "meet people where they are" to establish comfortable, creative, collaborative, and meaningful forms of engagement.

Imagine Dubuque was designed so that each event informed and built off others, while also providing unique value to the individual community engagement experience. This strategic engagement plan helped forecast and ensure diverse participation would be achieved and project momentum maintained.



'Dubuque and All That Jazz' Pop-Up Idea Booth | August 18th, 2016



Edible idea incentives at the Farmers' Market Pop-Up Idea Booth | August 19th, 2016

## Process

Imagine Dubuque spanned a total of 13 months, with project initiation and pop-up events beginning in August 2016 and the plan being adopted by City Council in September 2017 (see Outreach Timeline on page 2-10). Whereas most community outreach initiatives span 3-5 months, Imagine Dubuque's community input campaign lasted just over 12 months. In other words, 92% of the project's duration focused on engagement and the reporting of ideas and themes back to the community for further refinement.



**IMAGINE DUBUQUE OUTREACH TIMELINE**  
Not your typical 3-5 month engagement timeline...



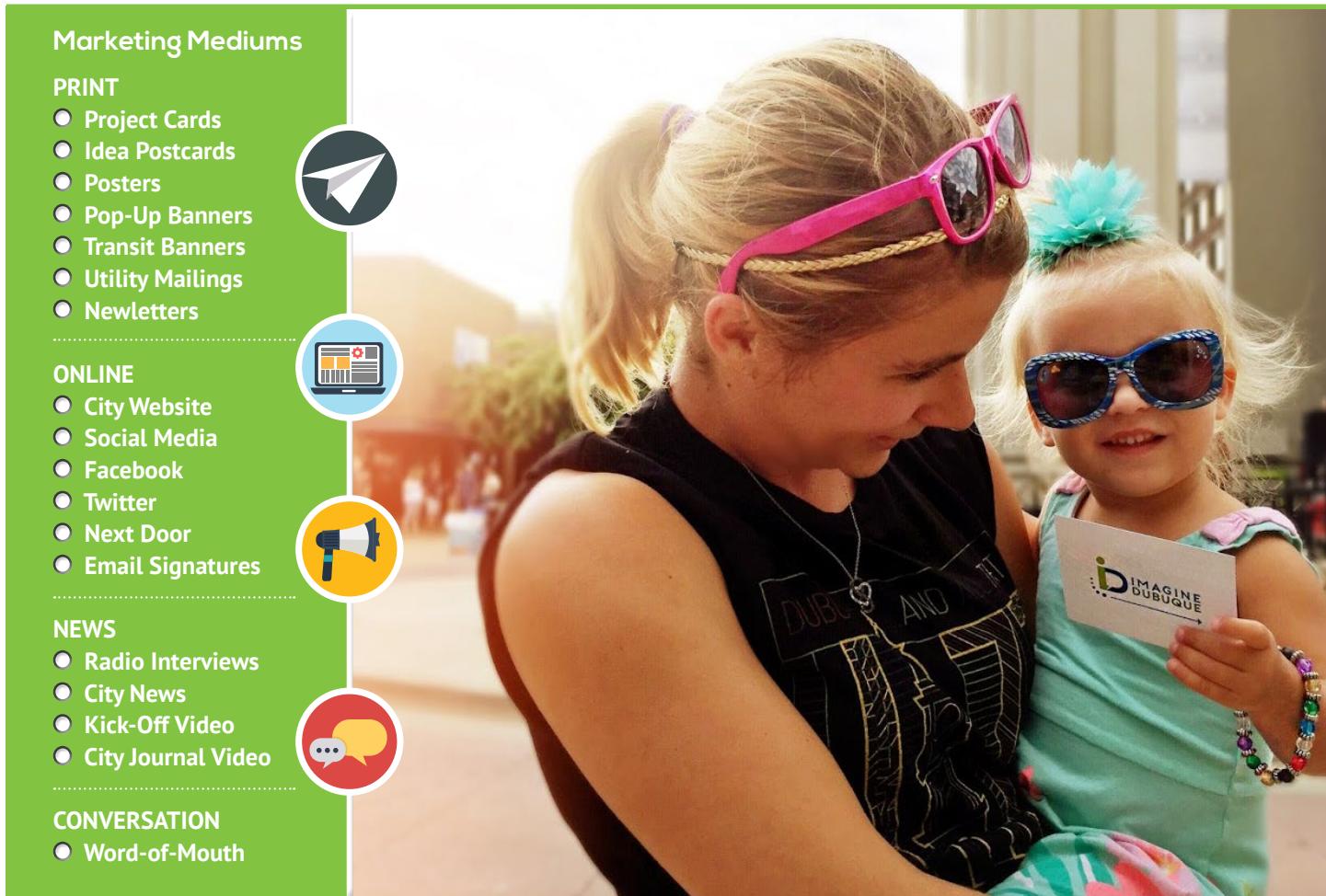
**12 of 13 months (or 92% of Imagine Dubuque) focused on outreach and reporting ideas and themes back to the community for further refinement.**

### Engagement Components

The Communications Plan outlined the type, timing, and interplay of all outreach elements. The diversity of these collective components together yielded over 12,500 ideas!

- Branding
- Creative Marketing
- Interactive Tools
- In-Person Events

\*See infographic at top of page.



▲ Imagine Dubuque marketing takes hold with even the youngest of residents at the 'Dubuque and All That Jazz' Pop-Up Idea Booth Event

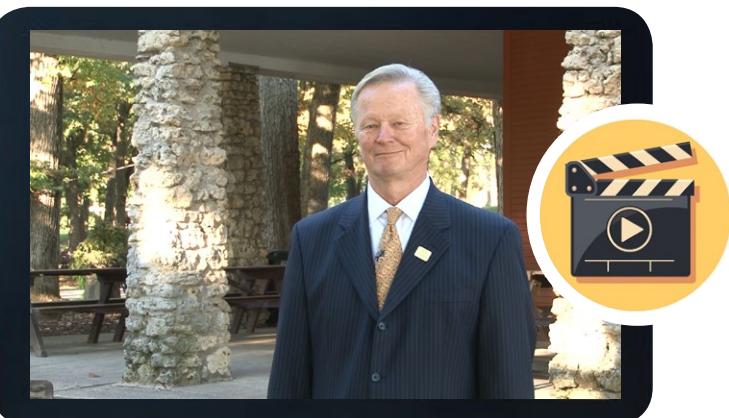
## Marketing: Getting the Word Out

Imagine Dubuque's creative approach to branding and marketing effectively built project awareness, generating new ideas from new people. Print and online promotion included the distribution of over 3,000 **project cards, idea postcards, and posters** in local businesses and restaurants.

**Educational pop-up banners** were put-on display at area destinations, including the YMCA, Farmers' Market, schools, and other area businesses and events. **"Connect Today"** **transit banners** with details about the project website and mobile app were installed on Jule buses.

In addition to print promotion, Imagine Dubuque also engaged people and continued momentum via the **City's website and social media** including Facebook, Twitter, and Next Door, as well as **seasonal newsletters** and a project **kick-off video** featuring Mayor Roy D. Buol that went live in November of 2016.

Imagine Dubuque was also marketed via publications, including **City News** and **utility mailings** to raise awareness and participation. A **City Journal video** featuring City staff and the Long Range Planning Commission Chair aired throughout the duration of the project on CityChannel Dubuque; even **radio interviews** were conducted to raise awareness and further participation.



▲ Imagine Dubuque Kick-Off Video Featuring Dubuque Mayor Roy D. Buol

## Process (continued)

### Imagine Dubuque: Getting Started

Within the first month of Imagine Dubuque, the project logo and identity were designed, an interactive project website built ([www.ImagineDubuque.com](http://www.ImagineDubuque.com)), the Imagine Dubuque project app launched, marketing materials posted and distributed, and two pop-up events held. The pop-up events on August 18th and 19th of 2016 at “Dubuque and All That Jazz” and the Saturday Farmers’ Market effectively kick-started Imagine Dubuque by generating awareness and fresh ideas from the community. In less than 2 days the ‘Imagine Dubuque Idea Booths’ yielded over 200 written insights, great discussion, new website followers, app downloads, and was featured on the ABC evening news (KCRG Channel 9). Shortly thereafter, radio interviews also raised awareness and momentum.

“  
More dog friendly places/parks.”  
“Extend and expand bus service.”  
“More community gardens!”  
“Need downsize options (condos).”  
- Ideas shared at the Dubuque Farmers’ Market Pop-up Idea Booth.



▲ In less than 2 days the ‘Imagine Dubuque Idea Booths’ at ‘Dubuque and All that Jazz’ and the Farmers’ Market yielded over 200 written insights!

### Workshops

To focus feedback, Imagine Dubuque was organized around the following four pillars: Economic Prosperity, Environmental Integrity, Social and Cultural Vibrancy, and Equity. Four community-wide workshops were hosted, each dedicated to exploring ideas and opportunities related to these pillars. Workshop activities ranged from small group discussions to collaborative idea murals.

#### Workshop Overview

- Economic Prosperity | October 25th, 2016 | Hotel Julien
- Environmental Integrity | February 21st, 2017 | University of Dubuque
- Social + Cultural Vibrancy | April 19th, 2017 | The Smokestack
- Equity | June 27th, 2017 | Prescott Elementary

#### Working Groups

Imagine Dubuque Working Groups were also coordinated wherein residents and stakeholders with insight into those pillars were invited to take part in small, interactive discussions. These discussions served-up a wealth of knowledge that helped inform the plan and shape the activities at each of the community workshops.



Approximately 300 residents came out to take part in the 4 community workshops held as part of Imagine Dubuque, averaging 72 participants per workshop.

## Online Engagement

The project website and app integrated 'opt-in' emails and push notifications ensuring subscribers would receive a pop-up alert or email containing project news as soon as such was posted.

### Quick Statistics: August 2016 to August 2017

- 30+ Website News Articles
- 40+ App Push Notifications
- 350+ Email/App Subscribers
- 4,500+ Unique Visitors
- 14,000+ Page Views



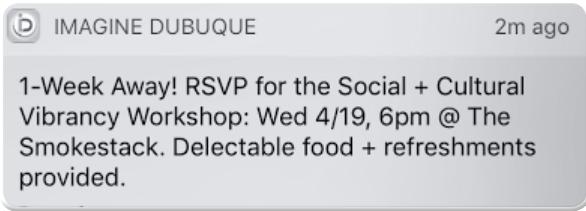
## Process (continued)

### Online Outreach

In addition to the in-person workshops and events, Imagine Dubuque's online participation was a dual source of insight and collaboration. The project website and app included a "Follow Feature" allowing visitors to sign-up to receive project news and announcements via email. Interactive tools were built into both interfaces that allowed users to share ideas, comments, project feedback, and even upload photos of potential improvements and things they would like to see emulated in Dubuque!

### Push Notifications

Over 40 push notifications were sent over the course of the project to market upcoming events, project news, idea tools, and quick polls.

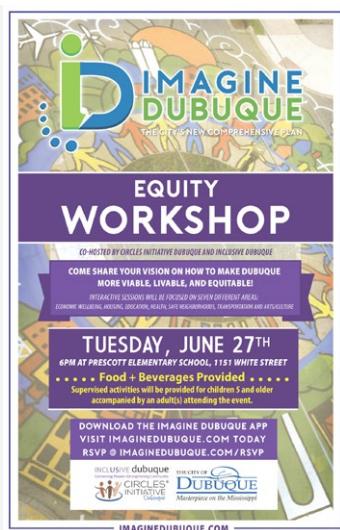
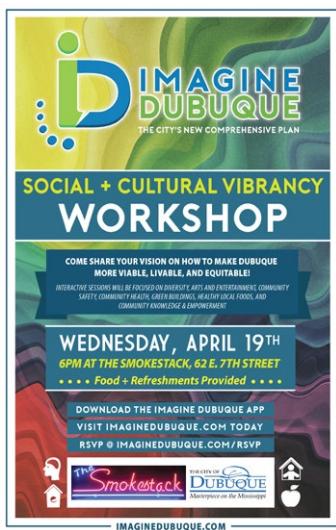
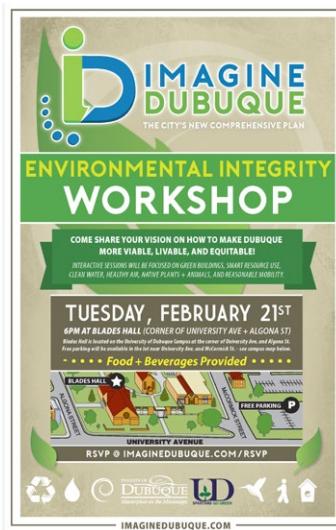
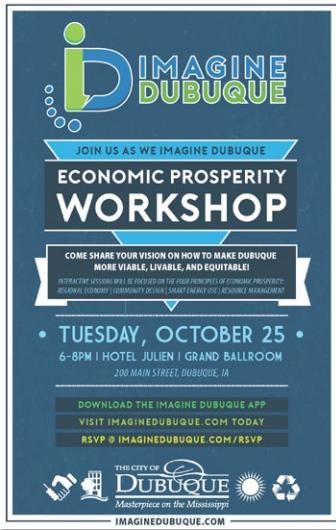


### Quick Polls

Quick Polls (i.e. short, multiple-choice surveys) were also posted to the website, app, and distributed at community workshops that asked questions pertaining to each of the four pillars, future land use, and an initial poll that asked participants to choose adjectives that best described "Dubuque Today". When new Quick Polls went live, they were promoted via website news announcements, social media posts, app push notifications, and in-person events.



▲ Quick Poll Station at the Economic Prosperity Workshop.



*"We need to maintain the historic preservation and integrity of downtown. As a millennial, it's important for us to not only maintain something that is unique, but also has diversity (in terms of use and function) to it."*

*"Educate each other about green environmental best practices and further social awareness of safe and acceptable products and standards (i.e. no spraying round-up for green lawns)."*

*"Dubuque is already diverse! But we need to do a better job mixing social, economic, and racial groups in order to take advantage of the gift that is diversity, and improve our City for everyone."*

*"Remove taboo of mental health in youth. Educate that it is not just severe illness, but includes depression and anxiety. Introduce sessions to have youth feel comfortable talking about it and how students can seek treatment."*

▲ There were a total of 4 community workshops; quotes from each of the workshops are included below the respective poster. An open house was held on August 16th, 2017 to showcase and receive feedback on the Draft Plan.

## Process (continued)

### Going to the Community

Key to Imagine Dubuque's engagement strategy was going to the community. Over 30 Imagine Dubuque focus groups were held at various locations throughout the City to educate residents about the plan and ways to get involved. From venturing to local high schools and universities, to neighborhood associations and service clubs (Kiwanis, Rotary, and many more), these on-site mini-workshops inspired participants to share ideas on the future of Dubuque, download the app, follow the website, and tell family, friends and neighbors to do the same!



▲ Student Focus Group at Wahlert High School



▲ Rotary Focus Group



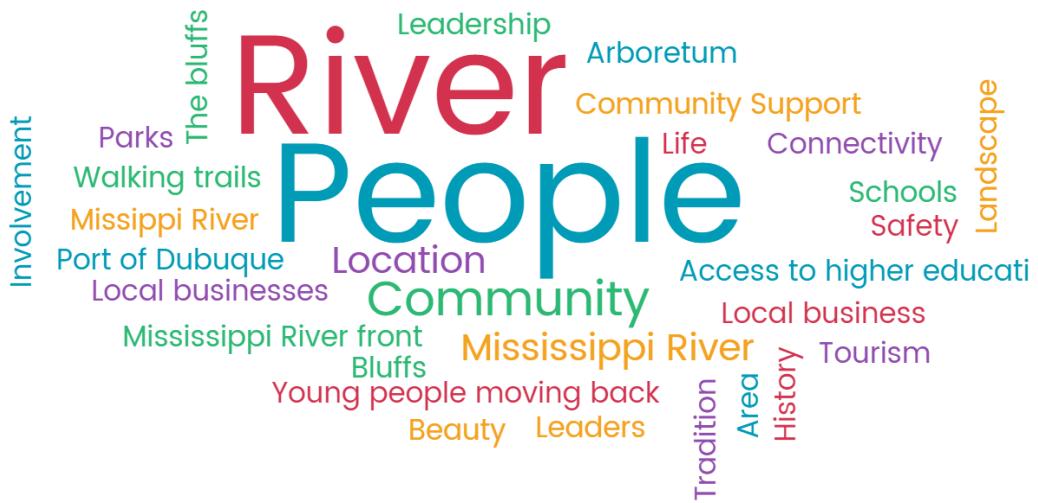
▲ Inclusive Dubuque Focus Group

## ■ Live Smartphone Polling

Live polling was integrated into focus groups and meetings that allowed participants to anonymously interact, share comments, and vote on priorities via their smartphones during live presentations. The results were then collected and reported back in real-time via colorful Wordles (as shown in the graphic at right) and bar charts. Live polling was introduced at the start of focus group sessions to provide a baseline of data for participants to respond to, discuss, and opine on in greater detail.

## Question #1: What are Dubuque's greatest assets?

Leadership Dubuque Focus Group Live Poll, January 11, 2017, Holiday Inn, 450 Main Street



## Strategic Outreach

### Data Benchmarks

Also essential to the Imagine Dubuque process was ensuring representative feedback from the whole community – all ages, races, ethnicities, and backgrounds (see demographic charts on page 2-14 and 2-15). Even with a solid Communications Plan in place and robust outreach and marketing underway, successful engagement requires checking back-in with the community, reviewing who is sharing, and determining if added outreach is needed.

Throughout the 12-month engagement process, ideas were recorded in a master idea spreadsheet and categorized by topic. Progressive findings and emerging themes were then reported back to the community at workshops, on the project website, and at Long Range Planning Advisory Commission and City Council check-in's. This detailed and steady documentation and summarization ensured the listening and learning phase of Imagine Dubuque was on the right track.

To better understand who was sharing ideas and involved in the process, Imagine Dubuque's project tools and in-person events integrated optional demographic questions. While reviewing engagement data in February of 2017 (6-months into the process) the project team realized that input from students and seniors was lacking in comparison to City-wide demographics. To address such, creative brainstorming began.

Realizing that mobility was a burden for some elderly residents, info sessions, and lunch-time presentations were scheduled at area senior homes, including Applewood Apartments, The Rose of Dubuque Senior Community, and Bethany Home, to raise awareness and gather direct feedback. A news article about Imagine Dubuque was published in the Golden View, a monthly publication distributed in the Tri-State area (Iowa, Illinois, and Wisconsin), whose primary audience is seniors.



**Introducing the Imagine Dubuque Mobile Idea Board**

VISIT [WWW.IMAGINEDUBUQUE.COM](http://WWW.IMAGINEDUBUQUE.COM)

FREE TO RESERVE AND CHECK OUT, A GREAT LISTENER, VERY LIGHT, AND PORTABLE

The mission of the Imagine Dubuque mobile idea board is to travel around town and collect as many great ideas from Dubuquers as possible on how to improve the future of our great City. But to do this -- we need your help!

Does your workplace, community group, or event have people with great ideas to improve our city? Offer to host the idea board. It couldn't be simpler. The idea board will be delivered to your office or event and picked up when convenient for you. Contact Ose, info below, to learn more and reserve the idea board today. Your ideas matter! Be a part of shaping Dubuque's future today!

TO RESERVE PLEASE CONTACT:  
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[OAKINLOT@CITYOFDUBUQUE.ORG](mailto:OAKINLOT@CITYOFDUBUQUE.ORG)  
563.589.4210

## Conclusion

In just over 12-months, more than 6,000 residents participated and shared ideas as part of Imagine Dubuque, resulting in over 12,500 ideas. Public idea sharing sessions ended in June 2017, with a workshop focused on Equity, co-hosted by Circles® Initiative and Inclusive Dubuque at Prescott School. Then a campaign for public input on land use ran mid-August 2017. A Treat + Great Public Open House was held on August 16th, 2017 to unveil the draft plan to the community.

VIABLE . LIVABLE . EQUITABLE

**Save the Date**  
AUGUST 16TH @ 5:30PM  
WASHINGTON PARK

**Imagine Dubuque  
Treat + Greet**

COME MEET OUR CITY'S NEW DRAFT PLAN!



RSVP  
[WWW.IMAGINEDUBUQUE.COM](http://WWW.IMAGINEDUBUQUE.COM)

Idea boxes and comment cards were designed and dropped-off at local schools, universities, businesses, and living facilities. A mobile idea board was stationed at over a dozen businesses and destinations throughout Dubuque, collecting sticky note ideas from visitors and passersby.

***These retooling efforts generated over 500 new ideas in less than 3 months, increased feedback from all sectors of the City (including students and seniors), and ensured project demographics aligned with City demographics.***

Community engagement was the single-most pivotal and influential factor of Imagine Dubuque. The plan's findings and recommendations, showcased in the chapters that follow, are directly derived from the engagement process, as celebrated by the infographics and outreach statistics therein. Only through the participation of the community was the City capable of developing a relevant and meaningful plan for the future of Dubuque.

Thank you to the thousands of individuals who participated in Imagine Dubuque, sharing ideas, and volunteering their time and energy to positively shape and impact Dubuque's future.

## OUTREACH TIMELINE

**TOTAL ENGAGEMENT** | As showcased in the detailed timeline below, a variety of tools were used and numerous events hosted throughout Imagine Dubuque's 12-month outreach process to empower residents. The varied opportunities and collaborative experiences allowed everyone to connect and share ideas in the way that felt most natural to them - via the website, app, printed postcard, or idea card -- at a workshop, focus group, or pop-up event. Furthermore, tools and events are only successful if people are made aware of them. Creative, steady, and targeted marketing ensured the community knew what events were happening, when, and how to get involved.



### Engagement Q +A

**What was the purpose of the Working Groups and Leadership Team Meetings?**

*The purpose of the working group sessions and leadership team meetings was to generate expert insight, effectively inform issues, and refine/improve community workshops.*

**Working Groups:** Each included 5-15 citizen experts who were selected based on their knowledge and experience pertaining to the 4 project pillars (economic prosperity, environmental integrity, social + cultural vibrancy, and equity).

**Leadership Team Meetings:** Comprised of City Department heads and leaders, this group of approximately 50 individuals met with the Imagine Dubuque Team every other month to provide input on engagement efforts, identify critical issues, and review and advise on emerging themes.

LEGEND	AUGUST 2016	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
<b>ONLINE TOOLS</b>					
🌐 WEBSITE	⌚ 08/01/16 PROJECT WEBSITE LAUNCHES www.ImagineDubuque.com	⌚ 09/20/16 INTERVIEWS 10 participants	⌚ 10/01/16 - 10/30/16 INTERVIEWS 25 participants	⌚ 11/07/16 CITY JOURNAL Q+A VIDEO 76 Views	⌚ 12/02/16 MOBILE IDEA BOARD BEGINS TRAVELING AROUND DUBUQUE
📱 MOBILE APP	⌚ 08/10/16 PROJECT APP LAUNCHES	⌚ 09/20/16 HIGH SCHOOL FOCUS GROUP Wahlert High School 50 participants	⌚ 10/25/16 HILLS + DALES SENIOR FOCUS GROUP 20 participants	⌚ 11/11/16 INCLUSIVE DUBUQUE FOCUS GROUP 42 participants	⌚ 12/14/16 WORKING GROUP: EQUITY 30 participants
QUICK POLL	⌚ 08/17/16 - 08/30/16 INTERVIEWS 65 participants	⌚ 09/20/16 LEADERSHIP TEAM MEETING 50 participants	⌚ 10/25/16 CIRCLES BIG VIEW NIGHT FOCUS GROUP 20 participants	⌚ 11/14/16 IMAGINE DUBUQUE KICK-OFF VIDEO Featuring Mayor Buol	⌚ 12/15/16 NOON OPTIMIST CLUB FOCUS GROUP 30 participants
VIDEO	⌚ 08/10/16 QUICK POLL #1 POSTED: DUBUQUE ADJECTIVES 186 participants	⌚ 08/18/16 POP-UP IDEA BOOTH #1 Dubuque and All That Jazz 40 participants	⌚ 10/25/16 COMMUNITY WORKSHOP #1: ECONOMIC PROSPERITY 40 participants	⌚ 11/14/16 CITY COUNCIL CHECK-IN	⌚ 12/20/16 LEADERSHIP TEAM MEETING 50 participants
<b>IN-PERSON EVENTS</b>					
POP-UP EVENT	⌚ 08/10/16 QUICK POLL #1 POSTED: DUBUQUE ADJECTIVES 186 participants	⌚ 08/18/16 POP-UP IDEA BOOTH #1 Dubuque and All That Jazz 40 participants	⌚ 10/25/16 COMMUNITY WORKSHOP #1: ECONOMIC PROSPERITY 40 participants	⌚ 11/14/16 CITY COUNCIL CHECK-IN	⌚ 12/20/16 LEADERSHIP TEAM MEETING 50 participants
★ WORKSHOP					
INTERVIEW					
FOCUS GROUP					
WORKING GROUP					
LEADERSHIP MEETING					
CITY COUNCIL CHECK-IN					
<b>IDEA COLLECTORS</b>					
MOBILE IDEA BOARD					
IDEA BOXES					
IDEA BANNER STAND					

JANUARY 2017	FEBRUARY	APRIL	JUNE
<p>01/04/17 GREEN DUBUQUE FOCUS GROUP 30 participants</p> <p>01/06/17 UNIVERSITY FOCUS GROUP 25 participants</p> <p>01/09/17 DUBUQUE COMMUNITY SCHOOL DISTRICT EXECUTIVE BOARD FOCUS GROUP 9 participants</p> <p>01/11/17 LEADERSHIP DUBUQUE FOCUS GROUP/MINDMAP 25 participants</p> <p>01/19/17 MORNING OPTIMIST CLUB FOCUS GROUP 9 participants</p> <p>01/24/17 PRINCIPALS + DIRECTORS OF SECONDARY EDUCATION FOCUS GROUP 5 participants</p>	<p>02/02/17 QUICK POLL #3 LAUNCHED: ENVIRONMENTAL INTEGRITY 164 participants</p> <p>02/07/17 AMERICORPS FOCUS GROUP 40 participants</p> <p>02/14/17 CITY COUNCIL CHECK-IN</p> <p>02/15/17 UNIVERSITY FOCUS GROUP 25 participants</p> <p>02/15/17 WORKING GROUP: ENVIRONMENTAL INTEGRITY 7 participants</p> <p>02/15/17 INTERVIEWS 6 participants</p> <p>02/15/17 WORKING GROUP/MINDMAP: SOCIAL + CULTURAL VIBRANCY 10 participants</p> <p>02/21/17 LEADERSHIP TEAM MEETING 50 participants</p> <p>02/21/17 COMMUNITY WORKSHOP #2: ENVIRONMENTAL INTEGRITY 70 participants</p> <p>02/28/17 ROTARY CLUB FOCUS GROUP 53 participants</p>	<p>04/18/17 WORKING GROUP: ECONOMIC PROSPERITY 15 participants</p> <p>04/18/17 LEADERSHIP TEAM MEETING 50 participants</p> <p>04/19/17 NON-VIOLENCE FOCUS GROUP 5 participants</p> <p>04/19/17 LOCAL FOODS FOCUS GROUP 15 participants</p> <p>04/19/17 COMMUNITY WORKSHOP #3: SOCIAL + CULTURAL VIBRANCY 50 participants</p> <p>04/25/17 ARTS + CULTURE FOCUS GROUP 8 participants</p> <p>04/26/17 SENIOR FOCUS GROUP 21 participants</p>	<p>06/01/17 SENIOR FOCUS GROUP 93 participants</p> <p>06/05/17 KIWANIS CLUB OF DUBUQUE FOCUS GROUP 12 participants</p> <p>06/12/17 DUBUQUE COUNTY BOARD OF SUPERVISORS + STATE REPRESENTATIVE FOCUS GROUP 4 participants</p> <p>06/20/17 LEADERSHIP TEAM MEETING 50 participants</p> <p>06/27/17 COMMUNITY WORKSHOP #4: EQUITY 150 participants</p>
	<p>02/21/17 COMMUNITY WORKSHOP #2: ENVIRONMENTAL INTEGRITY 70 participants</p>	<p>MAY</p> <p>05/02/17 SENIOR FOCUS GROUP 9 participants</p> <p>05/03/17 SENIOR FOCUS GROUP 15 participants</p> <p>05/04/17 RESILIENT COMMUNITY ADVISORY COMMISSION FOCUS GROUP 14 participants</p>	<p>07/10/17 CITY COUNCIL CHECK-IN</p>
	<p>03/07/17 POINT NEIGHBORHOOD ASSOCIATION FOCUS GROUP 15 participants</p> <p>03/15/17 IDEA BANNER/ BOXES BEGIN TRAVELING AROUND DUBUQUE</p> <p>03/14/17 VALLEY VIEW NEIGHBORHOOD ASSOCIATION FOCUS GROUP 10 participants</p> <p>03/25/17 DUBUQUE BLACK MEN COALITION MANHOOD PROJECT FOCUS GROUP 40 participants</p> <p>03/27/17 QUICK POLL #4 POSTED: SOCIAL + CULTURAL VIBRANCY 90 participants</p>	<p>05/05/17 POP-UP IDEA BOOTH #3 Putzlin' Around Downtown 200 participants</p> <p>05/11/17 TEACHER FOCUS GROUP 102 participants</p> <p>05/11/17 RELIGIOUS SISTERS FOCUS GROUP 20 participants</p> <p>05/11/17 SENIOR FOCUS GROUP 16 participants</p> <p>05/15/17 CITY COUNCIL CHECK-IN</p> <p>05/19/17 QUICK POLL #5 POSTED: EQUITY 130 participants</p>	<p>07/17/17 QUICK POLL #6 LAUNCHED: FUTURE LAND USE 350+ participants</p> <p>07/19/16 POP-UP IDEA BOOTH #4 Bee Branch Opening - Land Use</p>
	<p>MARCH</p>	<p>08/15/17 LEADERSHIP TEAM MEETING 50 participants</p> <p>08/16/17 OPEN HOUSE/POP-UP BOOTH #5 TREAT + GREET: MEET THE PLAN 150 participants</p>	<p>AUGUST</p>
			<p>09/06/17 CITY COUNCIL CHECK-IN</p> <p>09/18/17 PUBLIC HEARING AND ADOPTION</p>
JANUARY   2017	FEBRUARY - MARCH	APRIL - MAY	JUNE - SEPTEMBER

2017

## PROJECT PARTICIPATION

**POWER TO THE PEOPLE** | The infographic below showcases Imagine Dubuque participation statistics overall, as well as how such fluctuated over the 12-month engagement process. Chart data includes the number of individuals who participated via the following mediums:

- **ONLINE:** Visited and interacted with the project website and app. These numbers are informed by Google analytics and traffic associated with unique visitors.
- **IN-PERSON:** Attended pop-up events, workshops, focus groups, leadership team meetings, working groups, and interviews. Attendance was recorded at each event.
- **QUICK-POLL:** Responded to the project quick polls. A total of six polls were posted over the course of the project, the findings of which were analyzed and summarized as applicable within the chapters that follow.

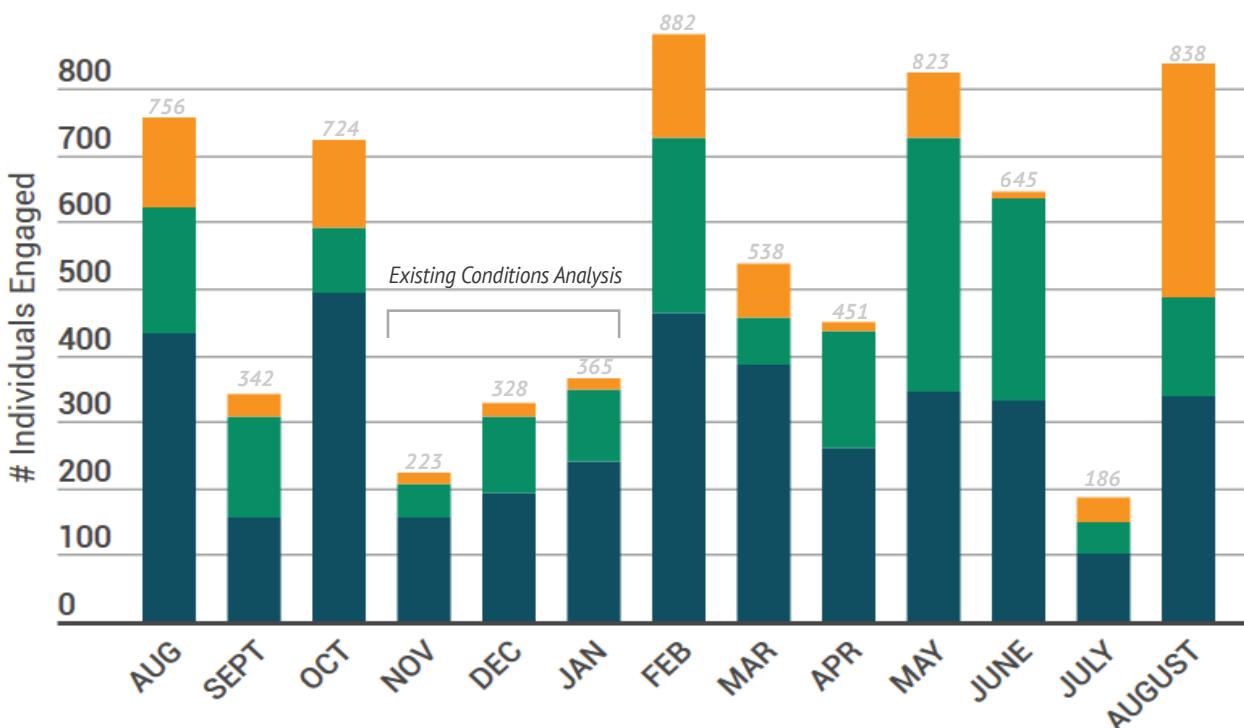
### Methodology

*To ensure accurate data, the number of individuals who participated was analyzed separate from the number of ideas. Reason being, single participants shared multiple ideas. The number of people who engaged with the idea boxes and mobile idea board were also purposely omitted from the bar chart below being that the majority of people who engaged via such, were part of a focus group.*



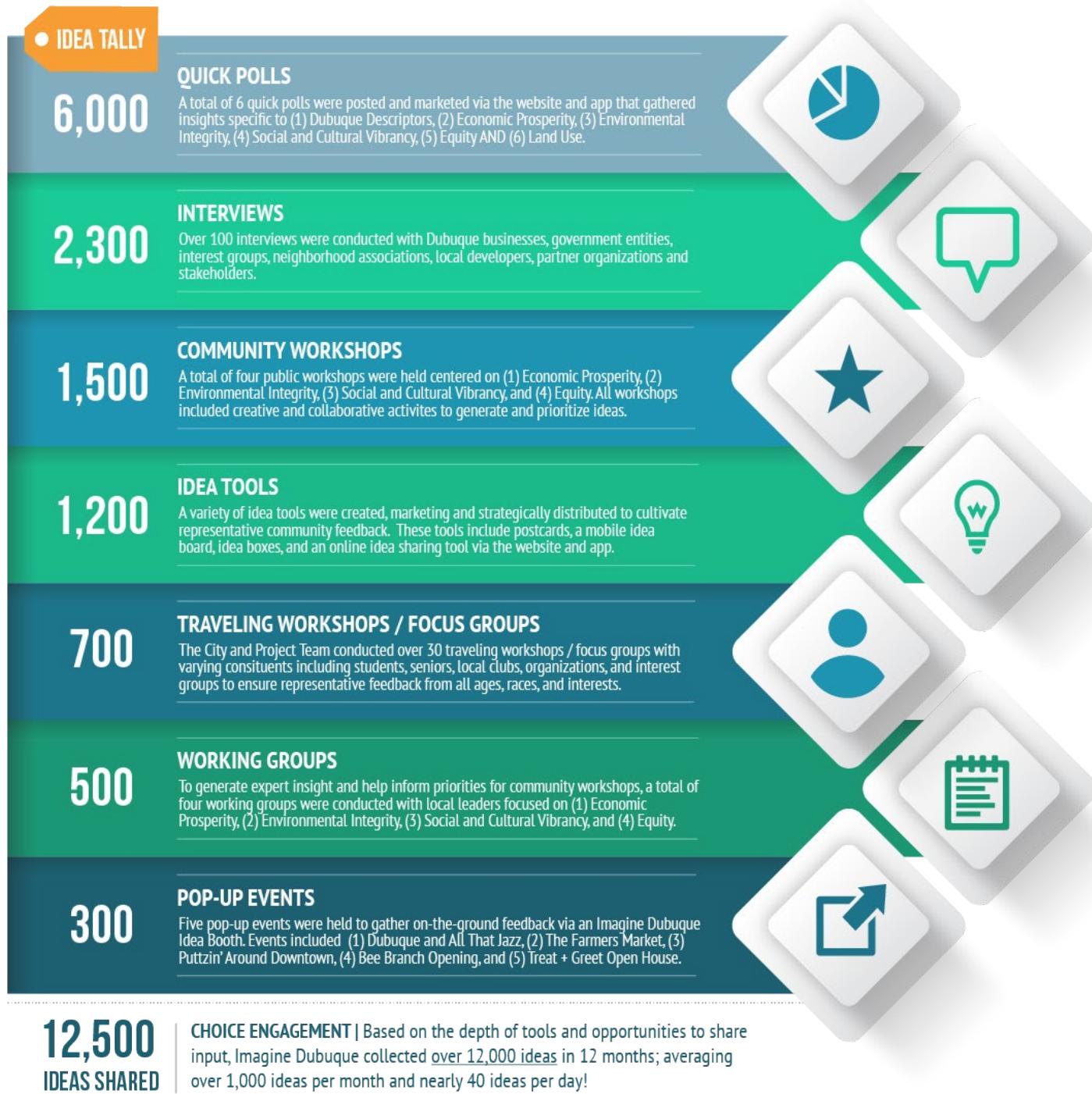
#### CHART: Number of People Engaged + Monthly Milestones

AUGUST 2016	OCTOBER 2016	FEBRUARY 2017	APRIL 2017	MAY 2017	JUNE 2017	JULY 2017	AUGUST 2017
<b>Project Kick-Off</b>							
Pop-Up Event #1	Economic	Workshop #2	Social + Cultural	Equity	Workshop #4	Land Use	Review Draft
Pop-Up Event #2	Workshop #1	Quick Poll #3	Workshop #3	Quick Poll #5	Outreach Ends	Quick Poll #6	Pop-Up Event #5
Quick Poll #1	2 Focus Groups	4 Focus Groups	Quick Poll #4	Pop-Up Event #3		Pop-Up Event #4	Treat + Greet
				5 Focus Groups			Open House



## INSPIRING IDEAS

**PROVIDING CHOICE |** To inspire Dubuque residents and stakeholders to share their ideas, a variety of tools and opportunities were provided to make the process of sharing as easy and fun as possible. The infographic below identifies the varying ways people provided feedback and the approximate number of ideas and insights collected from each method.



## PROJECT DEMOGRAPHICS

**DIVERSE ENGAGEMENT** | As showcased via the charts and infographics on the following two pages, project demographics closely align with the City of Dubuque's community make-up. That said, there are a few instances wherein the comparison demographics differ slightly: Imagine Dubuque engaged (1) a *higher diversity* of residents relative to race and ethnicity, (2) *more females* than males, and (3) *more seniors, students, and millenials* than City-wide demographics.

### What do project demographics reflect?

Approximately 6,000 people engaged with Imagine Dubuque. Of those 6,000 individuals, approximately 2,000 or 33% elected to share demographic details. This reduced statistic is partially due to the fact that not all idea sharing tools and methods were connected to collecting or asking for these insights. For example, demographic data was not connected to mobile idea board comments, idea box comments, postcards, and website analytics, i.e. unique visitors to the project website. However, self-elected demographic data was collected at Workshops, Focus Groups, Pop-Up Events, and Idea Tools via the website and app.

## DATA TRENDS



#### Diverse Engagement

Compared to City demographics, Imagine Dubuque engaged 2.5% more African American/Black individuals and 1.5% more Hispanic/Latino residents.



#### Students + Millenials + Gen X Shared

Focus groups and idea tools dispersed to area colleges and high schools effectively generated insights from those aged 19-34 years.



#### Engaged Seniors

The depth of focus groups held at area senior homes increased awareness and insights from those aged 65 years and older.



#### More Females

Approximately 4% more females than males engaged with Imagine Dubuque based on the demographic data collected.

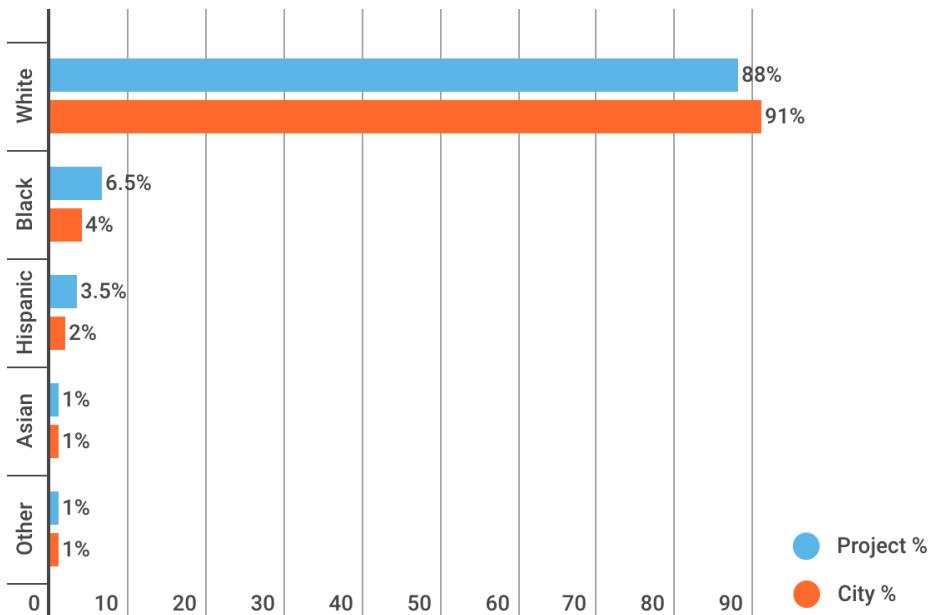
## Methodology

Engagement events, activities, and tools (both in-person and online), integrated optional questions relating to demographics. This data was logged and analyzed throughout the duration of Imagine Dubuque to ensure project demographics were reflective of the community at large. This data is presented via the charts and graphics below and includes all information provided from participants during the outreach process.



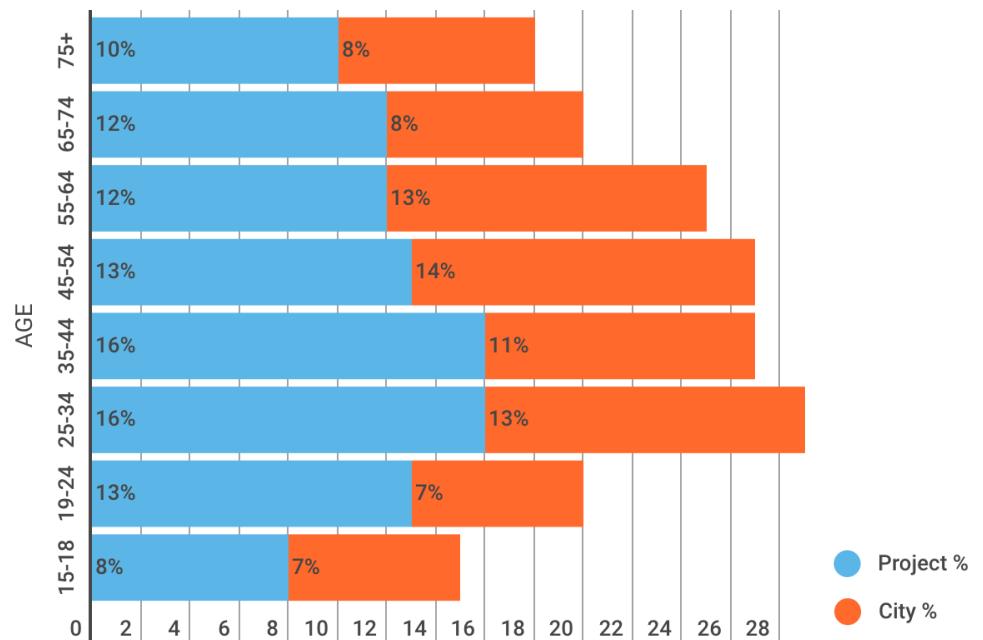
## Race/Ethnicity

Looking at race and ethnicity, Imagine Dubuque engaged a higher percent of diverse stakeholders than what is representative of the City. Approximately 6.5%+ more African American/Black participants and 3.5%+ more Hispanic/Latino participants engaged in the process. This added diversity is largely due to strategic focus group sessions, workshops, and project partners such as Inclusive Dubuque.



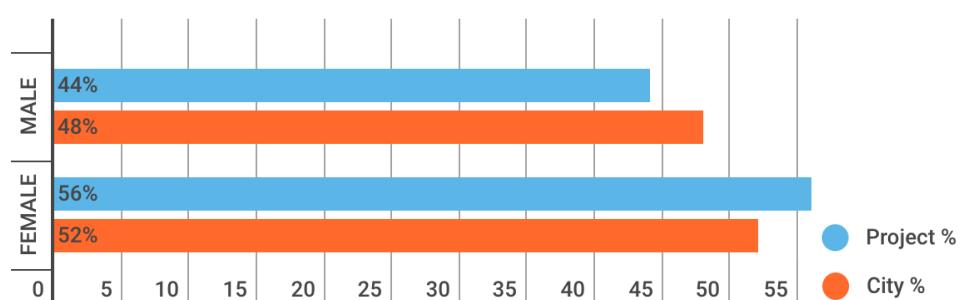
## Age

Nearly all age brackets align, with project demographics being over-represented in college-aged participants (19-24 years), millennials/Gen-Y (25-34 years), Gen-X (35-44 years), and Baby Boomers/seniors (65 years and older). The aforementioned targeted marketing (idea boxes at local colleges, universities, and senior homes) and focus group sessions (high school students, millennials as part of the Leadership Dubuque Workshop) are directly related to the added idea generation in these age sectors.



## Gender

Slightly more females than males partook in the project, with female participation being over-represented by 4% and male participation being under-represented by 4%. Less than 1% of project participants chose to "Self-Describe" or preferred not to answer.



## PHOTO BOARD | EVENTS

Pop-Up Events | 5 Total | Dubuque and All That Jazz | Farmers' Market | Puttzin' Around Downtown | Treat + Greet Open House



## PHOTO BOARD | WORKSHOPS

### ★ Workshops | 4 Total | Economic Prosperity | Environmental Integrity | Social + Cultural Vibrancy | Equity



Economic Prosperity Workshop | 10.25.16



Environmental Integrity Workshop | 02.21.17



Social + Cultural Vibrancy Workshop | 04.19.17



Equity Workshop | 06.27.17



## PHOTO BOARD | FOCUS GROUPS

Focus Groups | 30+ Total | These traveling workshops took place all over Dubuque!



High School Focus Group



Hills and Dales Senior Focus Group



Inclusive Dubuque-Focus Group



Rotary Focus Group



Black Men Coalition Manhood Project Focus Group



Leadership Dubuque Focus Group



# CHAPTER 3

## ECONOMIC PROSPERITY

### CHAPTER AT A GLANCE

□ Introduction	3-02
□ Employment	3-03
□ Equity and Economic Prosperity	3-10
□ Housing	3-11
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□ Mixed-Use	3-17
□ Recommendations	3-18

# CHAPTER 3

## ECONOMIC PROSPERITY

*Within the context of economic growth and prosperity, what do viability, livability, and equity really mean for Dubuque and its residents? For residents, this translates into a life lived with an equal chance of personal success, satisfaction, and economic opportunity in their preferred place. It seems simple, but it is not. The factors affecting individual or family choices in where to live and work are shifting dramatically. In some instances, the housing crash or other fallout from the recent Great Recession have limited these choices. In other situations, technological change has altered these choices, boosting the location appeal for cities like Dubuque. Within a regional context, Dubuque is positioned well for economic and workforce development. Over 396,000 college students attend an institution within a 100-mile radius of Dubuque, 3 million people live within 100 miles of Dubuque, and 67 million people live within a 500 mile radius of Dubuque.*

### Introduction

The Sustainable Dubuque model outlines four key principles of economic prosperity:

- ① Regional Economy
- ② Smart Energy Use
- ③ Resource Management
- ④ Community Design



REGIONAL ECONOMY



SMART ENERGY USE



RESOURCE MANAGEMENT



COMMUNITY DESIGN



Future economic vitality will require new ways of thinking and alternate approaches. Addressing workforce skills, talent development, and business growth represent variations of similar obstacles faced by cities of Dubuque's size and larger. They are regional and national challenges. For all of the Midwest, regional population decline due to population migration to the nation's South and West, has been problematic since the 1990s. The recent Great Recession and the collapse of the real estate market stymied relocation, but moves to these regions have again accelerated since 2012<sup>1</sup>. Overall population growth nationally is now equally represented by domestic growth and immigration, and policy changes at the federal level may affect immigration.

Nationally, having enough workers to sustain long-term economic growth, in addition to demographic changes, underlies the local economic challenges facing Dubuque. In Iowa, overall net total migration is low, averaging approximately 3,500 new residents per year from 2010-2016.

During that time, Dubuque County's population increased by 3.6%, making it the seventh fastest growing County in the State behind Counties in the Des Moines metro area (Dallas, Polk, Story), Iowa City (Johnson), Cedar Rapids (Linn) and Davenport (Scott).

Dubuque exhibits recent growth in both native-born and immigrant populations. Continued population growth is essential with Dubuque's ability to attract investment—whether by existing or entrepreneurial businesses. The City of Dubuque continues to recognize and pro-actively adapt to address these trends.

The solutions inherent in this chapter's recommended actions are all local and long-term, even for Dubuque's most cutting-edge businesses serving global markets. The trends affecting each broader commercial sector—industrial, retail/restaurant, office, housing, or mixed-use—are indistinguishable from their likely impact on Dubuque's economy. **The City's continued ability to adapt to economic change will ultimately assure success, satisfaction, and opportunity for its residents and investors.**

<sup>1</sup> "Sun Belt Migration Reviving, New Census Data Show." William H. Frey. Brookings Institution, The Avenue, January 4, 2016.



#### □ Where Are New Dubuque Residents Coming From?



From 2009-2013, approximately 1/3 of In-migration into Dubuque County was from other areas of Iowa, 1/3 came from the neighboring states of Illinois and Wisconsin, and 1/3 from elsewhere included 4% from Asia and 3.5% from California. *Source: Iowa State Data Center, based on U.S. Census Bureau data*

## Employment

Dubuque has experienced strong employment growth since 1990, adding 15,000 jobs. Recent unemployment (3.4%) is at functional full employment<sup>3</sup>. Job growth is forecasted at 9.7% by 2025, with a 2.5% decline in population projected for this same period. The City, Greater Dubuque Development Corporation, Northeast Iowa Community College, and other partners continue to address local employment and workforce issues.

In addition to employment and workforce issues, Dubuque's technology infrastructure, particularly broadband, must become stronger. Dubuque's two largest employment sectors, manufacturing and health care, rely on technology to support their growth in products and services, for operating efficiencies, and to use their proprietary data for management purposes. The success of Dubuque's future entrepreneurs also depends on competitive and reliable access to technology.



### Strong Employment Growth

- 15,000+ New Jobs Since 1990
- Average of 500+ New Jobs Per Year
- 3.4% Unemployment

#### Economic Policy

At a basic level, the best in technology infrastructure is needed for all of Dubuque's businesses to grow and add employees.

“

*“Each quarter we ask CFOs [Chief Financial Officers] to rank what their top concerns are. The No. 1 concern this quarter is hiring and retaining qualified employees. We've been doing the surveys for 21 years, 85 quarters now. That's the first time that's been the No. 1 concern.”*

*- Dr. John Graham, Quarterly Global Survey of Senior Financial Executives, Duke University's Fuqua School of Business, 1st Quarter 2017.<sup>2</sup>*

”

<sup>2</sup> As quoted in an interview with Kimberly S. Johnson in the Wall Street Journal, 19 June 2017, p. R1.

<sup>3</sup> See the Economic Development Analysis appendix, p.12.

## Workforce Skills Gap

The mismatch between the available workforce in numbers and skill sets remains a national issue. How these workforce issues affect Dubuque has been well documented by Greater Dubuque Development Corporation and Northeast Iowa Community College in their 2016 Greater Dubuque Region Skills Gap Analysis.

Recent predictions of job loss due to automation are dire<sup>4</sup>, but expanding public and private sector partnerships, similar to Dubuque's, facilitate a 'hyper-local' focus on three sets of issues--(1) growing local workforce skills, (2) developing future workers, and (3) recognizing what local employment sectors will expand. Technological change in manufacturing, Dubuque's largest employment sector, will require greater training and talent development to support advanced manufacturing skills and mitigate the job automation occurring throughout the sector. Manufacturing firms are also investing in improving their Dubuque facilities. Healthcare is among the sectors with automation proof job classes; several at higher wage rates.

Dubuque's educational institutions and emerging tech-oriented businesses and employers represent a resource for growth--as partners in local training, mentors, potential employers, and teaching code to school children. With this group of existing companies as a foundation, local, state, and regional resources and partners, and Dubuque's recent tech start-up showcases (Technori), Dubuque can develop another growth sector and continue diversification of the local economy. This technology-sector growth has significant potential given the research and growing number of startups in the ag-tech, bio-tech, med-tech, and analytics/big data fields currently underway at Iowa universities.



ECONOMIC PROSPERITY QUICK POLL:  
Q: What key factors contribute to poverty in Dubuque?



### A: Low Wages of Employment

48% of quick poll respondents (90 individuals) identified employment opportunities as a key factor contributing to poverty. In written comments, statements like "wages are strikingly low in Dubuque" and "all work should pay a living wage" were common.

## □ Making the Case for More Fiber-Based Bandwidth

*"Dubuque requires more fiber-based bandwidth to support internet connectivity, the establishment of some venture capital within the City, strong computer science and engineering graduates from the local and regional universities, and public/private partnerships that would make the City's commercial space tech-ready and affordable for purchase or lease."*

*The City's universities would also have an opportunity to re-imagine their computer science, information technology, electrical engineering, analytics programs to best serve this vision.*

*Similarly, Dubuque's elementary and high school programs, makerspaces, and co-working spots have an opportunity to begin computer science, information technology, electrical engineering, and coding education for the City's kindergarten - 12th grade population to excite them about new opportunities in the City and retain them in the long term/channel them to these programs in higher education."*

*- Emily Goodman, PhD, Assistant Professor, Clarke University*



<sup>4</sup> Late 2016 information indicates that 47% of existing jobs will be eliminated within 25 years according to an Oxford University study published by the Oxford Martin Programme on Technology and Employment entitled *The Future of Employment* by Carl Benedikt Frey and Michael Osborne analyzing U.S. employment data from 2013.

## Workforce Retention and Recruitment

Workforce retention and recruitment represent an opportunity for Dubuque by applying a dual approach – (1) focus on workers who prefer a Dubuque lifestyle and cost of living, and (2) ensure long-term job prospects and employee benefits match what employees want and need. The current message is that workforce recruitment is a broader, national competition, with larger cities reaping most of the talent benefits. This message is somewhat over-simplified. As an example, despite the well-publicized Millennial preference for urban locations, an estimated 26% express a preference for small town or rural living. Cities, like Dubuque, can differentiate their local or regional benefits versus how they compare nationally. The City's commitment to inclusiveness is one of these benefits. The City's employers and economic development partners can emphasize how to motivate and engage the City's future workforce.

Dubuque's largest employers will likely remain in Dubuque and the City and its partners have an opportunity to enable the growth of current smaller employers within the City or Dubuque region. All employers and the City, by extension, can focus on those prospective employees receptive to Dubuque's many community assets. These same recruitment targets need to understand how their career can thrive with Dubuque's employers. Honest expectations about living in Dubuque are also part of this overall understanding. Recognizing the importance of professional growth to new hires must be part of any Dubuque employer's culture, including real and progressive development programs and ongoing communication and training in support of employee careers. Placing an equal emphasis on how a spouse or partner perceives their fit and opportunities in Dubuque must be part of recruit targeting.



### Economic Policy

The City and its many local partners continue to address workforce preparation and training issues, including expanding job options for Dubuque's underemployed. In addition to addressing the skills gap, the City and these same partners must prepare for job automation in multiple sectors and related job losses in the future.



 **26%** 1 in 4 Millennials Prefer Small Town or Rural Living

To retain current and future workers, the promise of opportunity and professional development must be real and a part of each employer's commitment to offering the best in career opportunities and benefits.

Non-traditional work opportunities are also a component of workforce recruitment and retention. The Economic Development Analysis in the appendix describes the changing nature of work and employer-employee relationships. For Dubuque, employers might choose to make increasing use of freelance and contract employees who work on-site or remotely on a project-by-project basis. Assuming future tech sector growth in Dubuque, this presents options for both employee and entrepreneurial growth.<sup>5.1</sup> The data in Greater Dubuque Development Corporation's 2017 Laborshed Analysis indicates potential employee interest among certain categories of workers -- underemployed, homemakers, and retired persons, in jobs with flexible full-time and part-time hours.<sup>5.2</sup>

<sup>5.1</sup> Ikenna Njezmanie, "How Can Firms Located in Rural Areas Position Themselves to Attract and Retain Millennial Talent." Cornell University ILR School. Spring 2016.

<sup>5.2</sup> Greater Dubuque Development Corporation and Iowa Workforce Development, 2017 Laborshed Analysis, March 2017, pp. 26-29.

## Occupational Diversity

**Occupational diversity represents one component of every city's economic resiliency.** When combined with the remaining two components, (1) industry diversity and (2) worker-class diversity<sup>6</sup>, research indicates that communities with a diverse local economy among sectors, types and classes of jobs are less subject to economic volatility and more likely to experience economic growth. These same communities are also more open to innovation and new ideas as a by-product of resiliency. Dubuque performs well in occupational diversity and industry diversity, based upon the City's continuous efforts to diversify the local economy since the 1980s after experiencing the loss of major employers and 23% unemployment. Recent economic resiliency data indicates Dubuque's strength in occupational diversity. Recent regional data indicates that eleven (11) labor categories employ 10,000 or greater.<sup>7</sup>

### Economic Policy

**Increasing the numbers and percentages of classes of jobs, particularly self-employed workers, will be important to the City's future.**



▲ Retro Cakes & Cupcravery | 1736 Central Ave, Dubuque IA

## Incomes and Wages

**Like the skills gap, wage and income stagnation remains a national issue. The Economic Policy Institute and others have documented the lack of real wage growth, despite increasing jobs numbers and declining unemployment rates.** Inflation remains low. Costs of consumer goods have not increased by more than 2.2% annually since 2007,<sup>8</sup> but wages have not kept pace in many parts of the U.S. (See Figure 3.1 on following page)

According to Pew Research, real average wages nationally increased by 7.5% between 2000 and 2015. Wage growth in Iowa during this same period is an estimated 2%. Data from the Iowa Workforce, as displayed in Figure 3.2 on the following page, show a breakdown of sector employment for Dubuque County indicating average weekly wages. Dubuque's strong manufacturing and health care sectors have higher average weekly wages. The remaining three sectors, among the City's five largest employment sectors, have lower wage rates. Among the subsequent five sectors, wage rates are generally higher. Many of the jobs specific to these sectors are also less subject to future automation, according to the U.S. Bureau of Labor Statistics. Supporting business growth in these important local sectors will continue the City's economic diversification and add jobs.

### Economic Policy

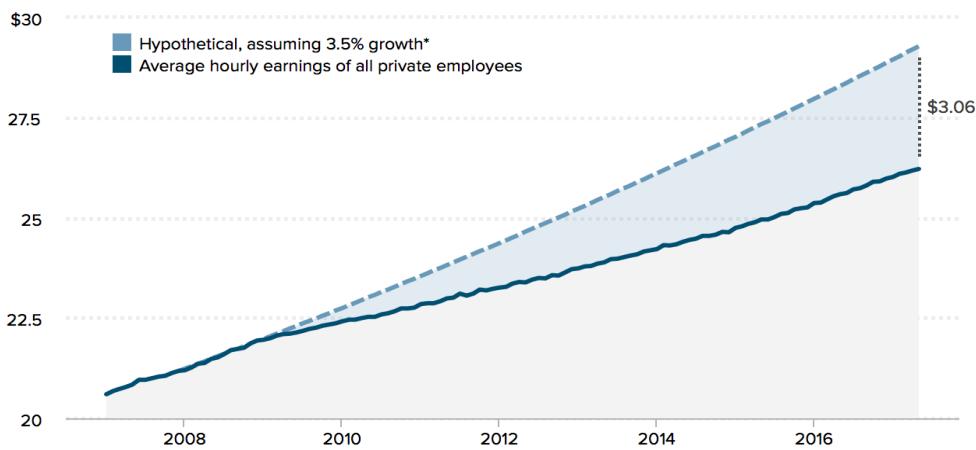
**For Dubuque's future, emphasizing sector growth and the 'hyper-local' focus, described in addressing workforce issues and investing in a local talent pipeline, will support diversification of the local economy and incremental income growth.**

<sup>6</sup>As defined in 2017 Wallet Hub and University of Minnesota analysis using 2015 U.S. Census data, industry or sector diversity is readily identifiable and reflects the major NAICS employment sectors for each city, such as Wholesale Trade or Retail Trade. Occupational diversity describes the types of occupations available in particular city, such as sales and office occupations. Worker-class diversity indicates the numbers or percentages of categories, such as self-employed workers or private sector wage and salary workers. | <sup>7</sup>Ibid and Greater Dubuque Development Corporation and Iowa Workforce Development, 2017 Laborshed Analysis, March 2017, p. 9. | <sup>8</sup>U.S. Bureau of Labor Statistics, Consumer Price Index All Urban Consumers/ U.S. Cities., 2007-2017.

■ FIGURE 3.1

## Mind the Wage Gap

Cumulative nominal average hourly earnings, actual and hypothetical if they had grown at 3.5% since the recession began, 2007-2017



Nominal wage growth consistent with the Federal Reserve Board's 2% inflation target, 1.5% productivity growth, and stable labor share of income. Source: EPI Analysis of Bureau of Labor Statistics Current Employment Statistics public data series



## VOICES OF DUBUQUE

*"My vision of Dubuque is to be a place where workers are paid a living wage and where there are job opportunities for low-skilled workers."*

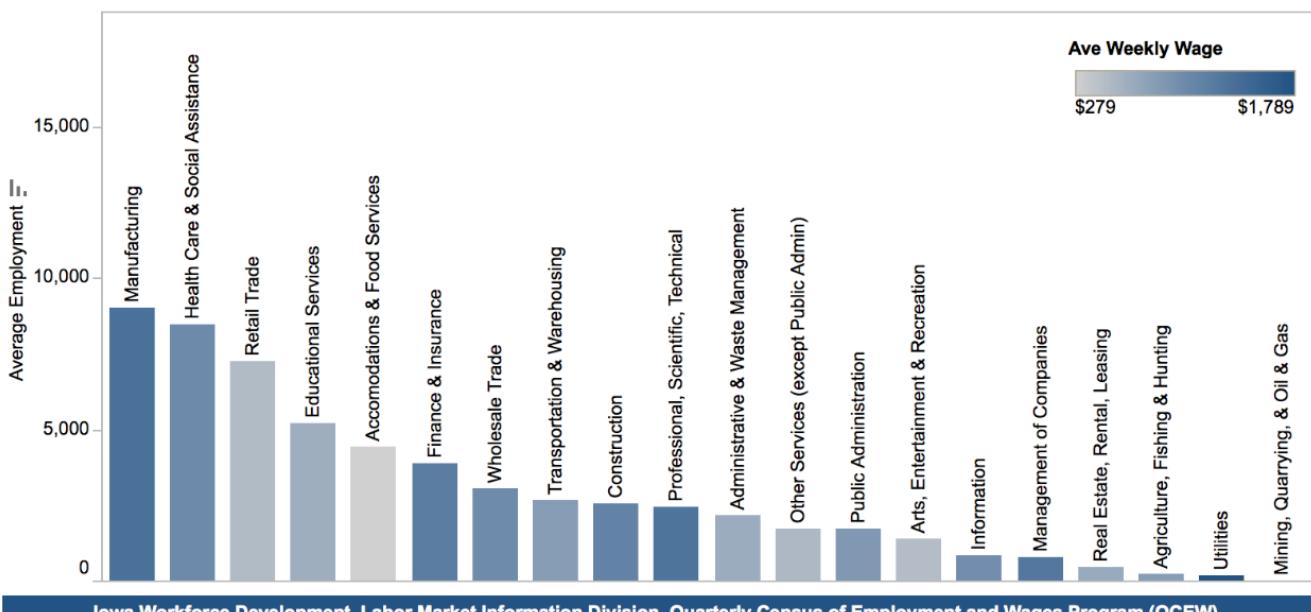
*"My vision is to have a community without poverty. Many Dubuquers currently live at or below the poverty line. In order to make our community stronger and sustainable, we need to ensure everyone has access to a living wage in order to be able to support themselves and their families."*

*- Ideas shared via the project website and app*

■ FIGURE 3.2

## Dubuque County Employment

2016 Quarter 4 | Shade determined by the Average Wage



## Economic Policy

The fundamental questions for Dubuque are not just how to compete for talent but what talent will be needed and what will be done locally to identify opportunities to develop and retain talent.



## Millenials' Voted #2 Top Trend Likely to Guide Economic Prosperity

### Attracting Young Professionals

Millennials are expected to comprise half of the nation's workforce by 2020—the best-educated and most diverse generation in U.S. history. Attracting young professionals, particularly Millennials, is a common goal for all cities and their employers. Larger cities count on talent attracted from elsewhere for business and employment growth. This external talent typically has higher levels of educational attainment than the local workforce. For Millennials, key criteria for their relocation decisions include: welcoming of new ideas and residents; acceptance of diversity; opportunities for civic engagement; and amenities for a young adult lifestyle—shopping, culture, entertainment, and nightlife. Chapter 5 on Social + Cultural Vibrancy addresses many of these issues in Dubuque. A recent Philadelphia survey of young professionals new to that city indicates the importance of these criteria—only 43% of new residents stated that a job opportunity was their primary reason for moving to the city.<sup>9</sup>

**Nearly 6 out of 10 Young Professionals (57%) said that their primary reason for moving to the city was something other than a job opportunity, according to a recent Philadelphia survey.**

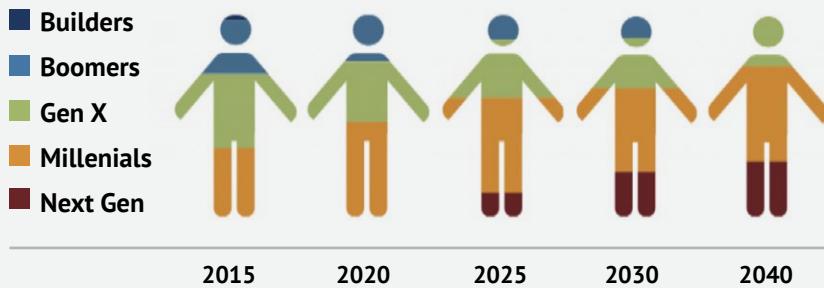
The establishment of a local talent pipeline versus seeking external talent will be critical for Dubuque's future. Joint business efforts in several cities are investing in pipelines for local talent, formulating goals to increase educational attainment in their communities and states. Some cities are actively communicating with former residents who left the region to attend colleges elsewhere. Other college communities, similar to Dubuque, maintain active relationships with alumni after graduation, encouraging former students to return to invest in their college town. In Dubuque, a regional office of a professional practice focuses their recruitment efforts on nearby universities, identifying young professionals interested in working at their Dubuque offices. Larger corporations are creating a 'development culture' to ensure ongoing opportunities for talented staff. Building the local talent pipeline ultimately requires all of these initiatives.

**For Millennials, key criteria for relocation decisions include welcoming of new ideas and residents; acceptance of diversity; opportunities for civic engagement; and amenities for a young adult lifestyle.**

<sup>9</sup> Equal Measure, "Key Insights into Talent Attraction and Retention Efforts in Philadelphia." Fall 2015. Also, supported by Campus Philly, Greater Philadelphia Chamber, and City data.

## □ World Population by Generation | #MillennialTakeover

Worldwide and in the U.S., Millennials are the largest generation yet – some 2.3 billion strong. Millennials are expected to comprise half of the nation's workforce by 2020—the best-educated and most diverse generation in U.S. history. (U.S. Census Bureau)<sup>10</sup>



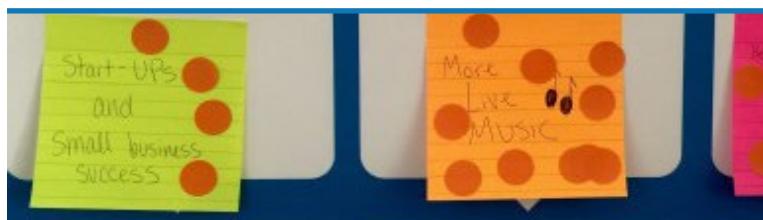
*"We are trying to be competitive when it comes to recruiting talent from around the world and across the country..." Sarah Harris, Vice President, Greater Dubuque Development Corporation quoted in the article by Jeff Montgomery, "What's in Your Paycheck?"*

*- Telegraph-Herald Online, March 15, 2015.*

## Entrepreneurship

Dubuque and its economic development partners—local, regional, and statewide—continue to provide support to area entrepreneurs through StartUp Dubuque. The current effort has existed for just over two years, serving over 200 businesses since inception, and multiple partners and resources to address the needs of the area's new and growing businesses. StartUp Dubuque represents the beginnings of an entrepreneurial ecosystem for the Dubuque area. With improved access to technology and tech infrastructure, additional tech entrepreneurs could start businesses, adding to downtown's nascent tech-related cluster.

Throughout the Imagine Dubuque planning process, access to capital was identified as a local issue specific to the growth of entrepreneurial businesses. For new businesses that prove out successful business concepts, the City, Greater Dubuque Development Corporation, and Northeast Iowa Community College can identify and promote a range of traditional and emerging funding resources. Also, acceptance of diversity, given the importance of immigration to successful entrepreneurial growth nationally, should be a future component of overall business growth and of retaining talent, recruited and local, in Dubuque.



▲ When asked what they wanted to see in Dubuque, high school students noted a desire for more "start-ups and small business success."

<sup>10</sup> Millennials, or Generation Y, are typically defined as the generation born between 1980 and 1995. Various sources use slightly different sets of birth years. For example, the U.S. Census Bureau defines Millennials as the generation born between 1982 and 2000. They are the children of Baby Boomers and represent the largest living generation, or 75.4 million Americans, according to the Census Bureau and analysis by the Pew Research Center. They began entering the workforce in the early to mid-2000s. The size and potential of this generation will affect the workforce for decades, according to these same sources.



## ■ Economic Policy

Dubuque will need to build upon its current work to ensure economic prosperity by creating an innovation culture that enables local employers to invest in the local workforce, supports entrepreneurial growth and investment in all neighborhoods, and emphasizes the expansion of the City's small and mid-sized firms.

▲ View of Downtown Dubuque and the Mississippi River from atop a bluff.

## Equity and Economic Prosperity

Dubuque's commitment to equity establishes a community value that incorporates the local desire for economic inclusiveness. As a concept, equity requires that regional and local entities, typically focused on traditional economic development work, understand that inclusion is part of that work. Equity also entails the engagement of regional or local groups that have distrusted economic development work, given their exclusion from past economic programs, successes, or strategies. This past extends to all uses—housing, retail and commercial, and employment. Inclusive Dubuque is addressing these past inequities, with more to be accomplished. For Dubuque, the fundamental basis for community equity will be how the community reacts to ongoing economic disruption and re-imagines solutions. Technological advances will remain the primary economic disrupter. These disruptions will affect all residents.

As noted in the employment section, ensuring access to technology and connectivity will be critical to future business growth. It will also be critical for workers of all ages and experience levels in maintaining their work skills to obtain and advance in their chosen field. For example, programs to teach construction trades like carpentry or electrical would help create a strong local workforce while offering motivated individuals an opportunity to start a business. How residents access employment and travel to their jobs in Dubuque and Dubuque County will be critical to sustained economic opportunities for residents and the City's overall growth.

*"I thought, if I can just make that right amount of money to take care of my family, then all would be well in the world. I now know you have to be rich in other resources as well, in order to be a success."*

-Erica (Circle Leader) Dubuque Circles® Initiative, <http://www.cityofdubuque.org/1398/Circles-Initiative>

*"Disruptive market dynamics are transforming the rules of success and challenging how we help society adapt."*

-Amy Liu, "Building Inclusive Economies: My Speech at Michigan's Mackinac Policy Council," The Avenue, Brookings Institution, June 26, 2017.

## Economic Policy

Dubuque's housing market remains poised for growth, given recent market improvements in sales numbers and prices. The bases of all future housing growth, specifically the City's employment growth and new household formation, will be critical components of housing product absorption and guide what will be built where.



▲ New housing development under construction in Dubuque.

## Housing

Dubuque's housing market remains poised for growth, given recent market improvements in sales numbers and prices. With economic growth and market absorption, Dubuque can add new housing types that appeal to the City's existing and future residents and their lifestyles. Certain housing challenges exist. In a recent study of incomes and wage rates needed to rent a two bedroom-unit, Iowa ranks 47<sup>th</sup> among the states when ranked from most to least expensive.<sup>11</sup> However, this same study indicates pressures on Dubuque renter households in affording local rents due to current wages. The ability to support additional housing products, both rental and owned, for residents at all income levels will result from both population and employment growth.

### Variety of Housing Products

The City has historic homes and areas suitable for new single-family housing development. In addition, Dubuque has multiple strong housing programs available to residents to ensure sustained improvements and investments in housing stock in residential neighborhoods throughout the City. Senior housing units continue to be developed in Dubuque. The City of Dubuque has also committed to using Tax Increment Financing, to incent local housing development. Tax Increment Financing remains the best local financing mechanism to support local economic development, whether in Dubuque, Iowa, or elsewhere in the U.S. The use of Tax Increment Financing for potential new housing development can complement the City's current housing programs.

Tax Increment Financing has become essential to compete for much needed development. Housing Tax Increment Financing is used judiciously in Dubuque to benefit both public and private development efforts through the use of tax increment funds in form of rebates for the creation of public infrastructure to facilitate new residential development. In Dubuque, 38.1% of the increment is required by state law to benefit the creation of affordable housing in the city.

Dubuque's comprehensive housing incentives to stabilize or enable rehabilitation of historic residential building stock remain effective, attracting purchasers to Dubuque's historic neighborhoods. Successful multi-family housing developments, particularly in downtown Dubuque, have used Historic Tax Credits and New Markets Tax Credits, in addition to local and state incentives and funding sources. This includes the City's Comprehensive Housing Activities for Neighborhood Growth and Enrichment, or CHANGE program. This program integrates resources, including funding, for homeowners, rental property owners, renters, and the local real estate community.

Household data, as described in the Economic Development Analysis Report in the appendix, notes that area population and household growth is occurring in Dubuque County, outside of the City of Dubuque. The local desire for increased variety in the City's available housing products should necessarily match market absorption.

<sup>11</sup> "Out of Reach 2017: The High Cost of Housing." National Low Income Housing Coalition.

## Housing Market Segments

### Rent vs. Own

Multiple market factors will determine future housing development in Dubuque. First time buyers and downsizing 'Baby Boomers' are influencing not just the broader housing market but housing design. Households of all sizes and types are choosing to rent versus purchasing homes, regardless of housing type, or product. Millennials, entering their household formation years, are waiting to purchase homes, often opting for something larger than a starter home. Recent examples of housing development in Dubuque that appeals to both market segments is the Millwork District's upper story housing.

### Attracting Families

With indications of positive housing demand in Dubuque, understanding how Dubuque can strengthen its appeal to families with children will remain important for livability and the City's viability in terms of population growth. The higher level of population growth elsewhere in Dubuque County indicates that some families prefer larger homes on larger lots. For most families, the buying decision is driven by several factors, the most important being the home's location near the best local schools. Dubuque's ability to meet the buying criteria of these families, assuming the product's market viability, will supplement the City's range of available housing. It will also ensure that development occurs at the best locations for housing sales. Recognizing and directly addressing what potential buyers want and why they should choose Dubuque will enable and strengthen the City's single-family housing options.

### Opportunity for Multi-Family

Dubuque also has an opportunity to add market rate multi-family units—rental or owned—to their overall housing offering. Multi-family units can accommodate the needs of seniors and Millennials, as they transition from or to single-family home ownership. Condominium development, while representing smaller unit numbers, has been more successful in markets like Dubuque. As a community with multiple colleges and universities, new age-restricted units affiliated with these institutions can engage current and new residents in the Dubuque community.



### Economic Policy

With indications of positive housing demand in Dubuque, understanding how Dubuque can strengthen its appeal to families with children will remain important for livability and the City's viability in terms of population growth.

*Recent examples of housing development in Dubuque that appeals to both market segments is the Millwork District's upper story housing.*

### High Schoolers Want More "Hip" Housing Options



At an Imagine Dubuque Focus Group with High Schoolers, students noted that one of the things preventing them from wanting to move back to Dubuque after college was the lack of hip housing. They noted that they wanted more apartments downtown and housing options similar to the Millwork District.

## Business

Dubuque's efforts over the last thirty years to diversify its economy continue to result in employment growth. The City's Economic Development Department works closely with several partner organizations, including Greater Dubuque Development Corporation, to help fulfill the needs of businesses looking to build, relocate, or expand in Dubuque.

Tax Increment Financing is one of the few tools available for business growth. A number of other tools are available to encourage business growth including low-interest loans, land discounts, and Iowa's state programs. Partnerships between Dubuque's public sector, major institutions, and private sector interests have championed business growth, recognizing that economic vitality will make Dubuque better for residents, investors, and visitors.



▲ Inspire Cafe | Millwork District

### □ Tools to Encourage Business Growth



LOW-INTEREST  
LOANS



LAND  
DISCOUNTS



TAX INCREMENT  
FINANCING



STATE  
PROGRAMS



PARTNERSHIPS



▲ Roshek Building | Downtown Dubuque



## Economic Policy

Manufacturing in Dubuque is part of the City's history and will remain part of its future.



*Restore the old Dubuque Brewing & Malting Company building and put in stores, restaurants, microbrewery, apartments. Similar to what was done with the warehouse district.*

*- Idea shared via the project website*

▲ Historic Dubuque Brewing & Malting Company

## Industrial

The industrial sector of Dubuque will continue to be affected by regional, national, and global trends. Nationally, the sector faces automation, the effects of technology and data, and a decline in overall employment. These factors will affect Dubuque's manufacturers, but opportunities exist.

With full employment, training and attracting highly skilled manufacturing workers will remain critical to Dubuque's industrial employers. The expansion of Dubuque's small to mid-size companies, generally with 10-60 employees, will be important to industrial sector growth. A secondary benefit from the growth of these businesses is their commitment to the community and their workers, given their role as area residents and investors. In addition, the opening of the Southwest Arterial presents three key opportunities as listed at right.

### Adaptive Reuse

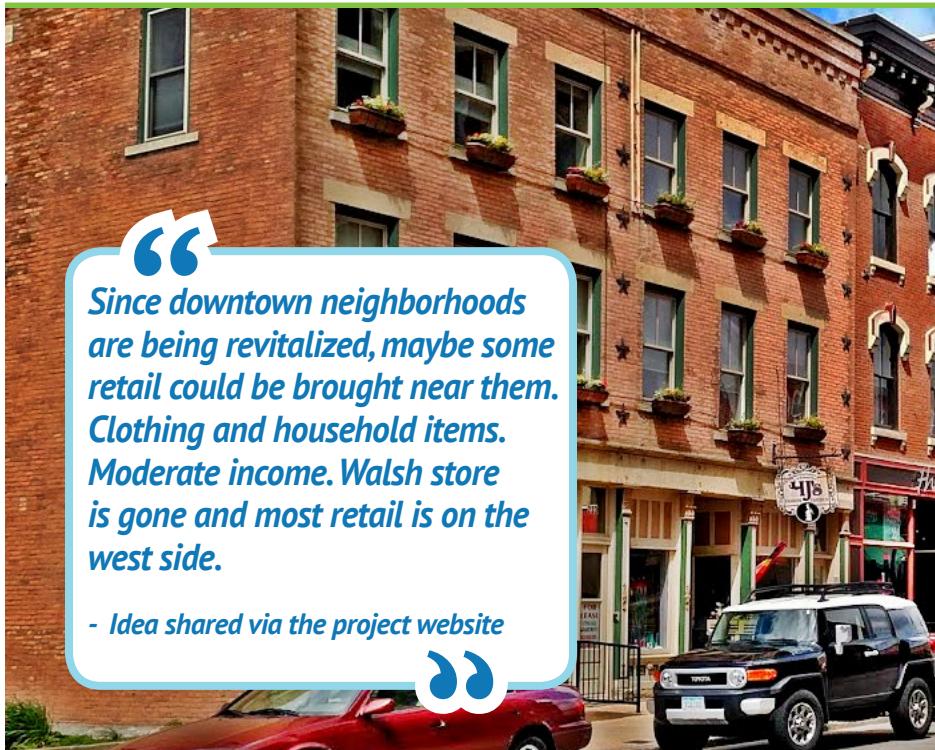
Large, underutilized industrial buildings in downtown Dubuque and in the Kerper Boulevard Industrial Park present an important option for underdeveloped space. Emerging large scale uses, such as data centers specific to mid-sized metropolitan areas and vertical agriculture, require significant square footage with few employees. These types of uses will decrease the overall vacancy rate, given downtown Dubuque's large footprint. These same uses also have minimal impact on downtown's growing service, institutional, and professional sector businesses, particularly parking.

### Southwest Arterial Opportunities

- 1 Improved highway access to regional markets from industrial areas
- 2 Business growth for production and suppliers in nearby business parks
- 3 Increased service at Dubuque Regional Airport from business expansion



▲ Southwest Arterial Under Construction



*“Since downtown neighborhoods are being revitalized, maybe some retail could be brought near them. Clothing and household items. Moderate income. Walsh store is gone and most retail is on the west side.*

*- Idea shared via the project website*

## Economic Policy

As with all commercial sectors, the disruption within the broader retail sector, including restaurants, will continue.



▲ Downtown Dubuque

## Retail + Restaurant

As with all commercial sectors, the disruption within the broader retail sector, including restaurants, will continue. Dubuque's primary retail corridors exhibit the significance of these changes, adapting as the local and regional market dictates.

### Kennedy Mall

Dubuque's Kennedy Mall continues to position itself as a regional shopping destination for consumers within a 60-minute drive time. Dubuque's U.S. Route 20/Dodge Street retail businesses can capitalize on the Mall's market positioning and attract those same consumers. (Indirectly, exposing these same consumers to Dubuque's many amenities.) The market reality of this targeted positioning incorporates four continuing national trends

- 1 The recognition that per store occupancies, or square footage, will decrease, replaced by emerging uses at suitable locations.
- 2 An approach to retail center tenanting that incorporates new uses reflecting their individual regional markets.
- 3 The location preferences of national and regional retailers and restaurants for well-established retail areas, generally in denser or growing communities.
- 4 The sector's use of proprietary (internal 'Big Data') to invest in preferred locations. These tenanting trends are also applicable to the Northwest Arterial and Asbury Road.

### Downtown Main Street

Dubuque Main Street, the City's nationally recognized local Main Street program, continues to comprehensively address downtown's economic vitality in partnership with the City of Dubuque and multiple other City and regional partners. Dubuque's downtown, as a center of employment and tourism, will retain a retail component with businesses selling through multiple channels and appealing to downtown's customer bases, including employees, visitors, and regional residents attracted to downtown's unique retail concepts. Within the broader retail context, restaurants and entertainment venues will support cultural institutions and tourism and provide amenities for Dubuque residents and the region. In addition to these more traditional downtown uses, Dubuque's downtown has the opportunity to incorporate start-up businesses and new uses, such as vertical farming or data centers, to occupy available square footage. Additional housing in Dubuque's downtown will add to downtown's vitality.





▲ Central Avenue, Dubuque IA

#### Central Avenue

The revitalization of the Central Avenue corridor's retail area is in the initial or catalyst phase. Just as engagement has been important to this Imagine Dubuque process, sustained engagement to identify economically viable businesses that can be supported by the neighborhood, the City, and the region will be important. These uses may not reflect traditional economic development guidance or represent familiar answers for Dubuque's leadership, but these uses must represent viable commercial solutions.

*Equity, from a commercial district revitalization perspective, demands both inclusion and commercial uses that can succeed. To date, neighborhood efforts have successfully focused on housing improvements.*

The next phase will require significant one-on-one outreach to emphasize the fundamental economics of reinvestment, working directly and collaboratively with anchor neighborhood businesses to both facilitate their revenue growth and provide what residents need.

“

*Find a way to get home ownership back to businesses on Central Ave. Business on ground level (store front) with owner living on upper floors – this will help clean up the appearance of Central Ave and empty storefronts.*

*- Idea shared via the project website*

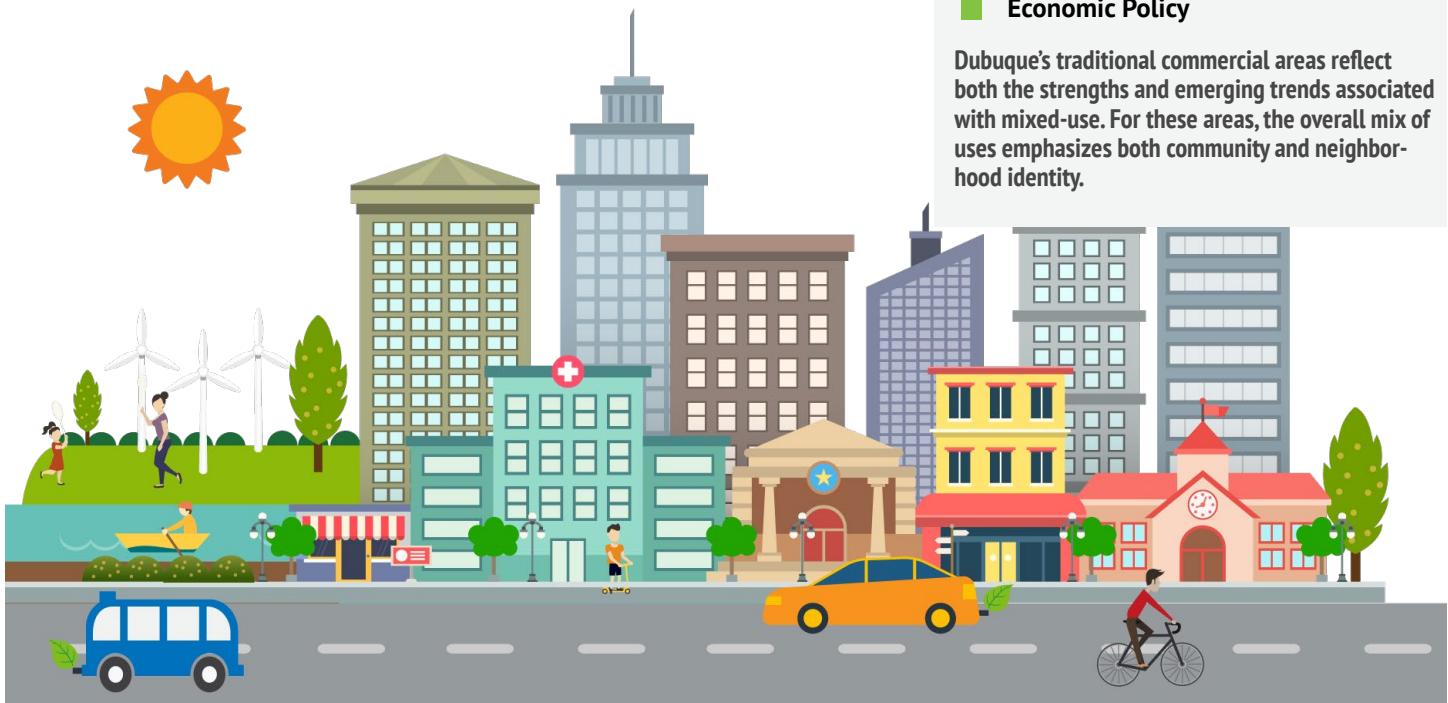
”

“

*I imagine a revised and restored Central Part of Lower Dubuque. Removing blight – poverty and crime. The entire flats area should be earmarked.*

*- Idea shared via the project website*

”



## Economic Policy

Dubuque's traditional commercial areas reflect both the strengths and emerging trends associated with mixed-use. For these areas, the overall mix of uses emphasizes both community and neighborhood identity.

## Mixed-Use

Dubuque's commitment to livability and viability continues to support mixed-use development, particularly in downtown neighborhoods. Dubuque's traditional commercial areas reflect both the strengths and emerging trends associated with mixed-use. For these areas, the overall mix of uses emphasizes both community and neighborhood identity. Dubuque's examples of successful mixed-use projects encompass office, residential, and commercial uses in various combinations of uses. Mixed-use appeals to the two largest demographic cohorts—Baby Boomers and Millennials.

***Mixed-use improves walkability and represents efficient re-use, new development, or redevelopment near stores, services, and employment.***

These trends are applicable to the type of new development suitable for other area in Dubuque, as described in this Plan's Land Use Chapter. Mixed-use also continues to evolve in response to the real estate trends described in the Economic Development Analysis Report in the appendix. It now extends to industrial parks, given retailer moves to industrial space to sell goods online and to consumers.



### DENSITY

By building up instead of out, cities absorb urban growth in a more compact way. Density supports a mix of activities and transit services.



### MIX

A city becomes more animated when there is a mix of activities. Different uses encourage shorter trips and more lively neighborhoods.



### WALK + BIKE

The beneficial effects of mixed-use communities are keenly felt by pedestrians and cyclists. Vibrant, active streets where people feel safe are fundamental in city planning.

*Source: Institute for Transportation Policy*

## Economic Recommendations

The City of Dubuque and its many economic development partners are doing the right things to grow the City's economy. Most important is the City's potential to build on these many past and ongoing successes. In addition to Dubuque's many creative strategies for growth, considering new approaches and adapting what works from elsewhere will also enable future growth. The following recommendations are specific to Dubuque's future economic prosperity:

### Employment

- Continue ongoing efforts to diversify Dubuque's economy, including all sectors and all employment types and categories.   
- Convene local employers attracting talent from elsewhere and from the region, identify successes and challenges based upon local employer experiences, and develop a comprehensive 'hyper-local' approach to overall talent attraction and development, including a local talent pipeline.   
- Continue to strengthen existing start-up business and entrepreneurial programming to develop a comprehensive entrepreneurial eco-system. This system should include programs and resources, including funding, for entrepreneurs through Stage 2 growth. (Stage 1 and 2 entrepreneurs are described on page 10 in the Economic Development Analysis Report in the appendix.)  

### Equity

- Continue the current work of Inclusive Dubuque, also formulate strategies to enhance economic resiliency and mitigate the impact of economic disruptions locally. 



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*



### Housing

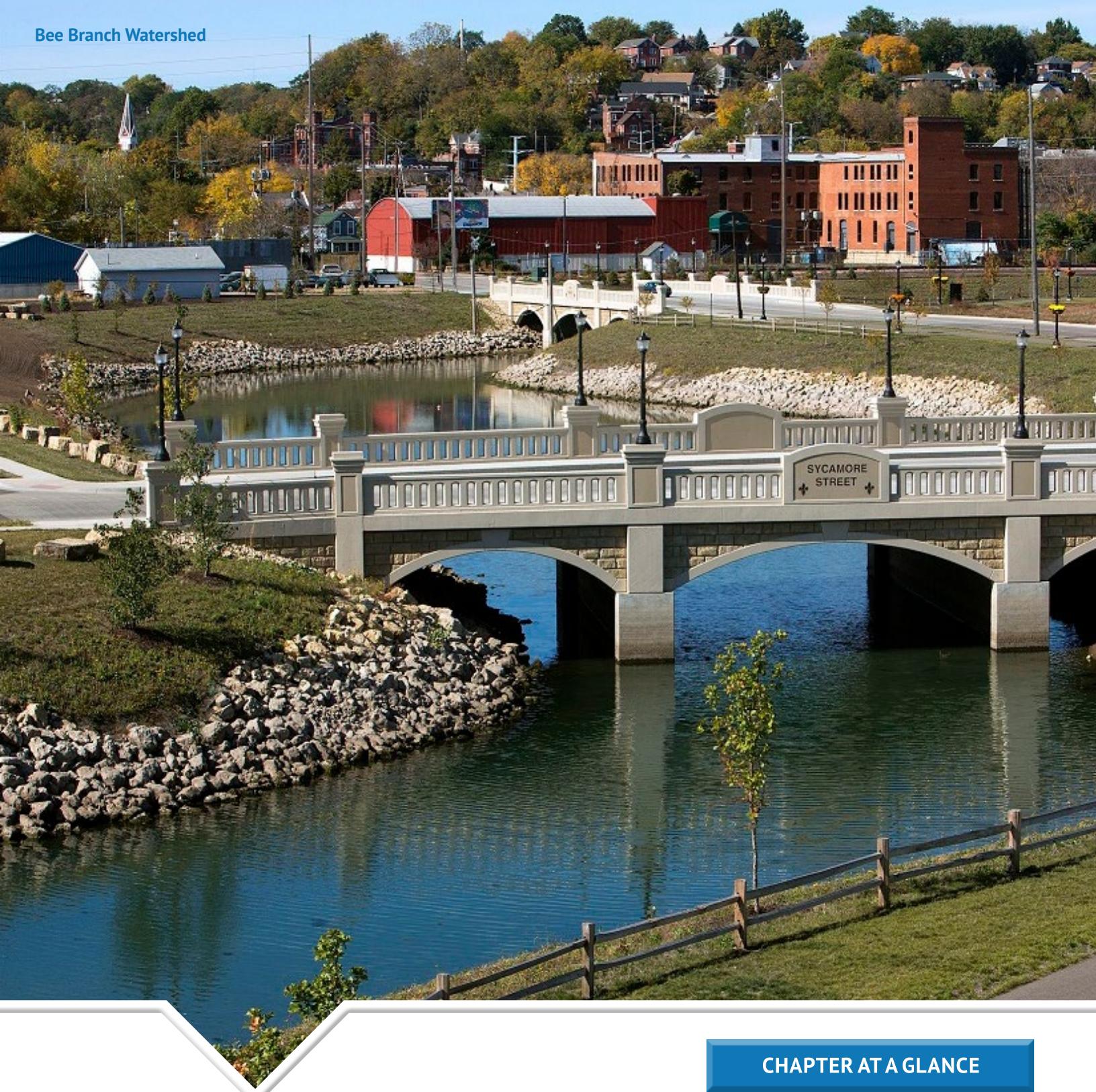
- Work with local residential realtors to understand why families choose or do not choose Dubuque when purchasing a new home. Once understood, use this data to identify suitable development sites for new homes.  
- Foster the development of new and additional housing products in suitable locations throughout the City.   



### Business

- Work with the City's broadband providers to ensure the City's technological future, given its implications for the City's business growth and employment growth.  
- Collaborate with Kennedy Mall ownership and surrounding major centers to support regional retail.  





# CHAPTER 4

## ENVIRONMENTAL INTEGRITY

### CHAPTER AT A GLANCE

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# CHAPTER 4

# ENVIRONMENTAL INTEGRITY

*Dubuque has always been closely tied to its bluffs, rolling hills, prairies, and waterways. In 2006, the City of Dubuque made a strong commitment to the environment and all elements of sustainability, as outlined in the Sustainable Dubuque Plan. That commitment has remained strong, and is a key component to this Imagine Dubuque Comprehensive Plan.*

## Introduction

The Sustainable Dubuque model outlines four key principles of environmental integrity:

- ① Clean Water
- ② Healthy Air
- ③ Native Plants and Animals
- ④ Reasonable Mobility



CLEAN WATER

HEALTHY AIR

NATIVE PLANTS  
+ ANIMALS

REASONABLE  
MOBILITY



*These principles were front and center at the Imagine Dubuque Environmental Integrity Workshop held at the University of Dubuque on February 21st, 2017 and in a related quick poll. Comments, ideas and suggestions shared by residents during this and other outreach efforts indicate that residents have a strong environmental appreciation and ethic. This chapter focuses on key environmental issues raised by residents during the Imagine Dubuque planning process. Issues related to Reasonable Mobility are addressed in the Transportation and Mobility Chapter.*



▲ Environmental Integrity Workshop

### □ What are Dubuque's greatest environmental assets?

To help inform and guide the Environmental Integrity Workshop, a preceding 'Working Group Session' took place on February 15th, 2017 at Loras College. Smart phone polls were conducted to gauge the greatest environmental assets for Dubuque. The results of which are showcased via the colorful wordcloud below.

Education Agriculture Water Rivers Plains Resources Housing architecture The River Water Resource Recovery Center

Mississippi River Community cooperation Parks Mississippi

Hiking trails Parks-preserves Woods Its people

**Driftless River**

## ■ Environmental Policy

Urban development and agricultural practices can have a significant impact on water quality.

**Create partnerships with private landowners, developers, citizens, and other local governments to identify and develop potential control measures, promote expanded infiltration through use of deep-rooted native plantings, and ensure that new development meets applicable standards for water quality.**



▲ DNR conducts fish assessment in Lower Bee Branch | Image Credit: City of Dubuque

## Clean Water

Dubuque primarily drains into two watersheds, generally divided by Asbury Road; (1) Bee Branch Watershed to the north and (2) Catfish Creek Watershed to the south. Improvement projects are well underway to subdue flooding and improve water quality. Areas at the far northern limits of the City drain into the Little Maquoketa River Watershed (see illustration on page 4-4). These watersheds drain into the Mississippi River. Efforts noted below to better manage stormwater locally will also help to enhance overall river water quality.

### Stormwater Management: Bee Branch Watershed

The Bee Branch Watershed lies completely within one of Dubuque's oldest and most dense neighborhoods. Six Presidential Disaster Declarations, resulting in \$70 million in damages, occurred between 1999 and 2011. To address this issue, the City initiated the Bee Branch Watershed Flood Mitigation Project, a multifaceted approach that incorporates permeable pavement, two upstream retention basins, daylighting of Bee Branch Creek, and resiliency efforts of storm drains.

**Dubuque constructed 80 green alleys between 2014 and August of 2017.** A green alley consists of permeable pavers that allow for ground infiltration of water after storm events. The project aims to complete 240 total green alley conversions by 2038. The total cost of the alleys is estimated at \$57.4 million, funded in part by State, Federal, and local match dollars. **The impact of the green alleys is a reduction of stormwater runoff within the Bee Branch Watershed by up to 80%.** All told, the Bee Branch project goes well beyond stormwater management, and will serve as a neighborhood catalyst, bringing open space, improved quality of life, restored habitat, and incentives for reinvestment to North End and Downtown neighborhoods.



#### ENVIRONMENTAL INTEGRITY QUICK POLL:

**Q: How can Dubuque as a community ensure clean water?**



**59%**

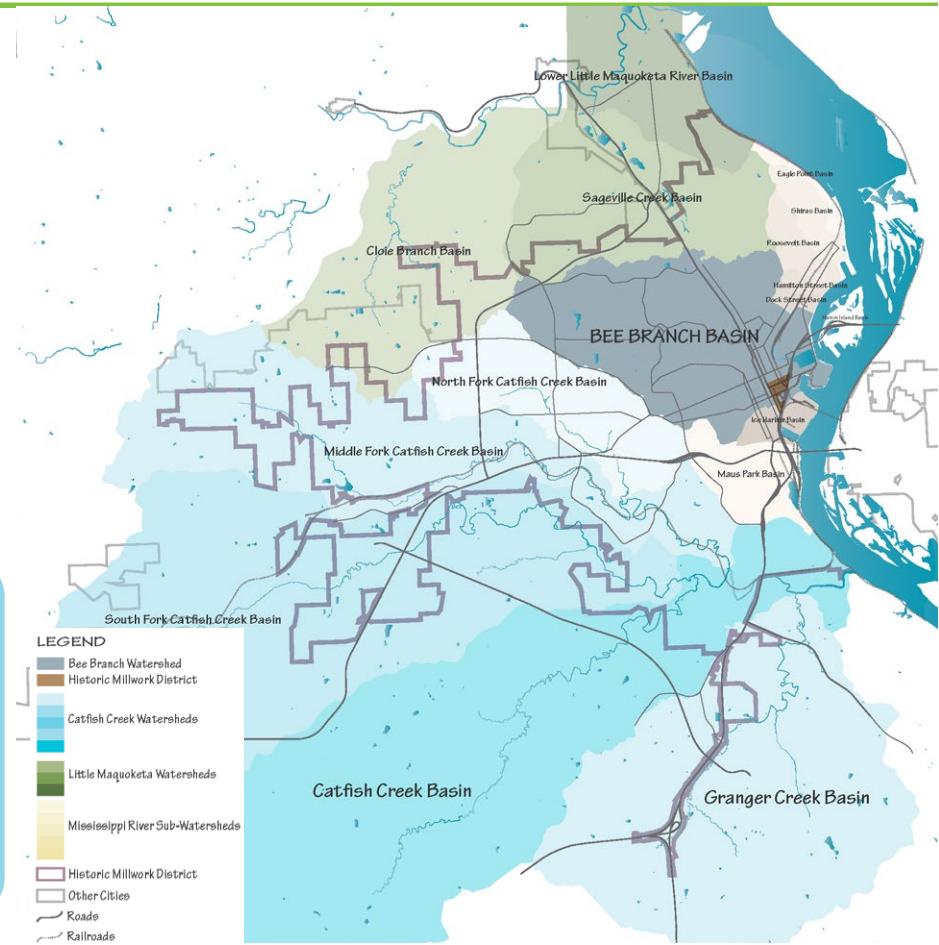
**A: Implement innovative stormwater management efforts and promote pesticide-free lawns and parks.**

*The top two 'clean water' priorities, as ranked by the community, were to (1) implement innovative stormwater management efforts like rainwater catchment systems, permeable pavers and raingardens (98 votes, 59%) and (2) improve water quality by not using pesticides on lawns or parks (82 votes, 49%).*



## CATFISH CREEK WATERSHED

**Clean water will only happen through partnerships and within the current legislative framework of watershed management authorities.**  
- Resident idea submitted online



### Creek Protection: Catfish Creek Watershed

While the Bee Branch Watershed encompasses a predominantly urban environment, the Catfish Creek Watershed covers urban, suburban, and large swaths of rural and agricultural land. Protecting surface water quality from agricultural practices and over-development of sensitive ecological areas are priorities, as outlined by the Catfish Creek Watershed Management Authority.

In 2014, the State of Iowa Water Resource Restoration Sponsored Project program granted \$1.4 million for improvements in the Catfish Creek Watershed. The Catfish Creek Watershed Management Authority will use the funding as public "match" dollars for best management practices such as bio-retention, rain gardens, vegetated swales, soil quality restoration, rural sediment discharge, and wetland enhancements/establishments.

### Environmental Policy

The Catfish Creek Watershed Management Plan identifies 35 Green Infrastructure Protection Areas (as highlighted in the Environmental Factors Map on page 4-13) in which protection, restoration, or conservation/low impact designed development is recommended. These areas are primarily undeveloped and are important to the green infrastructure network of the Catfish Creek Watershed or situated in environmentally sensitive areas.

**Partner with other agencies and property owners to implement the Catfish Creek Watershed Management Plan and apply a higher level of scrutiny/mitigation requirements. Mitigation may take several forms including wetland creation, restoration, enhancement, and, under some circumstances, preservation.**

## Clean Air + Energy

### Climate Action & Resiliency Plan

The Dubuque Community Climate Action & Resiliency Plan establishes a goal of 50% reduction of greenhouse gas emissions to 2003 levels by the year 2030. The plan identifies contributors to greenhouse gases in Dubuque and sets forth an impact reduction target to achieve the 50% goal. Important to this effort is Dubuque, along with its partners, should regularly update the 50% by 2030 Community Climate Action & Resiliency Plan to stay current on best practices in greenhouse gas mitigation, climate adaptation, and resiliency. Reduction policy areas are summarized in the table below.

The **Dubuque Energy District** is an initiative in-progress. It is locally-led organization whose mission is to provide leadership in implementing clean energy efficiency measures and supporting renewable energy locally. Supporting this initiative will be important to Dubuque's sustainability initiatives. Harnessing clean energy provides communities with environmental and economic benefits.



Policy Area	Objectives	Examples
Waste Reduction and Utilization 	Reduce/eliminate methane gas emission and divert organic materials from landfill.	Capturing and burning methane from decomposing organics at the Dubuque Metropolitan Area Solid Waste Agency landfill.
Local Energy and Renewables 	Evaluate and implement cost-effective renewable energy sources.	Solar photovoltaic arrays could generate a significant amount of energy in Dubuque, particularly at large commercial and industrial facilities. Hydroelectric generation at the Mississippi River dam is another strong potential.
Transportation 	Improve travel efficiency and enhance non-auto modes of travel such as public transit and walking/biking.	Enhance efficiency through re-routing trucks via the new Southwest Arterial, install additional roundabouts to enhance traffic flow, and optimize Jule transit service.
Built Environment 	Promote efficient lighting and green building techniques. Encourage mixed-use, walkable development in appropriate locations.	The Petal Project provides organizations with technical assistance to improve the environment and their bottom line. Certification criteria are related to staff education, energy conservation, pollution prevention, waste reduction, and water conservation.



#### ENVIRONMENTAL INTEGRITY QUICK POLL:

**Q: How should we actively protect the environment and advance green policies?**



**37%**

**A: Education, outreach campaigns and exhibits focused on green practices, energy savings, and waste reduction.**

*Educating the community on green practices and implementing an outreach campaign to empower citizens, business green practices, and energy savings was a top overarching priority throughout the quick poll (61 votes/37%).*



■ In 2017, Alliant Energy began construction of Iowa's largest solar array in Dubuque. The 5-megawatt array will power the equivalent of 727 homes in Dubuque.

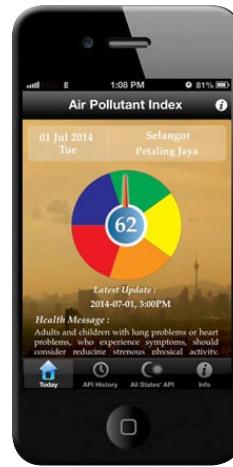


■ The Petal Project provides assistance in partnership with the Dubuque Metropolitan Area Solid Waste Agency, East Central Inter-governmental Association, Iowa Department of Economic Development, and Iowa Department of Natural Resources Pollution Prevention Services Team.



## Mobile Air Monitoring

During plan outreach, some residents expressed a desire to implement mobile air monitoring technology. The emerging technology allows anyone with a smartphone to measure the particulate matter in the air by connecting to a handheld sensor device. Studies show that air pollutants are highly-localized, and aggregating one air quality figure for an entire city may not be the most effective way of understanding the problem. With mobile monitoring, localized, toxic hot spots could become public knowledge, and with this awareness, targeted policies could alleviate the pollution.



## Environmental Policy

CLE4R (Clean Air in the River Valley) is a collaborative between the University of Iowa, City of Dubuque, and Dubuque-area partners working to improve air quality. The organization, through support from the Environmental Protection Agency, uses environmental education workshops, technology such as mobile air quality monitoring, partnerships, and planning to achieve its goals. CLE4R holds trainings on how to use mobile air quality technology and distributes sensors to their partners.

**Lead by example! Showcase and celebrate sustainability efforts of resident-scientists, businesses, and government to raise awareness of environmental issues and positive initiatives to target air quality policy.**



◀ Ecology discussion underway at the Environmental Integrity Workshop .



## SPOTLIGHT ON EQUITY

### EQUITABLE HEALTHY HOMES



Dubuque's housing stock is older, and, in some cases, safety interventions are necessary. Since 1994, the City has facilitated lead remediation in 1,151 (8%) of 14,413 residential properties built prior to 1978. Most of Dubuque's housing (83%) was built prior to 1978, when lead paint was no longer allowed for residential use. Part of **Dubuque's Comprehensive Housing Activities for Neighborhood Growth & Enrichment (CHANGE) program** assists low- and moderate-income households with mitigating lead and other home/health safety hazards.

## Healthy Neighborhoods

A "healthy neighborhood" is a place where it makes economic sense for people to invest their time, energy, and money. They support environmentally safe homes, provide opportunities to commune with nature, and provide access to public spaces that restore physical and mental health. In recent years, Dubuque's Washington Neighborhood has seen "healthy neighborhood" revitalization efforts and street treatments such as green alleys (as shown above).

The City of Dubuque developed an Integrated Pest Management program to help reduce chemical use in outdoor spaces and facilities, part of an overall effort to create a more Sustainable Dubuque. Implementation of the Integrated Pest Management program is an ongoing process and staff continue to explore the most effective and least toxic method for controlling pests. The City has designated a number of Pesticide Free Parks. These parks were chosen because they are located throughout the Dubuque community, giving all residents access to pesticide-free areas that can be managed without the use of chemicals.

### Environmental Policy

Strengthen and form additional partnerships to help the City revitalize older neighborhoods and improve quality of life via the CHANGE (Comprehensive Housing Activities for Neighborhood Growth & Enrichment) program. The CHANGE program plans to spend \$19 million by 2021 to improve 739 housing units and spur tens of millions of dollars in private investment.

Dubuque's Lead Hazard Control & Healthy Homes Program allocates money to households in need, particularly those with young children who are most vulnerable to environmental hazards. The City aims to assist approximately 129 units within Dubuque city limits using \$3.2 million of U.S. Department of Housing and Urban Development funding over three years.

The **Bee Branch Healthy Homes** initiative has also allotted \$8.4 million in forgivable loans to flood-proof 320 flood-prone houses, mitigating mold growth, structural issues, and electrical hazards. A Healthy Home Advocate works with individuals and families to develop a resilience plan for each home.



## Urban Forestry

The benefits of urban forests are multifold: traffic calming, clean air, stormwater management, reduced temperatures, and induced exercise to name a few. The City completed an Urban Forest Evaluation in 2011 and adopted a stand-alone tree ordinance in 2015. Currently, the City is working to develop a Comprehensive Tree Management Plan.

### City of Dubuque Urban Forestry Goals

- A species diversity policy with protocol that no more than 10% of any one species is planted.
- Develop 'trees species planting lists' for replacement of trees in existing narrow tree lawns that are 5' to 8' in width.
- Remove some parking spaces in some of the narrow tree lawns (less than 5' wide) to accommodate intermittent new tree plantings.
- Implement a planting program that replaces trees at 110% the rate of removal.
- Closely monitor park trees for the management of diseases, such as Oak Wilt and Emerald Ash Borer, to limit their spread.

# DUBUQUE



**TREES FOREVER**  
Planting a better tomorrow™

### Speak for the Trees!

Dubuque Trees Forever, a non-profit that builds community while promoting stewardship, has recently partnered with the Forestry division of the Leisure Services Department. Dubuque Trees Forever hosts community planting events that spread local knowledge of how to properly site and plant trees and the benefits of tree plantings such as shade coverage for energy efficiency and clustered street trees to reduce driving speeds. The organization also provides resources on tree planting, tree maintenance, and attracting native pollinators.



### THE EMERALD ASH BORER

No bigger than a penny, but man can these little guys wreak havoc! The Emerald Ash Borer, an invasive beetle from Asia, is threatening Dubuque's ash tree population. The City's Leisure Services Department prepared and is implementing the Emerald Ash Borer Readiness Plan, which provides an action plan and cost estimate for the treatment, removal, and replacement of Ash street trees in Dubuque, a quarter of the street tree population. Once the near-term threat of Emerald Ash Borer is addressed, the City can shift its focus to address more policy goals via the Comprehensive Tree Management Plan.

“

***Beautify Dubuque by planting a diversity of trees to replace dying trees. Maintain trees newly planted.***

***- Idea voiced by a community member at the Environmental Integrity Workshop @ The University of Dubuque on 02/21/17***



## Native Plants for Pollinators

Pollination is the process by which animals such as birds, bees, bats, butterflies, or simply the wind, transfer pollen between flowers, fruits, vegetables, and plants producing viable seeds for a plant species. Unfortunately, many pollinator species are threatened due to loss of habitat and the introduction of invasive species, putting the plants we depend on for food, clothes, and medicine at risk.

### ■ Environmental Policy

According to the Pollinator Partnership and the North American Pollinator Protection Campaign, Dubuque lies in the prairie parkland ecological region. The campaign provides planting schemes for landowners in different development contexts (i.e. households, farmlands, and public lands). Gently rolling plains with steep bluffs in the valleys, or rounded hills are indicative of the prairie parkland region.

**The use of native planting schemes, particularly around stormwater management areas, should be encouraged for both public and private projects such as in the Bee Branch Creek Restoration Project shown below.**



▲ Native Plantings adjacent to the Bee Branch



**ENVIRONMENTAL INTEGRITY QUICK POLL:**  
**Q: How should we actively protect the environment, advance green policies?**



**32%**

### A: Increase native plantings

Among all respondents, 32% (52 Individuals) reported that they would like to see more native plantings (i.e. pollinator habitats, etc.) when asked about ways to advance green policy.

Native prairie wildflowers, which include New England purple asters as shown in the photo above, attract butterflies.

“

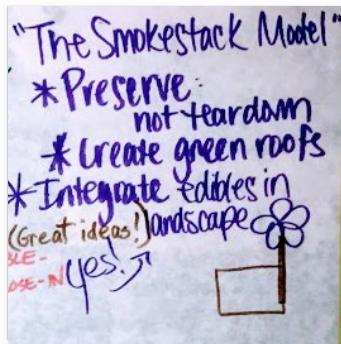
**Bring in a local group like 'Backyard Abundance' to teach about gardening, herbs, sustainable yard, etc.**

**- Community member at Social + Cultural Vibrancy Workshop @ The Smokestack on 04/19/17**

”

## Edible Landscaping

Landscapes such as communal herb gardens, community orchards, or edible berries are increasingly common in today's urban public spaces. Edible landscapes achieve decorative and aesthetic design goals while offering a source of nutritional food for consumption. The benefits of edible landscaping are multifold, and cultivating and harvesting such landscapes in public spaces inspires the community and creates a strong sense of place. Edible plants include fruit trees, berries, lettuces, and herbs.



Ideas shared at the Social and Cultural Vibrancy Workshop, held at The Smokestack on April 19th, showcase the desire for edible landscaping and green roofs.



### EDIBLE LANDSCAPING 101



#### Avoid Chemicals

Pesticides, herbicides and chemical fertilizers can contaminate food.



#### Compost

Composting helps plants flourish and eliminates the need for fertilizers.



#### Rotate Crops

Changing where you plant your crops each year helps prevent diseases.



#### Mulch

Mulching reduces weeds, helps prevent disease and conserves water.



Source: Carnegie Stout Library Facebook Page



## SPOTLIGHT ON LIVABILITY

### CONTINUE SUCCESS WITH COMMUNITY GARDENS



The Dubuque Community Garden Coalition inventories the variety of community gardens in Dubuque, connects growers with food pantries, and provides resources for how to start a new community garden in your neighborhood. Dubuque offers different kinds of community gardens: (1) individual plot, (2) educational, and (3) communal. These successes can be built upon to create a self-perpetuating local food economy of growers, distributors, and consumers.

*Apartment dwellers expressed desire to participate in native plantings and community gardens in the community. Options for renters should be explored, including community gardens wherein individuals can secure a plot/section of land.*



*Source: Dubuque Rescue Mission*

▲ Community Gardens operated by non-profits have successfully partnered with food pantries in Dubuque to make local, fresh food more accessible.

## Land Conservation

### Green Infrastructure Protection Areas

Dubuque's natural setting along the Mississippi River is characterized by bluff sand deep-cut river valleys left largely undisturbed by the last Ice Age, a characteristic of the Driftless Area of the Upper Midwest. Many of the bluffs and areas with more topographical features remain relatively undeveloped. Protecting natural areas and areas of productive agriculture will not only lead to ecological benefits but offers potential for eco-tourism. Doing so in a manner that educates the public will help foster stewardship for future generations. In workshops, focus groups, and online comments, community members expressed a desire to conserve areas near water trails and canoe launches to create serene places and viewpoints to watch migratory birds.

### Environmental Factors Map

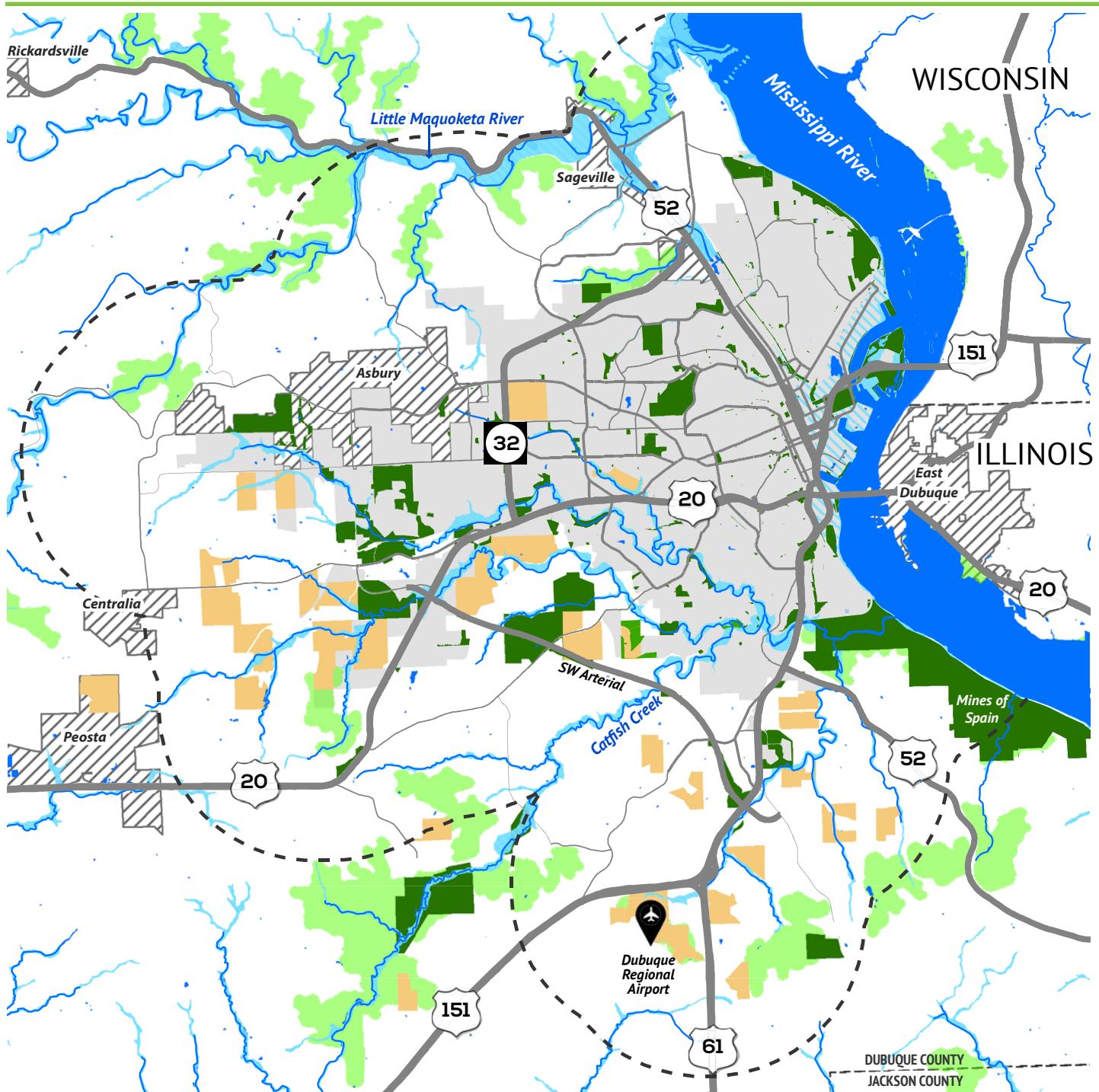
Specific areas of high ecological value (as illustrated on the Environmental Factors Map on the following page) include floodplains, parks, publically-owned protected lands, green infrastructure protection areas, and habitat cores.

- Green Infrastructure Protection Areas** are identified in the Catfish Creek Watershed Management Plan. These areas are pivotal in storm-water management and water quality, as they allow for ground water infiltration through bio-swales and agricultural buffers.
- Habitat Cores** are intended to identify essential habitats or natural communities that can absorb very little activity or disturbance without substantial impact to natural features or species. These areas have natural or semi-natural vegetation cover; agricultural developments are not included.

### Environmental Policy

Ensure heightened development review when development occurs in green infrastructure protection areas, habitat cores, or other sensitive rural or natural areas.





## Environmental Factors Map

### Context

- Dubuque City Limits
- 2-Mile Extra Territorial Jurisdiction
- Other Municipalities

### Environmental Features

- Rivers, Streams, & Lakes
- Parks
- Floodplain+
- Floodplain+ (Reduced Risk Due to Levee)

### Conservation Areas

- Green Infrastructure Protection Areas\*
- Habitat Cores\*\*



\*Federal Emergency Management Agency (FEMA) data

\*Green Infrastructure Protection Areas are ecologically sensitive areas identified in the Catfish Creek Watershed Management Plan

\*\*Esi data generated using 2011 National Land Cover Data. Core Habitat areas are intended to identify the essential habitat of the species of concern or natural community that can absorb very little activity or disturbance without substantial impact to the natural features.



0 0.75 1.5 3 Miles

## Environmental Restoration in Eagle Point Park

The City of Dubuque adopted an Environmental Restoration Management Plan in 2017 FOR Eagle Point Park, a historic 164-acre community/regional park atop limestone bluffs along the Mississippi River. The 2017 plan identifies sustainable best practices for managing stormwater and soil erosion runoff and improving water quality downstream in the Bee Branch Watershed, and in turn the Mississippi River. The Environmental Restoration Management Plan recommends the use of rain gardens, infiltration basins, permeable surfaces, soil quality restoration, planting native vegetation, habitat restoration, and other green infrastructure improvements throughout the park.

- **Environmental restoration in Eagle Point Park** can provide demonstration projects and landowner education when implementing similar best practices in green infrastructure protection areas and habitat cores in the Catfish Creek Watershed.

## Agricultural Protection

Outside of the city limits, agricultural land uses dominate the landscape. Typical farmlands include row crops, hay, pasture, and livestock uses. The Catfish Creek Watershed Management Plan identifies productive farmland and guides the reduction of erosion and creek pollution.

- **Growth should be coordinated** for the continuation of viable agricultural activities and a rural character and lifestyle where desired. Buffering requirements can help protect productive farmland from encroaching urban development.

### □ Environmental Protection Partners

- Dubuque Soil and Water Conservation District
- Iowa Department of Agriculture & Land Stewardship
- Iowa Department of Natural Resources
- United States Environmental Protection Agency



IOWA DEPARTMENT OF  
NATURAL RESOURCES



▲ Recent enhancements to the Bee Branch Watershed have added native plantings to improve water quality and stormwater management capacity.

## Eco-Education & Participatory Conservation



**Get Outside + Explore:** A desire was expressed during outreach to get more kids out into nature, participating in experiential learning. For example, using school property for gardens tended by students. Local examples with such experiential gardens include Lincoln Elementary School and Loras College.



Source: USDA

▲ Example: Elementary School children pull beets from their Habitat Garden in Washington, D.C.

### Educational Programming

Online community suggestions and input shared at the environmental working group noted a desire for expanded environmental programs that get residents, particularly children, out of their homes and classrooms and into the environment. Concern was expressed that while there are some great resources available, the cost of these programs or admissions make them inaccessible to some residents.

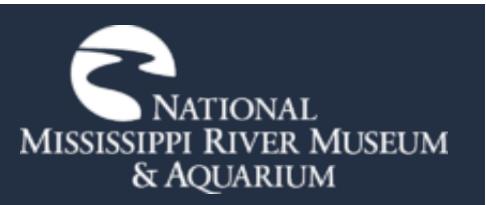
**National Mississippi River Museum & Aquarium** offers a local resource for environmental education. The museum is actively involved in engaging school groups with educational programming. However, most of these experiences take place either in the classroom or at the museum. In April of 2016, the Museum offered its first ever free museum day. As funding permits, an annual free day would be a wonderful addition to help ensure accessibility to Dubuque residents.

**The Friends of the Mines of Spain** provide funds to the E.B. Lyons Interpretive Center at the Mines of Spain to reimburse schools, scouts, and youth organizations for transportation. Transportation can be a limiting factor in getting school and youth groups out into nature. The benefits of connecting youth to the natural world are multifold, and include improved attention spans and inspiring the next generation of environmental stewards. To further support on-going education, all programs provided by the Mines of Spain are free!

**The Bee Branch Beekeepers Initiative** offers educational, recreational, and volunteer opportunities focused on safety, watershed health, and connecting residents to the natural world. Beekeepers partners with local schools and community groups. For instance, students at Audubon Elementary School went on a walking tour of the Bee Branch Creek Greenway and learned about native plants and animals, as well as creek safety after rain events. The Leisure Services Department has also begun Bee Branch environmental programming.

#### ■ Environmental Policy

Increase eco-education for children via additional partnerships between the City, school districts, colleges, and area institutions such as museums and cultural centers.



## Environmental Policy

Continue to seek opportunities to implement engaging wayfinding and heritage interpretive signage, and explore future opportunities to implement emerging digital technologies.



▲ Heritage Trail signage in Washington Park and education signage installed along the Bee Branch relaying the benefits of stream habitat enhancements.

### Signage and Digital Storytelling

During the Environmental Integrity Workshop, many residents noted a desire for an “interactive experience” when engaging with nature. While smartphone apps are an excellent way to learn about and share information about the local environmental, research shows their data sharing and education potential remains largely untapped. According to one study, only 3.9% of nature-based apps are for visitor attractions such as arboreta or botanical gardens, and a mere .5% are for resident-scientists to collect and share data. The capability to input location-based data and encourage the general public to do so, could translate to marked strides for conservation science.

While the digital market catches up, interpretive signage and wayfinding can spark a lasting impression for visitors. Wayfinding guides visitors around a site in a logical circulation pattern, for example around the former lead ore mines at the Mines of Spain. Interpretive signs provide ecological, historical, and cultural information at natural stopping points, including informational signs at the Julien Dubuque Monument. Adding scannable QR codes for smartphones or other digital elements linked to audio recordings and web-based stories can create a memorable experience. Sites such as the Heritage Trail or the Dubuque Arboretum and Botanical Gardens would be appropriate for such storytelling.

### Stormwater Best Management Practices

The City of Dubuque offers a Stormwater Best Management Practice (BMP) Materials Assistance Program to encourage residents to make improvements on their property to reduce the quantity or improve the quality of stormwater runoff from their land. Typical projects may include rain gardens, bioswales, permeable pavement systems, and streambank restoration. For more information, contact the City of Dubuque Engineering Department.

### Tracking Water Usage

The City offers its water customers a free app, DBQ IQ, to track their water usage and monitor utility accounts. Weather data (temperature and precipitation) are also recorded to put consumption in context. DBQ IQ enables users to compare usage over a certain period to their average usage, compare their consumption to that of other users, and receive alerts in the case of leaks or backflows. Tracking consumption over time can help users become more attune to their water usage habits and help reduce consumption. To register, visit [www.cityofdubuque.org/DBQIQ](http://www.cityofdubuque.org/DBQIQ)



▲ Composting idea shared at the Imagine Dubuque Farmers' Market Pop-Up Event held on August 19th, 2017.

## Expand Composting

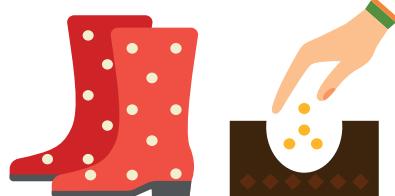
The City of Dubuque offers curbside collection services including yard waste and food scrap collection. Dubuque was the first city in Iowa to offer curbside food scrap pickup. Food scrap recycling is not required for homes or businesses; however, affordable monthly subscriptions are available to residential, school, and commercial customers. A city ordinance requiring source separation of all organic materials, including food residuals, directed to a composting facility is one option to reduce methane emissions and landfill waste while creating a natural fertilizer product (compost). Another management option is encouraging partnerships between local farmers and restaurateurs to close the “compost circuit” by returning food scraps to the farm as food for animals or incorporation with crops. The DMASWA Landfill is home to the Household Hazardous Materials Regional Collection Center which offers seasonal, drop-off opportunities for household hazardous wastes.

Food waste can also be reduced via technology and partnerships between local restaurants, groceries, food pantries, and volunteers. MealConnect, a new app, is a platform for businesses that serve food to connect with food pantries and other organizations who collect and distribute donated food. By taking a picture and describing the amount and location of the food, MealConnect streamlines the donation process, thus increasing the amount of food donated, reducing waste, and feeding the hungry. The app is completely free and donations are picked-up at the businesses convenience.

**Backyard Composting Resources:** During outreach, many residents expressed interest in more composting resources such as classes. Instructions for how to get started with backyard composting are offered by Iowa State University. If this is not an option, DMASWA operates a Compost Facility located at the Dubuque Metro Landfill on Highway 20.

## Environmental Policy

Work closely with Dubuque Metropolitan Area Solid Waste Agency, and interested organizations such as Green Dubuque to expand composting.



**ENVIRONMENTAL INTEGRITY QUICK POLL:**  
**Q: What other ways can the City advance green policies?**



**40%**

### A: Small Activation Projects

Residents would like to see small activation projects that inspire sustainable living (i.e. community gardens, solar panels for the home, composting how-to's, and rain barrel distribution). Approximately 40% (65 respondents) called for such projects in the Environmental Quick Poll.



## Reduce

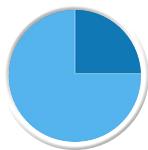
### Expand Pay-As-You-Throw Program

Dubuque has already achieved some success in this area through the City of Dubuque's Pay-As-You-Throw program, a volume-based waste collection service. **Under the program, property owners are allotted one free 40-pound refuse can pick-up per week.** Additional cans cost \$1.50 each while oversized can "upgrades" are available on a monthly basis for \$5-\$8. Recycling pick-up is not charged by volume.



From its implementation in 2002 to 2013, the program reduced landfill refuse by 28% and increased recycling by 37%.

**ENVIRONMENTAL INTEGRITY QUICK POLL:**  
**Q: What initiatives will yield the most impact to ensure a more viable City for future generations?**

**25%****A: Further Path Toward Zero Waste**

Among respondents, 25% (41 respondents) reported that they would like to see the adoption of a "Path Toward Zero Waste" with measurable targets, timeline, and annual reporting. This sentiment was further supported at the Environmental Integrity Workshop.



## Reuse

### Develop/Locate Reuse Center

Many residents expressed a desire to see a reuse center in Dubuque, whereby individuals and companies can donate unneeded supplies for reuse in arts or other creative endeavours like woodworking.

*Source: Flickr*

- On a broader scale, many residents expressed a desire for a local **Habitat for Humanity Restore**. Restores sell donated home remodeling materials (i.e. cabinets, shingles, bathtubs), furniture, and appliances with proceeds going to support Habitat for Humanity.

*Found Object Artwork | Artist: Amy Flynn, Source: www.ifobot.com*

## Recycle

### Consider Glass Recycling

In 2011, the City of Dubuque eliminated curbside glass recycling to save on costs. Savings have been passed on to residents, with the City of Dubuque lowering its solid waste collection fee by 37 cents

- Opportunities to recycle glass** should continue to be evaluated on Dubuque's path towards zero waste.
- Another avenue might be to **make glass available for artists** to reuse. Curbside pickup of paper and plastics is ongoing.

*Recycled Glass Mosaic | Source: Pixabay*

Opportunities for further policy development exist:

- Charging market prices for recyclables, which are currently uncharged, would reduce material waste and expanding the policy to large businesses, which contribute the highest proportion of waste.

## SPOTLIGHT ON VIABILITY

### ZERO WASTE ECONOMY



With the ultimate goal of eliminating waste, a Zero Waste economy aims to reduce waste incrementally by creating circular production and consumption. There are two main components:

**“Upstream” strategies** to reduce the volume and toxicity of materials used in production while promoting low-impact or reduced consumption lifestyles.

**“Downstream” strategies** to reuse/recycle post-consumer products to their best possible use, driving new local economic opportunities and creating public benefits such as art.

#### *The Dubuque Community Climate Action & Resiliency Plan identifies opportunities to reduce Dubuque’s greenhouse gas emissions 50% below 2003 levels by 2030.*

En route to reducing emissions, waste reduction strategies are identified. The plan estimates the impact of existing and proposed waste reduction policies in Dubuque. These opportunities could be further developed to form community goals for a Zero Waste economy.

#### ■ Environmental Policy

Further develop waste reduction strategies identified in the Climate Action & Resiliency Plan, such as food scrap composting and methane capture, to build-out, adopt, and implement, a Zero Waste economy.

## ELEMENTS OF A ZERO WASTE ECONOMY



### Product Redesign

All products are reusable, recyclable or compostable and include recycled content. Business innovation is supported and encouraged.



### Smart Spending

Consumers purchase only necessities and demand recycled, minimally packaged recoverable products.



### Transport

Transport of products is minimal and energy efficient.



### Education

All people view waste as a valuable resource.



### New Rules

Policies such as recycling mandates and incentives support zero waste.



### Manufacturing

Conserves natural resources and is safe for people and planet.



### Resource Recovery

Retailers take back products and all people have access to recycling and reuse facilities.



### Jobs

Resource recovery and product redesign create jobs.

Source: [www.landscapeeast.com](http://www.landscapeeast.com)



# Hazard Mitigation

The City of Dubuque is currently participating in an update to the [Dubuque County Multi-Jurisdictional Hazard Mitigation Plan](#). While the update is not yet complete, the City intends to have the plan adopted in April 2018. This collaborative, multi-jurisdictional update results in improved coordination and communication among local jurisdictions, which is important since impacts of hazards do not stop at jurisdictional boundaries. This approach also allows for a more comprehensive risk assessment and resulting mitigation strategies for the entire planning area.

## Plan Goals

- Mitigate:** Increase capabilities within Dubuque County entities to mitigate the effects of hazards by enhancing existing or designing and adopting new policies that will reduce the damaging effects of hazards.
- Protect:** Protect the most vulnerable populations, buildings, and critical facilities within Dubuque County through the implementation of cost effective and technically feasible mitigation projects.
- Prepare:** Improve the level of responder, government, businesses, and citizen awareness and preparedness for disaster.
- Respond:** Develop programs to ensure that response agencies, governments, educational institutions, and local businesses are able to operate during times of disaster.

## Actions

As part of the update, Dubuque participated in the following:

- Determined the Planning Area and Resources
- Built a Planning Team
- Created an Outreach Strategy and Conducted a Public Survey
- Reviewed the Community Capabilities
- Conducted a Risk Assessment
- Developed a Mitigation Strategy for Risks
- Review and Adopted the Plan (future)
- Keep the Plan Current (future)
- Create a Safe and Resilient Community



### DUBUQUE STORM-WATCH

Severe storms and flash flooding are one of Dubuque's more frequent and impactful threats, and presents the greatest probability of future occurrence.



## PUBLIC OPINION + TIMELINE

The City is updating existing mitigation practices and developing new actions based on public opinion collected from surveys, an analysis of State of Iowa priorities for hazard mitigation assistance, FEMA's Mitigation Ideas and the hazard mitigation planning process.

### Most Likely Hazards

Public opinion indicates the following hazards are most likely to occur in Dubuque County: severe storms/flash flooding, tornado/windstorm; thunderstorm/lightning/hail; severe winter storm; transportation incident, and extreme heat.

### Greatest Impact Hazards

Public opinion suggests the following hazards are to have the greatest magnitude in Dubuque County: severe storms/flash flooding, tornado/windstorm; thunderstorm/lightning/hail; hazardous materials incident; severe winter storm, and transportation incident.

*The City of Dubuque identifies the most likely hazards as well as those hazards that will have the greatest magnitude within the City, as required by state and federal agencies. In addition, the City is developing mitigation strategies for the risks identified within the community.*

### The timeline for completion includes:

<ul style="list-style-type: none"><li><input type="bullet"/> October 2017</li><li><input type="bullet"/> November 2017</li><li><input type="bullet"/> March 2018</li><li><input type="bullet"/> April 2018</li></ul>	<ul style="list-style-type: none"><li>Finalize plan updates</li><li>Submit plan to FEMA</li><li>FEMA Approval (Pending Adoption)</li><li>Plan Adoption</li></ul>
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\* See the Dubuque County Multi-Jurisdictional Hazard Mitigation Plan for the City of Dubuque's specific local hazard mitigation plan following its adoption.



# Environmental Recommendations

## Clean Water

- Continue to implement the Climate Action Resiliency Plan by focusing on waste reduction, transportation improvements, and energy efficiency of homes and businesses to achieve climate goals. This effort will require the work of the entire community, including non-profits like Green Dubuque and the DBQ Energy District, the City, and our residents and businesses.   
- Continue to implement the Catfish Creek Watershed Management Plan to protect creeks, sensitive ecological habitats, and promote conservation-minded development.  

## Clean Air + Energy

- Continue to implement the Climate Action & Resiliency Plan by focusing on waste reduction, transportation improvements, and energy efficiency of homes and businesses to achieve climate goals. This effort will require the work of the entire community, including non-profits like Green Dubuque and the Dubuque Energy District, the City, residents, and businesses.   
- Support mobile air quality monitoring to increase citizen awareness and identify conditions contributing to sub-optimal/poor air quality. 

## Healthy Neighborhoods

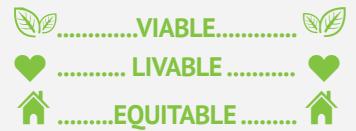
- Continue Healthy Homes strategy as part of the CHANGE and Bee Branch revitalization efforts and educate the community on Healthy Home principles.   
- Continue to implement the Emerald Ash Borer Readiness Plan and Urban Forestry Goals to maintain safe and healthy neighborhoods. 
- Seek partnership opportunities to increase localized native plant, pollinator habitat, and edible landscaping in public spaces.  

## Land Conservation

- Conserve areas near waterways shown on the Environmental Factors Map, including rivers and creeks, to provide serene places to escape the city and viewpoints to watch migratory birds. 

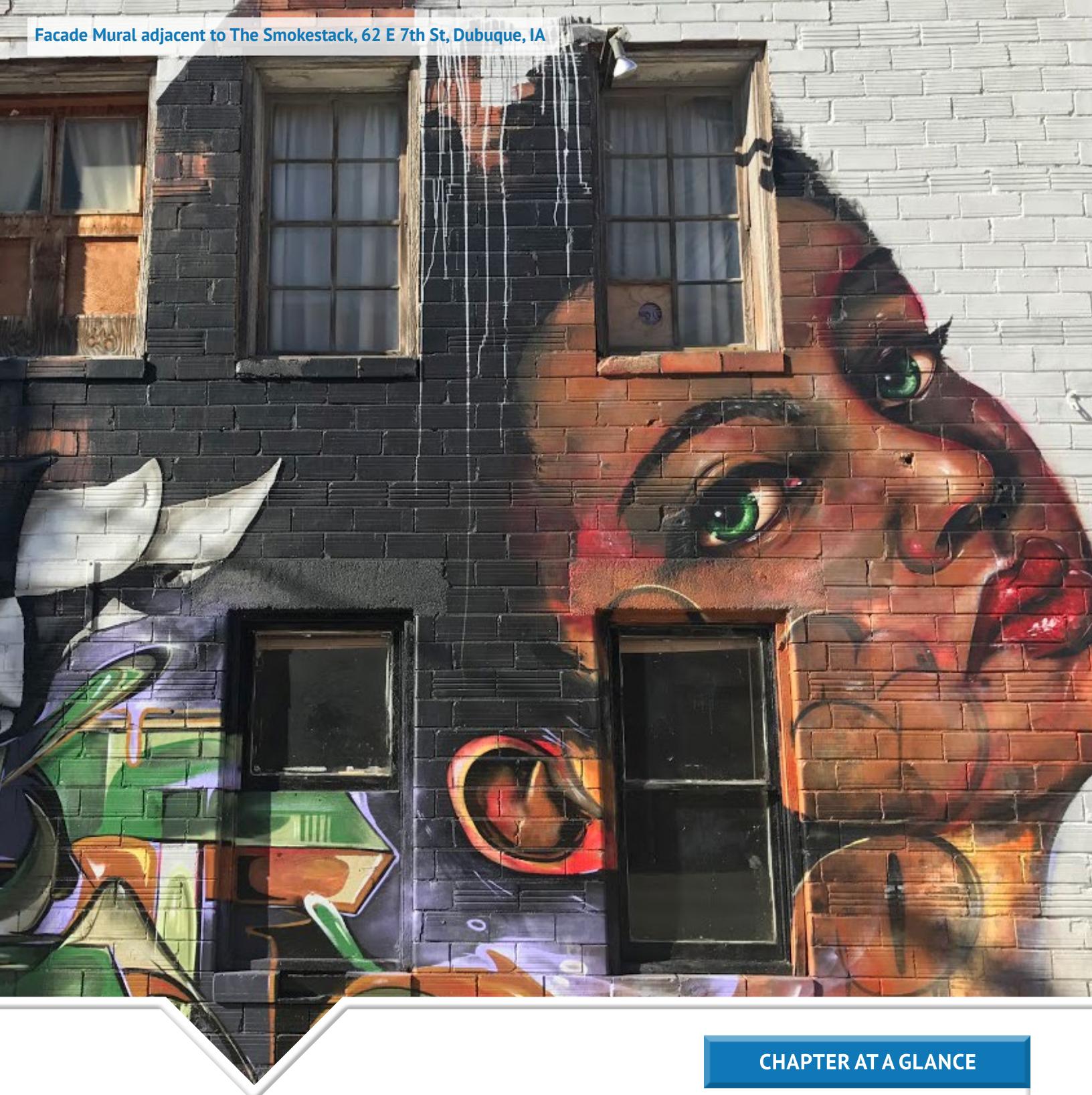
## Eco-Education + Participatory Conservation

- Promote educational programming and partnerships that enable children to experience nature.  
- Explore incentives for backyard and curbside composting that reduce the proportion of landfilled food waste.  
- Explore a community-wide Zero Waste Policy that creates a closed circuit economy of low-impact or reduced consumption lifestyles and marketplace for post-consumer products.   



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*





## CHAPTER AT A GLANCE

<input type="checkbox"/> Introduction	5-2
<input type="checkbox"/> Healthy Local Foods	5-4
<input type="checkbox"/> Education + Empowerment	5-7
<input type="checkbox"/> Diversity + Inclusion	5-10
<input type="checkbox"/> Arts + Entertainment	5-12
<input type="checkbox"/> Historic Preservation	5-16
<input type="checkbox"/> Community Safety	5-18
<input type="checkbox"/> Health + Human Services	5-20
<input type="checkbox"/> Recreation	5-22
<input type="checkbox"/> Recommendations	5-24

# CHAPTER 5

## SOCIAL + CULTURAL VIBRANCY

# CHAPTER 5

## SOCIAL + CULTURAL VIBRANCY

*Social and cultural vibrancy includes a variety of high-priority City objectives, ongoing investments and partnerships such as Inclusive Dubuque, the Multicultural Family Center, and Project HOPE, as well as an array of planning topics ranging from health and human services to culture, recreation, arts, and housing (addressed in Chapter 6).*

### Introduction

The Sustainable Dubuque model outlines four key principles of social and cultural vibrancy:

- ① Community Knowledge
- ② Green Buildings
- ③ Healthy Local Foods
- ④ Community Health and Safety



COMMUNITY KNOWLEDGE

GREEN BUILDINGS

HEALTHY LOCAL FOODS

COMMUNITY HEALTH AND SAFETY



Social and cultural vibrancy is inextricably linked to our individual, community, and economic well-being. Equity also is supported and furthered by investments in social and cultural vibrancy. This chapter looks at specific elements of social and cultural vibrancy, and presents policies and strategies intended to strengthen and connect the many elements that together make for a vibrant place.

Planning for social and cultural vibrancy requires the City to orient its day-to-day and long-range actions and policies around ideas of connectedness, diversity, equity, and inclusion. Through partnerships such as Project HOPE (see *highlighted information on top of next page*), Dubuque Police's Enhanced Neighborhood Support process, Inclusive Dubuque, and the City Council's goal-setting process, these concepts have become better defined and understood in practice. Each of the vibrancy elements in this chapter has a strong relationship to building a community in which all individuals and groups have access to services, environments, and resources that promote their well-being as equally valued citizens of Dubuque. This chapter addresses needs for communication, facilities, and resources in each topic area that specifically support equity outcomes as well as overall community vibrancy.

### Defining Connectedness, Diversity, Equity, and Inclusion

The definitions of these terms are provided below to express how they are applied in Imagine Dubuque:<sup>1</sup>

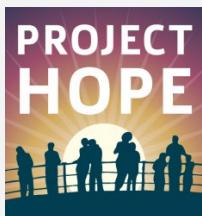
- Diversity:** The unique perspectives and life experiences an individual or group brings to our community.
- Equity:** Everyone has access to opportunities and the resources they need to thrive.
- Inclusion:** Engaging and supporting diverse needs to ensure all feel welcome.
- Equitable Community:** When all residents, regardless of their race/ethnicity/nationality, neighborhood of residence, or other characteristic, are able to fully participate in the community's economic and cultural success, and are able to connect with its assets and resources.



▲ *Imagine Dubuque Focus Group with Inclusive Dubuque*

<sup>1</sup> *Inclusive Dubuque Snapshot, 10/9/2015; www.inclusiveDBQ.org*

## □ PROJECT HOPE



**What it is:** Project HOPE (Helping Our People Excel) is a community initiative, designed to serve as a catalyst, that helps service providers, employers, and individuals seeking employment build bridges to rewarding, long-term employment.

**Why it matters:** From 2000 to 2015, the percentage of individuals living below the poverty level in Dubuque increased from 9.5% to 16.2%. Research has shown that living in poverty can affect family stability, a child's readiness for school, their ability to learn, high school dropout rates, and physical health. All of these factors can affect someone's ability to advance their economic future.

↑ 6.7%

Increase of Dubuque individuals living below poverty level between 2000 and 2015



## Elements of Social & Cultural Vibrancy

### What Makes a Community “Vibrant”?

**Q: What are the elements present in a community that together create an environment conducive to spawning new business models and ideas, integrating new people, welcoming changing and sometimes challenging artistic and cultural expression, and maintaining a healthy and active lifestyle with ample recreation opportunities?**

**A: The short answer, a lot of things!** Through Imagine Dubuque, residents expressed strong feelings that vibrancy involves elements and actions related to the following eight planning areas:

- Healthy Local Foods
- Education, Community Knowledge + Empowerment
- Diversity + Inclusion
- Arts + Entertainment
- Green Buildings + Historic Preservation
- Community Safety
- Health + Human Services
- Recreation

The sections that follow address each of these planning areas. The recommendations and strategies at the end of this chapter are intended to support specific desired outcomes, with the overall goal of building a socially and culturally vibrant Dubuque.

SOCIAL + CULTURAL VIBRANCY QUICK POLL:  
**Q: How can Dubuque further social and cultural vibrancy?**



78%

**A: Displaying work by local artists adds value to the quality of life in Dubuque.**

Among all respondents, 78% (49 of 63 Individuals) reported that they would like to see more work by local artists.



57%

**A: Decentralized events such as neighborhood concerts or events throughout the City.**

Among all respondents, 57% (36 of 64 Individuals) reported that they would like to see more decentralized events.



44%

**A: Arts education in Dubuque schools is valuable to our children and community.**

Among all respondents, 44% (28 of 64 Individuals) reported that they would like to see a more concentrated focus on art education in schools and the community.

## Healthy Local Foods

*Together with recreation opportunities, health and food systems make up an essential part of the “vibrancy infrastructure” in Dubuque. Food system issues of all types sparked strong interest and positive energy across the community – from the success of the Farmers’ Market, to a desire to see the City combat public health problems, to interest in how purchasing contracts could be re-evaluated to engage more local producers.*

Building vibrancy requires Dubuque to build up and make connections among community health resources. Food is a unifier in Dubuque, providing a bridge for social and cultural engagement and supporting public health. Participants in the public workshops made connections and suggested areas of potential investment and planning across all aspects of Dubuque’s food system.

### Desire for More Healthy, Accessible Options

Ironically, Iowa residents ranked dead last in the United States in the ‘2015 State of American Well Being’ on fruit and vegetable consumption. Despite this statistic, which leaves ample room for improvement, an interest in and support for local, healthy food is also one of the most important “uniters” for all Dubuque residents. Increased access to healthy food options is a specific area of improvement in the STAR Community Rating process, and brings together a variety of economic development, recreation, public health, and equity goals. Dubuque Eats Well and the Dubuque Community Garden Coalition are both doing excellent work to promote healthy local food choices. Continuing to enhance in-city food production, community resiliency, and eliminating food deserts are all vital to Dubuque’s future.

#### Dubuque Farmers’ Market

The Farmers’ Market was consistently cited as the single most open and welcoming place and activity for all residents, and the place where everyone regardless of neighborhood, race, or age felt both welcome and safe.



▲ Fresh flowers and locally grown vegetables on sale at the Dubuque Farmers’ Market.



“

*“The Summer Farmers’ Market has been adding kids’ activities to draw families, and is adding a chef this year that will do demonstrations about buying and cooking with fresh produce. Their double-up food bucks program linked to SNAP has been very successful.”*

*“I saw a news segment of a small business in Florida that plants gardens instead of lawns in front of homes. The people who live there get a portion of the food and earnings from the sale of extra produce for the use of their land, and the business keeps the rest of the earnings from the sale of extra produce for the gardening work. Some of the surplus is sold at Farmers’ Markets and some is donated to food shelters. Would it be possible to implement something similar between Dubuque Leisure Services or the ISU extension office and public schools? Some of our schools have large amounts of unused land and the grounds are vacant during the summer growing months. Students could plant gardens in the spring, another local office could manage the garden after planting and over the summer months, and then in the fall students could help harvest. The food could be used in school meals, sold to families for fundraising, sold at the Farmers’ Market for profits, and donated to local food shelters.”*

- Ideas shared via the project website and app.



# Food Systems and Health





▲ Increasing the abundance of healthy local foods was a major topic discussed via all community engagement mediums.

## Residents Want Healthy Food Initiatives

Dubuquers noted many ways access to healthy food could be expanded in Dubuque:

- Workplace wellness programs
- Integrating healthy food at hospital facilities
- More community gardening opportunities
- Increase transit access to, and hours of, the Farmers' Market
- Partnerships with Iowa farmers
- Incentives and economic support for local healthy food outlets, especially in Food Desert areas



***"More Edible Landscapes!"***

***"Local food/cooking in schools."***

***"Strong farm-to-schools incentives."***

***"Better/more variety of organic foods."***

***"More small grocery stores and bodegas or delis, especially downtown to carry the basics/ pick up a sandwich, etc."***

***"Walkable neighborhood-based grocery stores."***

- Ideas shared via the project website and at workshops.



## Food Security

Investments in food systems and food access can improve food security – having reliable access to a sufficient quantity of affordable, nutritious food. These actions have spatial, economic and social dimensions. The 'Food Systems Map' on the previous page shows the spatial relationship of Dubuque's "food and health infrastructure" (i.e. community gardens, grocery stores, etc.) and their proximity to residential neighborhoods and the public transportation system.

**In 2016, approximately 1 out of every 6 Dubuque households or 12%-17% were "food insecure" meaning members had anxiety over food sufficiency or shortage of food at least once a year.**

Low food security households have disruptions in the quality and variety of food consumed, and very low food security households suffer disruption in the quantity and regularity of meals. Ensuring that Dubuque residents can get to supermarkets and other outlets with sufficient variety and reasonable costs is an issue not only for social service providers, but also for transit and transportation planning. Furthermore, it is an important basis for planning where investments in community gardens, such as those recently supported by Sustainable Dubuque Community Grants, should be prioritized.

### ■ FOOD DESERTS

*"I heard that the Flexsteel plant on Jackson Street is closing in the near future. Please consider converting the area into a small retail hub for the neighborhood. ALDI would be wonderful there, as well as Hartig or Walgreens. The nearest grocery stores are several minutes away and gas station food is not a healthy or affordable option for the neighborhood."*

### ■ LOCAL FOOD PRODUCTION

*"The Convivium Urban Farm is an exciting concept just getting going that "will bring people together through food production, preparation, education and enjoyment." They will offer classes in food preparation, food preservation, and growing. Part of their greenhouse will be used for hydroponic production and vertical farming. The hydroponic farming hopes to add fish in 4-5 years."*

- Ideas shared via the project website



## Education, Community Knowledge + Empowerment

***Education, community knowledge, and empowerment are fundamental to a socially and culturally vibrant Dubuque, and a vibrant economy. Social and cultural vibrancy directly supports economic prosperity in Dubuque.***

Developing, attracting, and retaining a diverse, highly-capable workforce needed to support Imagine Dubuque's Economic Prosperity goals depends on a strong local social network and cultural arts scene. Fostering diversity, inclusivity, and vibrancy is recognized nationally as a vital driver of healthy, resilient economies, and cultures.

Nationally, cities that feature these elements of social and cultural vibrancy are far more likely to attract and retain residents and businesses, especially younger demographics, who typically prefer large metropolitan areas. Moreover, the City and its business and educational leaders recognize the need for Dubuque to promote and live out inclusivity and diversity values to welcome, train, and support a strong workforce. Education as well as other forms of community knowledge are critical to Dubuque's vibrancy. Informational sessions where fire, police and other City departments can meet with and engage residents in their neighborhood can help. A recent session in Jackson Park was well received.

## Education

*Beyond building on Dubuque's history of quality public education, and the presence of four colleges and two seminaries, vibrancy involves providing both opportunity for lifelong learning and development, and a system of education, communication, and support that empowers individuals to learn, lead, and better themselves and their communities.*



### High Educational Attainment

**90%** Completed High School  
**33%** Received a Bachelors Degree or Higher

### Comprehensive Approach

A vibrant Dubuque will weave together its formal public education system with its higher learning community, recreation programming, partnerships with faith- and interest-based organizations, and business partnerships to treat "education" both holistically and strategically. Quality learning opportunities will attract and support families, provide workforce training, and enhance Dubuque's overall vibrancy.

### School District Plans

The Dubuque Community School District employs 1,800 people and serves over 10,000 students in 18 schools and one Alternative Learning Center. Dubuque Community School District's 2016-2017 Priority Initiatives particularly relevant to social and cultural vibrancy include:

- Focus collaboration with the juvenile court system/law enforcement to lower truancy rates and lessen the referrals of children under 18.
- Prepare for an "anytime, anywhere" digital learning environment in 2017-2018 that coincides with updated course objectives and delivery at the ninth-grade level.
- Develop a system to make data across the district more efficiently collected, more easily accessible and more usable to staff for instructional decision making, and more readily available to various stakeholders.

### □ Keystone Area Education Agency

Keystone Area Education Agency is dedicated to providing the children of Northeast Iowa with the best possible educational opportunities. Through its partnerships with local schools, teachers, and parents, Keystone Area Education Agencies will continue to provide services that put children first in Northeast Iowa. Area Education Agencies were established in 1974 to deliver equal support services to Iowa's children and schools. Keystone Area Education Agencies provides quality services to 23 public school districts and 28 nonpublic schools, covering nearly 5,000-square-miles. Keystone Area Education Agencies serves eight counties in Northeast Iowa. These are: Allamakee, Chickasaw, Clayton, Delaware, Dubuque, Fayette, Howard and Winneshiek.

### Measures of Success

Educational attainment and measures of education success in Dubuque exceed state and national averages. Over 90% of residents have completed high school and nearly one-third have a bachelor's degree or higher. In an encouraging sign for the future, the percentage of the population with some college or a bachelor's degree is higher for those 25 to 44 (an average of 23%) than those 45 to 64 (20%) and 65 and older (14%)<sup>2</sup>.

### Outreach Says

Participants in Imagine Dubuque were overall satisfied with the educational opportunities and quality available, including adult offerings through Northeast Iowa Community College, but did consistently cite a need for more affordable, quality child care resources.

### Lifelong Learning

As lifelong learning is part of social and cultural vibrancy, education across the age spectrum is important to consider. The Keystone Area Education Agency (*highlighted below*) offers a clearinghouse for education resources in and around Dubuque from early childhood (including Iowa's free preschool program for four-year-olds), through continuing education and professional training.

<sup>2</sup> Data from the 2016 American Community Survey reported on towncharts.com



**Mission:** To provide leadership for school improvement, student learning and living. This leadership is provided through equitable, effective, and efficient services to its districts, schools, and their patrons by working in school-community planning, professional development, curriculum instruction assessment, school leadership, school management, services for diverse learning, services for inclusive schools, instructional media, and school technology.

**A focus area in education and learning that touches on several elements of social and cultural vibrancy centers on Dubuque's youngest residents.**

## Reading Level

In 2012, nearly 26% of Dubuque's third-grade students were not reading at grade level, a crucial metric for future success and educational attainment. The Community Foundation of Greater Dubuque and Every Child/Every Promise formed the 'Campaign for Grade-Level Reading' to improve summer learning, school readiness, and attendance. This led to actions including improved data collection, improved summer learning opportunities, a mobile vision clinic providing exams and glasses to children, and an early education partnership with Northeast Iowa Community College. With all of these efforts, grade level reading challenges still exist. The Community Solutions Action Plan is due to be updated in 2017; its actions and recommendations should be considered as part and parcel of Imagine Dubuque's goals for social and cultural vibrancy.

On June 16, 2017, Dubuque received a prestigious second All-America City Award from the Campaign for Grade Level Reading and the National Civic League for its civic engagement around reading proficiency; a strong affirmation of the value of the City's focus on education as an important component of a viable, livable, and equitable community.

## Arts Education

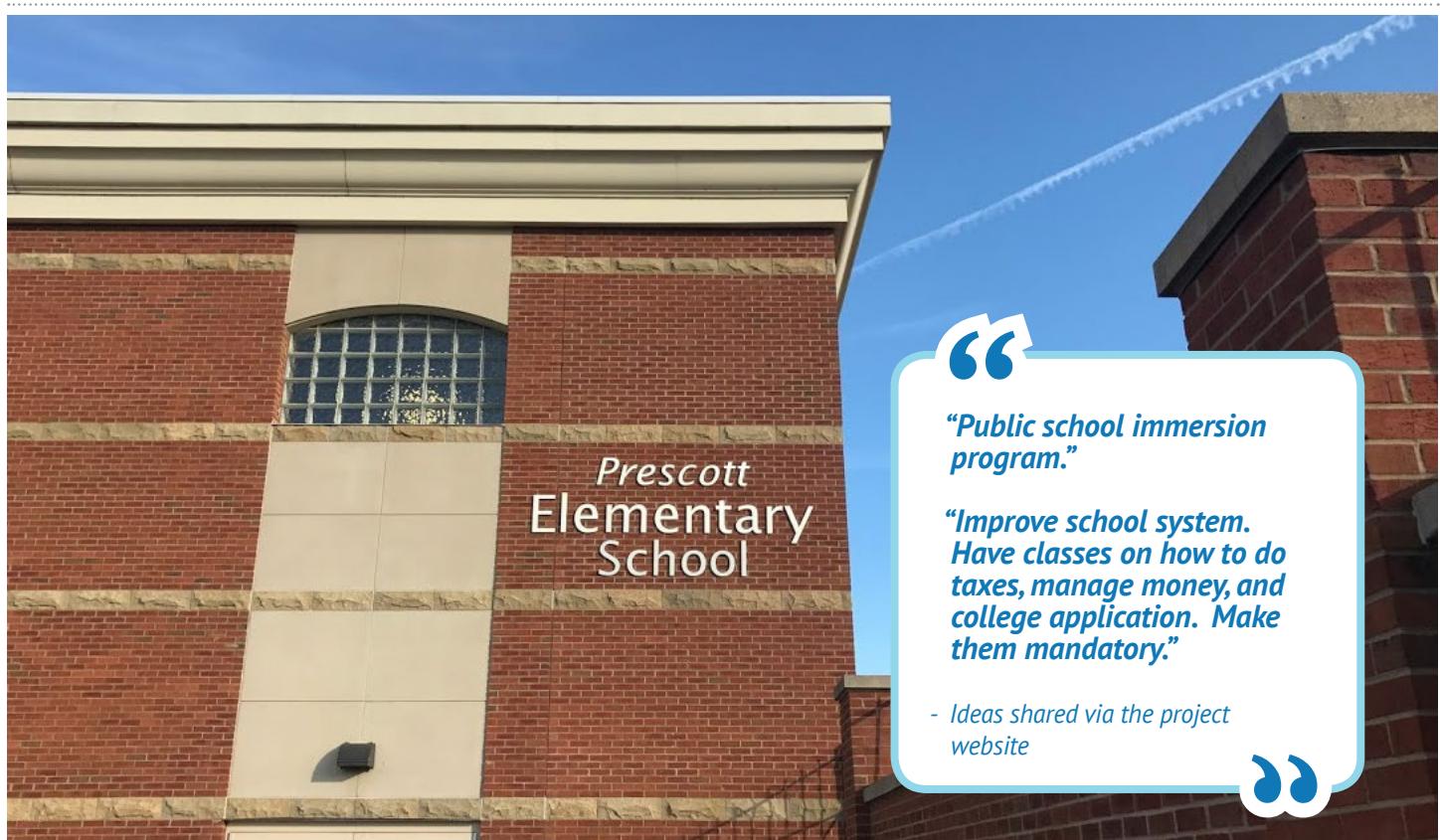
Imagine Dubuque has highlighted the need for vigilant support for the quantity and quality of arts education within Dubuque's schools and the community at large. **Imagine Dubuque participants expressed the strongest possible support for arts education within Dubuque schools.**

Dubuque Community School District showcases its arts offerings via the 'Digital Fringe', an online gallery of student art initiated to "highlight the remarkable products of art education in the district." In-school arts education offers one of the most effective ways to expand the sense of culture in Dubuque via new, and culturally diverse forms of art.



DUBUQUE RECEIVES 2012 AND 2017  
ALL-AMERICA CITY AWARD

The Campaign for  
GRADE-LEVEL  
READING



*"Public school immersion program."*

*"Improve school system. Have classes on how to do taxes, manage money, and college application. Make them mandatory."*

*- Ideas shared via the project website*

▲ Prescott Elementary, Dubuque, Iowa

## Community Knowledge + Empowerment

***Community empowerment, distinct from education, is defined by the World Health Organization as “the process of enabling communities to increase control over their lives.”***

Organizations and partnerships in Dubuque work on many aspects of this goal, including violence prevention, youth engagement, and environmental quality. Actively acknowledging the importance of these actions and their relationship to building and maintaining an inclusive, vibrant community is, in and of itself, a goal of Imagine Dubuque.

Knowledge and empowerment is a pillar of Inclusive Dubuque, incorporating five programs discussed in this chapter: Project HOPE (Helping Our People Excel); Heart Youthbuild; the Multicultural Family Center; Every Child/Every Promise; and Green Vision Schools.

While some engagement in community knowledge and empowerment is long-standing and addresses general needs, other partnerships such as the Coalition for Non-Violence come together around specific issues.

## Diversity + Inclusion

***Leadership in Dubuque has recognized and made a strong point of the vital importance of multi-pronged and ongoing training, investments, and partnerships that will make an increasingly diverse, equitable, and inclusive city where all are successfully engaged in civic and economic life.***

In general, public input supported the feeling that the City is actively promoting inclusivity in public safety, public spending on arts and culture, and that this is a valid, important use of public resources.

***“Use arts and cultural programs to connect people across divisions of socio-economic status, race, religion, age, etc. Arts is a universal language – use it intentionally to bring people together.”***

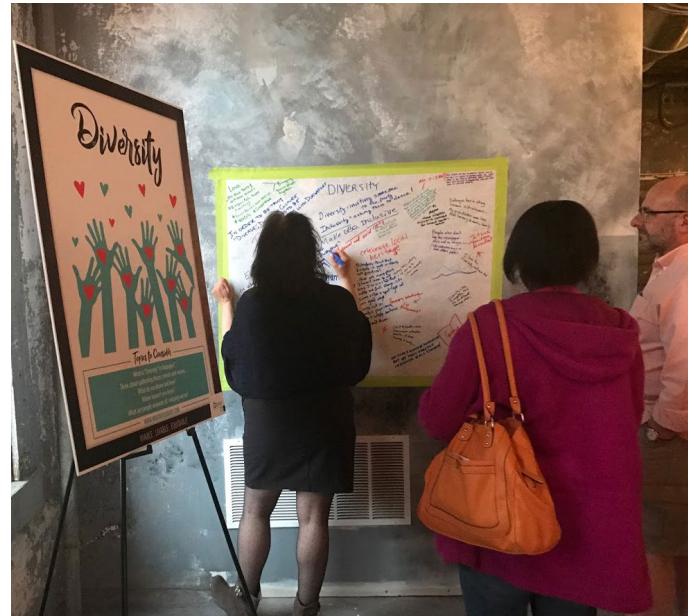
*- Idea shared at the Social and Cultural Vibrancy Workshop*

Participants in Imagine Dubuque noted the breadth of participation in different community empowerment programs and partnerships, such as the Multicultural Family Center and Community Foundation of Greater Dubuque.

The City and immediate region are home to 40 to 50 non-profits active in community empowerment and knowledge, including five orders of Catholic sisters. In an Imagine Dubuque discussion with the Coalition for Non-Violence, one participant summed up the depth of participation and commitment in community empowerment by saying, “If any place in the Country can have zero violence, it’s Dubuque, Iowa.”

***“If any place in the Country can have zero violence, it’s Dubuque, Iowa.”***

*- Participant at the Coalition for Non-Violence Focus Group*



▲ Residents and business owners share ideas related to diversity at the Imagine Dubuque Social + Cultural Vibrancy Workshop on April 19th, 2017

## Diversity + Inclusion Continued...

### Further Inclusivity

Active and explicit City policies, such as the recent proclamation of Dubuque as “A City of Welcome and Opportunity,” and support for non-profits such as the Multicultural Family Center, reflect the importance of building inclusivity into the fiber of the City’s housing, economy, education, recreation, and infrastructure. The City’s formal focus and turning towards inclusivity and diversity has paid tangible dividends.

- **Translation Services:** Strategies such as translation and other assistance for non-English speaking residents was suggested during the Imagine Dubuque campaign.
- **Multicultural Family Center:** In the Quickpoll, Multicultural Family Center events were specifically cited as welcoming and engaging; bringing the community together.

### Safety Plays a Key Role

Public safety and law enforcement are a critical component of a truly inclusive community. The City and Dubuque Police Department have made significant investments in law enforcement and human rights. Dubuque leadership is visibly committed to equity and communication. Both the Chief of Police and the Human Rights Director are authorized Equity and Inclusion Liaisons to the City Manager, with a specific responsibility to:

*“...serve as a point of contact providing safe support for underrepresented community members who have questions and concerns about equity and inclusion in local government. The liaisons are available to all underrepresented communities, including racial and ethnic minority communities, the LGBTQ community, and immigrants and refugees. The goal of these liaisons is to foster relationships of mutual trust and confidence in fair and professional governance, and to elevate concerns to the City Manager and officials.”*

### Focus on Recreation

Public recreation investments are a prime means for building inclusion through programming, community activity, and space.

**Construction of a community center with indoor aquatics, and renovation and re-programming of park spaces, both were cited throughout the public engagement process as badly needed, and a means to enhance equity and connections among Dubuque residents.**

The ability of a City to use recreation investments as equity enhancers has been demonstrated in cities from South Hadley, Massachusetts to New York City. Playground and park enhancements, as well as lighting, can be targeted for updates that create safe, accessible spaces attracting people from well beyond the immediate neighborhood. Keeping an “equity eye” in the siting, planning and design of these investments will benefit Dubuque.



*“All I want for everybody is fair play and equity regardless of race, color or creed, whatever, economic status. Just treat people fair, as you like to be treated.” - Ruby Sutton. Ruby Sutton did more than just speak these words... she lived them every day of her life as a tireless champion for human rights, justice and diversity. - Source: Multicultural Family Center website*

### Celebrate Our Residents

Veterans memorials, exhibits and storytelling events, and naming of parks and public buildings are all ways that we can celebrate the good works and actions of our residents. These efforts help tell the story of who we are as a community. Close coordination with veteran groups and other non-profit organizations is essential in identifying opportunities to recognize and honor the past and maintaining existing memorials.

#### Dubuque Police Department Principles



**■ Act with integrity.** The authority vested in us demands we act impartially, honestly, fairly, and courageously, adhering to legal rules and ethical standards.

**■ Act with compassion.** We believe that each person is entitled to our respect and sensitivity. We resolve to maintain our ability to feel empathy and to seek understanding and acceptance for everyone.

**■ Act with competence.** As law enforcement professionals we strive for the highest standards of effectiveness, efficiency, accuracy, and objectivity. It is our goal to actively seek out and respond to those situations where legal authority is potentially needed or where immediate action is required.

**■ Act with open minds.** Through listening, learning, growth, we always seek enhancement and cooperation with others who serve the community. Through partnerships we seek to provide a comprehensive approach for effective law enforcement. Each member of the Dubuque Police Department makes an important contribution to our success. Respect for each other and ourselves provides the unity to enable us to improve community livability.



▲ Historic window fenestrations compliment this facade mural in Downtown Dubuque that boasts bright, earthy colors.

## Arts + Entertainment

*Throughout the outreach process, Dubuque residents pointed to an abundance of opportunities to both engage in and enjoy artistic, cultural, and entertainment offerings year-round, throughout the City. Dubuque is home to many festivals and events, universally cited as one of the best aspects of the City. A continuous offering of cultural and arts events at local universities compliments the public festivals and events.*

Dubuque residents see several opportunities and challenges for improving overall social and cultural vibrancy.

- 1 Expanding the idea of what “culture” means beyond the traditional views and habits of Dubuque residents.
- 2 Finding a way to increase publicity and awareness of cultural and artistic offerings, which will help build a collective sense of vibrancy in Dubuque.
- 3 Using policy and collaboration to overcome some of the mobility, access, and educational or communication barriers that might prevent residents from engaging more fully in the City’s cultural and artistic life.



### ABOUT JDIFF

The Julien Dubuque International Film Festival is dedicated to enriching the community and bridging cultures through the education and promotion of the arts through independent film.

Dubuque has a strong and well-publicized base of arts and culture offerings through its major institutions, local colleges, and universities. The **Julien Dubuque International Film Festival** annually attracts over 4,000 attendees and was cited in the public engagement process as an “overlooked treasure” of the city’s arts scene.

## What does “culture” mean in practice?

Participants in the Social and Cultural Vibrancy Working Group looked at five aspects of inclusion in Dubuque's cultural life that can be addressed in part through transportation, communication, public safety, and recreation programming. Some of their answers are displayed via the MindMap facilitation graphics located directly to the right of the questions below.

**Mobility:** Can I get places that I want to go? If I am driving, is parking reasonably available?

**Relatability:** Will people and events be accessible to me, given my experience, language, culture?

**Access:** How much does it cost to participate fully?

**Education:** How much educational attainment is needed to participate in a meaningful way?

**Fear:** Am I going to be physically and socially comfortable in the environment or at the event?

**Culture:** Do I value events that may not be what I have always considered to be “culture”?



## Facilities and Programming

The Dubuque Museum of Art, Bell Tower Theater, Grand Opera House, and National Mississippi River Museum and Aquarium are high-visibility focal points for arts and cultural offerings. The Grand Opera House hosts plays, musicals, and concerts throughout the year. Cultural and arts programming at Clarke University (Arts @ Clarke) and the University of Dubuque's Heritage Center provide year-round music, dance, theater, fine art and lecture events.

Several facilities within Dubuque host sports and arts events: The Grand River Center hosts many conventions and larger events and the Mystique Community Ice Center is home to the Dubuque Fighting Saints of the United States Hockey League. The historic Five Flags Theater and Center hosts cultural events including symphony, music, and theater while the Civic Center provides a venue for larger concerts, and other types of entertainment and events. The Diamond Jo Casino and Q Casino on the river also are part of the entertainment offering in Dubuque, drawing travellers from throughout the region and offering music and entertainment events as well as gaming.

- **Expand Transit:** While these facilities are all generally located along or near Jule transit routes, some concern was expressed regarding transit availability to access social and cultural events during week nights and on the weekends when most events occur.

## Community-Based Events

Beyond these more conventional events, most of which are not free to the community, Dubuque is home to an increasing number of galleries and community-based events that also add to the overall sense of vibrancy and provide a more inclusive set of opportunities. Travel Dubuque, for example, highlights galleries, festivals and restaurants, including Art on the River and the Dubuque Area Arts Collective, that provide alternatives to formal, ticketed events.

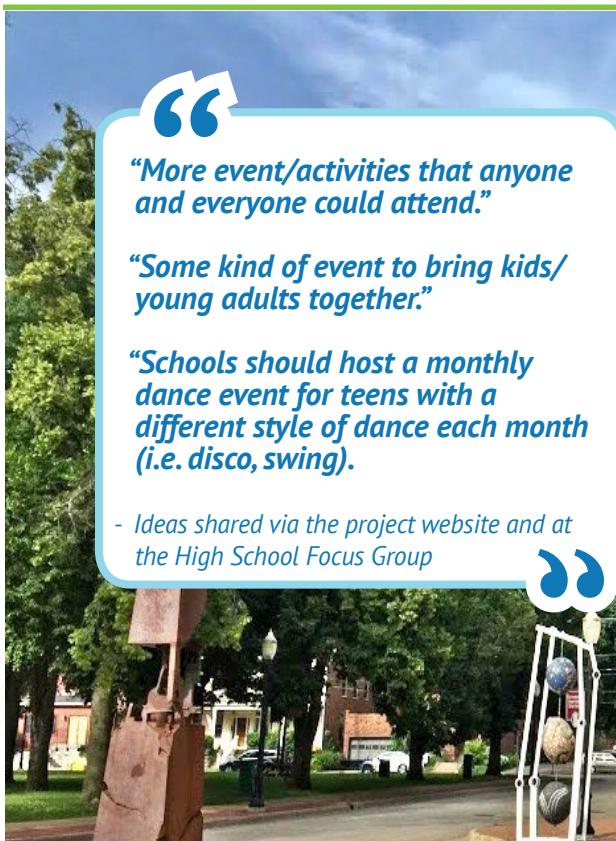
- **Focus on Geography:** The need to expand these types of alternatives, as well as looking at ways to expand offerings geographically and “come to the neighborhoods,” was stressed throughout the public engagement process.  
Example: Music in Jackson Park!
- **Price Matters:** The most important focus for arts and culture in Imagine Dubuque was where the community can enhance the range and distribution of lower- or no-cost offerings, and support different types of experiences beyond the conventional offerings that are readily available.

# Cultural Event Locations

## Event Spaces

- Municipal
- Institutional
- Commercial
- Non-Profit
- Parks





*“More event/activities that anyone and everyone could attend.”*

*“Some kind of event to bring kids/young adults together.”*

*“Schools should host a monthly dance event for teens with a different style of dance each month (i.e. disco, swing).”*

*- Ideas shared via the project website and at the High School Focus Group*



▲ Dubuque Museum of Art.

## Multi-Cultural Inclusivity

With respect to diversity, vibrancy and inclusion, there appears to be an important role for the City and its inclusion/diversity partners in education and communication around multi-cultural events. Throughout the public process participants acknowledged there has been a traditional idea of what “culture” is in Dubuque that is now changing, and sometimes challenged by new and different art forms. Dubuque residents expressed that the city’s history and long traditions pose challenges for creating cross-cultural attendance at public events such as “Juneteenth” celebrations of the end of slavery in the United States.

- **Communications:** Residents expressed a strong interest in information on “how to” recognize and respectfully participate in events, which may need to be a communications focus for the City, Inclusive Dubuque, and their many partners.

## Branding

An interesting finding emerged from Imagine Dubuque that may argue for “branding,” or at least specifically identifying, actions in Dubuque connected to social and cultural vibrancy. Concerts and festivals, the Farmers’ Market, international student exchange, public safety outreach, and recreation enhancements all contribute to a vibrant Dubuque.

- **Positive Synergy:** Participants in Imagine Dubuque’s engagement events believe that vibrancy is on the rise in Dubuque; through planning and implementation, these positive impulses can be synergized in many beneficial ways.

## VOICES OF DUBUQUE

*“My vision is for Dubuque to be known world-wide as a city where there is love, happiness, peace, equality, inclusivity, prosperity and well-being for all. To help cultivate this vision, Dubuque could host an annual three-day weekend celebration of love, peace and unity that features musicians that play music and lead interactive experiences designed to inspire connection, love and respect and joy. The festival also would include activities such as yoga, meditation, presentations and group activities led by living luminaries, and delicious and nutritious healthy food and beverage (non-alcoholic) options for a transformational experience unlike anything else on the planet.”*

*“More youth involvement in community events focused on the arts and music.”*

*“I would like to see more African-American, Afro-Cuban, Marshallenese, Mediterranean and other diversified Artists, events, expos and festivals that aren’t specifically narrowed to hip-hop and R&B/Funk reviews of music or being showcased as being helped out of dire straits. My vision for Dubuque is to know that our youth can be included and not displayed as being needy.”*

*“Club with dance emphasis; diverse music venues.”*

*- Ideas shared via the project website and app.*



▲ Historic warehouses in the Millwork District have been preserved and transformed into mixed-use, attracting both residential and commercial uses to successfully activate the area.

## Green Buildings + Historic Preservation

*Green buildings and certification are one but not the only aspect of 'preservation culture' in Dubuque. As the Sustainable Dubuque website notes, "Dubuque's strong historic preservation history means that many other building managers are creating green buildings using other best practices."*

Indeed the city's historic preservation strategies are "green building," in the words of architect and historic preservationist Jane Powell, "The greenest building is the one that's already built." Dubuque's civic habit of preservation, and the adaptive re-use of historic structures, is an important means of reducing waste, conserving raw materials, and adding vitality as the City develops and changes.

For this and many other reasons, the historic preservation movement nationally has a new vision for the future. This vision is centered on people, communities, and how historic preservation will emerge as real and integrated heritage preservation, recognizing the diversity of local stories, their equal importance as part of the nation's story, and how historic buildings and areas can support the greater story.

For Dubuque, this vision equates to the City's goals of viability, livability, and equity. Considering historic places as community assets fosters stable neighborhoods and economic vitality and empowers residents.

Dubuque's historic preservation ethic remains strong and exemplifies the broader movement's emerging vision. The City and its many constituencies recognize the importance of Dubuque's story to the city's economic, social, and cultural vitality. Local preservation programming encompasses not only the work of Dubuque's Historic Preservation Commission and City staff, but also the combined efforts of multiple local private, public, and institutional partners.

### Preservation Partners

Among the City's established partners are Dubuque Main Street, Heritage Works, Old House Enthusiasts, Four Mounds Foundation (at Four Mounds, a City-own local landmark and National Register property), and Loras College's Center for Dubuque History. At the municipal level, multiple City departments—planning, economic development, leisure services, and housing—are engaged in work supporting the City's historic preservation programming.

In addition to these many local government efforts, the City's historic preservation program has partnerships with Dubuque County, Dubuque County Historical Society, statewide preservation advocacy groups, Iowa's state historic preservation office, and national preservation organizations, including the National Trust for Historic Preservation and their Preservation Green Lab, and National Association of Preservation Commissions.

The City currently recognizes the importance of local properties through individual local landmark designations and locally designated historic and conservation districts. In addition to local designations, many of these same properties are included in Dubuque's 17 National Register districts, three Archaeological district listings, and 44 individual listings in the National Register of Historic Places.



#### Historic Preservation by the Numbers

**44** National Register Listings   **17** National Register Districts   **3** Archaeological District Listings



The Historic Preservation Commission has actively conducted surveys of over 5,600 of the city's resources, nominated individual properties and districts, and received three Certified Local Government grants to support survey work since 2013. Historic Preservation Commission also promotes the benefits of historic preservation to the broader Dubuque community.

#### Preservation Programs

Dubuque's many local preservation partners are engaged in varied aspects of preserving the community's historic, architectural, archaeological, and cultural resources. The City and its partners have developed several unique programs. Examples include:

**Housing Education and Rehabilitation Training (HEART):** This initiative provides training in the building trades for at-risk high school students. To help measure success and outcomes, the initiative includes graduation rates for students within their annual report. Partners include the City, Dubuque Community School District, Northeast Iowa Community College, Four Mounds Foundation, Dupaco Community Credit Union, and Four Oaks of Iowa. HEART trainees have worked to repair/restore varied historic and vintage structures, including homes in Dubuque's Washington neighborhood. Many of these homes are intended for first time homebuyers, including those eligible for City housing incentives. Many HEART trainees have gone onto successful careers in the building trades.

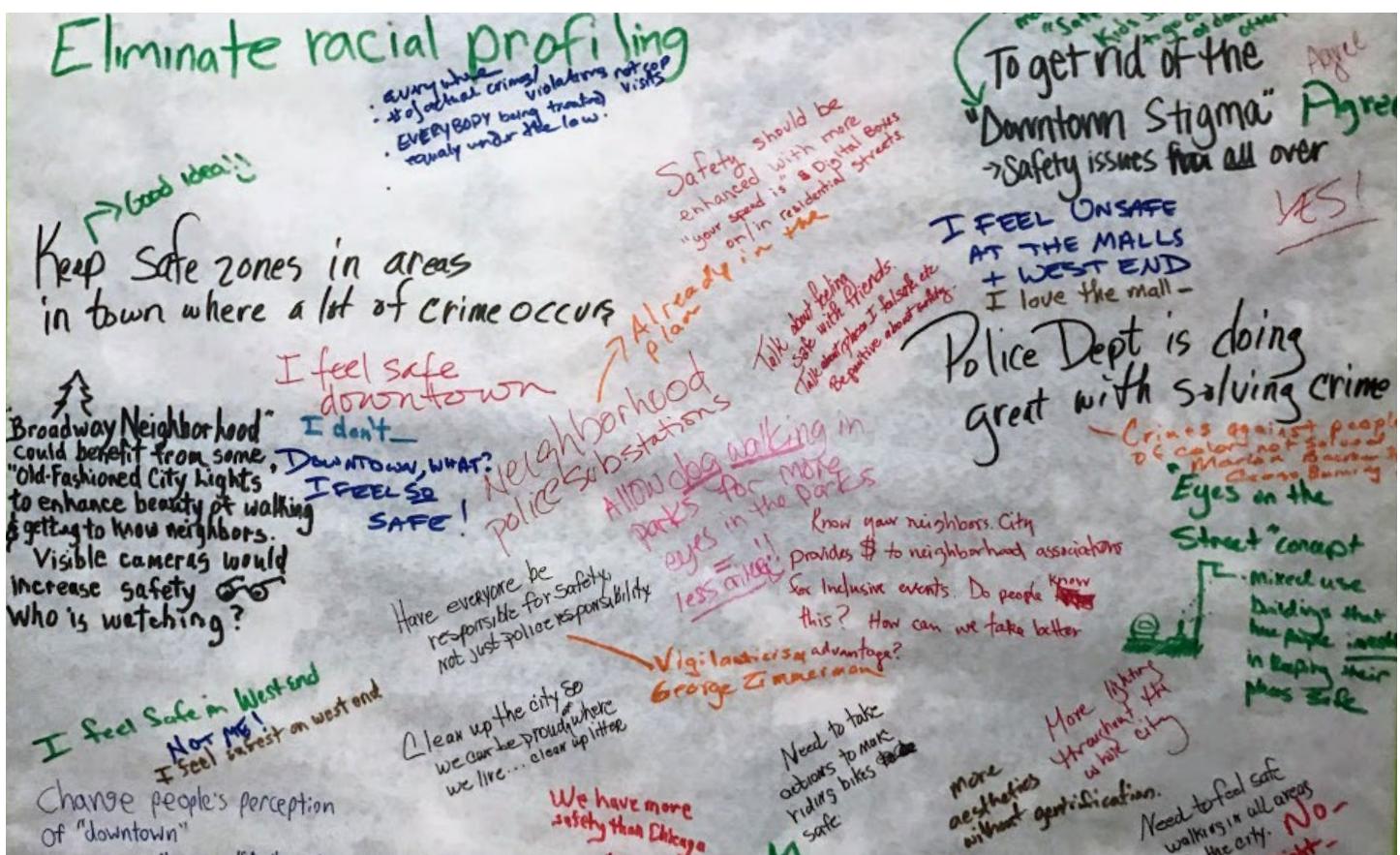
**Dubuque Main Street:** In tandem with the City's economic development department, Dubuque Main Street works on key preservation initiatives to promote growth in downtown's 10 neighborhoods. Current efforts are focused on the Washington neighborhood, providing important linkages to the City's housing and economic development initiatives. Dubuque Main Street's Architecture Days, promoting Dubuque's history and architecture and educating the public about historic preservation's importance to the downtown and regional economy, is one of downtown's most important annual events.

#### Financing

Despite Dubuque's historic preservation successes, the financing mechanisms that have contributed to these same successes face challenges. The continuation of federal historic and New Markets tax credits remains in doubt as Congress considers tax reform. Iowa's state historic preservation tax credit percentage may be reduced to 15% from 25%. For Dubuque's larger rehabilitations, particularly downtown, the elimination or reduction of these credits will negatively affect future redevelopment, employment, and economic development efforts. Federal community development and housing funding is also threatened.

#### Ongoing Education

With Historic Preservation Commission's 2014 transition away from a design review focus, much of their work now emphasizes education about historic preservation and its benefits to the Dubuque community. Additional emphasis on the tangible benefits, particularly the economic impact, of historic preservation to the city's residents, investors, and visitors should be the logical next step for HPC study, work, and ongoing education.



▲ Ideas shared regarding Community Safety at the Social and Cultural Vibrancy Workshop on April 19th, 2017.

## Community Safety

**Ensuring all residents are safe in their homes, workplaces, schools, and community gathering spaces is essential to a socially and culturally vibrant Dubuque.**

Communication and collaboration among neighbors and organizations, especially to address and resolve conflict, is essential to creating a sense of safety where diversity, expression, and opportunity can thrive. Public safety and policing are also fundamental. Throughout the public engagement process participants in Imagine Dubuque all described “safety” as the ability to move throughout the city whenever and however one chose without fear or concern. This is a high bar, and speaks to the city’s relative safety.

In nearly all measures of public safety (i.e. violent crime, property crime) the City of Dubuque is at or below average rates for Iowa and the United States. In 2015 there were 1.79 law enforcement officers per 1,000 residents, slightly above the average of 1.70 in Iowa.<sup>5</sup>

<sup>5</sup> Data from <http://www.city-data.com/crime/crime-Dubuque-Iowa.html>

However, individual perceptions of safety in public settings and neighborhoods vary from resident to resident. Responses in the Quick Poll and public workshop indicated that public safety perceptions, particularly regarding Downtown Dubuque, often limit the willingness of residents to attend cultural activities or businesses that are otherwise appealing to them.

Some participants also conceded that perceived “safety” in some cases meant not encountering unfamiliar people or situations, which relates again to the overall need to continue Dubuque’s strong emphasis on welcoming, communication, and inclusion.

Building neighborhood pride can also enhance community-safety in seemingly subtle ways, such as efforts to clean-up litter and utilize available trash receptacles. Neighborhood-based clean-up days, educational efforts, and residents taking ownership of their neighborhood are all important to help enhance the appearance and safety of Dubuque.



▲ Washington Park Neighborhood Branded Trash Receptacle



▲ Ideas shared regarding Community Safety at the Equity Workshop on June 27th, 2017.

## □ Improving Perceptions of Community Safety

In the public engagement process, residents offered suggestions that could enhance the sense of safety, particularly in Downtown Dubuque:



- Increased lighting
- More frequent trash pick-ups
- Completing sidewalks along JFK Rd and Dodge St
- Partnerships with neighborhood associations to increase communication

**“**  
*The Broadway Neighborhood could benefit from some old fashioned city lights to enhance the beauty of walking and getting to know neighbors. Visible cameras would increase safety.”*

*“Change people’s perception of Downtown.”*

*“Clean-up the City, clean-up litter.”*

*“Know your neighbors! The City provides money for inclusive events. Do people know this? How can we take better advantage?”*

*- Ideas shared at Imagine Dubuque Equity Workshop on June 27th, 2017*

## Health + Human Services

*Reflecting its strong community spirit and heritage, Dubuque overall is a place that scores high on many indicators of public and human health, as well as the availability of public and community-based services for individuals and families.*

### Community Awareness

Past surveys and research as part of Inclusive Dubuque, as well as feedback as part of Imagine Dubuque, all showed a strong awareness of the types of public health threats on the horizon and the importance of access to a spectrum of health care – most notably for mental health, along with family services, addiction treatment, and continuing care – to a vibrant and healthy community.

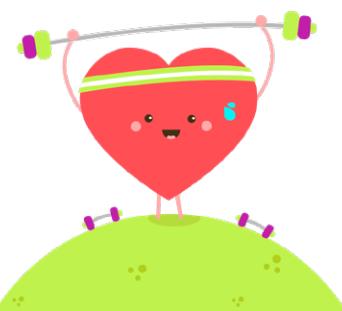
### On the Road to “Very Healthy”

Relative to other Iowa communities, and certainly when compared to the US as a whole, Dubuque County has a relatively strong public health profile. Dubuque, in short, is seeking to go from healthy to “very healthy” in its efforts around health, recreation, food systems, and housing quality.

### Peer Counties

The U.S. Centers for Disease Control and Prevention publishes Community Health Status Indicators assessing how counties with similar population characteristics, economic profiles including unemployment rates and home values, age distributions, and percentages of foreign-born individuals compare to Dubuque.

Relative to its peers, Dubuque County is in the “most favorable” quartile for 15 of the 43 factors, the middle quartiles for 22 factors, and the “least favorable” bottom quartile for six. This is comparable to adjacent Jo Daviess County in Illinois and Grant County, Wisconsin, though somewhat less healthy than Linn County around Cedar Rapids which has only two “least favorable” indicators. See figure 5.1 on the following page.



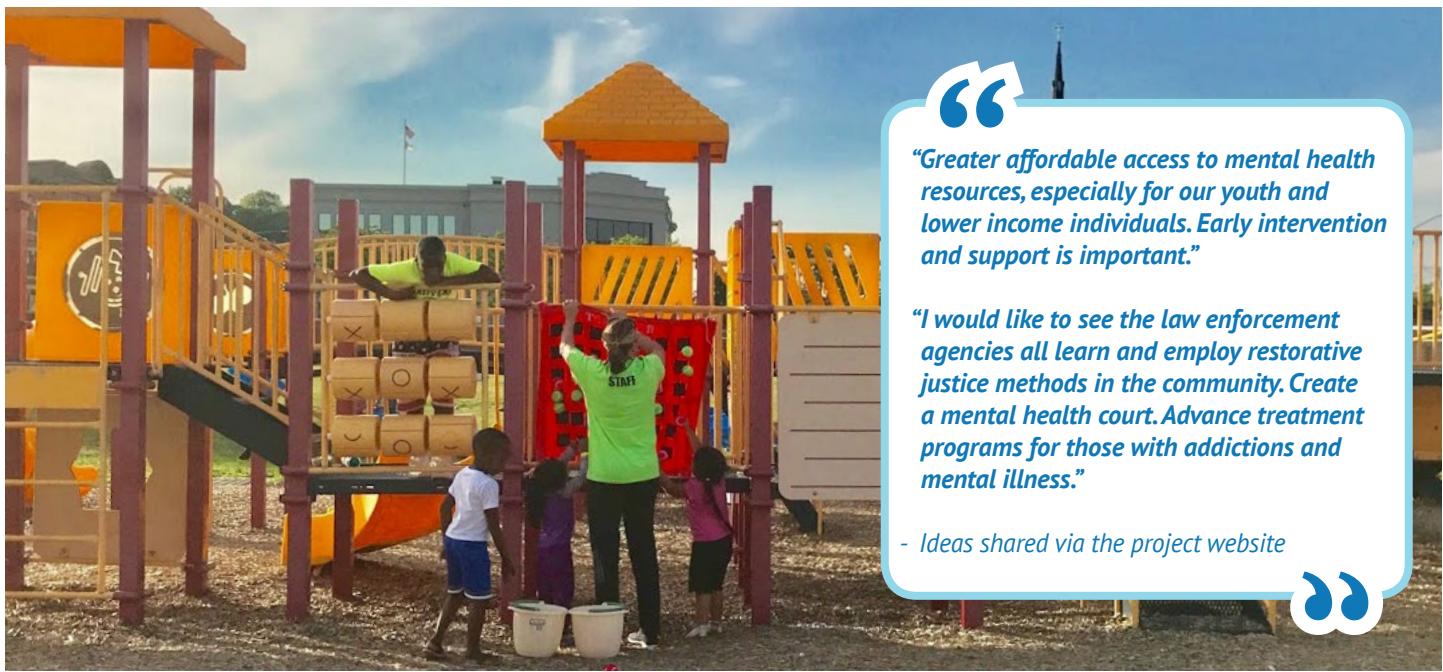
### Dubuque County Health Meter

**9.7%**

**OR 1 out of every 10 Dubuque County adults report having fair or poor health**



*Notably, only 9.7% of Dubuque County adults report having “fair or poor” health compared to 16.5% nationally, placing Dubuque County in the top third of Iowa counties and well ahead of the U.S. for this important measure of health.*



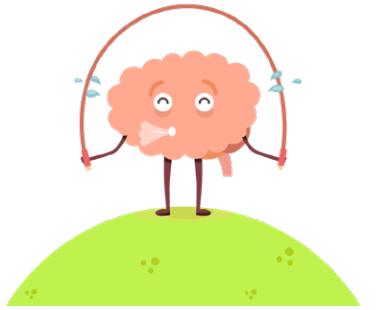
▲ Get active! Get outside! | Children attending the Imagine Dubuque Equity Workshop played outside for the duration of the evening.

## FIGURE 5.1

### Dubuque County Health Status Assessment

#### Health Comparison to Peer Counties

Indicators	Dubuque is Better (most favorable quartile)	Dubuque is About the Same (middle two quartiles)	Dubuque is Worse (least favorable quartile)
Mortality	<ul style="list-style-type: none"> <li>Chronic kidney disease deaths</li> <li>Diabetes deaths</li> <li>Motor vehicle deaths</li> <li>Unintentional injury</li> </ul>	<ul style="list-style-type: none"> <li>Alzheimer's disease deaths</li> <li>Cancer deaths</li> <li>Chronic lower respiratory disease deaths</li> <li>Female life expectancy</li> <li>Male life expectancy</li> </ul>	<ul style="list-style-type: none"> <li>Coronary heart disease deaths</li> <li>Stroke deaths</li> </ul>
Morbidity (Incidence)	<ul style="list-style-type: none"> <li>Adult diabetes</li> <li>Adult overall health status</li> <li>Older adult asthma</li> <li>Older adult depression</li> <li>Syphilis</li> </ul>	<ul style="list-style-type: none"> <li>Adult obesity</li> <li>Alzheimer's diseases/dementia</li> <li>HIV</li> <li>Pre-term births</li> </ul>	<ul style="list-style-type: none"> <li>Cancer</li> <li>Gonorrhea</li> </ul>
Health Care Access & Quality	<ul style="list-style-type: none"> <li>Cost barrier to care</li> <li>Uninsured</li> </ul>	<ul style="list-style-type: none"> <li>Older adult preventable hospitalizations</li> <li>Primary care provider access</li> </ul>	
Health Behaviors	<ul style="list-style-type: none"> <li>Adult female routine pap tests</li> <li>Adult smoking</li> </ul>	<ul style="list-style-type: none"> <li>Adult physical inactivity</li> <li>Teen births</li> </ul>	<ul style="list-style-type: none"> <li>Adult binge drinking</li> </ul>
Social Factors	<ul style="list-style-type: none"> <li>On time high school graduation</li> </ul>	<ul style="list-style-type: none"> <li>Children in single-parent households</li> <li>High housing costs</li> <li>Inadequate social support</li> <li>Poverty</li> <li>Unemployment</li> <li>Violent crime</li> </ul>	
Physical Environment	<ul style="list-style-type: none"> <li>Housing stress</li> </ul>		



**SOCIAL + CULTURAL VIBRANCY QUICK POLL**  
**Top Priorities: Access to Mental Health, Reducing Obesity and Encouraging Active Lifestyles**



*Access to mental health care and reducing obesity and encouraging active lifestyles were the top local health issues identified by quick poll respondents.*

### Mental Health

The impact of addiction, particularly opioid addiction, was on the minds of many in leadership and the public in preparing Imagine Dubuque. Iowa as a state has the fifth-lowest death rate from opioid overdoses in the United States (10.3 per 100,000 in 2015); but while Dubuque's age-adjusted 2015 death rate from overdoses of 8 per 100,000 was below the state average, there were 23 deaths between 2013 and 2015. In an engaged and caring community, this impact goes beyond numbers. Partnerships and resources for prevention, treatment, and response for all kinds of addiction, and follow-up support services, were cited as a vital area of public focus and concern for the city's health, economy, safety, and well-being.

Mental health, including the availability of services and the pressing need for more and different solutions to the many aspects of managing mental health impacts in Dubuque – was the one area consistently cited as a need in all Imagine Dubuque outreach efforts. Inclusive Dubuque noted that, according to the U.S. Department of Health and Human Services, Dubuque County is designated as a 'Health Professional Shortage Area' for mental health providers, and the need for these services cuts across all income and demographic groups.

### Resident Call-For-Action

Participants in Imagine Dubuque and City staff were particularly vocal about improving mental health services.

- Many residents offered creative approaches, such as community-based support groups for people dealing with depression.
- Others noted the importance of having public conversations about the community impacts of mental health to reduce its stigma, and encourage more people to seek support.
- Dubuque Police Department staff noted the need for training on best practices for dealing with mental health issues in the context of public safety.
- Promoting the efforts of the Dubuque Police Department to deal with the many impacts of mental health on Dubuque's residents, was cited by many participants.

*Making mental health an explicit component of public health and wellness activities, recreation opportunities, and non-profit organization programs, is likely to have strong support in the community and will achieve many benefits.*



Photo "Wants" Shared by Residents



▲ Idea shared at the Imagine Dubuque Pop-Up Farmers' Market Booth called for 'Mountain Biking Trails' -- an idea that was shared numerous times via the in-person and online idea tools. The photos at right were uploaded via the project website and app.

## Recreation

**Many of the concrete and specific solutions for physical and programmatic enhancements to social and cultural vibrancy fall squarely on the shoulders of the community's public, institutional, and private recreation providers.**

A vibrant city today, as reinforced repeatedly in the public outreach and in an array of planning literature and studies, is a city with walkable and bikable four-season recreation opportunities where it is easy and safe to be physically active, connected to open and green spaces, and to leave cars behind. Municipal recreation programming, among the more flexible and 'agile' areas of municipal operations, also can be an area of great opportunity to address needs for activities, education, services, and community connection in a changing city like Dubuque. An excellent example of this type of policy is the Rec & Roll mobile playground recently launched by the City's Leisure Services Department, which brings this type of programming into underserved neighborhoods without costly investments in permanent structures.



▲ Leisure Services Rec & Roll Playground

## Dubuquers Want a Community Wellness Center

With its aging park resources, committed leadership, and community partnerships, the City can improve its recreation systems with a social and cultural vibrancy focus. Enhanced recreation opportunities – including indoor and outdoor aquatic facilities ranging from splash pads in parks to an indoor swimming pool – were cited by participants in all the workshops and public engagement for Imagine Dubuque as perhaps the principal way the city itself enhance nearly every aspect of social and cultural vibrancy, from equity, public health and public safety to arts and culture and workforce recruitment.

A community wellness center, either municipally sponsored or in partnership with area recreation agencies and health providers, is notable for its importance to equity and community cohesion, as highlighted in many recent national studies and publications. Many, such as the Lawndale Community Center in Chicago, have integrated health education and health care into the same physical facility with recreation and multi-purpose space. The creation of an affordable wellness and recreation center that takes a holistic approach to health needs and preferences would be a significant “win” for Dubuque. It would respond to and address multiple factors including changing and aging demographics, challenges specific to health care costs/access, and resident needs and desires as expressed during outreach.

## Additional Recreation Investments

- **Indoor Event Flex Space:** As noted several times, accessible, affordable and flexible indoor space for different gatherings is needed, along with effective communication to accommodate or modify different groups' needs, traditions, and practices. Participants in the public outreach process noted specific needs for a large, low cost space where residents can hold birthday parties and celebrations.
- **Rehab Eagle Point Park and Comiskey Park:** Eagle Point Park, home to several structures by noted landscape architect and one-time Dubuque Parks' Superintendent Alfred Caldwell and for which National Register of Historic Places designation has been sought, was cited by many participants as a high priority for rehabilitation and enhancement. Comiskey Park also was cited as particularly important for rehabilitation; planning and grant reviews for renovations are currently underway.
- **Enhance Sidewalk Connectivity, Bikeability and Lighting:** Residents expressed a general feeling that recreation resources are good, but there are gaps in sidewalks and particularly gaps in lighting that discourage non-motorized recreation.
- **Improve Multi-Cultural Communication:** Communication among and between City officials and available services and members of different linguistic, cultural or ethnic groups, is not sufficient to facilitate inclusion and maximum use of the resources that are available today.
- **Dog-friendliness:** Making Dubuque “dog friendly” is an important consideration in helping the City’s appeal as a socially vibrant and desirable place to live. While public management in the past typically confined canine issues to enforcement of the municipal code around public health, animal control, and leash laws – today, “dog-friendliness” and dog infrastructure are part of a socially vibrant city. As noted on the Travel Dubuque website, dogs are part and parcel of family life for locals and travelers alike, and the ability to walk to “dog friendly” recreation areas is increasingly seen as an expected part of a municipal recreation system. Dog parks (i.e. fully fenced off-leash areas with water and trash services where dogs may run freely) are an expected feature of any community that purports to attract millennials; at present, the City has only the Pet Park adjacent to Bunker Hill Golf Course. The need to revisit limits on dogs in public parks, and to provide park infrastructure, was emphasized in the public engagement process.



▲ Idea post-it shared via the Mobile Idea Board, chalkboard comment at the Dubuque and All That Jazz Idea Booth, and written workshop idea.

## Social + Cultural Vibrancy Recommendations

Imagine Dubuque has helped flesh out the idea of social and cultural vibrancy and “connectedness” for the City. Ways in which people from different age, racial/ethnic, religious, cultural, and socioeconomic backgrounds develop a sense of “connectedness” vary greatly in Dubuque, as do the types of organizations and issues that can keep sustained interest and commitment, and the information pathways and sources that are trusted by each group. In Dubuque, what worked in the past to build a sense of vibrancy and connectedness will change and adapt to ensure that this same sense of common purpose and community can be maintained. The recommendations and catalytic actions in this chapter are intended to build a common sense of “connectedness” and investment in Dubuque that can be achieved even as the city’s makeup evolves over time. As the “Dubuquer” video from Inclusive Dubuque states, these actions are about “...expanding the circle of who’s in.”

### Adopt Three Mindsets

Encouraging social and cultural vibrancy cuts across all City activities. The City is well positioned to enhance vibrancy through the environmental recommended actions in Chapter 4, and by adopting three “mindsets” when looking at other areas of City investment, policy, and partnership.

- **Keep the focus on equity and inclusion.** Dubuque is already benefiting from the strong focus on equity, inclusion, and welcoming from the city’s professional, elected, business, and civic leaders. Continuing to keep this focus, and viewing policies and actions through lens of equity and inclusion will make this into a “civic habit” over time. The more equity and inclusion are built into how the city develops policies and conducts business, the easier it will be to overcome challenges and strengthen Dubuque.
- **Think of food as a “unifier.”** Dubuque has a tremendous infrastructure of organizations, space, and interest in local and healthy food systems. The Farmers’ Market and Taste of Dubuque are the two places that have already achieved social and cultural vibrancy in an inclusive way and have great affection in the community. Focusing on food systems can help bring together disparate groups and interests around a topic that is universal and multi-benefit, and for which there are already many resources in Dubuque.
- **Find or create shared spaces.** City capital and operating resources can help identify or create spaces for events that are important to social and cultural vibrancy, as well as additional events or programming oriented towards the “uniting” elements such as healthy food and active recreation.

### Best Practices

The City is home, on a temporary basis, for many international students. A semi-annual invitation for international students to attend and speak at a City Council or Planning Commission meeting, or through a Mayor’s breakfast, would invite an international perspective to public discussions.

A light-hearted example is a “Snowplow ride-Along” offered by the City of South Burlington, Vermont, to visiting university students from equatorial nations, who gained a truly first-hand experience with municipal management in the snowbelt.

“

*“City supported green spaces and community gardens everywhere, especially in Downtown. More Farmers’ Markets mid-week downtown, mid-week uptown.”*

*- Photo and idea shared via the project website*

”

The ‘Taste of Dubuque’ was noted as a great inclusive event that brings together people of different cultures.



▲ Photos contributed by Bob Felderman of General Bob Photography, Dubuque, Iowa

## Social + Cultural Vibrancy Recommendations

### Catalytic Actions

The over-arching and primary recommendations for Dubuque on social and cultural vibrancy involve recreation, transportation, and community infrastructure. The following complimentary actions, if implemented, would have a catalytic impact on social and cultural vibrancy:

- **Consider “branding” the myriad actions that have a connection to social and cultural vibrancy** to build awareness and momentum across the community. A graphic or virtual tag could help with communication, marketing, and a general sense of “what’s happening in Dubuque.” This could apply to anything from a store expanding its offerings of local food to concerts at Dubuque’s universities and colleges.
- **Feasibility assessment for building a principal community center** for the city, potentially including an indoor recreation facility and possibly indoor/outdoor aquatic facility plus integrating health and wellness into the concept, as a catalyst and focal point for bringing together and serving an evolving and increasingly diverse city.
- **A careful look at recreation programming** with a focus on promoting equity, education, and health. A strategic update or addendum to the Park and Recreation plan looking at where and how specific elements such as neighborhood programming, flexible spaces, and ‘dog-friendliness’ can be addressed is recommended.
- **A re-working of the city’s aging recreation system** with an eye to enhancing active living, equity, and health, particularly around cardiovascular health. This re-working also should provide flexible spaces that can meet the needs of all ages and specific ethnic and cultural groups who otherwise do not participate fully in civic life.
- **Preparation of transportation and transit plans that look at linking health care, healthy food, recreation resources, and sites for cultural and artistic activities** (including universities), through a combination of fixed-route, on-demand, and ride-sourcing options. Evaluating transportation and transit from this standpoint may yield beneficial changes or at a minimum, a different perspective on why areas or activities are under-utilized and how solutions might be developed.
- **Focusing resources on access to addiction and mental health services** as a proactive, preventive measure for the betterment of the community.
- **A commitment to building greater partnerships** and integration with Dubuque’s universities and colleges around the elements of social and cultural vibrancy, encouraging a “two-way flow” of people particularly for educational and cultural events. Active marketing of events at the University of Dubuque Heritage Center and Arts @ Clarke through City and related outlets, such as Travel Dubuque, is a first step towards increasing integration of these vital offerings with other resources and events.
- **Explore opportunities to expand tourism** and local recreational venues such as a minor league baseball facility or a dinner train along the Mississippi River.



*“Dubuque needs a better Community Center/Leisure Services. Our Leisure Services Department does well with what they have but their facilities are limited. In my vision of Dubuque we would have a Community Center with an indoor pool in a central location with classes for children, youth and adults. For children – classes like gymnastics, tumbling, swimming, pottery, etc. For Youth – basketball, volleyball, other sports, exercise classes, pottery, crafts. I’m not thinking about more sports played at a super competitive level but for fun. For adults – pottery, painting, crafts, exercise classes, conversational language classes. Other communities where I have lived have these kinds of activities for people of all ages. Our Leisure Services have some of this but the lack of facilities I am sure make this very hard to make work.”*



*“Develop a community health and wellness center.”*

*“A recreation center is essential to connecting all these themes - better quality of life, attracting young professionals, enhancing health and lowering obesity, providing outlets and activities for the younger generation. Consider a creative approach, make an “Olympic Village” rec center that connects varying sports and activities for all ages.”*

*“Develop an indoor sportsplex.”*

*- Photos and ideas shared via the project website.*

## Social + Cultural Vibrancy Recommendations

### Food

- Colleges, institutions - consider purchasing from more than one contracted vendor to increase local purchasing. 
- Support food production spaces & establishment of Community Supported Agriculture; i.e. identifying city land that can be made available for food production.   
- Communicate with other “food cities” to share ideas as this develops in Dubuque. 
- Recreation programming can have cooking classes addressing social (food insecurity/cost), educational (enhanced learning) and cultural (inclusion, communication) needs.  
- Consider food access as an objective of the City’s transit systems  
- Evaluate whether local solid waste can begin to incorporate a compost component, similar to Des Moines, that would provide a source of compost for local gardens & production.  
- Consider an active policy supporting front yard food gardening.   

### Education + Empowerment

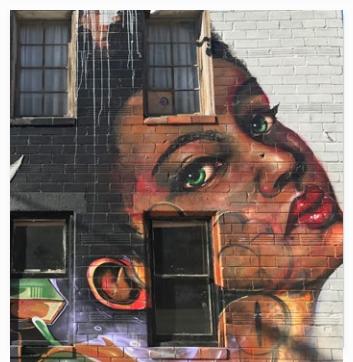
- Incorporate and support recommendations from the 2017 update of the Grade-Level Reading Community Solutions Action Plan into the implementation program for Imagine Dubuque.   
- Work with community providers including non-profits, faith communities, and Dubuque-area universities to expand child care options and resources, whether through on-site programs, clearinghouses for providers, or other means.   

### Arts + Culture

- Work with the City’s Leisure Services Department to consider where and how recreation programming and use of public parks can bring cultural and arts events to neighborhoods that are isolated or distant from downtown.  
- Evaluate public transit and municipal parking policies relative to their success or gaps in providing weekend and evening access to key arts and culture facilities, particularly in Downtown Dubuque and around emerging areas and venues.  
- Promote partnerships to co-market events at the University of Dubuque’s Heritage Center and the Arts @ Clarke series as part of the City’s overall offerings. 
- Through partnerships with the Multicultural Family Center, senior citizen organizations/providers, the City’s educational system, and local universities, explore ways to expand how residents think about “culture” and “arts” to include new and emerging forms and expressions.  



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*



## Social + Cultural Vibrancy Recommendations

### Green Buildings + Historic Preservation

- Recognizing the importance of historic preservation and adaptive reuse, promote waste recovery and consider recruiting a Habitat for Humanity ReStore or other building reuse retailer.   
- Illustrate the tangible economic and sustainability benefits—direct, indirect, and induced—to Dubuque's economy and community from the work done by the City's historic preservation programming and the City's private and public sector partners. Communicate these benefits consistently to all of Dubuque's many constituencies.  
- Work with Dubuque's regional development community to identify and access new and emerging funding options, including crowd funding, to support the ongoing rehabilitation of the city's historic properties. 
- Expand existing programs, such as HEART, to train additional local workers in preservation-related building trades.  

### Community Safety

- Work with neighborhood organizations to build pride and address litter issues, particularly in and around downtown. 
- Review sidewalk implementation and repair plans, particularly for JFK Road and portions of Dodge Street, to identify places where better sidewalks would contribute to greater safety.  
- Assess areas of sub-standard lighting and investigate the cost and feasibility of installing additional lighting, particularly solar or LED lights; focus on Downtown Dubuque and other areas with cultural, arts, and community facilities that attract or could attract people from throughout the City. 
- Continue to support the Police Department's policies and initiatives around diversity, community and tolerance, including the Community Liaison role. Explore the potential to provide training and financial resources for the Police Department and community organizations around managing mental health issues in the context of public safety.  
- Foster continued partnerships between the Dubuque Police, Leisure Services, and neighborhood associations to address safety and operations, especially as new or enhanced neighborhood recreation facilities are identified and designed.  



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*



## Social + Cultural Vibrancy Recommendations

### Health

- Actively promote partnerships and policies that address mental health and addiction, focusing on prevention and building community resilience rather than reactions.  
- Evaluate community-based options for supporting mental health, such as support groups for people experiencing depression, caregivers, and affected families.  
- Explore the potential for Dubuque area health providers to “prescribe” fruits and vegetables as part of a strategy to combat obesity   
- Promote in-school healthy food actions including school gardens, wellness, and exercise. 

### Recreation

- Establish a Parks and Recreation Plan to identify opportunities to provide flexible, programmable space; improve active recreation connectivity in neighborhoods; and enhance Dubuque’s “dog-friendliness.” The plan should also consider maintenance and enhancement of existing parks and recreational facilities, including opportunities to continue to partner with recreational organizations within Dubuque.  
- Initiate a feasibility evaluation for a Community Center, potentially including indoor recreation and indoor/outdoor aquatic facilities, with an eye towards creating a multi-generational and central community gathering place that supports health, wellness, and social interaction among residents.  
- Evaluate and revise, as appropriate, the dog-related policies for all of Dubuque’s park and recreation facilities.  



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*





# CHAPTER 6

## HOUSING

### CHAPTER AT A GLANCE

<input type="checkbox"/> Housing Mix and Age	6-2
<input type="checkbox"/> Quality Affordable Housing	6-3
<input type="checkbox"/> Healthy Homes	6-9
<input type="checkbox"/> Urban Revitalization	6-9
<input type="checkbox"/> Partnerships and Incentives	6-10
<input type="checkbox"/> Recommendations	6-11

# CHAPTER 6

## HOUSING

*One of the City's goals is to promote livable neighborhoods and housing – great places to live for all. This chapter focuses on the City's housing stock, and ways to both strengthen existing housing and neighborhoods while encouraging new housing opportunities to further diversify Dubuque's housing choices.*

### Housing Mix + Age

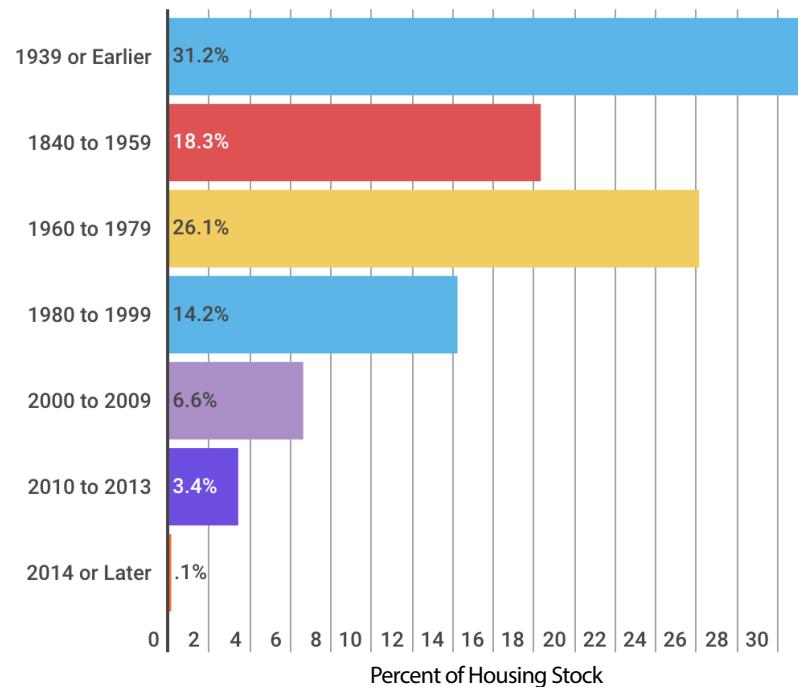
Dubuque developed around industry close to the Mississippi River during the 18th and 19th centuries. Consequently, its core is remarkably historic, with older neighborhoods in and around downtown exhibiting grid street patterns and walkable characteristics. In contrast, Dubuque's West End peripheral neighborhoods are rather auto-oriented, developed during the mid to late 20th century. Downtown neighborhoods and those surrounding the City's Universities and Colleges provide a wide array of housing types. An analysis of Dubuque's housing market segments and how to finance demanded housing products are outlined on pages 3-11 and 3-12 of this plan. Tax Increment Financing (TIF) (see discussion on page 6-9) and New Market Tax Credits are two of the primary financing options. Additionally, affordability and investment in the City's historic housing stock are discussed in the Economic Development Analysis, in the Appendix.

### Age of Housing

A significant housing challenge and opportunity in Dubuque is the age of the City's housing stock. As Figure 6.1 shows, over 75% of the City's housing is over 38 years old (built in 1979 or earlier). Older homes are wonderful in many respects – they provide much of the needed quality, affordable housing opportunities, are located in close proximity to services, and have charm and character not found in newer housing. However, maintaining this older housing stock can be a challenge.

■ FIGURE 6.1

### □ Age of Housing Stock in Dubuque



Source: American Community Survey, 2015 5-Year Estimates

■ FIGURE 6.2

### □ Typical Housing Typologies by Demographics



#### Renters Profile

Millennials, Downsizing  
'Baby Boomers', Transient



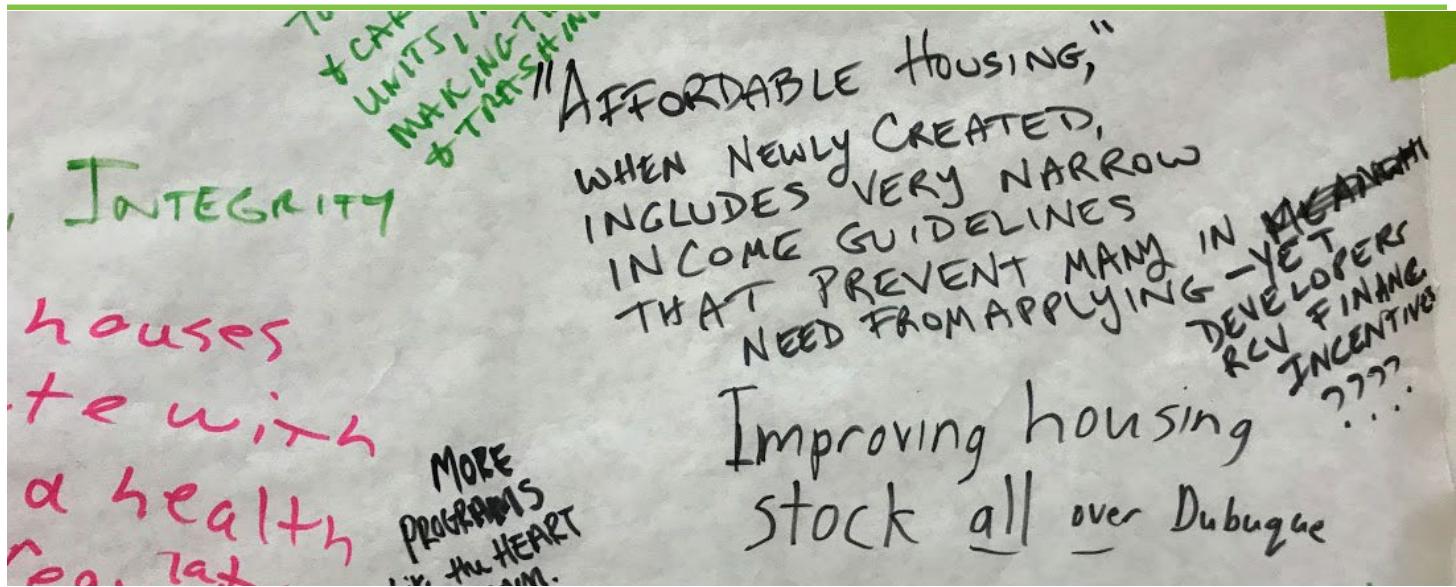
#### Attracting Families

Primarily Single-Family  
Homes



#### Multi-Family Units

Apartments or Condos,  
Renters and Buyers Vary



▲ Ideas regarding housing and affordability shared at the Imagine Dubuque Equity Workshop

## Quality Affordable Housing

### Strong Housing Market | Affordability Concerns

Throughout public engagement, residents expressed concern regarding the availability of affordable owner-occupied and rental housing as well as wage rates. Regarding affordability, a positive note is slow appreciation of housing prices that have not increased as fast in Iowa or Dubuque as they have in other parts of the country (see table below). However, on a more regional level, as data provided in the Economic Development Analysis included in the Appendix indicates, the less than 3-month supply of inventory on the market and increase in the average sales price of approximately 8% per year indicates a strong sellers' market, particularly for homes priced less than \$350,000 (a 7-month supply exists for homes over \$350,000).

**Data from the National Low Income Housing Coalition supports residents' concerns regarding affordability.**

- In their "Out of Reach 2017" publication, they note that the Dubuque metropolitan statistical area is the fourth most expensive area in the State of Iowa – requiring a wage of \$15.75 to be able to afford a two-bedroom apartment at an 'affordable' rent.
- An affordable rent is one that would mean not spending more than 30% of gross income on housing. At a minimum wage of \$7.25 per hour, that equates to 2.2 full-time jobs to afford a two-bedroom apartment.

■ FIGURE 6.3  
□ Home Appreciation



	1-Year	5-Year
USA	+6.00%	+34.14%
Iowa	+4.53% (32nd)	+18.20%
Dubuque MSA	+2.35% (211 of 256 MSA's)	+9.44%

MSA = Metropolitan Statistical Area

Source: Federal Housing Finance Agency, May 24, 2017 News Release



## Location-Efficient Neighborhoods

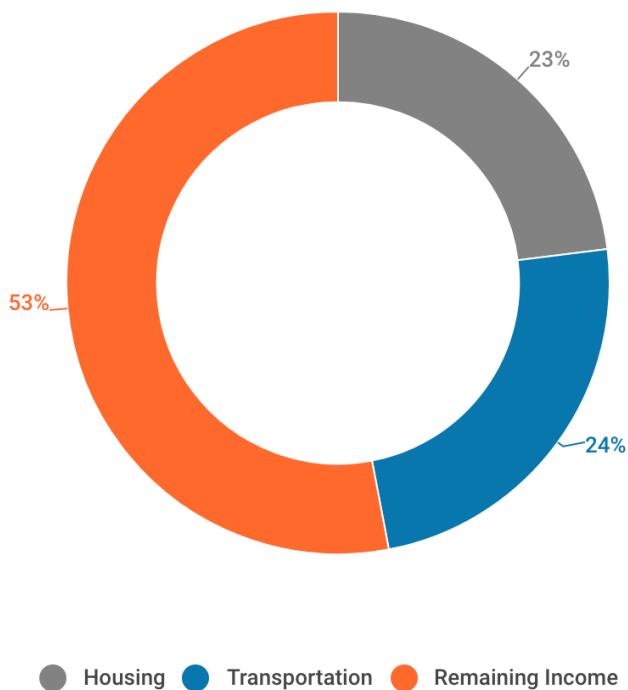
Another insightful way to look at the affordability issue is to examine both housing and transportation costs together.

The Center for Neighborhood Technology's Housing and Transportation (H+T®) Affordability Index provides a more comprehensive approach to examining the true affordability of place. The Index shows that transportation costs vary between and within regions depending on neighborhood characteristics. Location-efficient neighborhoods, like many older neighborhoods in Dubuque, are typically more compact, mixed-use, and with convenient access to jobs, services, transit, and amenities. Location-inefficient places are the opposite – they are less dense and require automobiles for most trips, and thus typically have higher transportation costs. This evaluation highlights the comparative advantage of a location in Dubuque, with reduced transportation costs compared with some neighboring communities.

### FIGURE 6.4

#### □ What Remains? Comparing Average Housing, Transportation Costs and Remaining Income in Dubuque

Factoring in both housing and transportation costs provides a more comprehensive way of thinking about the cost of housing and true affordability.



## Dubuque Consolidated Plan

**Cost-Burdened Households** = Spending more than 30% of one's Income on Housing Costs

The U.S. Department of Housing and Urban Development requires communities that receive funding under the Housing and Urban Development programs to complete a Consolidated Plan. Consolidated planning is a collaborative process whereby the City of Dubuque establishes a unified vision for community development actions. The Consolidated Plan is a citizen- and data-driven process which identifies general areas of need in the community and how to address them, particularly in the areas of housing, economic opportunity, and community development.

The percentage of household income spent for mortgage costs or gross rent, commonly called cost-burden, is by far the most prevalent problem in Dubuque, for owned and rented households alike. According to Housing and Urban Development guidelines, households spending more than 30 percent of income for these housing costs are “cost-burdened.”

#### □ Location Matters: Dubuque Transportation Costs

In dispersed areas, people need to own more vehicles and rely upon driving them farther distances which also drives up the cost of living.

**\$12,310**  
Annual Transportation Costs



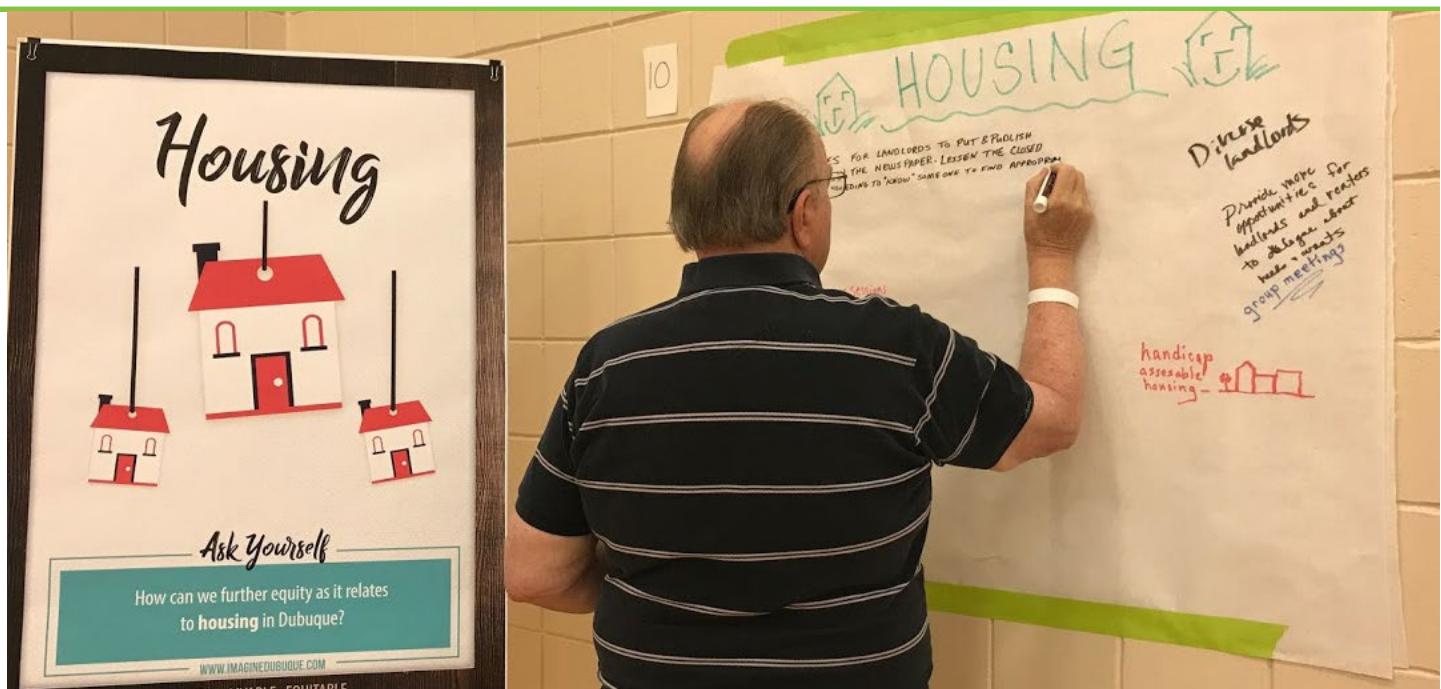
**1.73**  
Autos Per Household



**21,740**  
Average Household Annual  
Vehicles Miles Traveled



Source: Center for Neighborhood Technology

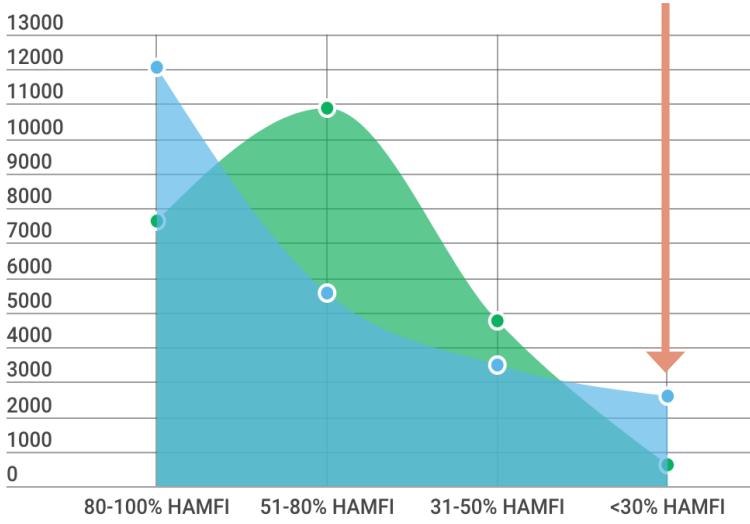


▲ Residents share ideas regarding housing at the Imagine Dubuque Equity Workshop

■ FIGURE 6.5

**Housing Affordability and Availability Mismatch**  
Household Area Median Family Income | HAMFI

There are less units available than households in need for those who make <30% Household Area Median Family Income (HAMFI).

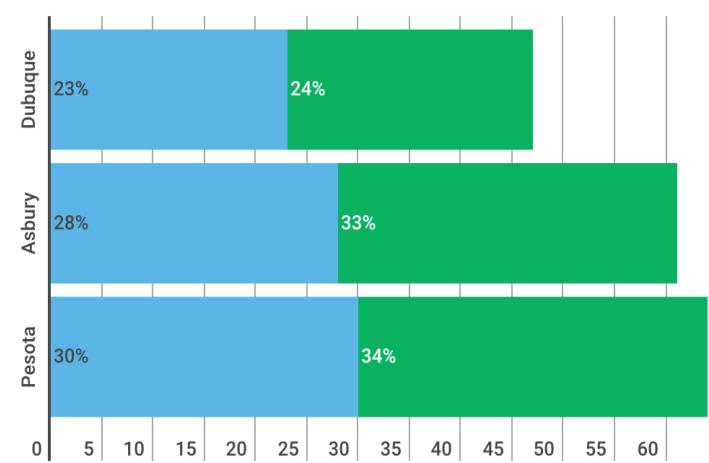


● Affordable Units by Income   ● Households by Income

■ FIGURE 6.6

**Housing and Transportation Costs**  
Comparison of Surrounding Communities

Cost of housing and transportation costs are lower for Dubuque residents in comparison to the the communities of Peosta and Asbury.



● Housing Cost %   ● Transportation Cost %

Source: Dubuque Consolidated Plan

HAMFI = Household Area Median Family Income (members of the household may be related (family) or unrelated).

Source: Center for Neighborhood Technology

*In total, approximately one quarter of the households in Dubuque experience cost burden, and it is the most widely experienced problem among all income categories, particularly among rental households.*

**"Attract and support diverse populations; understand the barriers they face and create solutions that speak to/address such (language, childcare, transit, wages, community integration)"** - Idea shared via project website

In general, minority populations experience a disproportionately higher percentage of housing problems compared to the population as a whole. African American populations in Dubuque are much more likely to rent than own a home. According to the American Community Survey, 11% of Black/African American populations owned their home compared to 74% of White (not Hispanic or Latino) population. For the City to effectively reach Black/African American populations and reduce housing problems among this population, efforts to provide quality, affordable rental housing must be addressed. Hispanic populations experience housing problems at a higher rate as well. The American Community Survey estimates 65% of Hispanic households are renter occupied. A targeted approach to address affordability of rental units would likely benefit minority populations as a whole, including the small samples sizes of Asian, American Indian, Alaska Native, and Pacific Islander.

The provision of quality affordable housing is a challenge across the country, and Dubuque is no exception to that issue. Addressing housing affordability requires a multi-tiered strategy. Though suggested during outreach, raising the minimum wage alone will not be enough. In fact, recent legislation in the State of Iowa has taken away the ability for a local government to establish its own minimum wage. Any changes to the minimum wage will either need to come from the State Legislature or the Federal Government. Chapter 3, on Economic Prosperity, focuses on actions the community can take to promote and attract quality, good paying jobs.

Regarding quality housing, the City utilizes the 2015 International Property Maintenance Code, along with local amendments, to promote sound safety and quality property maintenance. The City has also focused on improving the existing housing stock (see Healthy Homes discussion on page 6-9).



▲ Multi-Family Apartment Complex, Dubuque, IA

**Regarding affordability, there are several programs available at the federal, state, regional and local level that provide housing assistance, including:**



**Housing Choice Voucher Program**

This Federal Housing and Urban Development funded program is designed to assist very low-income families, the elderly, and the disabled with affordable, decent, safe, and sanitary housing in the city of Dubuque. This program is focused on rentals, but can include single-family homes, townhouses, and apartments whose property owners accept the housing subsidy. Due to funding limitations, a waiting list exists for vouchers.

**Housing Choice Voucher Homeownership**

This Housing and Urban Development-funded program is designed to assist first-time homebuyers. Instead of going toward rent, funds go to pay the mortgage lender.

**Family Self-Sufficiency**

Designed to help people currently participating in the Housing Voucher Choice program to set goals, connect with resources such as career planning and life skills, seek and maintain employment, and save for a future home purchase.

**Iowa Finance Authority Programs**

Provides a range of housing assistance programs. For first-time home buyers, they offer the FirstHome and FirstHome Plus programs (the Plus program also provides down payment assistance). For both first-time and repeat buyers, they offer the Homes for Iowans and Homes for Iowans Plus program. They also offer a Military Service Member Homeownership Assistance Program and a Mortgage Credit Certificate program. More information on these programs is available at [www.iowafinanceauthority.gov](http://www.iowafinanceauthority.gov)

**First-Time Homebuyer Loan Program**

Provides long-term, no-interest \$5,000 loans to help purchase your first home. For households at less than 30% of the area median income, the loans could increase to \$25,000. More information can be provided by the City of Dubuque Housing & Community Development Department.

**First-Time Moderate – Income Homebuyer Loan Program**

Provides long-term, no-interest \$5,000 loans to help purchase your first home. Borrowers must earn between 80% and 100% of area median income. The program is administered by the City of Dubuque Housing & Community Development Department.

**Single Family Affordable Homes**

The Eastern Iowa Regional Housing Corporation will sell older single family homes for less than \$90,000 that meet all local codes and have rehabilitated all major components such as roof, mechanicals, plumbing, and electric.

**Home Repair Program**

The City of Dubuque Housing and Community Development Department offers a no-interest loan up to \$5,000 to income-qualified applicants to improve home conditions.

**Homeowner Rehabilitation Loan Program**

Low-interest, long-term loans of up to \$25,000 to rehabilitate properties provided by the City of Dubuque Housing and Community Development Department.

**The Accessibility Rehabilitation Program**

Provides forgivable loans to homeowners to provide physical accessibility. Eligible applicants earn no more than 80% of area median income. Loans could total up to \$5,000 per individual needing special accommodations in the home.

**Washington Neighborhood Program**

Specific to the Washington Neighborhood (11th Street to 22nd; Elm to Central), this program provides special incentives toward home rehab or purchase.

**Historic Preservation Housing Forgivable Loan Program**

Forgivable loans are available to income-qualifying owner-occupants and to qualified non-profit organizations in an local historic district for rehab projects that preserve the original building materials or character-defining features of the home. Up to \$5,000 can be fully forgiven after five years if the owner-occupant remains in the home or if the non-profit continues to provide a residence to Housing and Urban Development income-eligible tenants.

**CHANGE Program**

The CHANGE Program is a multi-faceted housing program geared towards homeowners, landlords, renters, developers, and contractors to spur economic and community development in Dubuque's older neighborhoods. A discussion of this program, including information on the Bee Branch Healthy Homes initiative, is discussed in the Environmental Integrity Chapter of the plan.

## Housing Choice Voucher Program

The Housing Choice Voucher program has had its challenges. In 2013, the US Department of Housing and Urban Development's Office of Fair Housing and Equal Opportunity found Dubuque to be noncompliant with regards to its voucher residency preference policies, leading to a Voluntary Compliance Agreement. Since the finding, Dubuque has undertaken the following efforts to address this issue:

- Eliminating local residency preference points.
- Maximizing voucher lease ups for five years.
- Propose and implement means by which current and future Community Development Block Grant expenditures may mitigate the adverse effects of the City's prior actions.
- Maintain a monthly accounting of the voucher waiting list, including information on applications received, rejected and accepted, and applicant information such as race, ethnicity, and current or originating address.
- Developed an Analysis of Impediments to Fair Housing in 2015
- Addressed Fair Housing in the 2016-2020 Consolidated Plan



**IowaHousingSearch.org**, Iowa's premier housing locator service, was created to help people list and find safe and decent, affordable, accessible and, when necessary, emergency housing. This web-based service, supported by a toll-free, bilingual call center (1-877-428-8844, Monday - Friday, 8:00am - 7:00pm CDT), provides information for the general public as well as for housing professionals seeking vital resources for their clients.

Launched in November 2013, IowaHousingSearch.org is funded by the Iowa Finance Authority. IowaHousingSearch.org fosters collaboration among Iowa landlords, various housing organizations and Iowans seeking rental housing. The initiative is supported by an advisory group of representatives from agencies, organizations and professional associations from across the state.

## Source of Income Committee

In late 2014, the City Council approved formation of a Source of Income Committee to conduct a two-year study examining the Housing Choice Voucher Program and its relationship to fair housing, with a goal of identifying ways to enhance fair housing in Dubuque. Committee members were drawn from City boards and commissions, Dubuque Area Landlords Association, and Dubuque Chapter of National Association for the Advancement of Colored People.

One of the concerns was the fact that not all landlords accept HCVs. The Source of Income Committee name comes from the practice of landlords in identifying the source of income to pay rent prior to leasing an apartment. Some landlords specifically advertise that they do not accept these vouchers (typically called Section 8) as a source of rent.

The Source of Income Committee evaluated creation of an ordinance that would have considered it discrimination to not accept vouchers, researched the Housing Choice Voucher program, conducted residential rental surveys for housing providers and renters, and held community dialogues. The Source of Income Committee ultimately recommended a collective impact approach to adopt and implement a mix of educational, outreach, and financial programs to increase housing provider participation in the Housing Choice Voucher program.

This effort will include a re-branding and redesign of the Housing Choice Voucher program, and adoption and implementation of a mix of educational/outreach programs to increase participation in the Housing Choice Voucher program.

The committee also recommended to adopt and implement a mix of financial incentives/policies for creation of Housing Choice Voucher units throughout community. These incentives and policies will include fostering partnerships with private and non-profit housing developers to provide affordable, quality housing units.

There are a variety of programs that exist within different public, private, and non-profit agencies that are not collectively orchestrated to address low-income renter issues around the city like they could. It is also clear the that the topic of Housing Choice Vouchers and greater issues related to affordable, quality low-income rental units is complex and a collective impact model is needed.

Collective impact initiatives involve a backbone organization, in this case the City, and a structured process that leads to a common agenda, shared measurement, continuous communication, and mutually reinforcing activities among all participants. The collective impact model for re-branding the Housing Choice Voucher program will be led by the City's Housing & Community Development department. The department will utilize City commissions and other advisory groups that play an important role in the governance of department programs. Members of the commissions and advisory groups are community volunteers whose contributions help maintain and improve the quality of life for Dubuque residents.

## Healthy Homes

Dubuque's residents have expressed a consistent desire to live in a community that is safe, energy and water efficient, healthy, and reflective of Dubuque's architectural heritage. Housing quality and affordability also has direct and significant effects on public health, economic vitality, and equity. Policies promoting green buildings, effective historic preservation strategies, and investments in safe and affordable housing thus are a tangible way to express and support the desire for vibrancy.

## Housing Quality and Affordability

The overall quality and affordability of Dubuque's housing stock is a significant positive factor for social and cultural vibrancy. Historically, Dubuque has been able to market itself more effectively to companies and individuals seeking a cost-efficient place to establish work or families. Dubuque also scores well on several measures of health related to housing including overall adult health status, lower cost barriers to care and lower number of uninsured residents, and lower death rates due to diabetes, kidney disease, or motor vehicle fatalities. However, there are both emerging and legacy issues with the City's housing stock that affect aspects of vibrancy. Rental housing costs have been rising more rapidly than home purchase prices, placing an economic stress on renting households who are typically younger or economically disadvantaged relative to homeowners. This, like the added cost and health burden of energy-inefficient or aging housing, presents an issue for equity as well as economic vitality. The lack of energy efficiency measures in much of Dubuque's housing stock and the persistence of lead paint in many structures, are a documented health, economic, and equity challenge for the City. Measures that increase rental stock, quality, and affordability, and initiatives around health and energy efficiency, will have a beneficial effect on social and cultural vibrancy.

## Securing Federal Funding

Ongoing efforts to secure federal funds to abate lead paint and flooding hazards are an important green building, health, and equity initiative in Dubuque. The Green and Healthy Homes Initiative, coordinated by the Community Foundation, is a signature response and example of how the City can direct resources and civic support towards a multi-benefit program. Green and Healthy Homes Initiative (one of 17 programs in the U.S., the only such program in a city of under 100,000, and the only one in Iowa) provides health, safety, lead hazards reduction, energy efficiency and weatherization interventions in low- to moderate-income homes. The City's Health Services Department and Housing & Community Development Department collaborate with the GHHI and work through conventional inspections and enforcement as part of the City's overall abatement and weatherization effort, which is vital to the safety and quality of the city's housing stock.

## Urban Revitalization

*The City of Dubuque Urban Revitalization Program targets older neighborhoods in the city through incentives such as property tax exemptions that can go towards new improvements. Owners within designated Urban Revitalization districts are eligible to receive a 10-year exemption from property tax liability that would normally be associated with improvements. These efforts are managed by the City's Housing & Community Development Department.*

## Urban Renewal

To expand housing options while promoting both economic development and affordable housing, the city of Dubuque has been utilizing a tool called Tax Increment Financing. Tax Increment Financing is typically used by cities to fund public improvement projects or to provide private project-based financing assistance in conjunction with developing or redeveloping different parts of the City.

In recent years, the City has created four Housing Tax Increment Financing districts around the periphery of the community. Each of these districts has an Urban Renewal Plan that describes the specific use of tax increment funds. Consistent with state law, these Districts have set aside approximately 38% of project cost increment to benefit low- and moderate-income family housing opportunities anywhere in the city of Dubuque. This is starter housing for Dubuque's current and future workforce and for vulnerable populations like the elderly and disabled. Initial plans call for much of this assistance to occur in downtown neighborhoods through the City's CHANGE Program.

**From 2016-2022, Dubuque's four Housing Tax Increment Financing Districts are projected to generate \$3.9 million for affordable housing. Housing Tax Increment Financing Districts include:**

- **Timber Hyrst** – created in 2014 to promote additional residential options by assisting with the funding of road and utility improvements along portions of North Cascade Road.
- **English Ridge** – formed in 2015 to promote additional residential options and provide funding for water main installation.
- **South Pointe** – created in 2017 to generate funds for improved roads and utilities in the designated area, as well as provide funding to assist with affordable housing anywhere within the city of Dubuque.
- **Rustic Point** – created in 2017 to help fund installation of sewer and water utilities related to housing and residential development.

## Partnerships and Incentives

*People, planning, and partnerships is a phrase that is often heard in Dubuque, and for good reason. No one person, or one group, can address all the issues related to enhancing the livability of the community.*

Dubuque -- not just the city government, but the entire community -- is committed to promoting an interconnected network of residents, non-profits, and task forces to improve the public safety, equity, and quality of life for all its residents. Dubuque has embarked on a variety of partnerships to promote public safety and the overall viable, livable, and equitable character of its neighborhoods:

- **Promoting neighborhood involvement** and communication among residents.
- **Monthly meetings** with Downtown and Washington Neighborhood representatives.
- **City staff attendance** at neighborhood association meetings.
- **City staff meet monthly** with Dubuque Landlord Association representatives.
- **Neighbor2Neighbor** – Is a resident-driven program being piloted in 12 neighborhoods to increase interaction, collaboration, and strong, positive relationships among neighbors.
- **The Dubuque/Jackson County Habitat for Humanity** is an important partner in addressing local housing issues. Their mission is “to eliminate poverty housing”. Founded in 1991, they have remodeled or constructed over 20 homes. Some local Habitat chapters conduct annual Rock the Block ® programs, providing a path for homeowners, organizations, and volunteers to come together to assist low-income residents with needed repair, maintenance, weatherization, safety, accessibility, and beautification of homes. The program typically focuses on a select area of the community – perhaps a specific block, and focuses enhancement efforts in that area, all within a particular week. Such a program would be very beneficial in some of Dubuque’s older neighborhoods.

## Property Maintenance

The City also monitors and seeks to curb problem properties related to public nuisances. Since 2006, the City and partners have negotiated the re-sale of 55 neglected properties as single-family homes. Increased enforcement of the public nuisance and a vacant and abandoned building ordinance has also been developed. As for unlicensed rentals, the City has issued over 300 apartment licenses through a recent campaign, ensuring healthy and safe living conditions for all.



“



*“My vision is affordable housing through the city leading to city-wide diversity and equitable neighborhoods and schools rather than concentrated areas of poverty and wealth.”*

*“More affordable senior housing.”*

*“Section 8 housing that is more fair to Iowans. This doesn’t affect me, but seems highly common sense!”*

*“More housing options/cool apartments for young adults (like in the Millwork District but less expensive).”*

*“Affordable housing for families and single parent households.”*

*“More senior housing options for “people in the middle” that are not institutional-looking, environmentally friendly, etc”*

*“Housing could be better and affordable.”*

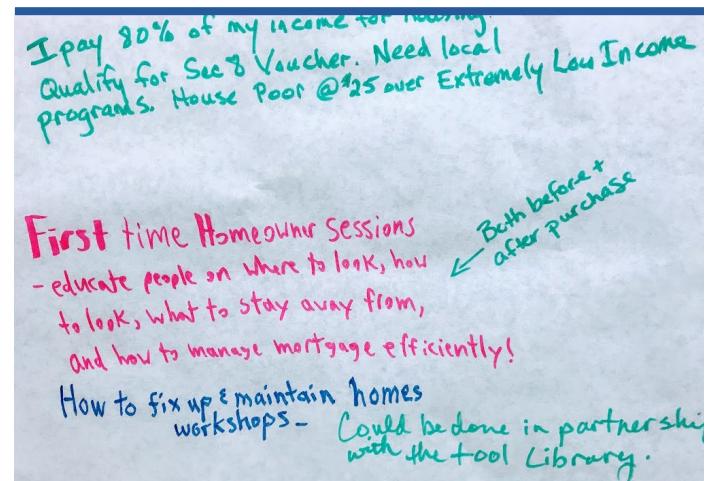
*“Support for unmarried women with children, housing for those affected, food-stamps.”*

*- Ideas shared via the project website*

”

## Housing Recommendations

With a strong and growing employment base, demand for housing should remain strong within the region. In recent years, much of the housing and population growth has been outside the city. This Imagine Dubuque Plan is focused on returning this growth back to the city, with its better direct access to jobs, shopping, and other support facilities – thus reducing travel times and related environmental impacts. It will need to strategically position itself to capitalize on market trends to cater to segments of its population (i.e. first-time buyers, retirees, etc.). The City is already investing in its older neighborhoods and providing assistance, along with the federal and state agencies, to support first-time homeowners and owner-occupants seeking to rehab and update their properties. The following actions can help ensure that Dubuque's housing stock and neighborhoods are viable, livable, and equitable well into the future.



▲ Top: Ideas shared at the Imagine Dubuque Equity Workshop | Bottom: Single Family home atop a hill in Dubuque.

## Housing Recommendations

- Continue to review the City's codes and incentives to ensure what is working continues, and that any other barriers are a priority to address and remove.   
- Recognizing the importance of historic preservation and adaptive reuse, promote waste recovery and consider recruiting a Habitat for Humanity ReStore or other building reuse retailer.   
- Support the City's inspection programs as well as Green and Healthy Homes Initiative.   
- Monitor affordability and housing stress, an important health indicator, annually.   
- Illustrate the tangible economic and sustainability benefits—direct, indirect, and induced—to Dubuque's economy and community from the work done by the City's historic preservation program and the City's private and public sector partners. Communicate these benefits consistently to all local, state, and federal constituencies.   
- Identify and collaborate with new partners in other fields, such as health and welfare, environmental, education, and the cultural arts, to strengthen the links between Dubuque's neighborhoods and their evolving story.   
- Promote mixed-use development both downtown, within the John F. Kennedy Road Corridor, and key intersections along the Southwest Arterial. These mixed-use areas should provide a variety of residential choices, access to goods and services, and neighborhood amenities like parks and schools within a walkable environment.   
- Look to increase wages and self-sufficiency opportunities in the community to make housing more attainable.   
- Adopt and implement a mix of educational/outreach programs to increase housing provider participation in Housing Choice Voucher program.   
- Adopt and implement a mix of financial incentives/policies for creation of Housing Choice Voucher units throughout community.   
- Foster partnerships with private and non-profit housing developers to provide affordable, quality housing units.   



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*





# CHAPTER 7

## COMMUNITY FACILITIES

### CHAPTER AT A GLANCE

<input type="checkbox"/>	Clean Water	7-2
<input type="checkbox"/>	Gas, Electric, Telecommunications	7-12
<input type="checkbox"/>	Public Safety	7-14
<input type="checkbox"/>	Infrastructure	7-16
<input type="checkbox"/>	Education	7-17
<input type="checkbox"/>	Recreational Facilities	7-21
<input type="checkbox"/>	Municipal Facilities	7-23
<input type="checkbox"/>	Recommendations	7-28

# CHAPTER 7

# COMMUNITY FACILITIES

*Community facilities include infrastructure and services that provide for the everyday needs of residents and businesses. These include vital institutions and structures such as the library, schools, roads, and sanitation facilities that enhance the quality of life in Dubuque. The following chapter describes the existing conditions of community facilities and addresses their future maintenance and expansion needs, emphasizing communication and coordination strategies to ensure the efficient operation of municipal services.*

## Clean Water

Clean water is one of the City's key sustainability principles, and one in which the City of Dubuque plays a major role in through operation and maintenance of the wastewater, water, and storm sewer infrastructure within the city limits. Significant improvements, both ongoing and future, are identified in the City's Capital Improvement Plan.



▲ Dubuque City Hall | 50 W 13th Street

## Wastewater Collection

The City's Engineering Department oversees the construction, reconstruction, and rehabilitation of the sanitary sewer collection system consisting of over 300 miles of sanitary sewer main providing service to over 20,000 properties. The wastewater is collected in the sanitary sewer system and is conveyed to the City's Water & Resource Recovery Center. In addition to maintaining the existing system, there are three critical areas for future expansion/enhancement:

### 1 Southwest Arterial Area

The City is currently planning to extend sanitary sewer service to the south to support the anticipated growth and development of approximately 5,200 acres that will have enhanced accessibility as a result of the Southwest Arterial construction. Existing lift stations, force mains, and interceptor sewers will require upgrades as future development occurs. The existing downstream system also has deficiencies that will need to be upgraded.

### 2 West End District

Growth is also anticipated for the West End District where sanitary sewer upgrades and extensions are in the planning stages. Upgrades will include replacing aging pipes, inflow/infiltration reduction, and installation of larger diameter sewers to accommodate the additional flow that will result from the area's growth.

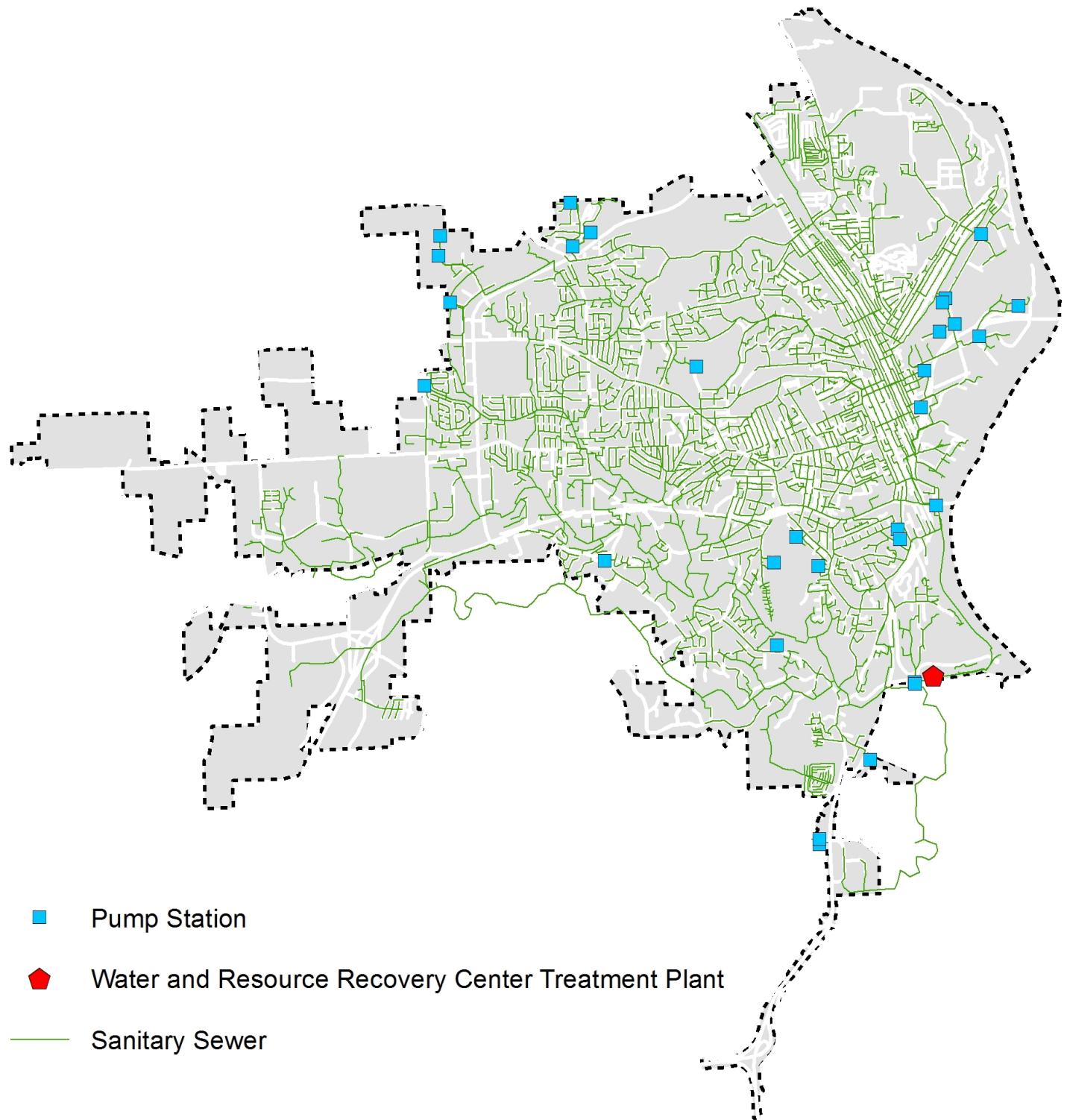
### 3 South Port Development

The City has developed a master plan to redevelop the South Port located near the Julien Dubuque Bridge. The South Port includes a brownfield reclamation project and is proposed to include a mixed-use development where people can reconnect with the Mississippi River in a pedestrian and transit-oriented environment. To accommodate the anticipated growth, improvements to the Terminal Street lift station will be required, as well as a new 42-inch diameter sanitary sewer and potential rerouting of the existing 42-inch force main that conveys wastewater to the Water & Resource Recovery Center.

■ FIGURE 7.1

□ Dubuque Water Facilities Map

Pump Stations, Water & Resource Recovery Center, and Sanitary Sewer Lines



## Sanitary Sewer System Improvements

The Kerper Boulevard Sanitary Sewer Project includes a combination of gravity sewer and a lift station and force main. The sewer project will repair the immediate issues and prepare for possible future development on Chaplain Schmitt Island. The Catfish Creek lift station 18-inch force main to the Water & Resource Recovery Center will need to be upgraded to effectively serve the South and West Ends. The pumps are currently capable of conveying more flow than the force main can handle. Also, flood protection is a concern for the Catfish Creek Station. The 2011 flood took the station down for some time. To maintain reliable service, improvements are necessary.

## Water & Resource Recovery Center

The City's Water & Resource Recovery Center is a secondary wastewater treatment facility. The facility was originally constructed in 1969 and has undergone numerous improvements, most recently in 2014. The recent upgrade to the Water & Resource Recovery Center can provide treatment for an annual average of 10.46 million gallons per day (mgd) with a maximum hourly flow of 40.86 mgd. The improvements were designed to accommodate growth for the next 20 years.

As a result of the City's commitment to sustainability, the 2014 upgrade marked the conversion from a water pollution control plant to a water & resource recovery center.

The state-of-the-art Water & Resource Recovery Center upgrade was based on the City's sustainable principles, featuring biogas recovery and improved biosolids handling that produces material that can be used for residential gardening and landscaping. The center also conserves oxygen and energy, and uses a safer alternative to disinfect the wastewater. The improved biosolids handling process saves \$250,000 annually in heating and electricity generation.

The conversion also incorporated an ENERGY STAR certified administration and laboratory building that recovers heat from the wastewater discharge to supplement heating and cooling the building. Other work included the installation of a solar array to offset electrical costs, miscellaneous equipment upgrades, and odor control covers for tankage. Sustainable landscape features included installation of a pair of rain gardens, native plants and flowers, no-mow grass that requires little, if any, watering.

Dubuque's Water & Resource Recovery Center can provide treatment for an annual average of

 10.46  
Million Gallons Per Day



▲ Water & Resource Recovery Center | Source: Digital Dubuque

*It is the Water Distribution Division's goal to operate and maintain a water distribution system consistent with established procedures recognized by the American Water Works Association for efficient management practices.*

## Water Treatment and Distribution

The City of Dubuque provides residents and business with access to a safe, reliable, and high-quality water for drinking and other applications. The City's water treatment distribution system is managed by the Water Department.

### Eagle Point Water Treatment Plant

The City's Eagle Point Water Treatment Plant is supplied by five shallow wells along the Mississippi River and four deep wells located near the Eagle Point Water Treatment Plant. It serves an average water demand of 8 million gallons daily. The water plant provides treatment via chlorination, fluoridation, filtration, and lime softening processes to comply with all federal and state primary drinking water standards. The result is award-winning water quality for the City's customers.

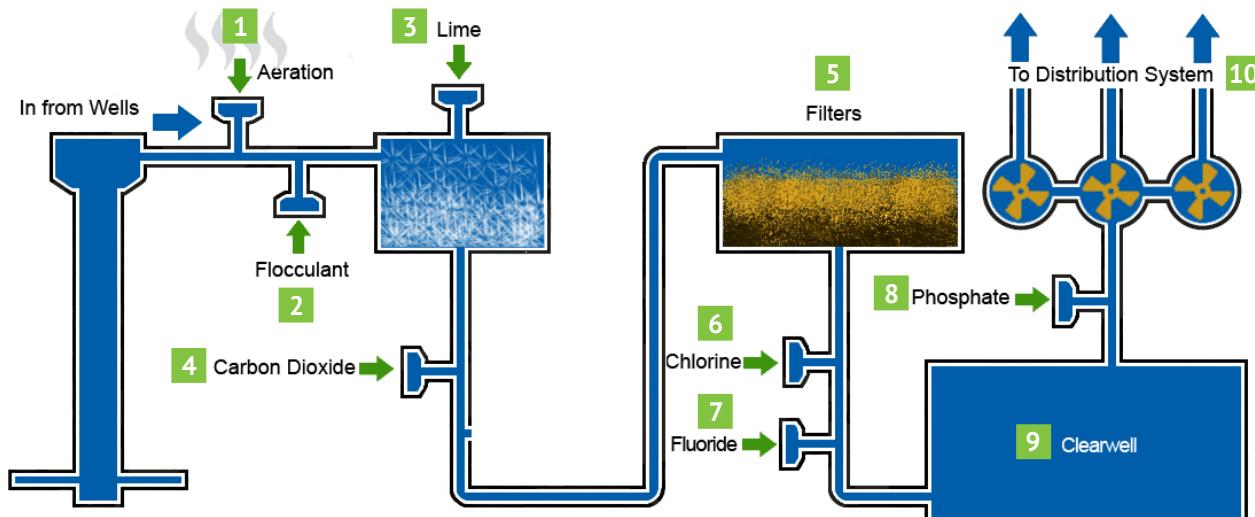
### Distribution System

The water distribution system is composed of 7 pressure zones (see figure 7.2 on following page) and more than 300 miles of water main ranging in diameter from 4 inches to 30 inches. The City's Water Distribution Division is responsible for the machinery, equipment, materials, and personnel required to repair main breaks; installing water mains, control valves, and fire hydrants; maintaining the grounds of the division; and assisting other sections of the Water Department.

### System Improvements

Recent improvements to the water distribution system include the construction of a new water main, booster pumping, and 500,000-gallon ground storage reservoir providing service to the Dubuque Regional Airport and surrounding areas. The City has also recently acquired the Vernon Township and Barrington Lakes water systems, including a 300,000-gallon elevated storage reservoir and distribution system located southwest of the City of Dubuque. The City is currently in the process of constructing piping and a booster pumping station that will connect these facilities to their distribution system. The City is continually evaluating the system and will be developing a dynamic model of the water system. The model will evaluate the system, including, but not limited to, the potential need for a new elevated water reservoir on Roosevelt Street to identify benefits of installing pressure-reducing valves. Pressure-reducing valves would allow pressure zones to feed one another, and additional elevated storage to replace the aging ground storage reservoirs and booster pumping facilities currently in use. This model will be an active tool that will enable the City to identify current needs, as well as plan for future growth of the community.

### Dubuque Water Treatment System



**1. Aeration** - Raw or untreated water is drawn from wells into the City's treatment plant and is cascaded down through a series of trays promoting the exchange of gases. Aeration is similar to the natural process that occurs when a stream flows through rapids or over falls.

**2. Flocculant Aid Addition** - An anionic flocculant aid is added just after aeration. The flocculant helps improve the clarity of the water.

**3. Softening** - Calcium oxide (lime) is mixed with water to form slaked lime. This slaked lime is then added to the water to soften or reduce the minerals that typically make water hard.

**4. Recarbonation** - The addition of slaked lime increases the pH of the water to about 10. In order to stabilize the softened water, the pH must be lowered by adding carbon dioxide.

**5. Filtration** - Water is then passed through a sand and gravel filter bed, removing any remaining suspended matter.

**6. Chlorination** - Chlorine is added to disinfect the water. The chlorine helps destroy disease-causing organisms.

**7. Fluoridation** - Fluoride is added to help prevent tooth decay.

**8. Phosphate Addition** - Phosphate is added to chemically stabilize water and lessen the possibility that lead will leach out of pipes.

**9. Reserves** - Water not immediately consumed flows into storage tanks for use when demand exceeds plant pumpage. Water stored in elevated tanks helps stabilize pressure in the distribution system and serves as an emergency reserve for fires.

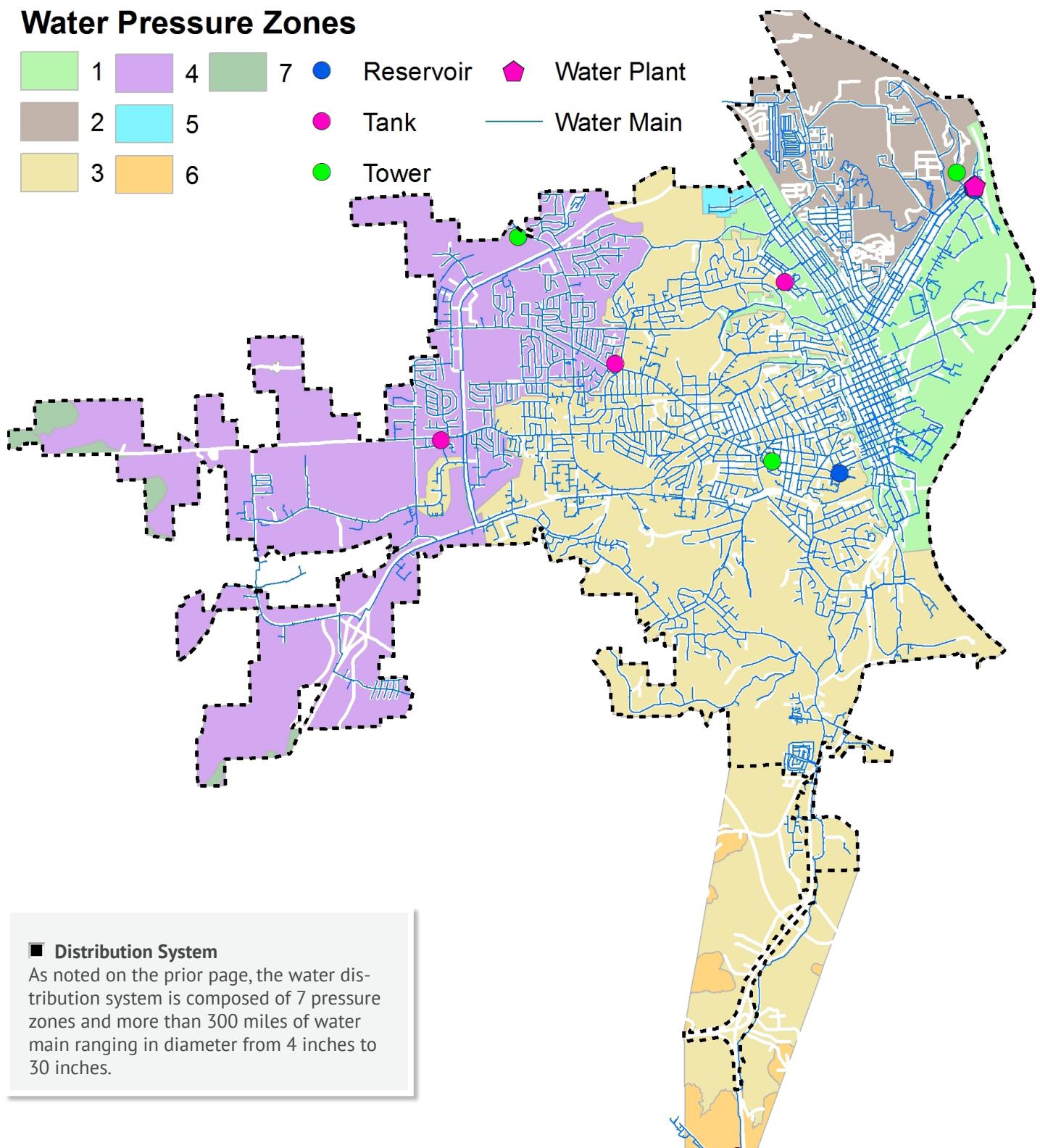
**10. Distribution** - Finished water is pumped directly into the water distribution systems that serve homes and businesses throughout the city of Dubuque.

## ■ FIGURE 7.2

### □ Dubuque Water Pressure Zones Map

Zones, Water Plan and Water Main Lines

## Water Pressure Zones



### ■ Distribution System

As noted on the prior page, the water distribution system is composed of 7 pressure zones and more than 300 miles of water main ranging in diameter from 4 inches to 30 inches.

## Stormwater Management

Precipitation in the form of rain, snow, or ice produces stormwater. Management of this water is essential to prevent flooding, erosion and stream channel degradation. The City of Dubuque promotes the use of sustainable best management practices for new and existing developments. These Best Management Practices include installation of rain gardens, infiltration basins, bioswales, and other sustainable techniques. These Best Management Practices promote infiltration allowing the stormwater to be consumed by plants; promote evaporation allowing the stormwater to return to the atmosphere; and reduces runoff, flooding, erosion and water pollution.

Flooding is a natural occurrence that can be heavily influenced by the nature and character of development that occurs both with a community and within the surrounding region. Given Dubuque's location on the Mississippi River, that region extends north to include parts of Wisconsin and Minnesota which drain into the Mississippi and flow through Dubuque. Dubuque's flooding and stormwater threatens streams and creeks inundated after significant regional rain events.

**42%**

**How can Dubuque as a community ensure clean water?**

Of Quick Poll Respondents (95 Individuals) Voted For:

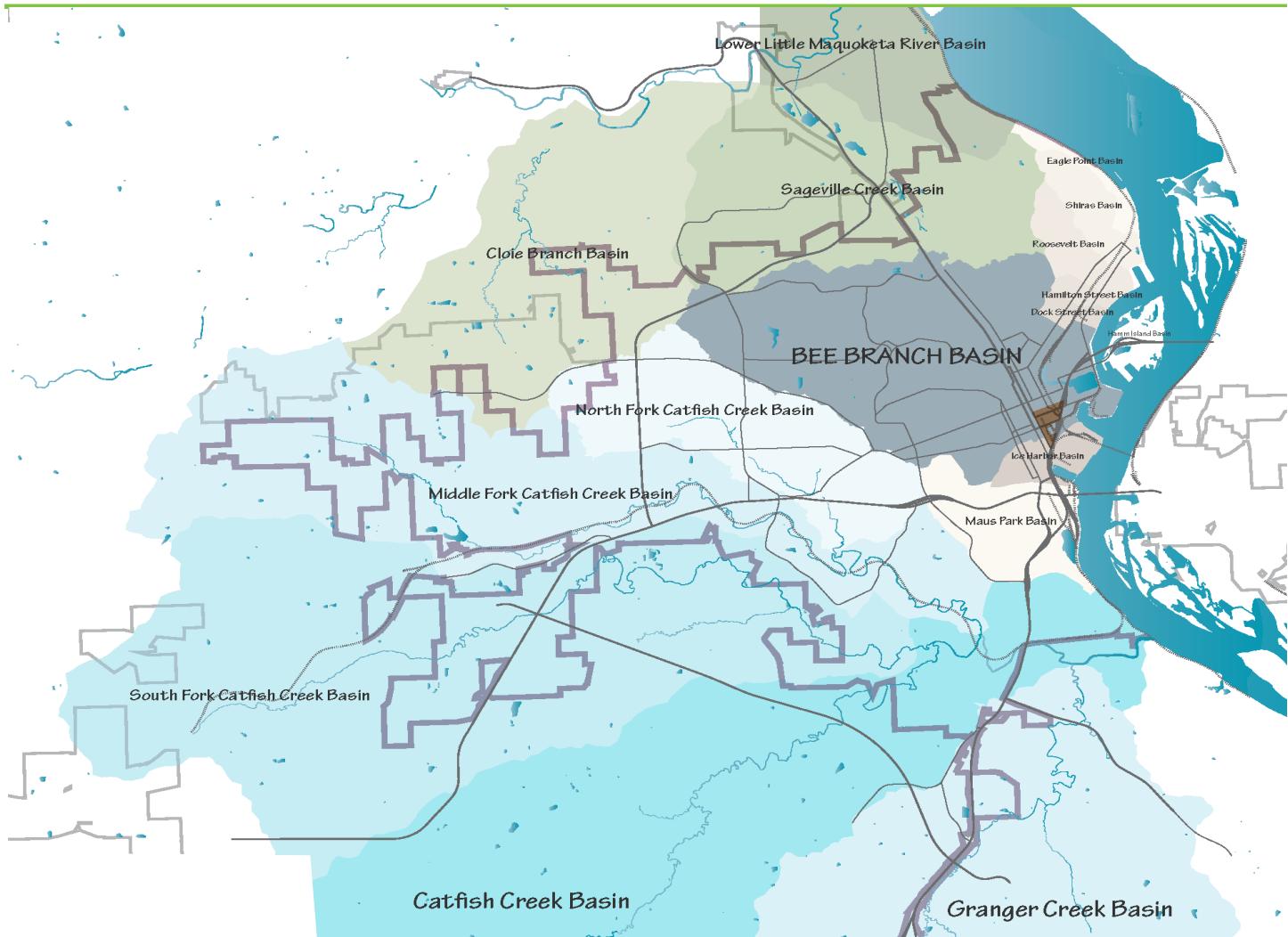
**Stormwater Management: Implement innovative efforts that promote direct infiltration into the ground rather than into the storm sewer system.**

**Consider these Innovative Approaches:**

- Rainwater Catchment Systems
- Permeable Pavers
- Rain Gardens (example below)



▲ Rain Garden adjacent to the City's Central Avenue Parking Ramp



## Watersheds

A watershed is an area of land that drains to one major body of water such as a river, lake, or ocean. Dubuque's watersheds include the Catfish Creek Watershed and the Bee Branch Watershed, both of which flow into the Mississippi River.

**The Catfish Creek Watershed** is a 57 square-mile watershed including industrial and residential developments, rolling cropland, limestone bluffs, rock outcrops, and dense timber areas. Approximately half of the City lies within the watershed. Much of the Catfish Creek Watershed drains to the Catfish Creek and enters the Mississippi River on Dubuque's south side near the Mines of Spain State Recreation Area.

The Catfish Creek Watershed Management Authority is an organization that addresses concerns with water quality and flooding within the watershed. The Authority crosses jurisdictional boundaries and a board of directors works together to solve problems within the entire Catfish Creek Watershed.

Administration is co-coordinated by the Dubuque Soil and Water Conservation District's Urban Conservationist and a member of the City of Dubuque's Engineering Department appointed by the City Manager. The Authority relies on the Catfish Creek Watershed Management Plan, December 2014, to serve as a guide to protecting and restoring watershed health.

**The Bee Branch Watershed** is approximately 6.5 square miles located entirely within the city limits, stretching from the Mississippi River west past John F. Kennedy Road, north to the Northwest Arterial, and south to West 5th Street. Over half of Dubuque residents either live or work in the Bee Branch Watershed. All the water draining from the Bee Branch Watershed drains to the Bee Branch Creek which then enters the Mississippi River at the 16th Street Detention Basin. The watershed encompasses historic neighborhoods offering some of the community's most affordable workforce housing.

## Dubuque's Stormwater Management System

The City of Dubuque currently manages approximately:

- 146 miles of storm sewer pipe
- 6,032 stormwater intakes
- 473 stormwater outlets
- 1,919 stormwater manholes
- 80 Green Alleys
- 17 Detention Basins

See Figure 7.3 on following page.

Services provided by the City include collection, conveyance, detention/retention, treatment, and release of stormwater. The stormwater system also serves to reduce the hazards to property and life resulting from stormwater runoff and flooding; improvement in the general health and welfare of citizens through a reduction of undesirable stormwater conditions and flooding; and improvement to the water quality through stormwater and surface water systems.

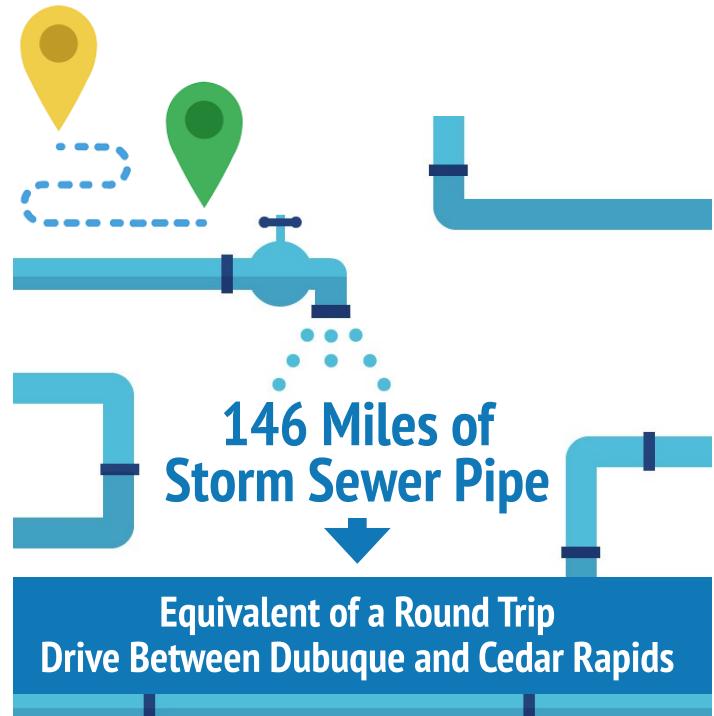
A stormwater utility, serving the entire City, was created to ensure that appropriate resources are available to manage stormwater. This includes the operation, maintenance, repair, replacement, and debt service for construction of the stormwater drainage system and flood protection improvements.

The City maintains a U.S. Army Corps of Engineers designed levee that has been certified under the National Flood Insurance Program to protect the infrastructure and properties in the downtown area. The National Flood Insurance Program program, in conjunction with the U.S. Army Corps of Engineers, requires annual inspections, maintenance, and a commitment to high capacity pumping operations during flood conditions. Future upgrades of the system are anticipated.

### System Improvements

The City is currently designing and will soon be constructing the phase of the Bee Branch Creek Restoration project that will connect the Upper and Lower Bee Branch areas. In addition, the City is in the process of designing improvements to the Kerper Boulevard stormwater pumping station, and is in the early stages of the resiliency construction projects on 17th Street and 22nd Street to mitigate flooding in the areas.

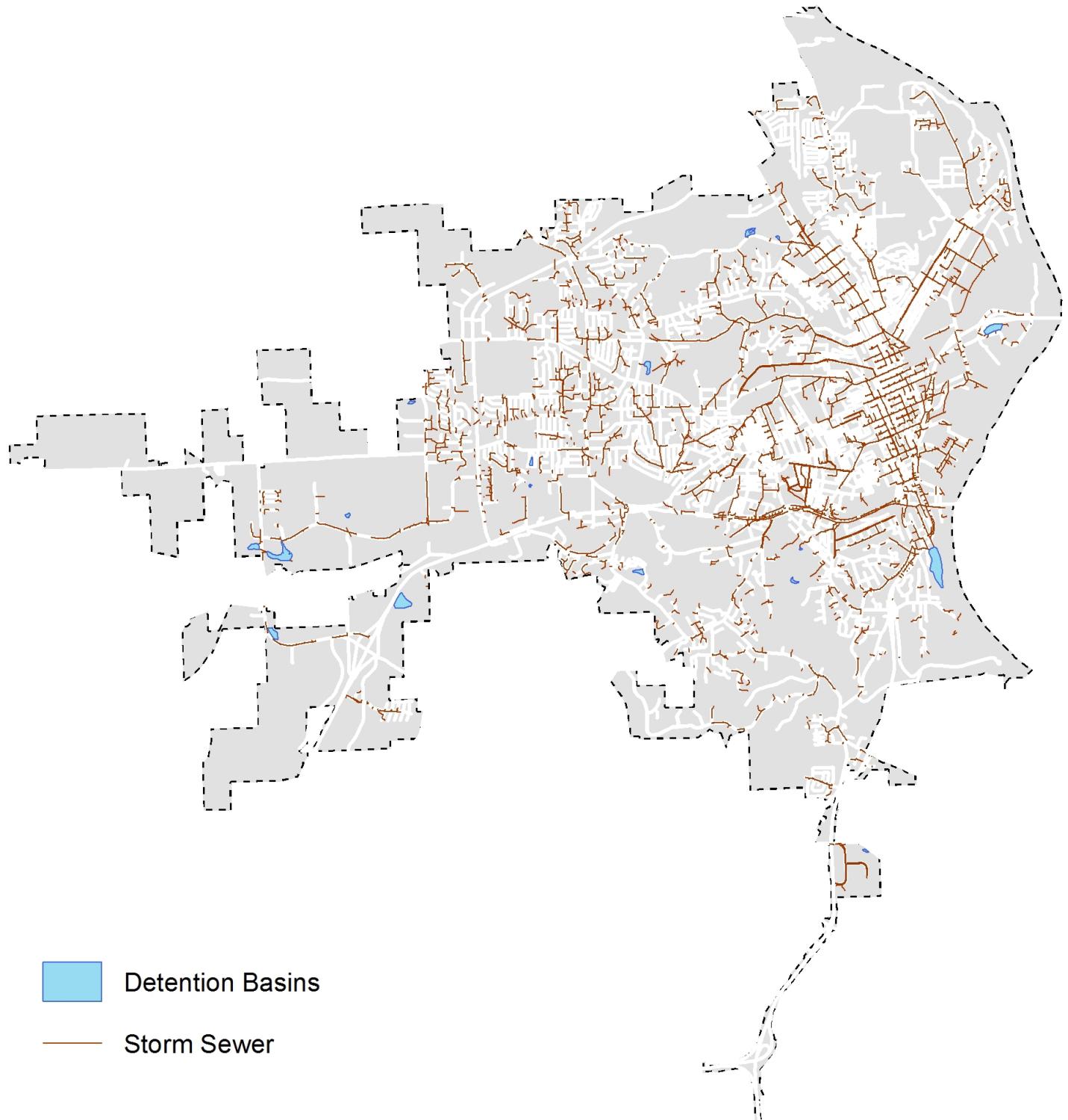
It is recommended that the City also evaluate the need for a definitive stormwater ordinance to guide future growth and development.



▲ Manhole cover in the Historic Millwork District

■ FIGURE 7.3

□ Dubuque Stormwater Management System Map  
Storm Sewers and Detention Basins



## Bee Branch Creek Restoration

**The Bee Branch Creek Restoration** was a large stormwater management project that included replacing nearly one mile of storm sewer with a creek and floodplain that resembles the one that traversed the area approximately 100 years ago. This “day-lighting” of the buried Bee Branch Creek allows stormwater from flash floods to safely move through the area without flooding adjacent properties.

The Lower Bee Branch design includes a large expanse of open water that wraps around the former meat-packing industrial site which is set to be privately redeveloped as a retail center. A multi-use hike/bike trail lines the waterway on the northeast side of the creek. Trail lighting and benches also line the creek corridor. The design includes two overlooks: one along 16th Street west of Sycamore and one at the Audubon overlook east of the U.S. Highway 151-61 overpass.

Construction of the Lower Bee Branch started in the fall of 2010 and was completed in November of 2011. Almost 500 trees were planted along the Lower Bee Branch Creek and around the 16th Street Detention Basin. Another 328 trees were planted along the Upper Bee Branch Creek.

The Upper Bee Branch consists of a 2,300-foot long landscaped creek and green space that accommodates passive recreational use. A multi-use trail is included on the northeast side for the full length of the creek. Sidewalks, walking paths, lighting, and benches also line the creek corridor. A stepped amphitheater between East 22nd Street and Lincoln Avenue provides a venue for teaching and neighborhood gatherings. The design also includes a play area with slides and a community orchard. The Upper Bee Branch construction was completed in 2017.



▲ Top: Upper Bee Branch Bottom: Lower Bee Branch



▲ Green Alley | Source: City of Dubuque



▲ The REThink Waste DBQ App provides residents excellent tips on recycling and waste reduction. <http://www.cityofdubuque.org/REThinkWaste>

### Green Alleys: Working to Reduce Stormwater Runoff

To further reduce the stormwater runoff within the Bee Branch Watershed, the City is converting 240 traditional alleys to green alleys by the year 2038; 80 have been completed as of August 2017. Approximately one-third of these green allies have been completed as of August, 2017. Green alleys utilize permeable pavement that allows water to pass through the pavement surface and filter gradually into the soil below. In addition to reducing the volume of runoff, the green alleys will replenish the groundwater and improve water quality by helping prevent pollutants on the alleys from running off into the storm sewer system and ultimately into streams and rivers. This \$57.4 million investment is expected to reduce stormwater runoff within the Bee Branch Watershed by up to 80 percent. More information on the City's Green Alley program is available here: <http://www.cityofdubuque.org/GreenAlleys>

## Gas, Electric + Telecommunications

### Utility Providers

Black Hills Energy Corporation is the natural gas utility provider for the City of Dubuque. Alliant Energy and Maquoketa Valley Rural Electric Cooperative are the electrical utility providers for the City of Dubuque. The City of Dubuque franchise agreements with Black Hills Energy Corporation, Alliant Energy, and Maquoketa Valley Rural Electric Cooperative grant these companies non-exclusive authority to maintain and operate natural gas and electric distribution systems within the city limits.

### Fiber Optic Network

High-speed fiber service is growing in demand, and the City has been working to facilitate this expansion through the installation of conduit in new development/construction projects and through agreements with private carriers, see Figure 7.4 on following page. For example, in 2015 the City entered into an agreement with Wisconsin Independent Network LLC to use existing city conduit to extend its fiber optic network from the Julien Dubuque Bridge west to Unity Point Health-Finley Hospital.

Continued expansion of this fiber optic access throughout the community will be important to enhance the viability of the community.

## Waste + Recycling

### Collection Services

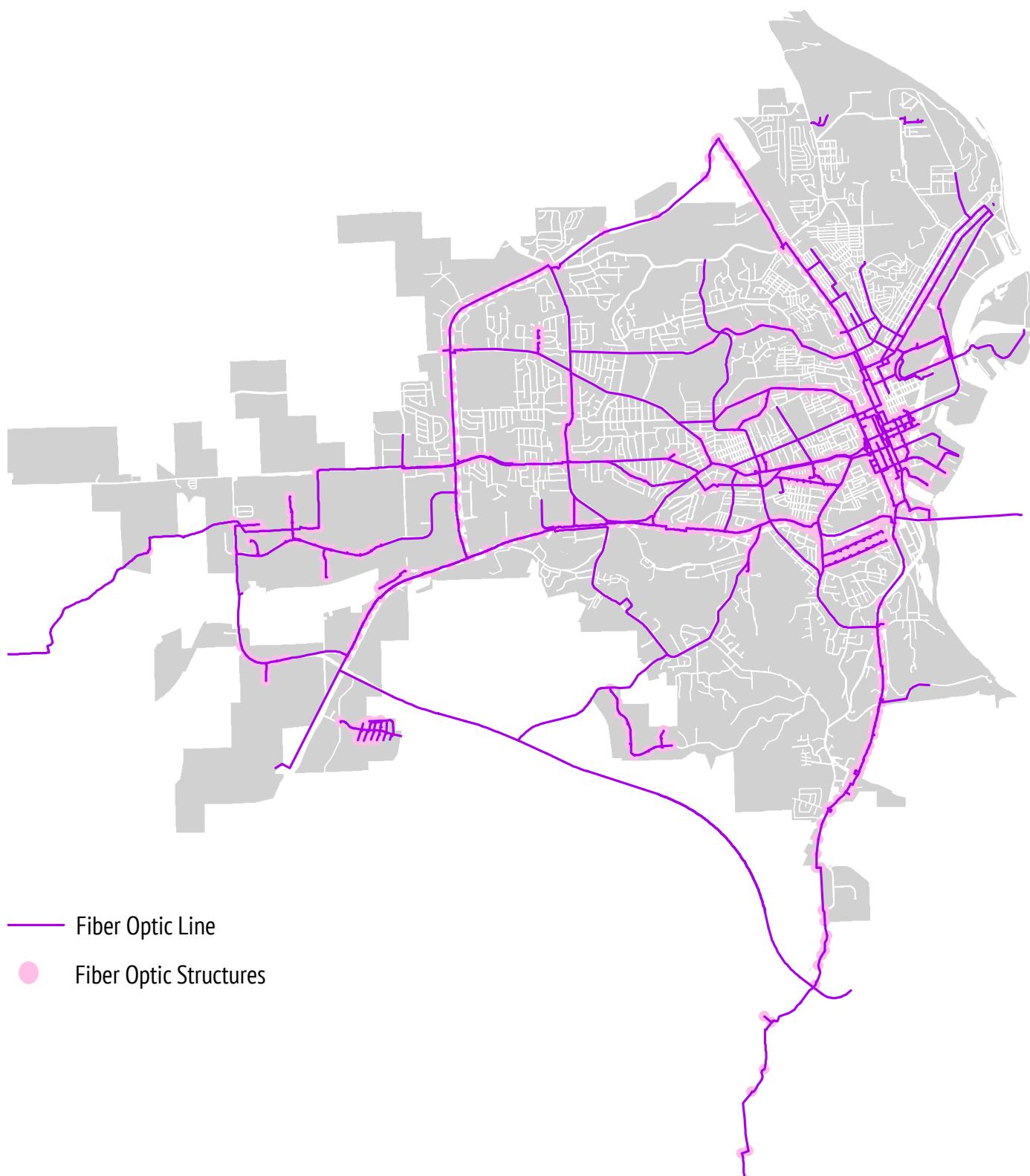
The City of Dubuque offers curbside collection services to all single-family through six-plex multi-family households within the city limits. The Curbside Collection program includes refuse collection, recyclables collection, food scrap collection, large item pick-up, and yard waste collection. The Dubuque Metropolitan Area Solid Waste Agency offers several services to businesses and residents of Dubuque, including appliance recycling, composting, construction & demolition debris disposal, drop-off recycling, electronics recycling, hazardous materials disposal, and special event recycling units.

### REThink Waste Dubuque

A newly announced program, REThink Waste Dubuque, allows residents to download an app that will provide curbside collection day reminders, a waste wizard that contains tips on what can and cannot be recycled, as well as information on composting, reuse, and proper waste disposal. Through this program the City has made it even easier for residents to stay connected and informed about curbside collection, recycling, and related programs.

■ FIGURE 7.4

□ Fiber Optic Line Map



# Public Safety

## Dubuque Police Department

The Dubuque Police Department is headquartered downtown at the Dubuque Law Enforcement Center, 770 Iowa Street. The Police Department leases its space within this County-owned building. The facility is also home to the Dubuque County Sheriff's Office and the Dubuque County Jail. As of August 2016, the City's police force includes 109 sworn officers and nine civilian employees across five divisions:

- Administration & Staff Services
- Patrol
- Community Oriented Policing
- Criminal Investigations
- Records

### Police Officers + Personnel

The Police Department has been accredited by the Commission on Accreditation of Law Enforcement Agencies since 1993. The City's police force equals that of similar Midwest cities, according to the Federal Bureau of Investigation, with 1.9 sworn officers for every 1000 residents. The Police Department has approximately 50 personnel assigned to Patrol with an average of 8 to 12 during different times of the day to cover over 31 square miles in the city of Dubuque. The department operates three shifts, 24/7, 365 days a year.

### 911 Communications Center

The 911 Communications Center is another leased space within the Dubuque Law Enforcement Center. The Center's staff dispatches 13 fire departments and answers all 911 and non-emergency phone calls for Dubuque County. Staff includes one manager, four lead dispatchers, eight full time public safety dispatchers, and six part-time public safety dispatchers. The Center has shared space with the Dubuque County Emergency Responder Training Facility since 2007, and does have needed staffing levels or capacity relative to call volume. An expanded 911 Communications Center should continue to be explored.

## Safety Statistics

While perception of safety in Dubuque varies, the statistics show that Dubuque is a safe place based on low violent crime and property crime figures. According to the FBI Report of Offenses Known to Law Enforcement, the city violent crime rate in 2012 was lower than the national violent crime rate average by 43% and that of Iowa's by 17%. Moreover, Dubuque's property crime rate in 2012 was lower than the national average by 26% and Iowa's by 7%.

## Educational Campaign

While police are ramping up strategies to make Dubuque even safer, a proactive educational campaign on crime statistics and awareness might help quell concerns over crime, and encourage residents to conquer a fear of crime where little exists. This, in turn, can bring Dubuque closer together, break down social barriers, and help generate economic activity and investment in all corners of Dubuque.

*As part of their mission, the Dubuque Police Department aims to serve and protect the residents of Dubuque with integrity, compassion, competence, and open minds.*

## Body-Worn Camera Program

In January 2017, the Dubuque Police Department adopted a body-worn camera policy, whereby all sworn officers are strongly encouraged to activate audio/video recordings during traffic stops, suspicious person/vehicle contacts, arrests, vehicle searches, physical or verbal confrontations or any use of force, or upon request by the person the officer encounters. The program is funded through several sources including the City of Dubuque, a Department of Justice grant, and donations from concerned citizens.



**Fact:**  
**Dubuque Crime Rates Lower than both State and National Averages**



**Violent Crime**  
**43% Lower Than National Average**  
**17% Lower than Iowa Average**



**Property Crime**  
**26% Lower Than National Average**  
**7% Lower than Iowa Average**

*Source: 2012 FBI Report of Offenses Known to Law Enforcement*

## Fire Department

The Dubuque Fire Department provides fire prevention, fire suppression, hazardous materials, specialized rescue, paramedic ambulance, and emergency first responder services. The department also provides emergency and non-emergency medical transports and transfers to local hospitals as well as on-scene medical assistance. The Fire Department has mutual aid agreements with the volunteer fire departments that serve the other cities and rural areas in Dubuque County. With six fire stations and 90 personnel, the Fire Department maintains 24/7 response, 365 days a year.

The largest station is headquartered downtown at 11 W 9th Street, while smaller satellite facilities ensure fire protection and emergency response to peripheral neighborhoods. All are staffed with Emergency Medical Services paramedics. Roughly 75% of calls are for emergency services, while 25% are fire related.



▲ Station 5 | 689 S. Grandview

**Fact:** Dubuque's Fire Suppression 'Insurance Services Office' (ISO) Class 2 rating places it in the top 3% nationally and keeps insurance rates low. The Class 2 rating is the highest rating achieved among Iowa fire departments.



**Fact:**  
The Fire Department provides emergency and non-emergency medical transports and transfers to local hospitals.



### Resources

**6 Fire Stations**  
**90 Personnel**

**Operates 24/7**  
**365 Days a Year**

### Fire Station Calls

**75%**  
**Emergency Services**  
  
**25%**  
**Fire Related**

Source: 2012 FBI Report of Offenses Known to Law Enforcement

## SPOTLIGHT ON LIVABILITY

### Community-Oriented Policing



Community-oriented policing is a philosophy and organizational strategy that emphasizes proactive solutions to underlying public safety issues. Strategies include partnerships with landlords, neighborhood associations, and the fire marshal.

## SPOTLIGHT ON EQUITY

### Building Community Trust and Confidence



Along with the Human Rights Director, the Chief of Police serves as an Equity and Inclusion Liaison to the City Manager. As liaisons, these individuals serve as a point of contact providing safe support for underrepresented community members who have questions and concerns about equity and inclusion in local government. The liaisons are available to all underrepresented communities, including racial and ethnic minority communities, the LGBTQ community, and immigrants and refugees. The goal of these liaisons is to foster relationships of mutual trust and confidence in fair and professional governance, and to elevate concerns to the City Manager and/or other city officials.



▲ Fire Department Headquarters, 11 West 9th Street | Source: City of Dubuque

#### Fire Department (continued)

The City's Fire Department recently received an Insurance Services Office rating of 2, an upgrade from their previous rating of 3, thus placing it in the top three percent in the nation. An Insurance Services Office rating is an indicator of how well a community is protected in the event of a fire on a scale of 1-10, with 1 being the highest possible rating. A lower rating can positively impact property insurance premiums with some insurance companies.

The Fire Department is striving to increase the diversity of its staff. Resources are available within the City to train and develop new fire and rescue personnel. Northeast Iowa Community College offers a fire training program. Moreover, the City conducts much of its training within the Department itself. The Dubuque Fire Department utilizes an excellent training facility in Dubuque County at 14928 Public Safety Way. The Dubuque Fire Department does not operate a tanker truck, and therefore does not respond to emergency calls outside the city limits.

**As growth occurs to the south and southwest, the City should explore potential future sites of an additional station with access to the Southwest Arterial.**

#### SPOTLIGHT ON LIVABILITY

#### Environmental and Sustainability Commitment



In March 2013, the City adopted an Environmental and Sustainability Commitment for the Municipal Services Center to reduce negative environmental impact from the following operations:

- Electricity and natural gas consumption
- Stormwater management
- Small container management
- De-icer materials handling
- Fuel delivery and spill cleanup

## Infrastructure

#### Public Works

The Public Works Department is responsible for over 20 activities including road and sewer maintenance, refuse and recycling collection, street lighting and underground electrical utility location, and Port of Dubuque and Riverfront maintenance. The department is located in the Municipal Service Center at 925 Kerper Court.

#### Dubuque Metropolitan Area Solid Waste Agency

Public Works coordinates closely with the Engineering Department and has a joint agreement with the Dubuque Metropolitan Area Solid Waste Agency, providing full administrative and operations staff support for its landfill operations, yard waste composting, household hazardous materials management, electronic waste management, and solid waste management education programs.

##### The Public Works Department is responsible for:

- 325 miles of road
- 146 miles of storm sewer
- 290 miles of sanitary sewer

#### 8 out of 10 Streets in Good Condition

The State of Iowa does an inspection of streets to conduct an asset management pavement inventory. Overall, 77% of Dubuque's roadways are in good condition.

#### 4,400 Service Calls Per Year

The Public Works Department also fields service calls. About 4,400 calls are received annually, the majority of which are related to solid waste removal, snow and ice control, and street maintenance for curbs and potholes. The City aims to respond to sanitary sewer maintenance requests within one hour.



The Public Works Department also recycles asphalt for use in future roadway projects. This hazardous material is diverted from landfilling and sold to a local asphalt recycling business, which creates a Reclaimed Asphalt Pavement mixture with up to 20% reused material.

**Public works targets 5-7 miles of asphalt repaving annually.**

## Education

### Dubuque Community School District

The Dubuque Community School District had a total enrollment of approximately 10,600 students during the 2016-17 academic year. As illustrated in the table on page 7-19, enrollment has been relatively stable in recent years, with a small decline in enrollment over the past 10 years. Given funding formulas and educational goals, slow but steady growth of approximately 50 students per year would be ideal in the future. The District anticipates population growth to the south could make this a possibility in conjunction with the Southwest Arterial.

### Increase Diversity of Staff

During public outreach, residents expressed concern over a limited diversity in school district staffing. As of 2016, approximately 2% of teachers are non-white while 8% of Dubuque's community identify as non-white. Dubuque Community School District is very aware of this divergence, and is actively working to diversify their staff.

### Graduation Rate Above National Average

The graduation rate is 92%, with ACT scores above national averages and similar to statewide averages. Educational attainment can help enhance demand for housing as families seek to enroll children in quality schools.

### Key Partnerships Enhance Educational Outcomes

The Dubuque Community School District has worked closely with Northeast Iowa Community College to create a dual enrollment program in computer numerical control, welding, and childcare. Partnering with the Chamber of Commerce has led to a Young Entrepreneurs Program. The Dubuque Community School District also partners with the City to provide high school resource officers.

- Another excellent example of partnerships is Dubuque Community School District's partnership with the City for joint use of playgrounds and other recreational facilities. Schools play a critical role in the social and cultural vibrancy of neighborhoods and the community. They bring people together around a common goal, and conveniently located throughout the community and within neighborhoods.
- Prescott Elementary is an excellent example of local partnerships, with community rooms and multiple uses designed into the facility. The school is actively used for non-school events and activities. For example, the City's Leisure Services Department operates programs using the gymnasium and the Circles Initiative uses the facility for their monthly meetings.



**2016 - 2017 Enrollment  
10,600 Students**



**Desired Annual Growth  
50 Students Per Year**



**Graduation Rates  
92% of Students**



**ACT Scores  
Above National Average**



▲ The Prescott Elementary School playground served as the "Kids Zone" for Imagine Dubuque's Equity Workshop. Co-hosted by Inclusive Dubuque and Circles Initiative®, Leisure Services brought the fun (literally) with their Rec & Roll Mobile.

### **Renovations: Hempstead High School**

Many recent renovations have improved Dubuque Community School District facilities, including both high schools. Completed in 2016, the \$30 million renovation at Hempstead High School added a 700-seat auditorium, a gym, athletic locker rooms, a wellness locker room, and classroom space for art, music and technology.

### **Renovations: Dubuque Senior High**

After a \$10.5 million renovation of its athletic stadium in 2013, Dubuque Senior High broke ground in 2017 on a \$30 million project that includes a gym, classroom, student commons, administrative offices, and a cafeteria.

- Funding for these capital improvements is aided by the State of Iowa's one-percent sales tax for capital facilities and technology.



*"1% of taxes for schools should be for everything in school, not just the building + remodeling (books, teachers, etc.)"*

*- Idea shared via the project website*



**1% Sales Tax For Capital Facilities + Technology**



#### **Hempstead High School**

**\$30 Million Renovation**

700-seat auditorium, a gym, athletic locker rooms, a wellness locker room, and classroom space.

#### **Dubuque Senior High**

**\$30 Million Renovation**

Gym, classroom, student commons, administrative offices, and a cafeteria.

### **Middle Schools + Elementary Schools**

The Dubuque Community School District includes three middle schools and 13 elementary schools with a combination of historic and modern facilities. Enrollment stands at 1,150 at Roosevelt Middle School, close to capacity with 650 students at Washington Middle School, and has declined to 500 at Jefferson Middle School. Older elementary schools have less capacity with enrollments near 300 students, while newer elementary schools in the district can hold up to 600 students. Dubuque Community School District operates Elementary schools on a neighborhood concept which enhances walkability and social interaction. Prescott Elementary School is the only charter elementary school in Iowa with a focus on problem-based learning and the arts, and has restricted class sizes to 24 students.

**Dubuque Community School District developed a five-year strategic plan in 2012 to guide District operations. That plan is scheduled to be updated in late 2017, early 2018 to guide the next five-year period.**



▲ Hempstead High School

## Western Dubuque Community School District

As Dubuque continues to expand to the west, some future residents will be a part of the Western Dubuque Community School District. At 555 square miles, the Western Dubuque Community School District is the largest in the state of Iowa in terms of geographic coverage. The graduation rate of the district stands at 98%, while the ACT score averages 22.9. Among graduates, 56% enroll in post-secondary education. The District currently contains four elementary schools, one middle/intermediate school, and two high schools.

Peosta Elementary School, which is within the 2-mile extra territorial jurisdiction of this plan, is currently above target enrollment capacity. The Western Dubuque Community School District is currently conducting a population study, to be completed in Fall 2017, that will address the future needs of elementary and junior high schools in the area. Enrollment increased by 226 students from 2006-2016, while the Dubuque Community School District declined by 117 students over the same period.

**As population growth continues to occur south and west of Dubuque, the need for additional schools should be monitored.**

## Higher Education

Dubuque is a regional hub for higher education in the tri-state area. Three private, liberal arts institutions:

- Loras College
- University of Dubuque
- Clarke University

As well as multiple seminaries, which call Dubuque home. Northeast Iowa Community College offers adult education classes in downtown Dubuque, and many other programs and technical training throughout Northeast Iowa.

**Partnerships with these institutions are integral to the future well-being of the city. More on higher education can be found in the Economic Development Analysis in the Appendix.**



## What is the Greatest Opportunity to Increase Social and Cultural Vibrancy?

27% of Quick Poll Respondents (64 Individuals) voted for “Increasing partnerships among schools, faith based groups, non-profits and others” and “Educational opportunities for youth such as art camps or other intensive engagement” to increase social and cultural vibrancy.

**FIGURE 7.5**

### Dubuque School Enrollment Trends

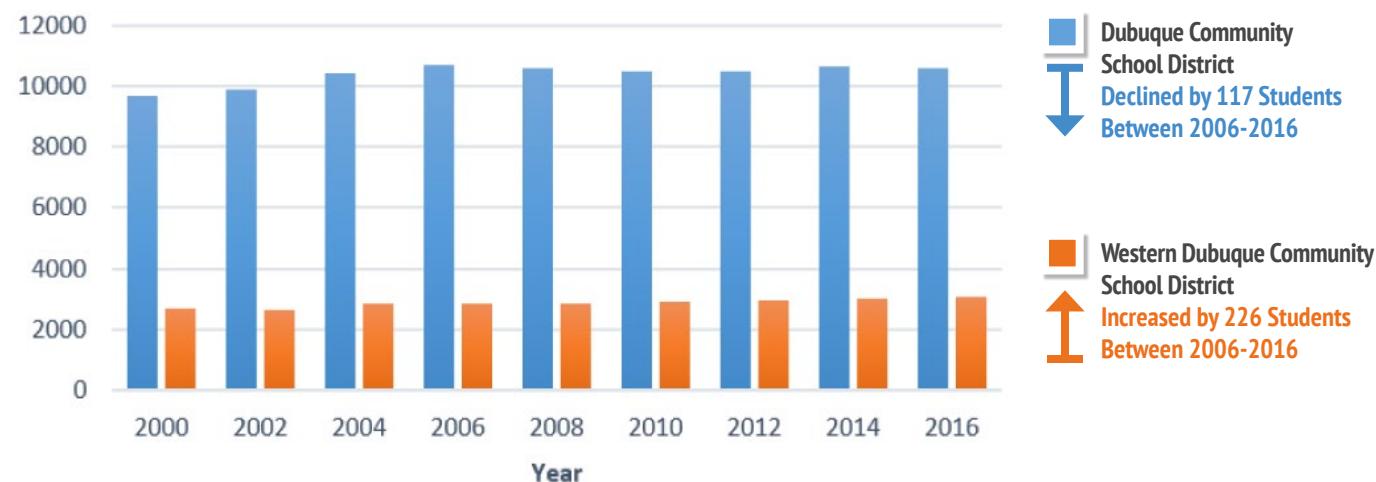
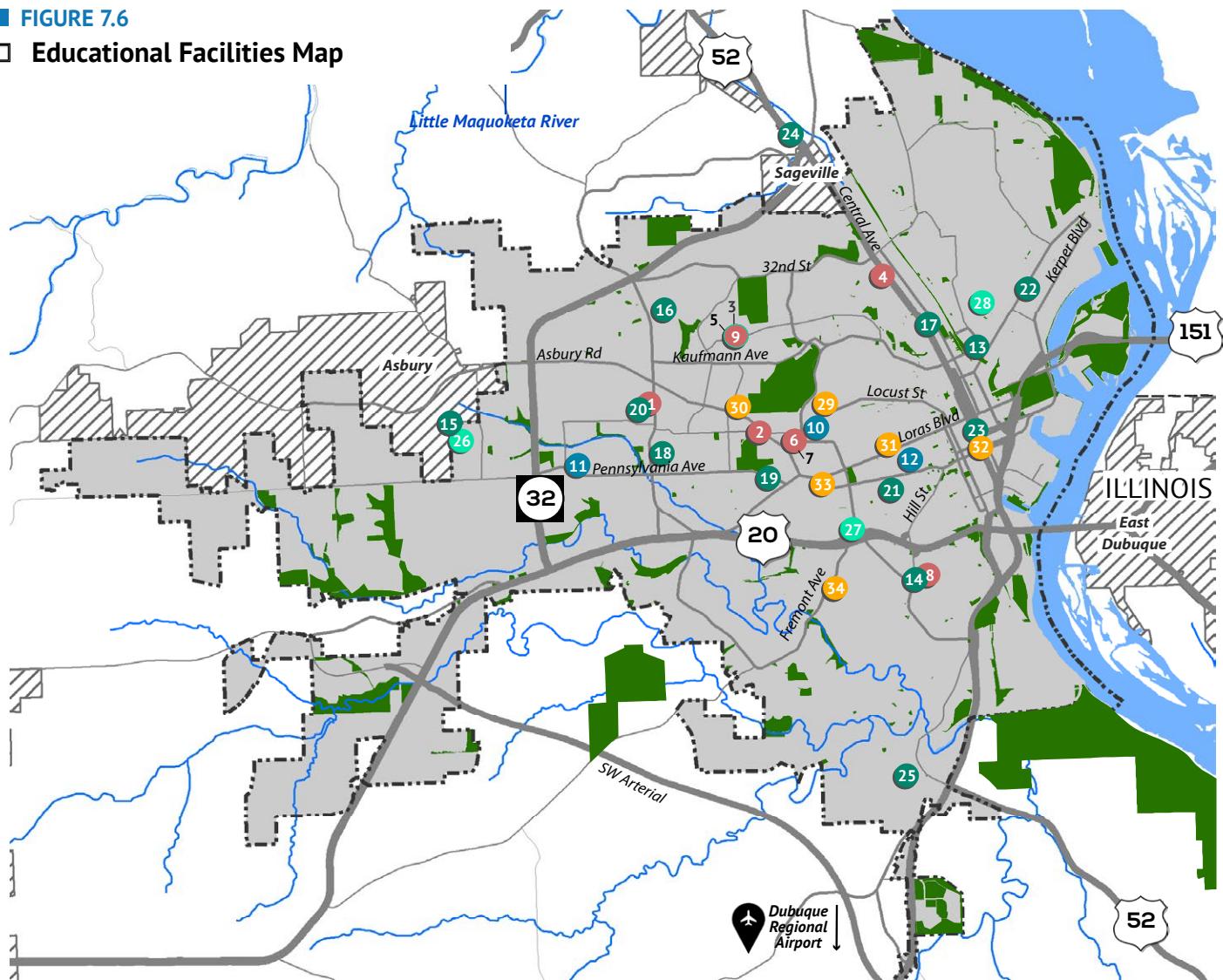


FIGURE 7.6

Educational Facilities Map



## Educational Facilities

### Private Schools

- 1 Dubuque Lutheran School
- 2 Hillcrest School
- 3 Holy Family Catholic Schools
- 4 Holy Ghost Catholic School
- 5 Mazzuchelli Catholic Middle School
- 6 Our Lady Of Guadalupe
- 7 St Anthony Catholic School
- 8 St Columbkille's Catholic School
- 9 Wahlert High School

### High Schools

- 10 Dubuque Senior High School
- 11 Stephen Hempstead High School
- 12 Alternative Learning Center

### Elementary Schools

- 13 Audubon Elementary School
- 14 Bryant Elementary School
- 15 Carver Elementary School
- 16 Eisenhower Elementary School
- 17 Fulton Elementary School
- 18 Hoover Elementary School
- 19 Irving Elementary School
- 20 Kennedy Elementary School
- 21 Lincoln Elementary School
- 22 Marshall Elementary School
- 23 Prescott Elementary School
- 24 Sageville Elementary School
- 25 Table Mound Elementary School

### Middle Schools

- 26 Eleanor Roosevelt Middle School
- 27 George Washington Middle School
- 28 Thomas Jefferson Middle School

### Higher Education

- 29 Clarke University
- 30 Emmaus Bible College
- 31 Loras College
- 32 NICC Dubuque Center
- 33 University Of Dubuque
- 34 Wartburg Theological Seminary

THE CITY OF  
**DUBUQUE**  
Masterpiece on the Mississippi

**IMAGINE**  
**DUBUQUE**



## Parks and Recreation Facilities

Dubuque has an extensive park and recreation system (see Figure 7.7 on the following page) which is managed by the Leisure Services Department.

A quality park and recreation system contributes multiple benefits to the community, providing opportunities for improved physical and mental health, social interaction, protection and enhancement of the environment. On page 5-23, many additional recreational investments desired by residents are highlighted. However, maintenance and updating of existing facilities is also critical to providing the quality expecting by both existing and future Dubuque residents. For example:

- **Restroom facilities** in many of the City's parks are dated and in need of improvements to both enhance appearance and provide operational savings by installation of new energy efficient fixtures.
- Replacement of older **park lighting fixtures** with more energy efficient ones would reduce operating costs.
- Playgrounds, park drives, parking areas, shelters and other **park improvements** all need to be integrated into a replacement schedule.
- The Leisure Services Department has completed a partial **assessment for compliance** with the Americans with Disability Act (ADA). This assessment needs to be completed on all facilities, with a strategy and budget for improvements to provide appropriate accessibility to all recreational improvements.
- The City has begun to replace the **irrigation system** at Bunker Hill Golf Course, and the remainder of the irrigation replacement project should be completed to insure the on-going viability of the course.

□ **Existing outdoor swimming pools** are outdated based upon the standards of what residents have experienced in other communities. An assessment of the existing outdoor pools in Dubuque has been completed, and updates and upgrades are needed to meet residents' expectations for modern aquatic facilities. Many residents also suggested a desire for smaller spray parks.

□ **Existing indoor program space** at Allison-Henderson, Comiskey and the Slattery Center are heavily used and at various levels of repair. While the Leisure Services Department maximizes the use of this space and partners with the Dubuque Community School District and others to provide facilities, many Imagine Dubuque participants suggested a desire for additional indoor recreational opportunities.

□ **The Grand River Center** will be 20 years old in 2023. Appropriate updates to mechanical and other systems, restroom renovations, and other enhancements should be evaluated and worked into capital facility plans and budgets.

“

*“Investing in parks and recreation in general would go a long way towards making me want to stay here and be proud to call myself a Dubuquer.”*

*“There is a recreational facilities gap: Dubuque doesn't offer some of the things that people moving to the area expect: splash pad(s), no large community center, no rec center.”*

*- Ideas shared via community outreach*

”

## Recreational Partnerships

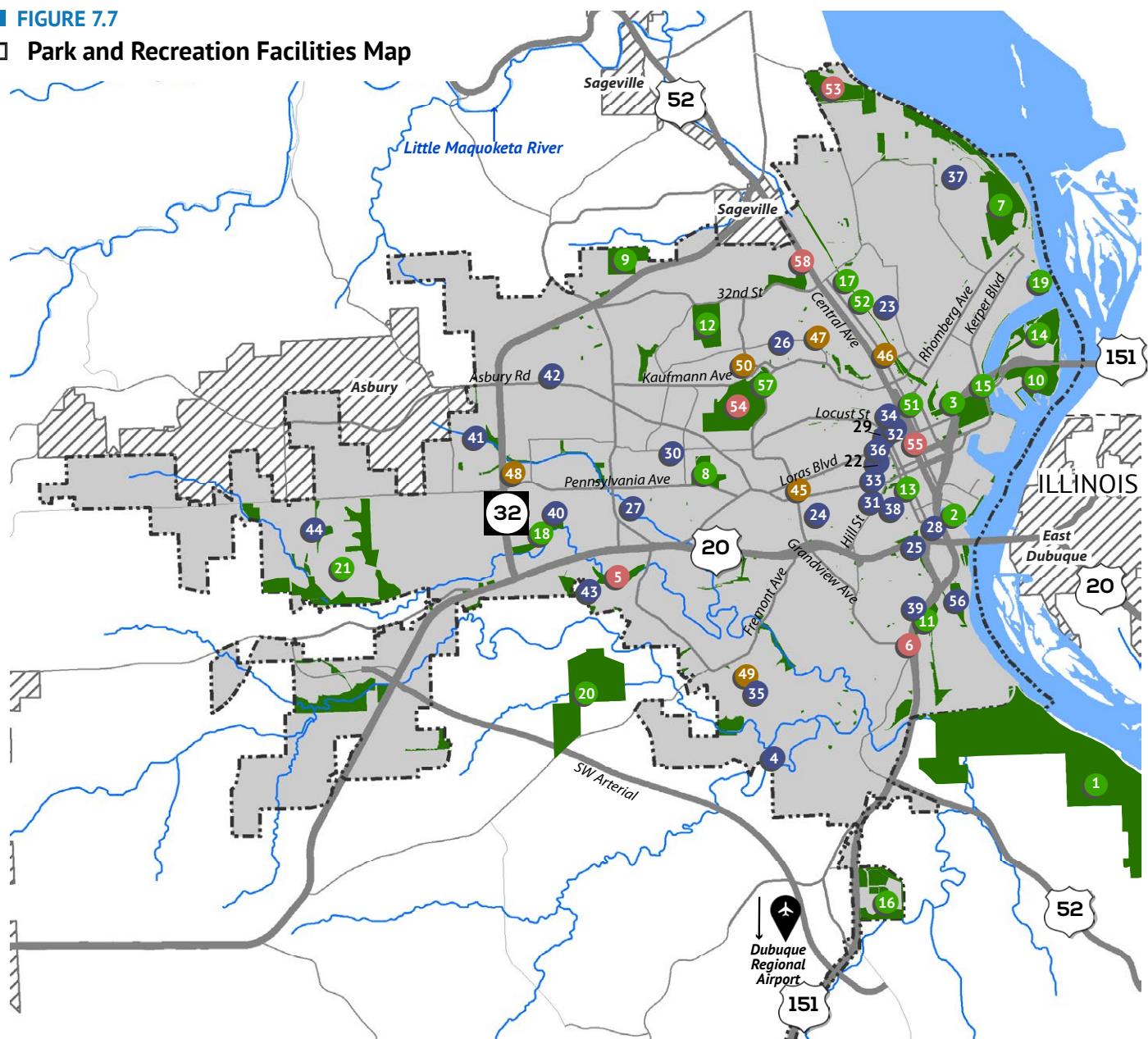
The City, through the Leisure Services Department, partners with many organizations to meet the diverse recreational needs of the community. In addition to the noted partnership with the Dubuque Community School District to use their facilities, the City has worked with entities like the Dubuque Arboretum, Storybook Hill Children's Zoo, and the Tri-State Modelers (radio-controlled airplanes) to provide space for these and many other recreational activities within City-owned land. Partnerships like these are a great way to provide desired recreational opportunities while keeping costs within reach of residents. Additional partnership opportunities with groups interested in mountain biking, rugby, indoor or outdoor soccer, lacrosse, pickleball and others should continue to be explored and implemented where feasible.



▲ Storybook Hill Children's Zoo | Photo Credit Storybook Hill Children's Zoo

**FIGURE 7.7**

**Park and Recreation Facilities Map**



## Park and Recreational Facilities

### Community Park

- 56 Mines of Spain State Recreation Area
- 19 Bee Branch Creek Greenway
- 3 Eagle Point Park
- 32 Flora Park
- 4 Marshall Park
- 21 McAleece Recreation Complex
- 50 Murphy Park
- 10 Veterans' Memorial Park
- 35 Washington Park
- 14 Miller Riverview Park
- 20 Pyatigorsk Park
- 57 Granger Creek Nature Trail

### Mini-Park

- 6 Heritage Trail
- 44 Medical Associates Greenbelt
- 7 AY McDonald Park
- 54 Roosevelt Park
- 45 John G Bergfeld Recreation Area
- 17 Pet Park
- 33 Allison-Henderson Park
- 13 Comiskey Park
- 12 Gay Park
- 31 Usha Park
- 52 Valentine Park
- 16 Valley High Park
- 30 Avon Park
- 9 Burden Park
- 38 Cancer Survivor Park
- 42 Cleveland Park
- 11 Elmwood Green Park
- 37 Falk Park
- 41 Flat Iron Park
- 25 Grant Park
- 29 Hillcrest Park
- 31 Hilltop Park
- 24 Jackson Park
- 34 Jefferson Park
- 23 Madison Park

### Neighborhood Park

### Other

- 53 Marna Ridge Children's Forest
- 27 Rocco Buda Jr. Park
- 2 Eagle Valley Park
- 39 Walter-Cooper Park
- 48 Southern Park
- 36 Welu Park
- 28 Teddy Bear Park
- 15 Harvest View Park
- 47 Riley Park
- 43 Westbrook Park
- 18 Orange Park
- 8 Pinard Park
- 49 Maus Park
- 55 Creek Wood Park
- 46 Center Grove Open Space
- 51 Grandview Green Space
- 1 Four Mounds Park
- 22 Bunker Hill Golf Course
- 26 Prescott Elementary School
- 5 Oakwood Park



# Municipal Facilities

## Public Library

The Carnegie-Stout Public Library has a staff of 42 part-time employees and 18 full-time employees. According to its annual report, the Carnegie-Stout Public Library serves 900 customers per day, 96% of which are Dubuque residents.

### Library Collection Includes:

- 180,000+ Volumes
- 400 Periodicals
- Audio Materials
- Video Materials
- Telegraph Herald Newspaper Archives (1850 - Present)

### Access + Parking

The existing library is easily accessible via public transportation. There were a few comments expressed requesting free parking near the library during the engagement process (see sidebar at right). Parking is available on-street and in an adjacent City parking lot, both metered and free after 5 p.m.

### Branches

There are no satellite branches of the Dubuque Public Library, and there also was some interest in a satellite facility – particularly one more accessible to residents living on the west side of Dubuque. Sites such as the Kennedy Mall may offer potential for expansion of library services through a library kiosk in the mall.

### Maker Space (Pictured Below)

The Carnegie-Stout Public Library is offering more digital and interactive programming. Their Maker Space (pictured below) is a creative workstation that includes iPads, Macbooks, 3D printing, a green screen, and other video equipment. The Carnegie-Stout Public Library plans to offer a “low tech” program on crafts as well.

**VOICES OF DUBUQUE**

*“Bigger children’s library with reading nooks, children’s toys, games/puzzles for checkout.”*

*“More library branches.”*

*“Improved internet, electronic reading, and online library resources for seniors.”*

*“Give library volunteers a “free” place to park. When I am volunteering, it costs me to do this, why?”*

*“Library parking stickers.”*

*“Free parking for library volunteers.”*

*“Free parking at the library.”*

*“Library branch on the west side of town.”*

*“I love the monthly free movies at CSLibary.”*

- Ideas shared via public outreach.



▲ Carnegie Stout Public Library Maker Space





#### SPOTLIGHT ON VIABILITY

### Carnegie-Stout Public Library Partnerships

Carnegie-Stout Public Library should continue to partner with Dubuque Community Schools, the colleges, seminaries, and Northeast Iowa Community College to serve youth and provide educational resources and opportunity in Dubuque. Offering expanded access to technology could help inspire and build skills of youth and young professional in the community, helping to close the skills gap.



“

*“Improve internet, electronic reading, and online library resources for seniors.”*

*- Idea shared via the project website*

”

## Multicultural Family Center

The mission of the Multicultural Family Center is to empower families and community members to reach their potential and build unity out of diversity. Located in the Ruby Sutton Building, the Multicultural Family Center is a public/private partnership with the City of Dubuque, as well as a non-profit. Located in City-owned space at 1157 Central Avenue, the Multicultural Family Center plays a prominent role in bringing diverse groups of people together in Dubuque. The Multicultural Family Center offers programming, seminars, activities, and events space focused on community empowerment and civic engagement. For example, the Multicultural Family Center supports teens through summer employment, environmental education, and community service. In 2016 the City purchased the neighboring 10,079 square foot building to allow for the expansion of Multicultural Family Center programming.

*"In 2015, the Dubuque Branch of the NAACP petitioned the City Council to name the Multicultural Family Center after Ruby Sutton. Ruby moved with her family to Dubuque in 1960 when it was one of the whitest cities in the U.S. Ruby's entire life was marked by courage, determination and passion for social justice. In addition to raising eight children, she completed her college degree in Chicago by traveling to and from class every day on the train. With the Board's strong support, the Council voted unanimously to name the building housing the Multicultural Family Center in her honor."*

“

*"The Multi-Cultural Center shouldn't be the only place in town where different races interact.*

*"Ruby Sutton Multicultural Family Center is a plus."*

*"Use arts and cultural programs to connect people across divisions of socio-economic status, race, religion, age, etc. Arts is a universal language – use it intentionally to bring people together."*

*- Ideas shared via community outreach*

”

## Dubuque Regional Airport

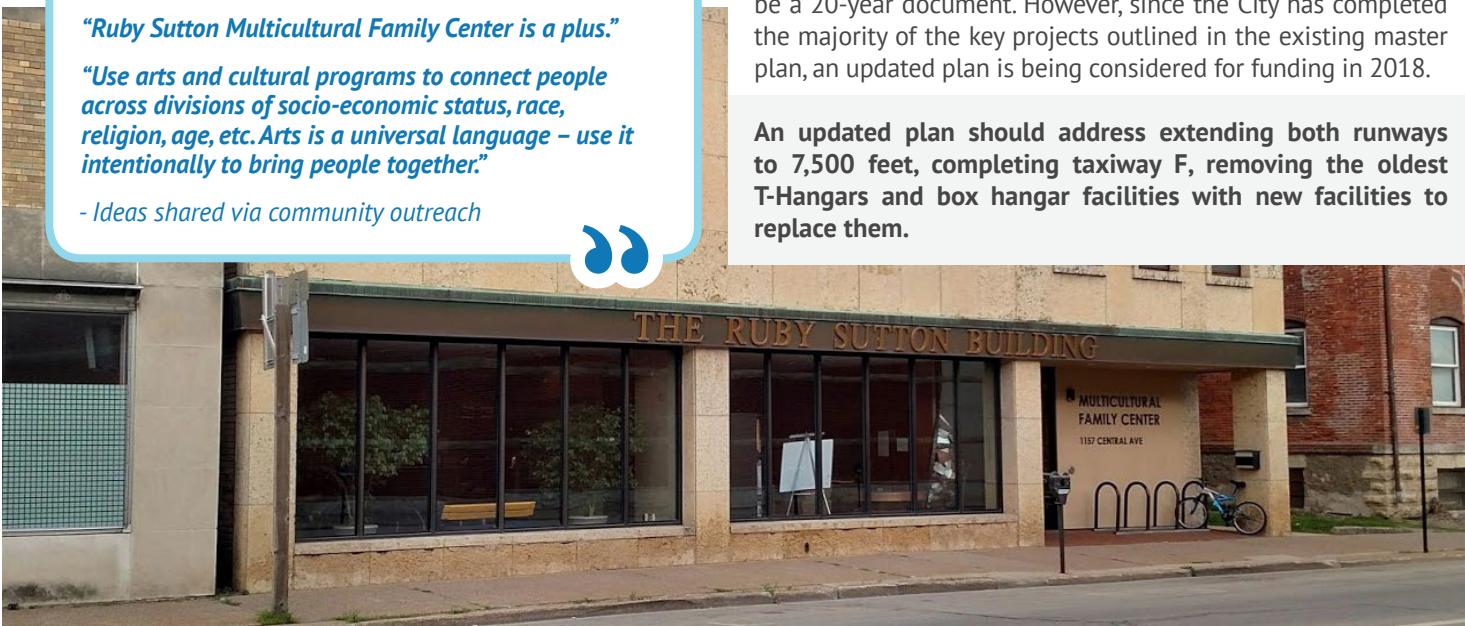
The Dubuque Regional Airport has approximately 1,300 acres of land, although most cannot be developed because of its proximity to runways, taxiways, clear zones, etc. The remaining property has appropriate zoning restrictions to ensure appropriate land use compatibility.

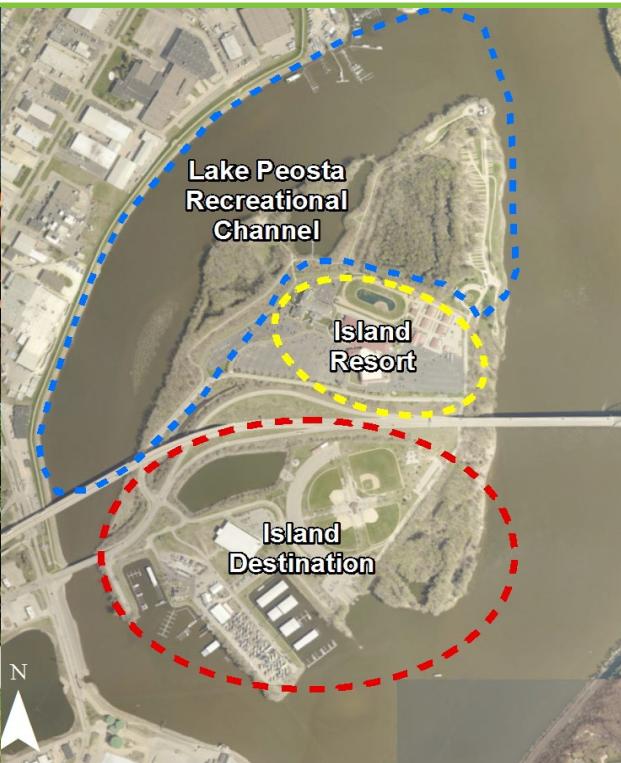
- Approximately 550,000 sf along the flight-line is available for aviation uses and has just been leased to the University of Dubuque to construct a new aviation campus. Approximately 300,000 sf of this area will return to airport control in 2019.
- The remaining 250,000 sf will remain under contract to the University until 2052. Across Airport Road land uses are less restrictive and approximately 15 acres are immediately available for commercial and industrial uses.
- Further south, adjacent to the new airline passenger terminal, 40 acres are also available for commercial and industrial uses. Until 2016, the biggest limiting factor was a lack of water and sewer infrastructure but that is now in place.

**Available Facilities:** All hangars are rented to individual or corporate users. The old airline terminal facility (11,566 sf) had been under consideration for use by University of Dubuque until earlier this year when they elected to build a new campus. Today this aging facility is programmed for demolition as soon as funds are available.

**Facility Requirements:** The airport will be updating its master plan over the next several years. The last one was completed in 2005 and the Federal Aviation Administration considers them to be a 20-year document. However, since the City has completed the majority of the key projects outlined in the existing master plan, an updated plan is being considered for funding in 2018.

**An updated plan should address extending both runways to 7,500 feet, completing taxiway F, removing the oldest T-Hangars and box hangar facilities with new facilities to replace them.**





## Chaplain Schmitt Island

The Chaplain Schmitt Island Master Plan was adopted in 2014 and amended in 2017, creating a long-term vision for the city-owned island in the Mississippi River near downtown Dubuque. The plan recommends three different areas: Lake Peosta Recreational Channel, Island Resort, and Island Destination.

▲ Top Left: Dragon Boat Festival | Bottom Left: Grand River Center | Right: Planned Improvements to Chaplain Schmitt Island

## City-Owned Properties

The City government of Dubuque consists of 34 departments that predominately operate out of three administrative buildings downtown; City Hall at 50 West 13th Street, the City Hall Annex at 1300 Main Street, and the Historic Federal Building at 350 West 6th Street. While the bulk of departments operate out of City Hall, the City Hall Annex is home to the Health Department, Information Services Department, Health Services Department, Sustainability Coordinator, and Cable TV. Additionally, the Housing and Community Development Department operates out of the Historic Federal Building.

### Other City-Owned Properties Include:

- Five Flags Civic Center and Theater
- Multicultural Family Center
- Water & Resource Recovery Center
- Eagle Point Water Treatment Plant
- Dubuque Intermodal Transportation Center and Bus Barn
- Multiple Parking Ramps
- Flora Pool
- Sutton Pool
- Bunker Hill Golf Course
- Municipal Services Center
- Carnegie-Stout Public Library
- Port of Dubuque Marina
- Grand River Center

### Chaplain Schmitt Island and the South Port

Among city-owned land, the greatest redevelopment opportunity sites include Chaplain Schmitt Island and the South Port. Details of the master plans of both sites are provided in the appendix of this document. Development of these areas will likely occur through public-private partnerships.

- Other key sites for redevelopment include the former Bowling & Beyond site at 1860 Hawthorne Street, 429 Rhomberg Avenue, a vacant corner structure, and the S&K building, currently home to an industrial supplier, on 11th Street. Both sites have future redevelopment plans. Planning to begin for the former Blum Junk Yard at 16th Street and Elm Street.

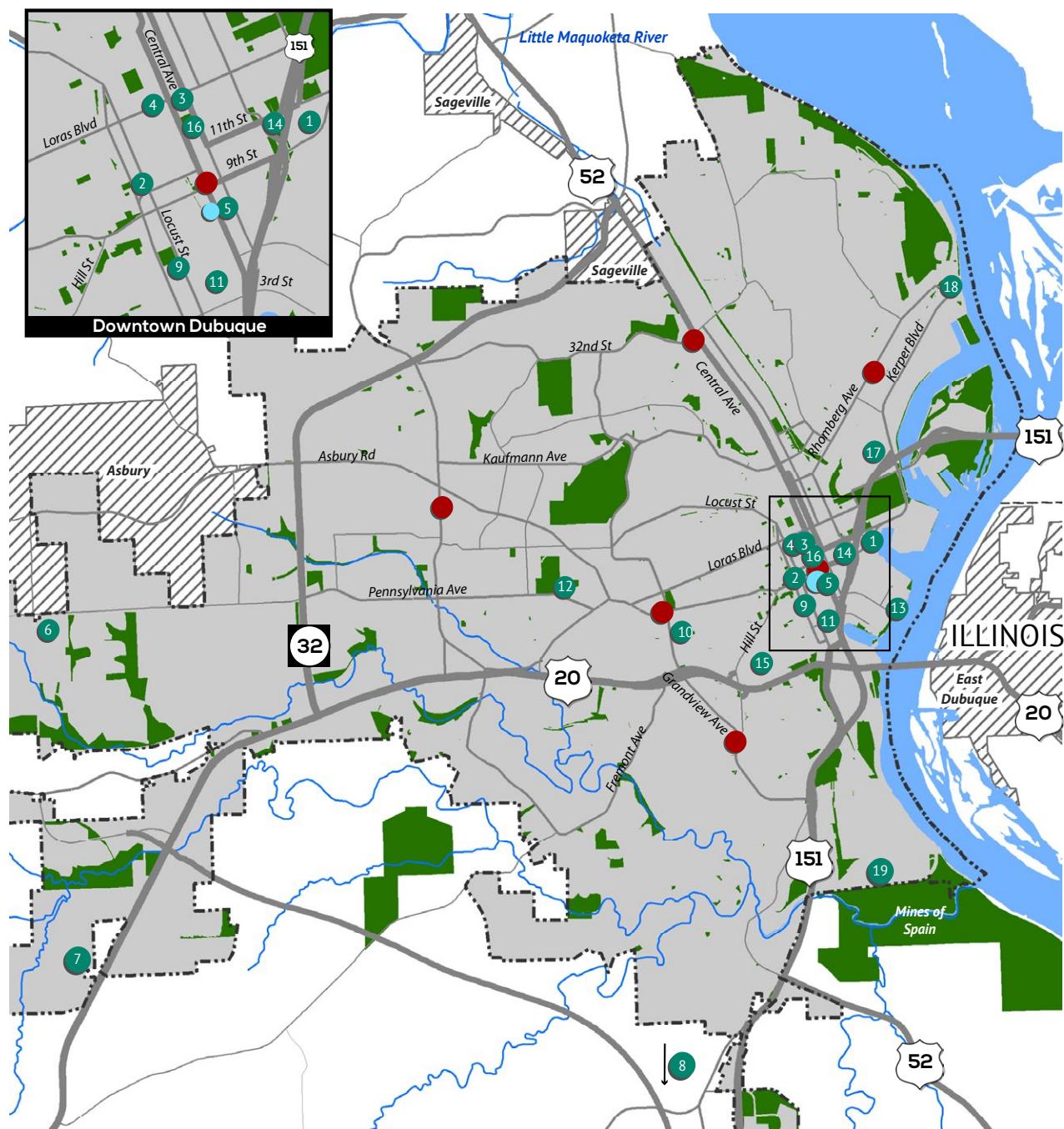
### Five Flags

The City is in the process of studying the Five Flags Civic Center, which is a 4,000-seat arena adjacent to the Five Flags Theater, a 700-seat historic performing arts theatre. The Center has served Dubuque well, but the building age and design as well as other event, sports, and entertainment facilities developed in the Region have precipitated the study.

- A market study is being prepared and outreach was currently conducted to gather community opinions on Civic Center. The study will present information for decision-making regarding the future of the facilities.

FIGURE 7.8

Community Facilities Map



Community Facilities Map

- 1 Bus Storage Facility
- 2 Carnegie-Stout Public Library
- 3 City Hall
- 4 City Hall Annex
- 5 County Court House
- 6 Dubuque County Emergency Responder Training Facility
- 7 Dubuque Metropolitan Area Solid Waste Agency
- 8 Dubuque Regional Airport
- 9 Federal Building
- 10 Finley Hospital
- 11 Five Flags Center
- 12 Flora Pool
- 13 Grand River Center
- 14 Intermodal Transportation Center
- 15 Mercy Medical Center
- 16 Multicultural Family Center
- 17 Municipal Services Center
- 18 Sutton Pool
- 19 Water & Resource Recovery Center

THE CITY OF  
**DUBUQUE**  
Masterpiece on the Mississippi

**ID** IMAGINE  
DUBUQUE



0 0.5 1 2 Miles

# Community Facilities Recommendations

## Infrastructure

- Continue to expand the sanitary sewer collection system to meet growth needs, particularly in proximity to the Southwest Arterial, the West End, and in the South Port.  
- Utilize the results of the water system dynamic model (currently under development) to identify current needs, as well as plan for future growth of the community.   
- Continue the integration of the former Vernon Township and Barrington Lakes water systems into the overall City of Dubuque system.  
- Develop and adopt a stormwater ordinance to guide future growth and development and to address onsite infiltration and sustainable development practices.   
- Partner with Green Dubuque and other similar organizations to define metrics to monitor progress on environmental goals as outlined in the Climate Action and Resiliency Plan. 
- Continued expansion of fiber optic access throughout the community.   

## Public Safety

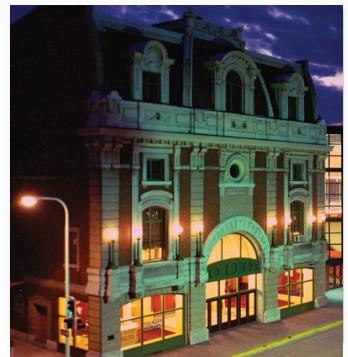
- Ensure budget and staffing needs for all City departments as Dubuque's population grows.  
- Identify and document deficiencies of existing 911 Communications Center, and explore facility expansion.  
- Continue to explore the possibility of adding a police substation to further community policing efforts and adequate geographic coverage.  
- Explore potential future sites of an additional fire station with access to the Southwest Arterial.  

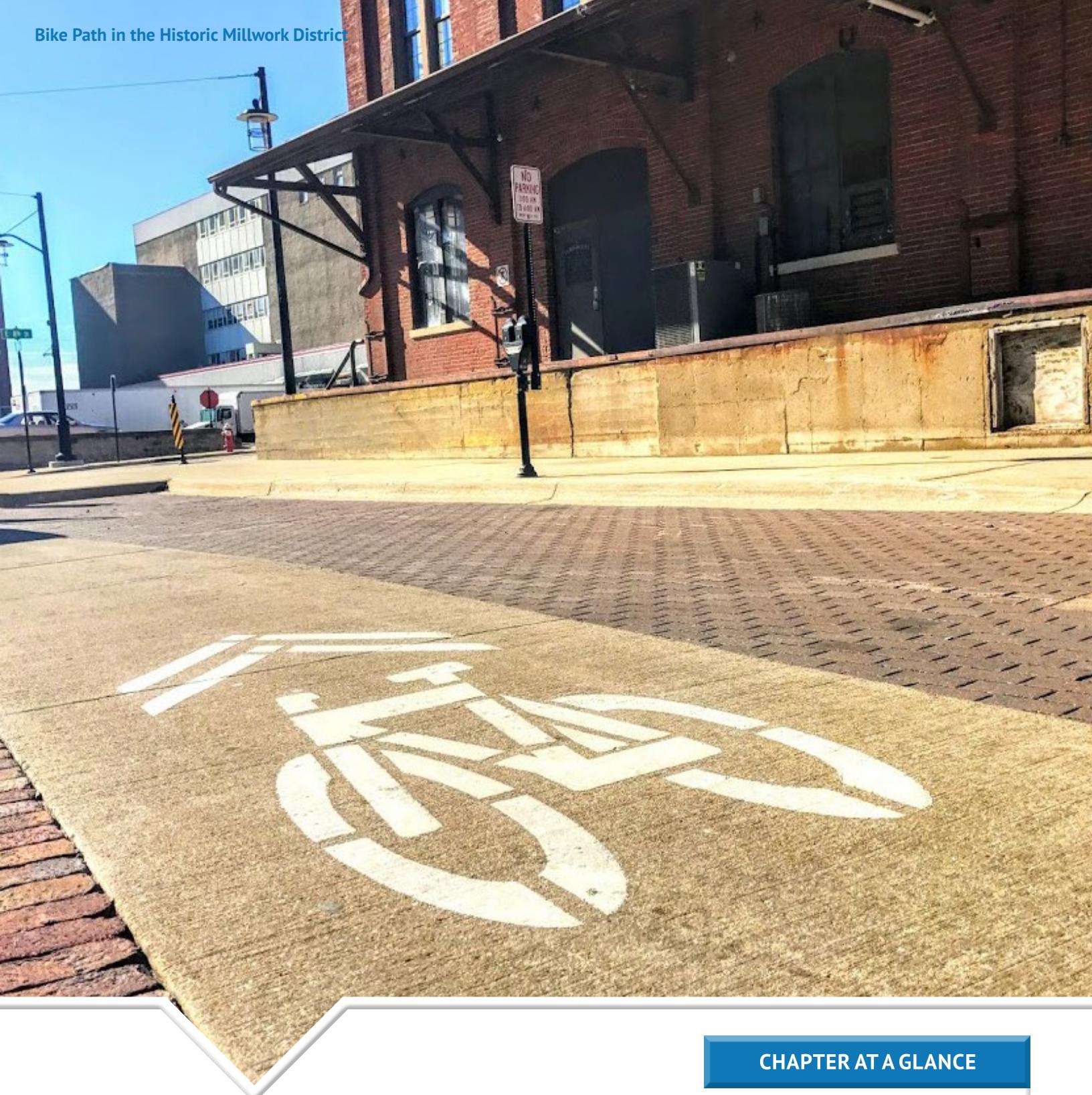
## Municipal

- Explore the potential for a small library branch within the West End and volunteer parking near the Carnegie-Stout Library.   
- Strategically implement the Chaplain Schmitt Island and the South Port Master Plans through partnerships.  
- Implement future plans for Five Flags Civic Center based on outcomes from the Five Flags Civic Center Assessment and Study to better showcase this downtown venue.  
- Continue and expand partnership efforts with school districts, colleges, universities, and non-profits to maximize use of taxpayer dollars and enhance the utilization of facilities and other resources.  
- Evaluate and implement, where practical, green energy options for all public facilities.  



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*





## CHAPTER 8

# TRANSPORTATION + MOBILITY

### CHAPTER AT A GLANCE

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# CHAPTER 8

## TRANSPORTATION + MOBILITY

*Transportation is a vital link within Dubuque's economic fabric. Investments in transportation promote City goals through improved access to jobs, services, and recreational opportunities via a range of modal options. A safe, robust, and balanced transportation system enhances the City's quality of life.*

### Introduction

In addition to economic and mobility considerations, efficient use of the transportation system is critical to the sustainability of Dubuque. The 2013 Dubuque Community Climate Action & Resiliency Plan found that transportation accounted for 23% of Dubuque's total greenhouse gas emissions. That plan identified many projects that would support reduced Green House Gas emissions, including:

- Complete Streets implementation
- The Jule Transit System redesign/fuel efficient buses
- Dubuque Intermodal Transportation Center (completed in 2016)
- Southwest Arterial (to be completed in 2019)
- Smarter City Intelligent Transportation Systems
- Roundabout conversions (first roundabout completed in 2016)

Transportation also plays a role in community health. A 2010 Green Dubuque, Inc. publication titled, *The Cost of Incomplete Streets* found that obesity and inactivity among Dubuque residents cost \$722 per person annually, costs that could in part be reduced with expanded bike and pedestrian facilities.

The remainder of this chapter will focus on the issues and ideas for improved transportation and mobility for Dubuque.



▲ Crosswalk and pedestrian sign outside of Wahlert High School

**An efficient transportation system is critical to the sustainability of Dubuque.**

**23%**

Of Dubuque's total Greenhouse Gas emissions are due to transportation.



**Transportation also plays a role in community health.**



**\$722**

Per person cost, spent annually on health and transportation needs due to obesity and inactivity.

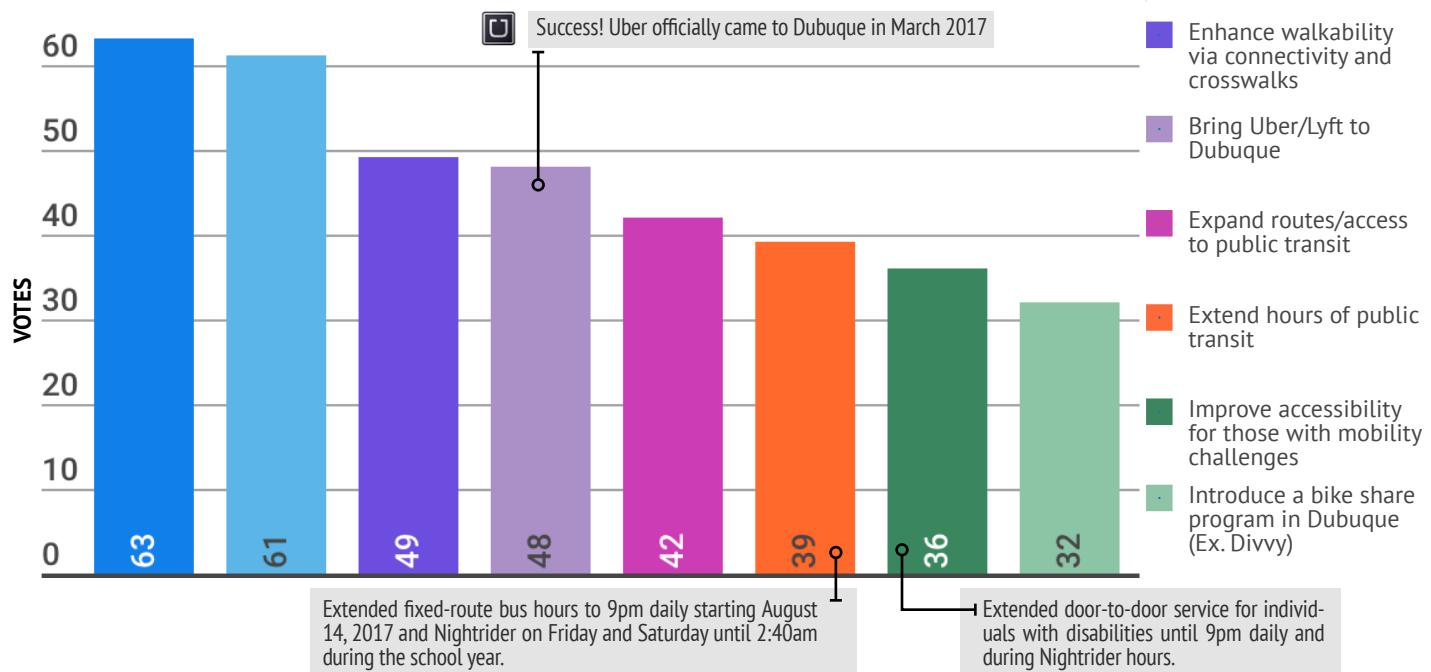


■ FIGURE 8.1

□ When it comes to mobility what do you want most for the future of Dubuque?

Figure 8.1 indicates that the general feedback received from this Quick Poll question, which centers on the desire for pedestrian, biking, Complete Streets, and transit initiatives. Additional feedback was supportive for general roads and infrastructure improvements as well.

- Enhance off-street trail network and connectivity
- Improve on-road bike lanes



## Input

The transportation approach to the Comprehensive Plan was framed by the input received from the community. The extensive and multifaceted public engagement approach described in Chapter 2 details the overall engagement process and describes how this input was solicited in greater detail. Additional transportation input received and polling results are included herein. Figure 8.1 (above) highlights the transportation strategies that ranked highest with residents of Dubuque from the Environmental Integrity Quick Poll.

Hundreds of comments were received on transportation issues and ideas over the course of community engagement for the Plan. The comments received most frequently related to the topics identified in Figure 8.1. The concerns of the community included most major modes of travel, with a heavy emphasis on bicycle, pedestrian, and transit modes.

## Vision

Based on input received and other relevant City planning studies conducted, the proposed transportation vision for Imagine Dubuque is:

***"A convenient and connected transportation system for residents of all ages and abilities. The system will incorporate all modes, leverage technology, and promote new transportation ideas to foster strong neighborhoods and a thriving and sustainable city."***



## VISION GOALS

The proposed transportation goals that support this vision are outlined below:

- **Mobility**  
Expanded mobility for all system users.
- **Efficiency**  
Improve transportation system efficiency and reliability.
- **Economy**  
Provide a transportation system that enhances Dubuque's economy.
- **Sustainability**  
Provide a diverse, equitable and environmentally sustainable set of transportation options.
- **Safety**  
Enhance safety for all system users.

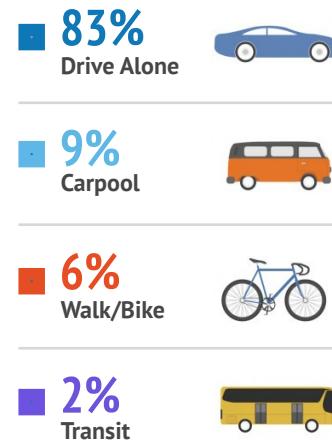
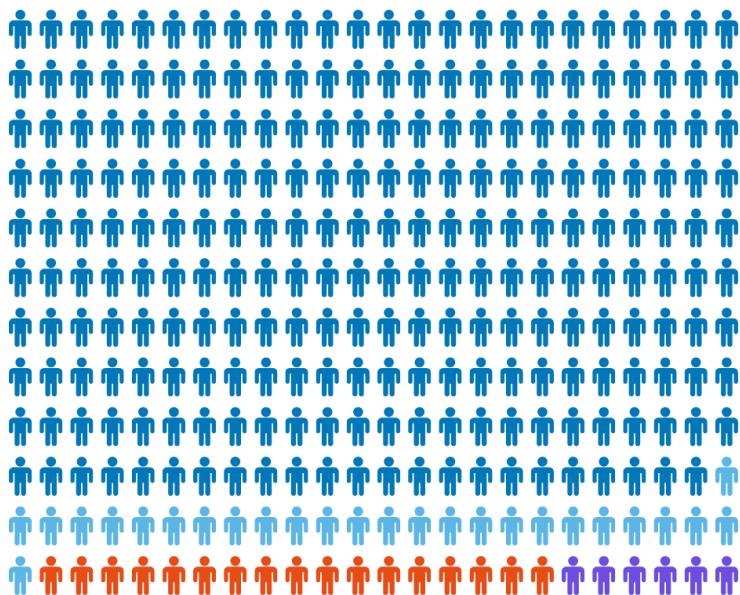
## Travel Patterns

To understand how the City currently travels, data from the U.S. Census Bureau were evaluated. Figure 8.2 shows the mode of travel residents of Dubuque use for their work commute.

■ FIGURE 8.2

### □ How do Dubuque residents currently get to work?

- 92% of residents drive to work alone in an automobile or carpool.
- 6% of residents walk or bike to work.
- 2% of residents take the bus to work.



Source: 2011-2015 American Community Survey 5-Year Estimates



## QUICK FACT

### Commute Patterns

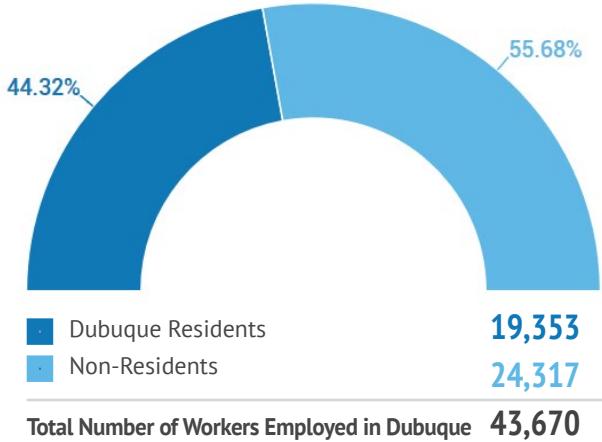
Commute patterns explain the relative strength of the Dubuque economy. The more non-residents that commute into the City to work, the larger the economic draw. Commute patterns highlight the importance of transportation connections beyond the City's boundaries. This chapter discusses many of the roadway, bus, and planned rail connections between Dubuque and surrounding communities and regions.

Data from the Longitudinal Employer-Household Dynamics program at the U.S. Census Bureau indicates that Dubuque is a net importer of workers. This means that there are more people that commute into Dubuque for work, than Dubuque residents that commute elsewhere for work. Figure 8.3 and Figure 8.4 show the breakdown of commute patterns in and out of Dubuque.

- As shown, nearly twice as many people commute into Dubuque (24,317) as those that commute elsewhere from Dubuque (12,437).

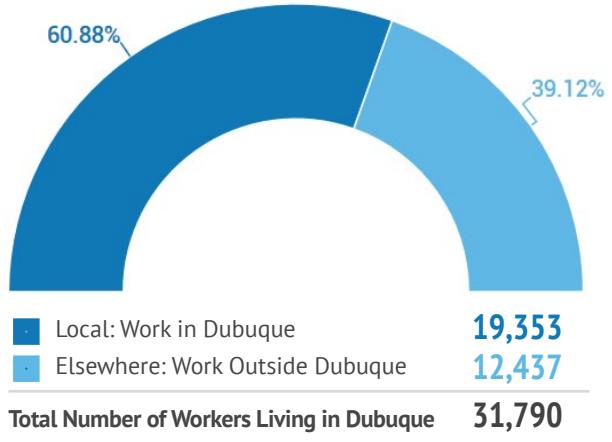
■ FIGURE 8.3

□ **Dubuque Workforce:**  
What is the ratio of residents to non-residents?



■ FIGURE 8.4

□ **Stay Local or Travel Elsewhere:**  
Where do Dubuque residents work?



## Complete Streets

***The objective of Complete Streets is to provide safe and convenient transportation options for all modes of transportation and system users.***

This includes all user ages and abilities and also incorporates all modes of transportation; including pedestrians, cyclists, public transit users, motorists, and freight vehicles. Complete Streets are most effective when integrated into all phases of project planning and development. They are important elements of the Comprehensive Plan and should be considered to further establishing the role of Complete Streets in Dubuque.

Established nearly two centuries ago, Dubuque has a long history of streets that have served more than just automobiles. Like much of America, its development pattern and street design became more automobile-focused following World War II. Feedback received from a wide cross-section of the Dubuque community indicates that the City should make it a high priority to plan and design streets that better accommodate pedestrians and bicyclists.

### Recent Developments

Three major Complete Streets developments that have occurred in recent years include:

- The City Council passed a resolution adopting a Complete Streets Policy for Dubuque in 2011. The policy encourages an expanded use of Complete Streets principles in street planning and design.
- The City Council made the Complete Streets Policy part of the Unified Development Code for new subdivisions in 2012.
- The \$7.7 million Historic Millwork District Complete Streets project was completed in 2012. Elements included curb bulb outs to reduce pedestrian crossing distances, sustainable materials, street furniture, bike racks, handicapped-accessible design, and historic preservation elements.



#### Connecting the First and Last Mile

More than just reliable and accessible transit, Complete Streets relies on the successful integration of trails and trail heads with bus stops and transfers to allow people to travel the “first and last mile” to/from transit.

Bike and ped connections are essential for transit routes to be effective. If you can't cross the street because it's unsafe, you may have to board the bus just to get from one destination to another even if they're just 40 feet apart.

▲ Millwork District Complete Street Treatments

## Guiding Principles

As the City continues to implement Complete Streets, three primary guiding principles should be considered:

- During each stage of a street's maintenance cycle and project development, identify opportunities to plan, design, fund, and implement Complete Streets elements.
- Make Complete Streets investments that consider the wider network of Complete Streets.
- Not all roadways are good candidates for Complete Streets.
- Motorist education is an important component of making roadway corridors safer for all modes of transit.

## Roadways Not Ideal for Complete Streets

- ✖ **Arterials:** Roads that carry high vehicular traffic volumes and serve inter-regional traffic (such as US 20 and the Southwest Arterial) are often best served by limited and separate pedestrian facilities like sidewalks and trails.
- ✖ **Limited ROW:** Additionally, many streets in Dubuque have limited public right-of-way (ROW), particularly in the older portions of the community. This often limits the range of modes and activities that can be accommodated within the street environment.
- ✖ **Topography:** In many Dubuque corridors, steep grades can limit a large portion of the cycling population from biking.



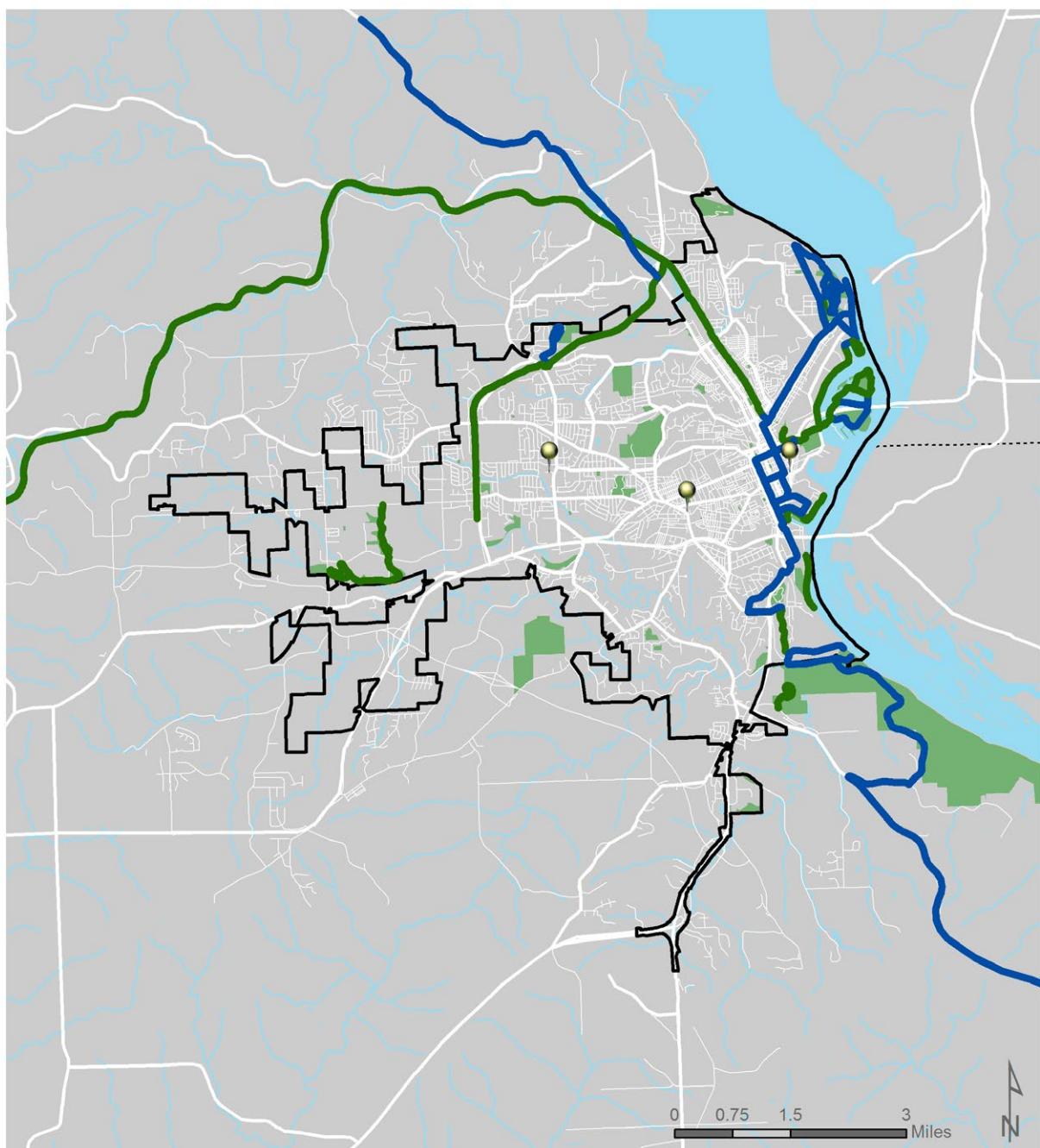
**“Get on your feet Dubuque!  
Walk, dance, stand, etc.  
Health begins with  
even walking one block.  
Walkable cities are more  
equitable and sustainable.”**

- Idea shared via the project website

## ■ FIGURE 8.5

### □ Existing and Proposed Future Trails and On-Street Bike Routes

The current trail and on-street bike system is shown in Figure 8.5, along with proposed future trails.



### Existing Bike Facilities

#### Bike Facilities

Off-Street Trails  
On-Street Bike Routes

Parks

Dubuque City Limits

Bus Transfer Stations



## John F. Kennedy Road Corridor: Complete Streets Case Study

*To illustrate the opportunities a Complete Streets approach might provide, the John F. Kennedy Road (JFK) corridor is presented as a case study in this section.*

JFK between Dodge Street (US 20) and Asbury Road is a corridor that was noted by many Dubuque residents for its barriers to safe and convenient pedestrian and bicycle travel. The general transportation characteristics noted in the JFK corridor included:

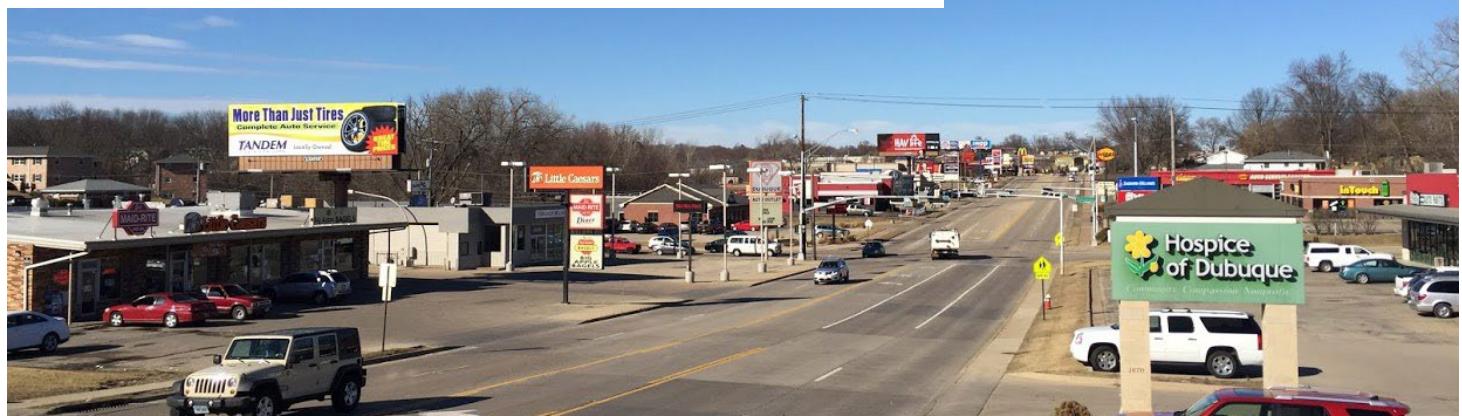
### Characteristics

- **Fast:** Relatively high vehicular travel speeds (35 miles per hour).
- **Broken:** Discontinuous sidewalk facilities.
- **Impediments:** Utilities and signage placed in the middle of sidewalks.
- **Unsafe:** No boulevard separation between the street and pedestrian.
- **Barriers:** Limited opportunities for safe pedestrian crossings.
- **Topography:** High levels of driveway access to the street.

As with many corridors, Complete Streets opportunities are not easily attained. There are implementation barriers to overcome for many of the corridor's Complete Streets elements. JFK is a minor arterial street that carries relatively high traffic volumes.

### Average Daily Traffic

According to the Iowa Department of Transportation traffic volume maps, average daily traffic volumes in the JFK corridor range between 12,900 just south of Asbury to 23,800 just north of Pennsylvania. For this reason, much of the corridor warrants a 5-lane cross section based on traffic capacity. These high volumes overlay the segment of JFK with the narrowest public right-of-way; south of Pennsylvania Avenue, the street right-of-way (ROW) is approximately 70 feet wide. This limited ROW is relatively narrow to accommodate five (5) travel lanes and sidewalk amenities.



▲ JFK Corridor

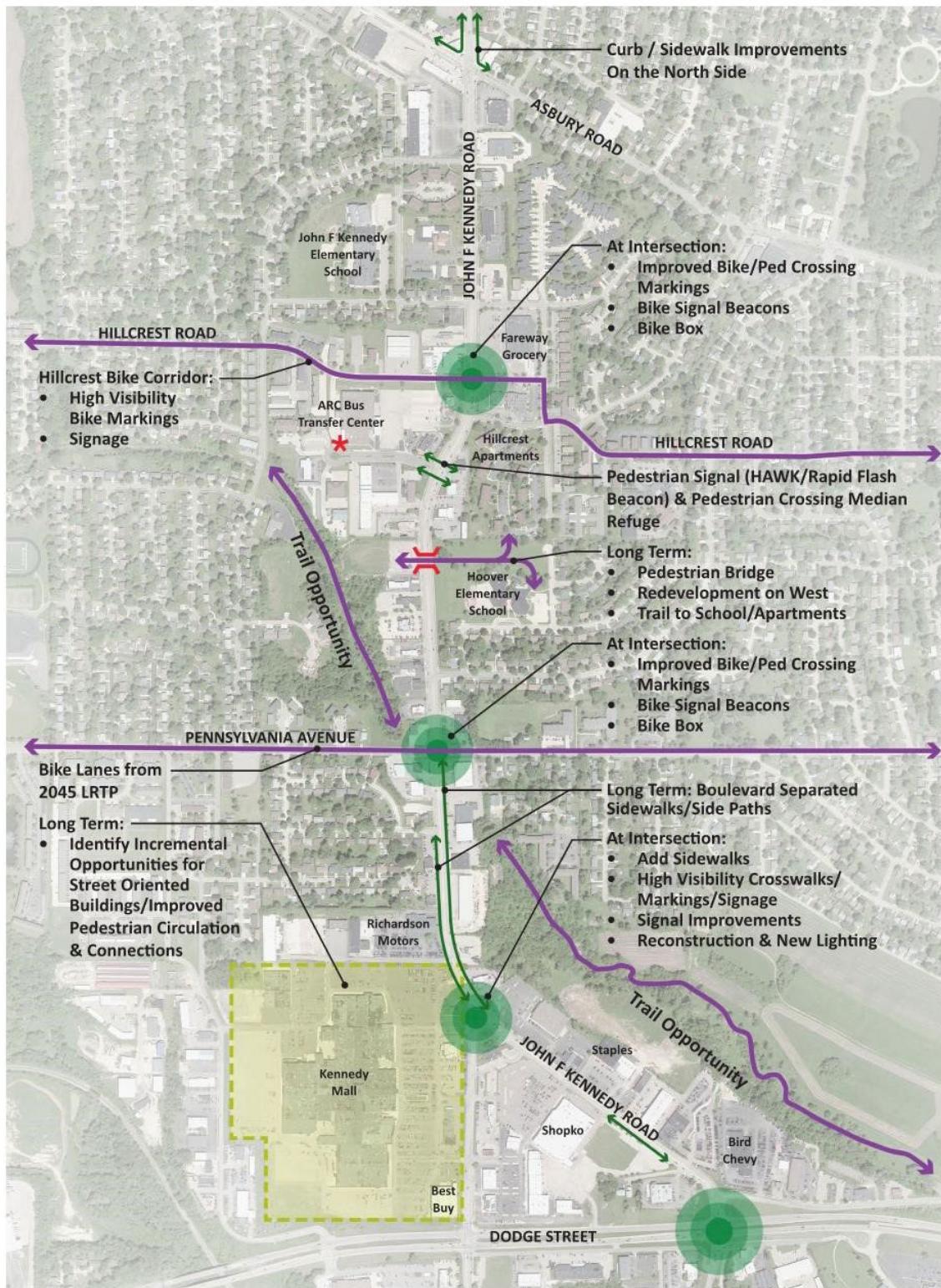
At the Environmental Integrity Community Workshop on February 21, 2017, the JFK corridor was discussed to get input on issues and opportunities for improved mobility and safety. Planning staff also evaluated the corridor.



■ FIGURE 8.6

□ Potential Complete Streets Opportunities in JFK Corridor

Based on the input received, and an evaluation of the challenges in the corridor, potential solutions are illustrated in Figure 8.6. Highlights of some of those solutions are discussed below.



## Improved Pedestrian Crossings at Intersections

Pedestrian crossings of JFK's signalized intersections should be designed in a manner that provides as short of a crossing distance as possible, while making the pedestrian as visible as possible to drivers. Some potential improvement elements for pedestrian crossings at intersections include:

- **Complete sidewalk networks** represent the backbone of a safe pedestrian network. By completing sidewalk connections to the intersections, clear direction is provided to pedestrians as to where they should cross. Opportunities to fill in JFK sidewalk gaps were identified in Figure 8-6, particularly south of Pennsylvania.
- **Effective crosswalks are highly visible.** This provides a cue to drivers that it is the pedestrians' space and that drivers should yield to pedestrians during the appropriate signal phases. High visibility crosswalk markings, as shown in the adjacent photo, provide a more visible pedestrian environment and often improve pedestrian safety. As noted in Figure 8.6, there are opportunities to incorporate crosswalk striping improvements at the JFK intersections with Wacker, Pennsylvania, Hillcrest, and Asbury. LED lights can also be embedded into the crosswalk for enhanced visibility as shown in the image below.
- **Where possible, provide tight corner radii.** Tighter corner radii at intersections improve pedestrian safety by providing shorter crossing distances, slower vehicle turning speeds, and place pedestrians closer to drivers' line-of-sight. This design consideration can be a trade-off in many corridors with high heavy commercial vehicle volumes. Large trucks often require wider turn radii to navigate intersections.



▲ Illustration of Mid-Block Crossing (Source: NACTO)

## Midblock Pedestrian Crossings

Midblock pedestrian crossings assist with safe pedestrian crossings at desired locations that do not have proper access provided by the street network.

**Midblock crossings are warranted where:**

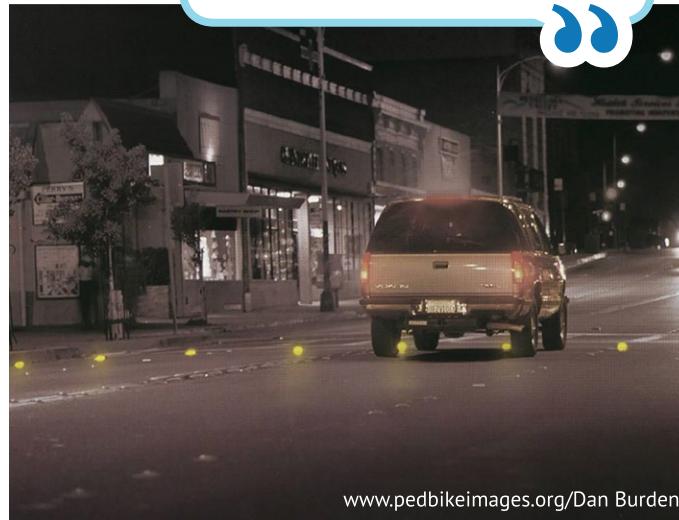
- Streets are wider
- Blocks are longer
- Vehicle speeds are higher
- Pedestrian traffic generators are nearby

On corridors like JFK with 5-lanes, signalized crossings should be considered, along with refuge island medians.

Based on the characteristics of the corridor, a midblock pedestrian crossing should be considered at a location between Carter Road and Hillcrest Road, to connect Hoover Elementary, Luther Manor, and the Hillcrest apartments on the east side of JFK with the ARC Bus Transfer Center and retail destinations on the west side of JFK. Potential locations are shown in Figure 8.6. A grade-separated pedestrian crossing concept, shown below, is likely a longer-term option in the corridor.

*“Better connected neighborhoods through multiuse trails. For example getting to Eisenhower School from Carter Road or Heritage Trail to JFK via 32nd St.”*

- Idea shared via the project website



www.pedbikimages.org/Dan Burden

▲ JFK Corridor near Carter Road

## On-Street Bike Routes

The Dubuque Metropolitan Area Transportation Study is the federally-recognized regional planning organization for Dubuque and its surrounding communities.

### Pennsylvania Avenue Improvements

The 2045 Long Range Transportation Plan identifies Pennsylvania Avenue as a candidate to incorporate bike accommodations between Seippel Road and University Avenue, which includes pavement markings throughout, and bike lanes between Vizaleea Drive and University Avenue. To improve bicyclist safety as the bike corridor is implemented, intersection improvements should be provided where the Pennsylvania bike corridor crosses the JFK corridor. These could include:

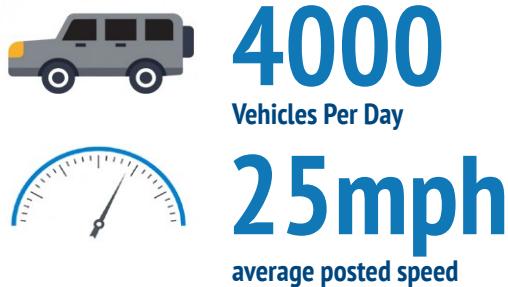
- High visibility bike markings at Pennsylvania and JFK
- Bike signals at the Pennsylvania and JFK



▲ Bike Signal Example (Source: NACTO)



▲ Intersection Crossing Markings Example (Source: NACTO)



According to the Iowa Department of Transportation, Hillcrest carries approximately 4,000 vehicles per day near JFK, with volumes decreasing farther west. The corridor is posted at 25 miles per hour, and is relatively narrow with on-street parking, encouraging slower travel speeds. Elements in this corridor could include:

- On-Street "Sharrows" markings
- "Share the Road" signage
- Wayfinding signage to bike generators (Hill Crest Park, Hoover Elementary, etc.)
- High visibility bike markings at Hillcrest and JFK
- Bike signals at Hillcrest and JFK intersection
- Implementation of bike route could be in phases, starting first with pavement markings and signage, with the intersection signalization improvements coming later

“

***“Eliminate barriers of biking from anywhere – to anywhere by putting in new connecting bikeways where there is no easy way to get from here – to there... currently!”***

***“Extend transit hours at night”***

***“Run Jule bus routes on ALL major streets. Coat streets on the west side, the new alleys look better than the street in front of my house.”***

*- Ideas shared via the project website and app.*

”

## Additional JFK Corridor Considerations

*There are a range of additional improvements that can facilitate a more complete street with higher levels of mobility in the JFK corridor.*

### Intelligent Transportation Systems

Intelligent Transportation Systems projects would make vehicular travel more efficient and reliable, without any street widening. A key recommendation from Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan is to add fiber optics and conduit between US 20 (Dodge) and Pennsylvania Avenue, and between Asbury Road and the NW Arterial. This communications upgrade will allow the system to be “smarter” by allowing larger amounts of data to travel quickly, providing opportunities for greater management and optimization of traffic flow in the corridor.

As redevelopment opportunities occur, there are two primary opportunities in this corridor:

■ **Secure more public space for sidewalks and trails as properties redevelop.** Through a combination of lane narrowing (for instance, going to 11-foot travel lanes instead of 12-foot lanes) and more public right-of-way, a more sufficient pedestrian way can be provided. As illustrated in Figure 8.7, a range of street cross-section options, using both the existing 70-foot public right-of-way (ROW), and options with additional public ROW are possible on JFK south of Pennsylvania. Options like these would provide space for improved pedestrian facilities. These improved facilities would include a landscaped boulevard, which provides enhanced aesthetics and potentially improved redevelopment opportunities.

The options that secure additional right-of-way would allow for boulevard-separated side paths that could accommodate bicycles.

■ **Reorient development towards the street level,** rather than separating the building and the street with a parking lot. By orienting buildings to front the street environment, and providing parking behind the buildings, the activity is moved to the street, allowing efficient, safe pedestrian access, which in turn promotes additional pedestrian activity in the corridor.

As a large property in the corridor, incremental changes at Kennedy Mall are a particularly significant opportunity. In the long term, as new buildings and small-scale redevelopment opportunities emerge, this activity should continue to be provided as street-oriented, pedestrian friendly development.

### Bike Parking

Encouraging expanded bike parking in the corridor is critical to supporting expanded bicycling. Placing bike parking at major shopping, residential, and school generators allows cyclists to safely and securely store their bike while at their activity. Bike parking can also complement transit ridership at transit stops, also assisting bus operational performance by allowing riders to avoid the time-consuming process of utilizing on-bus bicycle racks. The ARC transfer center on JFK Circle would benefit from expanded bike parking.

A rendering of a potential transformation near the intersection of JFK and Wacker is shown in Figure 8.8.



▲ Example Bike Parking (Source: NACTO)



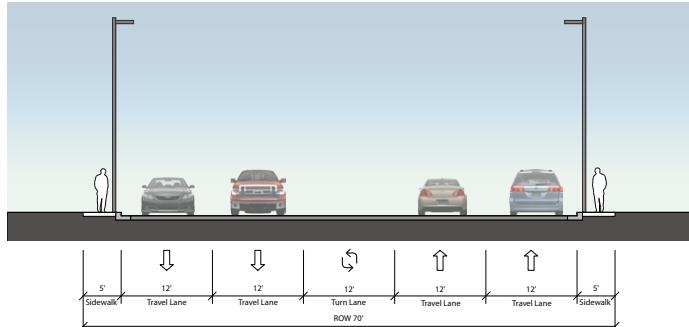
▲ Photo submitted via website from resident with comment that notes the desire for “functional art” around town such as bike racks.

## ■ FIGURE 8.7

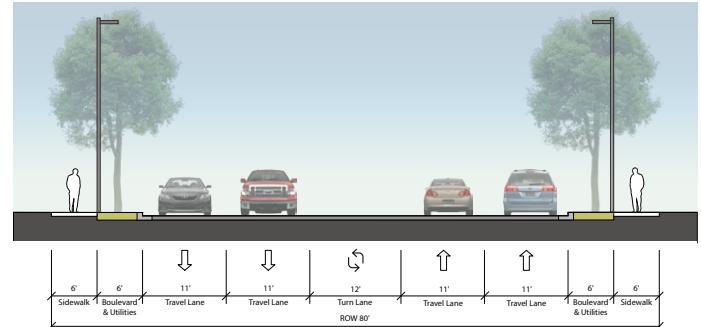
### □ Existing and Potential Cross-Section Enhancement Options, JFK South of Pennsylvania Avenue

Based on the input received, and an evaluation of the challenges in the corridor, potential solutions are illustrated in Figure 8.6. Highlights of some of those solutions are discussed below.

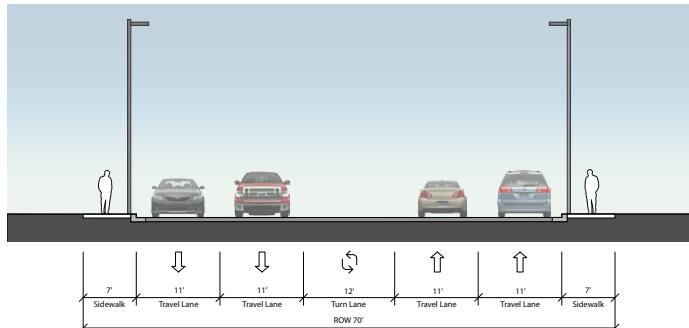
Existing Cross-Section (where sidewalks are present)



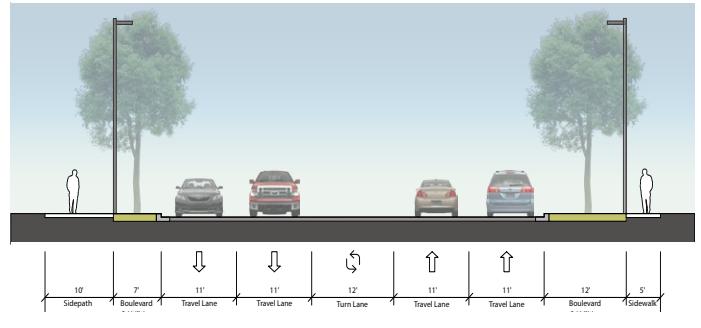
Potential 80' ROW Option (5' additional ROW each side)



Reduced Lane Width - Existing 70' ROW Option



Potential 90' ROW Option (10' additional ROW each side)



#### SIDEWALK TREATMENTS

Sidewalk width and parkway treatments such as landscaping and fencing can have a significant positive impact on actual and perceived safety of pedestrians, by buffering them from traffic and providing a more hospitable and welcoming environment.



■ FIGURE 8.8

□ Potential Transformation at JFK – Wacker Intersection



**BEFORE**

**AFTER**



## Complete Streets Across The City

As noted previously, not all streets are good Complete Streets opportunities. However, the types of improvements outlined here in the JFK corridor could be applied across the City.

### Central Avenue

The Central Avenue corridor was an additional corridor noted for Complete Streets opportunities during community engagement. There is a current study in progress by Iowa State University Extension that is examining Complete Streets opportunities for the Central Avenue corridor. As a part of the Southwest Arterial project, jurisdiction of Central Avenue will be transferred from the State of Iowa to the City. After that occurs, there will be an opportunity to evaluate the possibility of converting Central Avenue to a two-way street and to implement some Complete Streets elements.

### Northwest Arterial

Northwest Arterial is another corridor where potential pedestrian improvements could be considered. More urban amenities such as curb and gutter and other Complete Streets amenities outlined above can improve pedestrian safety in the corridor. Enhanced pedestrian and bike crossings of the Northwest Arterial and major intersections should be explored.

### Kerper Boulevard

Kerper Boulevard would be another example of an existing roadway that could be redesigned using complete street principals to benefit both industry and the community.

### East-West Corridors

The City is also working to incorporate more Complete Streets elements into its east-west corridors, particularly along the Asbury, Pennsylvania, Loras, and University corridors.

### Trail Projects

Future trail projects currently planned include:

- Bee Branch Creek Trail
- Southwest Arterial Trail
- Northwest Arterial Trail connection to Southwest Arterial via a Chavenelle Road trail



*“I'd like to see Dubuque implement the Complete Streets Policy to help reduce greenhouse gas emissions and contribute to overall community health & wellbeing.*

*The policy we've adopted is not being implemented to the extent it needs to in order to really make an impact. There needs to be accountability and action steps written into the comprehensive plan to make Dubuque more bike friendly in all neighborhoods.”*

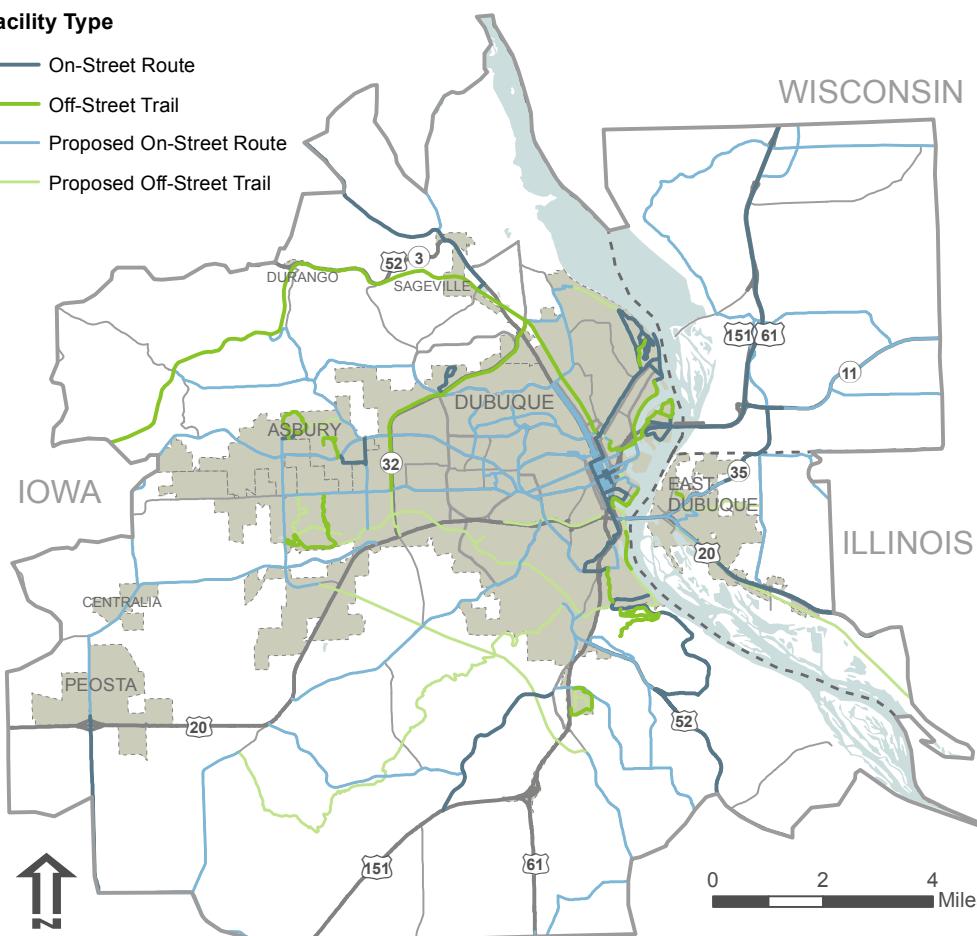
*- Idea and photo shared via the project website.*

## ■ FIGURE 8.9

### □ Future Bicycle and Pedestrian Facilities

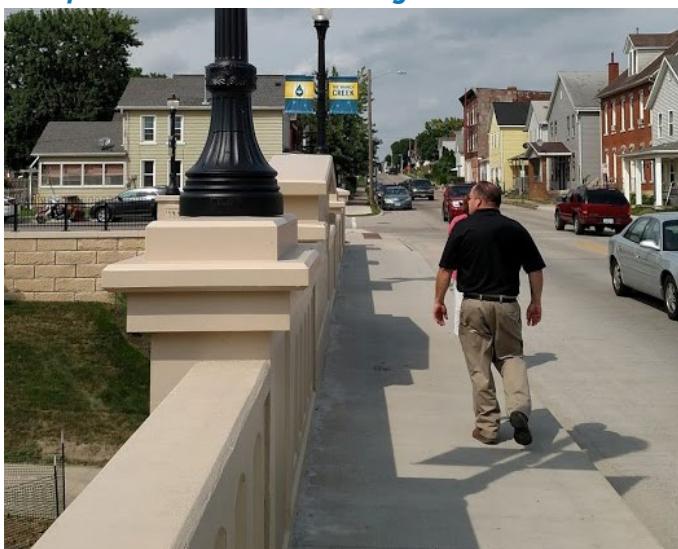
#### Facility Type

- On-Street Route
- Off-Street Trail
- Proposed On-Street Route
- Proposed Off-Street Trail



Source: Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan

#### Bike paths and sidewalks along the Bee Branch Corridor



**Figure 8.9** shows the planned and proposed bike and pedestrian facilities in the Dubuque Metropolitan Area Transportation Study area. All projects in the map are regarded as illustrative, as none have a dedicated source of funding.

For planned facilities, the planning process has been completed and the projects are awaiting funding. Proposed facilities are also awaiting funding, but projects are in the early stages of the planning process.

For a detailed description of planned and proposed bicycle and pedestrian facilities, please see the Tri-State Area Integrated Walking, Bicycling and Hiking Network Plan (2008).



A smart phone app was suggested to promote local trail and bike system use.

## Public Transportation

**The Jule is the public transit service provided by the City of Dubuque, which provides a full set of mobility options for citizens. The Jule provides both fixed-route bus service and paratransit (or dial-a-ride) door-to-door service called Minibus.**

### Fixed-Route Service

The Jule's fixed-route service has undergone changes in recent years in an effort to optimize service levels. The Intermodal Transportation Center located in the Millwork District opened in 2015. The Intermodal Transportation Center is the downtown hub for the Jule, the bus station for intercity bus service, and includes a large parking garage with bike lockers for park and ride trips. Construction is currently underway for a new bus storage and maintenance facility near the Intermodal Center, which replaces the current facility that is over 100 years old.

Fixed-route service is based on a hub-and-spoke model. A conceptual map of the fixed-route system and its service areas is shown in Figure 8.10. As shown in the generalized map, the system includes three "hub" transfer stations from which routes radiate or loop.

#### Jule fixed-route service includes:

- 13 daytime and 9 evening routes operating until 9pm Monday-Saturday.
- Nightrider service that circulates between various parts of Dubuque until 2:40AM on Fridays and Saturdays during the school year.
- Free summer trolley connecting downtown and riverfront.
- Bike racks on all buses, each capable of carrying 2 bikes.
- Americans with Disabilities Act (ADA)-compliant ramps and/or lifts to accommodate wheelchairs.

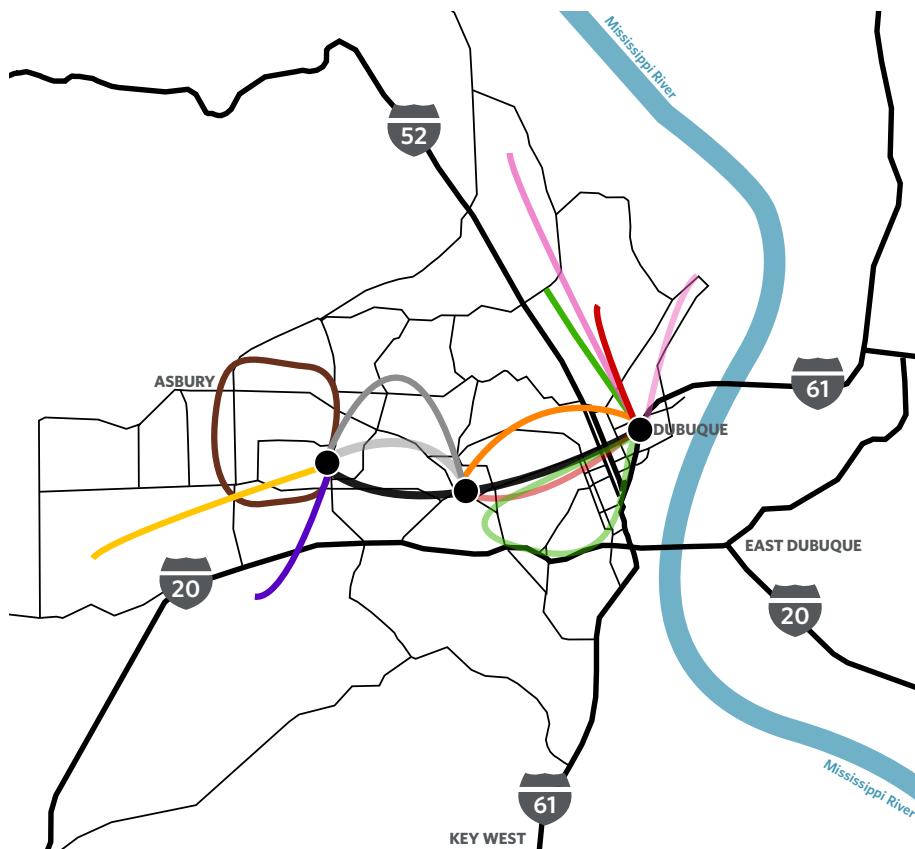
Annual ridership on the fixed-route bus and paratransit systems are provided in Figure 8.11.

■ FIGURE 8.10

#### □ Generalized Map of Jule Fixed-Route Service Coverage

##### Legend

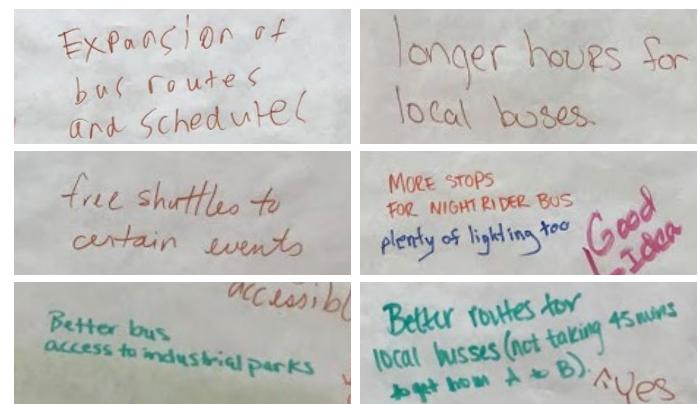
- **X1 Express**
- **GREEN 1 32nd St**
- **GREEN 2 Mercy/S. Locust**
- **GREY 1 Kane**
- **GREY 2 Hillcrest**
- **ORANGE 1 Clarke**
- **ORANGE 2 Key West**
- **ORANGE 3 Fremont**
- **RED 1 Linwood**
- **RED 2 Mercy/Loras**
- **PINK 1 Point/Mystique**
- **PINK 2 Terrace Heights**
- **YELLOW 1 MA West DICW**
- **BROWN 1 Shopper North**
- **PURPLE Shopper South**



As noted in Figure 8.11, fixed-route ridership has increased steadily over the past several years, increasing by nearly 66% since 2009. As part of the “Smarter Sustainable Dubuque” initiative, the area launched a Smarter Travel study. In collaboration with IBM Watson Research Center, data were collected through smartphone technology on how, when, and where people in Dubuque were traveling. Part of that study helped an evaluation of optimized transit routes for Dubuque. The Jule implemented route changes in 2015 that improved directness and efficiency, and transitioned to the current hub and spoke system with increased transit frequency.

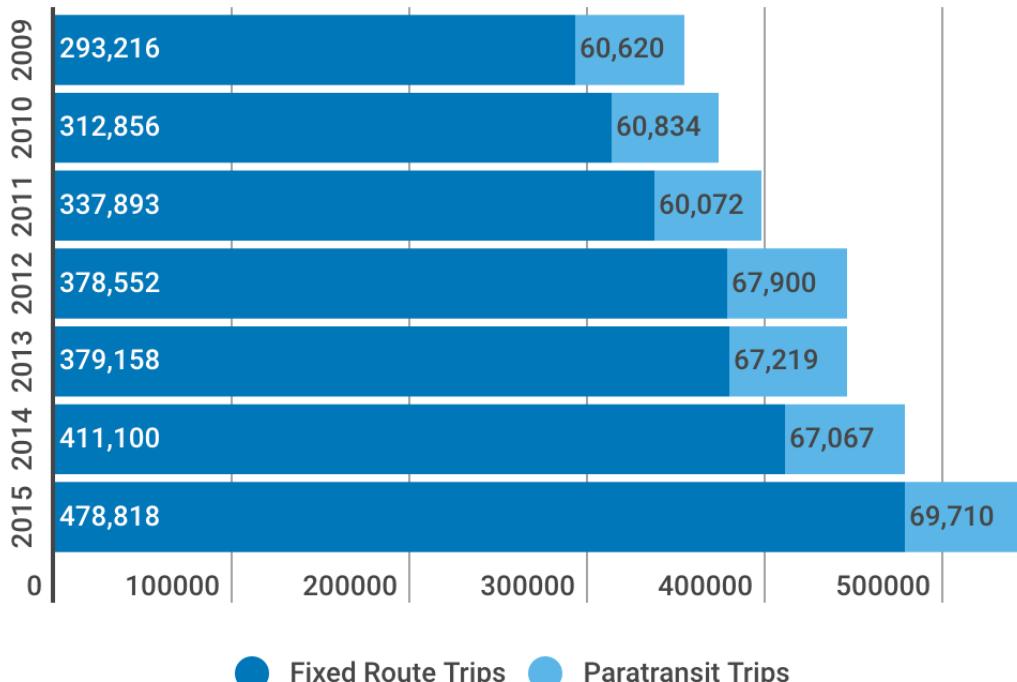
In 2017, the Dubuque City Council approved the bus system proposal to extend evening service hours, funded in part through reduced Saturday fixed-route service.

***The Jule's plan to extend evening service hours is consistent with comments heard during the community engagement process of Imagine Dubuque and the Mobility objective to “expand transit operating hours”.***



▲ Transportation ideas shared at the Imagine Dubuque Equity Workshop

**■ FIGURE 8.11**  
**□ Dubuque Annual Fixed-Route and Paratransit Trips, 2009-2016**



#### Physical Infrastructure Improvements

- The City of Dubuque currently has a Capital Improvement Project underway to add lighting and seating at more bus stops. Rhomberg Ave was the first area to have such installed in the summer of 2017. Lighting is solar powered to reduce installation and long-term operating costs.
- All bus stops are also being evaluated for ADA compliance with a goal to install ramps for future bus purchases rather than lifts. Ramps provide more independence for individuals with mobility impairments and seniors while improving on-time performance as ramp deployment is much quicker.

## Paratransit Service

The Jule offers door-to-door public transit via the Minibus service. Individuals must qualify under the Americans with Disabilities Act, and can ride to and from any location in the City or East Dubuque. The bus driver can assist the passenger with getting on and off the bus. Fares are \$3 per trip and trips must be scheduled at least one day in advance. Starting August 2017, hours of operation will be 6 AM to 9:15 PM Monday through Thursday, with extended hours on weekends that vary depending on whether or not the colleges are in session.

DuRide is a partner organization of the Jule that offers senior transportation options in Dubuque for residents 65 or older. Similar to the Minibus service, the bus driver can assist the passengers getting on and off the bus. The service is provided 365 days a year and staffed by volunteer drivers.

As noted in Figure 8.11, paratransit ridership has increased slightly since 2009. As paratransit services are typically offered to a relatively fixed, transit-dependent population, increases in ridership are not as much of a performance indicator as the ridership increases seen with the fixed-route service.



“

*“My vision for Dubuque is to ensure people can get where they need to go in a timely fashion, shift resources from Jule mass transit and create an Uber fleet. Combine with DuRide. Price and maintenance of reliable cars are increasingly out of reach for lower wage earners. Would also reduce constant need for parking, which often is responsible for demolition of historic downtown buildings.”*

- Idea shared via the project website and app.

”



▲ Jule Bus | Source: City of Dubuque

## Connections to Other Regions

*One theme that residents and the business community voiced often during the Comprehensive Plan engagement process was the need for better connections to other regions, particularly Chicago. This included the desire for rail connections, and expanded commercial airline options from the Dubuque Regional Airport. The biggest desire for air service was additional carriers, and more options for destinations beyond just Chicago. This section discusses Dubuque's passenger and freight connections to other regions.*

### Rail Service: Freight Rail

Chicago, Central & Pacific Railroad operates through Dubuque on the Canadian National Railway's line. It runs east-west through the area, generally connecting to Chicago and Rockford in Illinois and Waterloo to the west. There are three (3) stations within the City. As of January 2017, the Federal Rail Administration estimates this line carries three (3) through trains a day. According to Iowa Department of Transportation, this line carries 11.94 million annual gross tons per mile to the west of Dubuque, and carries 13.7 million annual gross tons per mile to the east of Dubuque.

Dakota, Minnesota and Eastern R.R. Co. operates through Dubuque along the Mississippi River on the Canadian Pacific Railroad's rail line. It has one (1) stop within the City. It generally runs north-south through the area, connecting to Clinton and Davenport to the south and Minneapolis/St Paul to the north. As of January 2017, the Federal Rail Administration estimates this line carries four (4) through trains a day. According to Iowa Department of Transportation, this line carries 21.39 million annual gross tons per mile north and south of Dubuque.

### Rail Service: Passenger Rail

Passenger rail service to Chicago, via Rockford, was offered on the "Black Hawk" line until 1981. There have been recent efforts to revive passenger rail service on the Black Hawk line. Planning efforts were underway to revive service, anticipated for 2015. In Dubuque, significant work went into planning for a rail station, with the vision that it could be part of the Intermodal Center. The Illinois DOT had a \$223 million project to restart the service, with two daily round trips eventually targeted. Work to restart passenger service on the Black Hawk line has been halted due to funding issues in Illinois. Residents expressed a desire for a return of passenger service to Chicago during the Imagine Dubuque planning process.

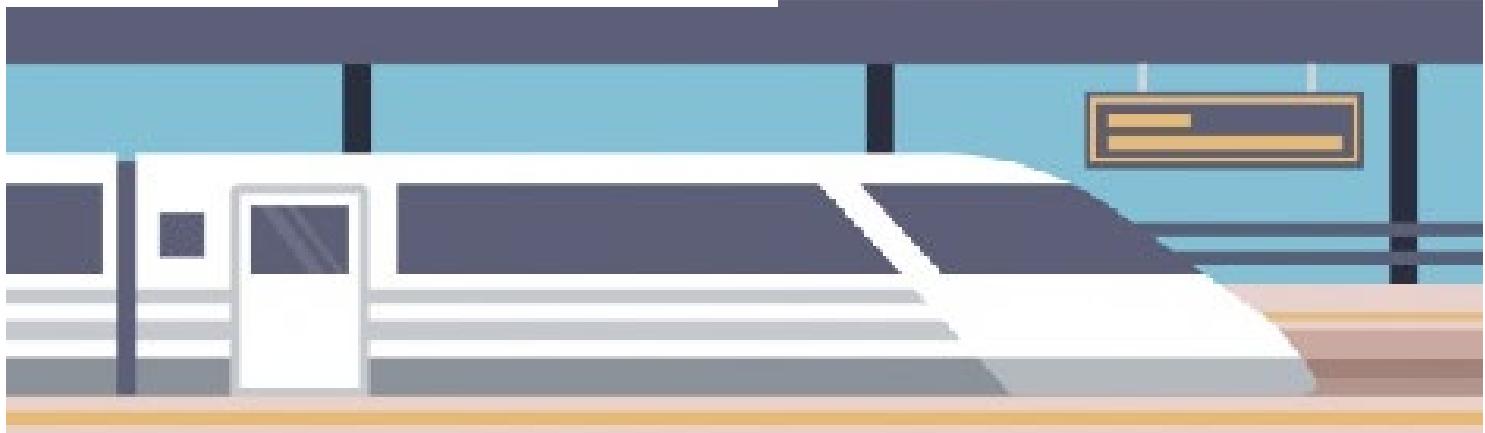
*“Train transportation to other cities like Chicago or Wisconsin Dells.”*

*“Train to Chicago!”*

*“Continue to work on train to Chicago”*

*“Improving transportation options including passenger train service.”*

*- Ideas shared via the project website and app.*



## Air Service

The Dubuque Regional Airport stands as a welcoming, dynamic gateway to the tristate area of Eastern Iowa, Southwest Wisconsin and Northwest Illinois. The new 33,000 square foot commercial airline passenger terminal, with its limestone façade and Mississippi River inlay flooring, gives the visitor their first and last impression of our community. This easily accessible airport features service by American Airlines, with one-stop to the world service through Chicago O'Hare International Airport. In 2016, American Airlines posted 36,843 enplanements and Sun Country Airlines had 890 enplanements on non-scheduled charter service to Laughlin, Nevada and Biloxi, Mississippi.

The Airport is served by two runways, Runway 13-31 is 6,498 feet long x 100 foot wide and Runway 18-36 is 6,325 feet long x 150 foot wide. The Airport is home to 52 single engine aircraft, 9 multi-engine aircraft, 1 helicopter, and 9 business jets. The University of Dubuque Aviation program also operates at the airport with 24 aircraft in their fleet which makes the Dubuque Regional Airport the second busiest in Iowa in overall operations. The historical commercial aircraft enplanements (number of passengers getting on an aircraft) since 2010 are shown in Figure 8.12. General aviation services are provided 24-hours a day, 7 days a week.

*There are 64 aircraft based at the airport, and an average of 138 aircraft operations a day.*

## Intercity Bus Service

Intercity bus service is offered by Greyhound Trailways. There are daily departures for the following buses to:

- Other cities in Iowa that leaves at 10:55 am
- Illinois/Chicago that leaves at 3:35 pm
- Madison, Wisconsin that leaves at 8:25 am

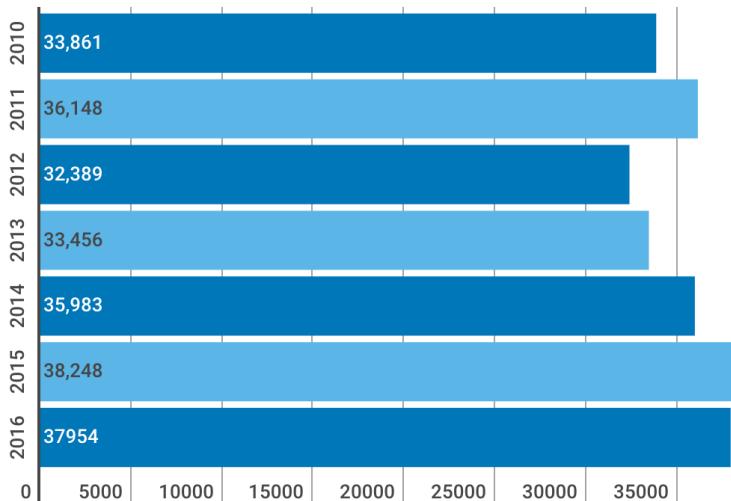
## Additional Connections

One of Dubuque's assets is the Mississippi River. In addition to the recreational and cultural opportunities provided by the river, inland waterway freight is moved via barge traffic on the river. This provides connections to destinations along the US inland waterways system, the largest of which is the Mississippi, navigable for approximately 1,800 miles from Minneapolis to the Gulf of Mexico near New Orleans .

There are several National Highway System connections for personal and freight travel between Dubuque and the rest of the country. Over the past several years, more and more of these connections across Iowa and adjacent states have been upgraded to four-lane highways.

### FIGURE 8.12

#### Historical Commercial Enplanements Dubuque Regional Airport



## The NHS connections to Dubuque include:

- **US Highway 20**, connecting east to Rockford/Chicago and west to Waterloo.
- **US Highway 52**, connecting to north to Decorah, Rochester, and the Twin Cities.
- **US Highway 61**, connecting to south to Davenport and north to La Crosse.
- **US Highway 151**, connecting east to Madison and west to Cedar Rapids.
- **State Highway 32** (Northwest Arterial) is a National Highway System route within Dubuque, but does not directly connect to communities beyond the immediate region.

A large segment of US Highway 20 between Dubuque and Rockford, Illinois, has not been widened to four lanes. An approximate 45 miles of the highway is still two-lanes from east of Galena to near Freeport. The Illinois Department of Transportation is planning to make the remaining segments a four-lane expressway with the "US 20 Freeport to Galena (Glacier Shadow Pass)" project. A complete four-lane connection would improve the safety and reliability of travel between Dubuque and Rockford, and ultimately Chicago via Interstate 90. A continuous four-lane highway connection to a major market like Chicago has the potential to improve economic development opportunities for Dubuque.

## Automobile Travel

*Dubuque Metropolitan Area Transportation Study provides a comprehensive, multimodal assessment of long-term transportation needs and prioritized projects every five years. This assessment, called the Long Range Transportation Plan, covers the City of Dubuque and surrounding communities, and is multimodal in nature. The Long Range Transportation Plan contains data on automobile travel that is particularly relevant to this Plan.*

### Existing System

Traffic volumes on the street system are counted by the Iowa Department of Transportation every four years. The volumes are beneficial in understanding how much vehicular activity occurs on each roadway in the City, what corridors might be good candidates for Complete Streets treatments, and how each corridor performs in terms of traffic congestion and delay. Figure 8.13 on the following page shows existing traffic flows in Dubuque, illustrated in terms of Annual Average Daily Traffic.

Dubuque Metropolitan Area Transportation Study maintains a travel demand model that generates traffic forecasts based on projections of future land use patterns and the existing and planned roadway network.

Traffic forecasts for the year 2045 are displayed in Figure 8.14, (page 8-25) based on the assumptions that went into the 2045 Long Range Transportation Plan. As shown in the figure, the Southwest Arterial is in place and anticipated to carry significant daily traffic volumes.



*Experience the Great River Road National Scenic Byway, the best scenic drive in America. The Great River Road follows the course of the Mississippi River for 3,000 miles through 10 states. The route travels through the Mississippi River Valley's rich history and inspiring natural beauty. Plan your Great River Road journey today!*

Source: <http://experiencemississippiriver.com/>

## The Great River Road through Iowa



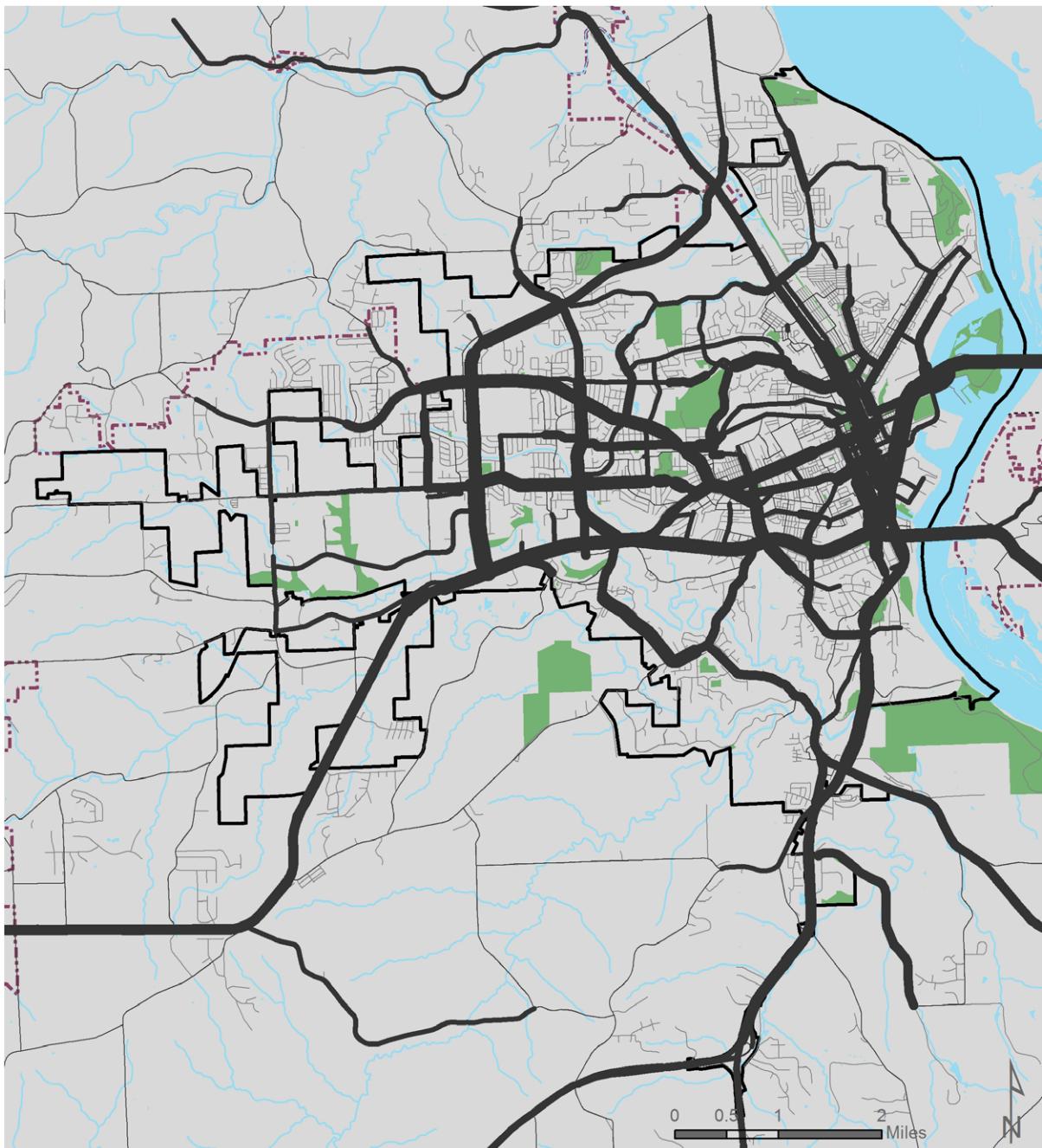
The Great River Road

This printable travel map is from  
Road Trip USA, seventh edition.  
[RoadTripUSA.com](http://RoadTripUSA.com)

Source: Road Trip USA

■ FIGURE 8.13

□ Existing Daily Traffic Volumes



### Existing Daily Traffic Volumes

#### Legend

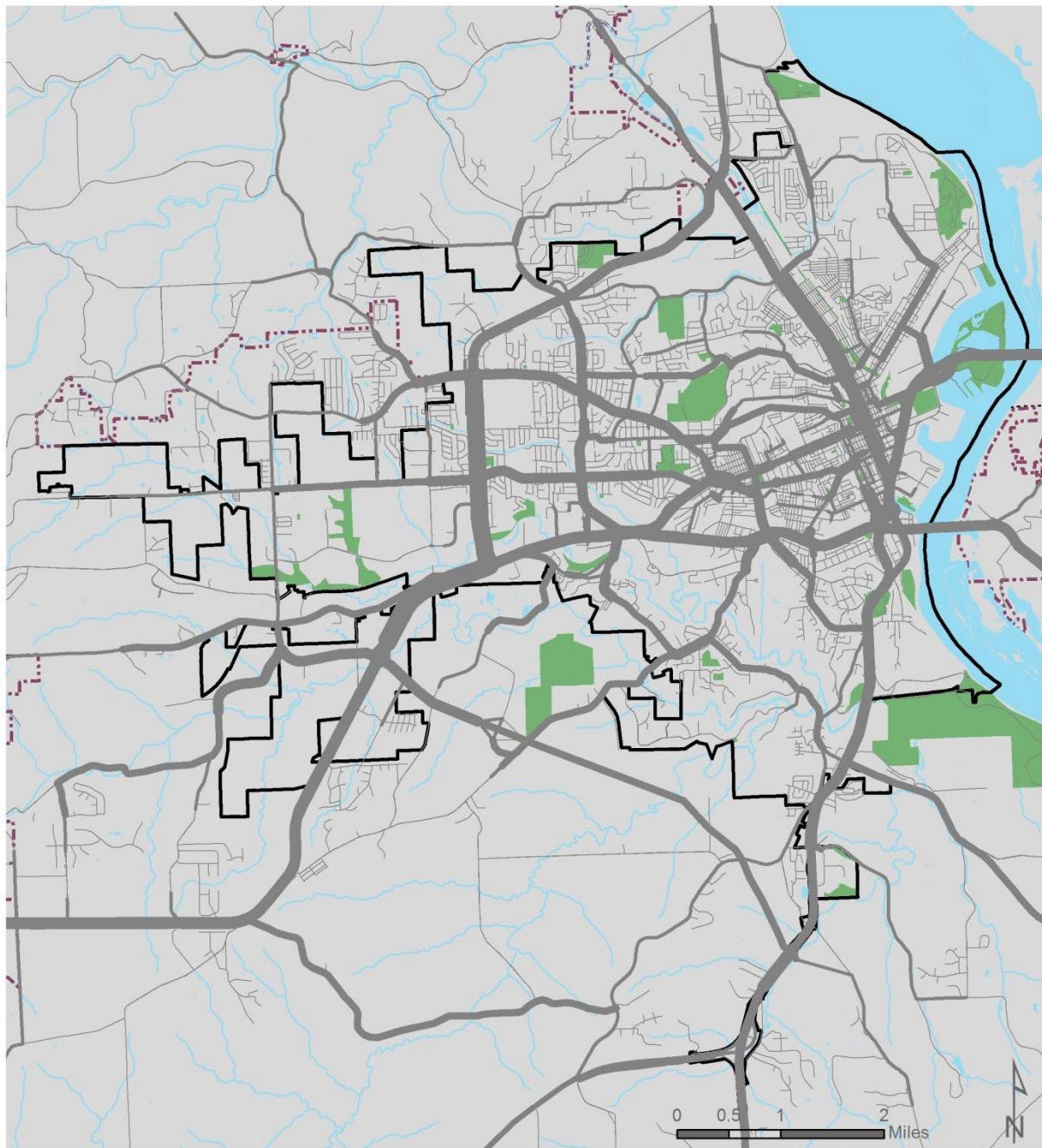
<b>Daily Traffic Volume</b>	5,000 to 10,000 Vehicles	Dubuque City Limits
2,000 or Fewer Vehicles	10,000 to 20,000 Vehicles	
2,000 to 5,000 Vehicles	More than 20,000 Vehicles	



Source: Dubuque Metropolitan Area Transportation Study Travel Demand Model

■ FIGURE 8.14

□ Future Daily Traffic Volumes



### Future Year 2045 Daily Traffic Volumes

#### Legend

2045 AADT	5,000 to 10,000 Vehicles	Dubuque City Limits
2,000 or Fewer Vehicles	10,000 to 20,000 Vehicles	
2,000 to 5,000 Vehicles	More than 20,000 Vehicles	



Source: Dubuque Metropolitan Area Transportation Study Travel Demand Model

## Ensuring Safe Mobility

Safe mobility for all system users is a priority for not only Dubuque, but also at the state and federal level. The 2045 Long Range Transportation Plan provides an assessment of high traffic crash locations, evaluating safety from a frequency and severity perspective. Bicycle and pedestrian crashes with vehicles were also assessed separately. Figure 8.15 shows the number of traffic crashes and bicycle/pedestrian crashes with motor vehicles.

**Intersection Improvements:** The Long Range Transportation Plan also evaluated the intersections in Dubuque with the most severe crashes (defined in terms of injuries and fatalities). The top five intersections ranked by Dubuque Metropolitan Area Transportation Study in order were:

- 1) Loras Boulevard and Iowa Street
- 2) Iowa 32/NW Arterial and US 52
- 3) Iowa 32/NW Arterial and John F Kennedy Road
- 4) Loras Boulevard and Locust Street
- 5) Old Highway Road and Seippel Road

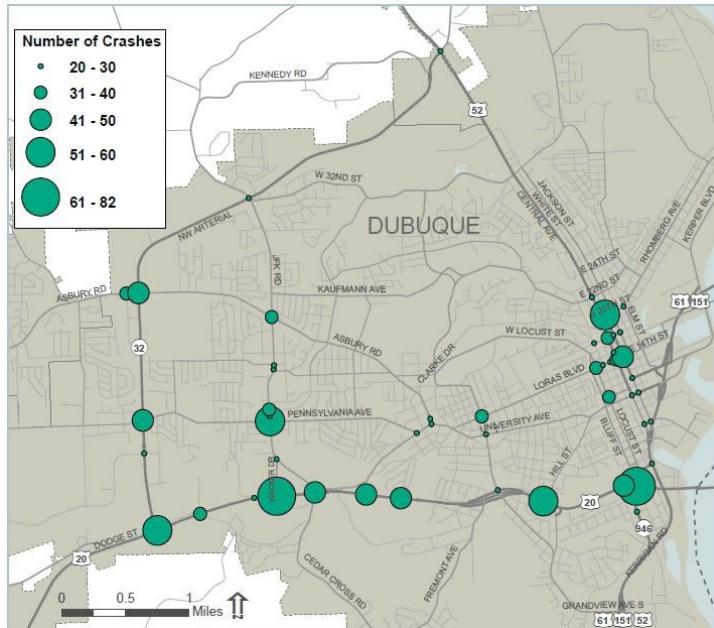
## Future Roadway Projects

To support the continued efficient and safe mobility of vehicular traffic across the Dubuque, Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan identified several roadway projects to include on their recommended project list for construction through the year 2045. Those projects, including the ongoing construction of the Southwest Arterial, are illustrated in Figure 8.16.

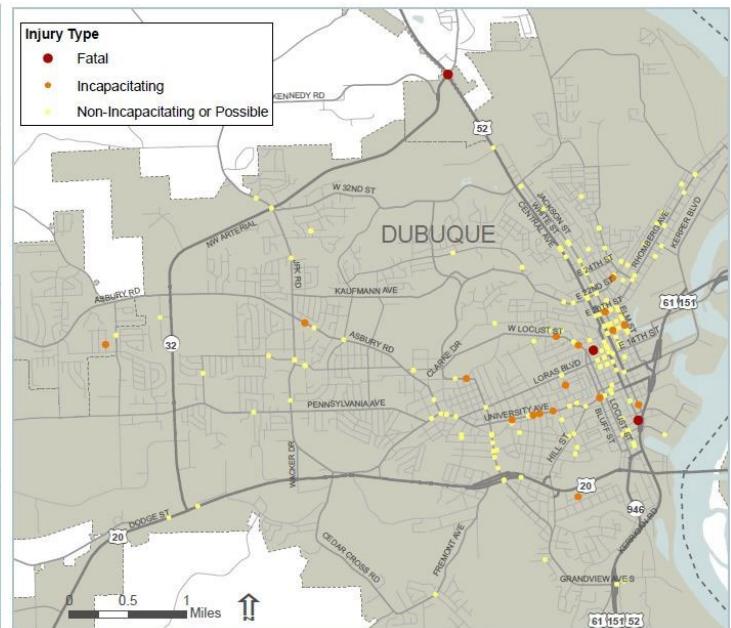
### FIGURE 8.15

#### Vehicular Crash Frequency and Locations of Bicycle and Pedestrian Crashes, 2009 to 2014

##### Vehicular Crash Frequency



##### Pedestrian and Bike Crashes



Source: Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan

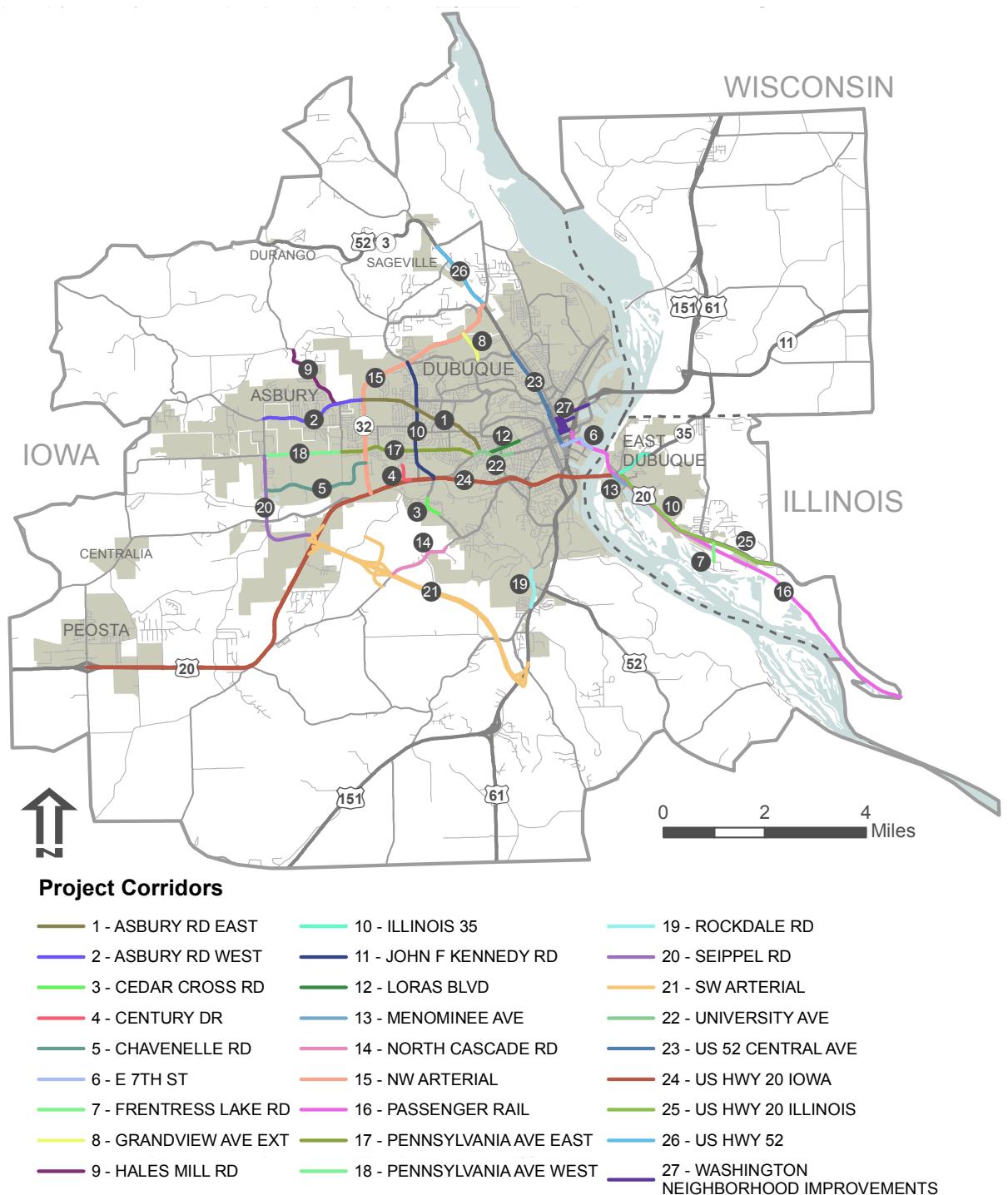
## Benefits of Transportation Technology

Efficient movement of traffic through the use of technology tools (fiber optic traffic light connections, traffic monitoring with cameras, artificial intelligence traffic management, etc.) and design improvements, like roundabouts, is not just a quality of life issue (spending less time in the car and having less frustrations while in the car) but it is also a safety issue, as it reduces traffic injuries and deaths, and an environmental issue, with less fuel being wasted and less air and water pollution.

Finally, it is also a redevelopment tool as it makes it quicker to access downtown, the Historic Millwork District and the river-front making it more convenient to patronize businesses, restaurants, entertainment and special events in those areas and making it easier to commute to jobs in those areas. That leads to the acquisition and redeployment of buildings and new infill construction. Combining this with a robust public transit system and transit oriented development supports creating a viable, livable & equitable economy and environment.

■ FIGURE 8.16

□ Corridors of Future Dubuque Metropolitan Area Transportation Study projects through 2045



Source: Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan

□ **Summary of Long Range Transportation Plan projects inside or adjacent to the City of Dubuque:**

Project Number	Project Name	LRTP Project Types						
		New Road or Bridge	Capacity	Preservation or Reconstruction	Bicycle / Pedestrian	Intelligent Transportation Systems	Safety	Rail Improvements
1	Asbury Road East		✓	✓	✓	✓	✓	
2	Asbury Road West			✓	✓	✓		
3	Cedar Cross Road			✓		✓	✓	
4	Century Drive			✓		✓		
5	Chavenelle Road				✓			
6	E 7th Street			✓	✓			
8	Grandview Avenue Extension	✓						
9	Hales Mill Road			✓				
11	John F Kennedy Road				✓	✓	✓	
12	Loras Boulevard				✓			
14	North Cascade Road			✓	✓			
15	NW Arterial		✓		✓	✓		
16	Passenger Rail & Intermodal Facility						✓	
17	Pennsylvania Avenue East				✓	✓	✓	
18	Pennsylvania Avenue West			✓	✓			
19	Rockdale Road			✓	✓			
20	Seippel Road			✓	✓			
21	SW Arterial	✓			✓	✓	✓	
22	University Avenue		✓	✓	✓		✓	
23	US 52: Central & White			✓	✓	✓	✓	
24	US 20		✓	✓				
26	US 52			✓				
27	Washington Neighborhood Improvements	✓		✓	✓			

▲ *Source: Information for this table came from Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan.*



**For the 2045 Long Range Transportation Plan update, Dubuque Metropolitan Area Transportation Study created a public input strategy. They sought input from a wide range of community groups through this process. Groups included represented a variety of geographic areas and interests. In all, staff collected input at 18 meetings during the spring and summer of 2016.**

**PHOTO:** Participants review maps at a public input session in June 2016.



## Roundabouts

Roundabouts have been cited as an efficient, safe, and cost-saving approach to controlling operations at many intersections. They often are a better fit with neighborhood character than traffic signalized intersections. With the right combination of traffic patterns and neighborhood context, roundabouts can be an efficient and low-maintenance application. Vehicles and bicyclists can navigate the roundabout at low speeds, but without stopping. The designs can include medians and splitter islands that allow pedestrians short crossing distances and refuges while crossing. The City's first roundabout was constructed at the intersection of Grandview/Delhi/Grace in 2016, and has been well received by residents.

The City of Dubuque's East West Corridor Connectivity Study identified roundabouts as a strategy that provided a context-sensitive solution to mobility in the City. That study recommended constructing roundabouts at the intersections of University/Pennsylvania, University/Asbury, and University/McCormick. Right-of-way and engineering work is currently underway for the City's second roundabout at University and Asbury.

The East West Corridor Connectivity Study found that roundabouts at those three intersections would have less overall vehicle delay in the future compared to the intersections' current design/control, and that these designs would improve intersection safety. Additional roundabouts may be appropriate in other locations. When an intersection redesign is under consideration, a potential roundabout should be considered in the analysis.



▲ Ribbon-cutting ceremony for Dubuque's first roundabout at N Grandview Ave., Delhi St. and Grace St. | Source: City of Dubuque

## Ridesharing Services

Ridesharing is two or more people coordinating to share a vehicle for a trip. How ridesharing is coordinated can vary. Until recent technological advances, the concept of ridesharing was often a centrally-coordinated service where a public or private entity would match commuters for a carpool or vanpool trip. These ridesharing programs typically involve residents registering with the service, and the service identifying potential ridesharing candidates based on their proximity of their homes, workplaces, and compatibility of work schedules.

When effective, ridesharing can make the transportation system more efficient by transporting more people in fewer vehicles. Ridesharing services are a good supplement to existing modes of public transit and private vehicle ownership. They can extend beyond the hours of service of paratransit operations (like Minibus and DuRide), provide access to trip origins and destinations not served by fixed-route transit (such as the Jule), and provide personalized mobility connections to individuals who are unable to drive a vehicle. In communities with many effective mobility choices like transit, bicycle-friendly routes, and ridesharing services, the need to own an automobile is reduced; this can lead to fewer vehicle trips made with lower environmental impacts.

The concept of ridesharing has expanded somewhat in recent years. Smartphones and digital devices allow travelers to now arrange trips on-demand with drivers using an app. The companies that employ the drivers and provide the apps, called transportation network companies, like Uber and Lyft, match riders with drivers for on-demand, door-to-door trips via a simple set of steps on a smartphone. During the public engagement process, many citizens expressed the desire to have these transportation network companies in Dubuque. Often, these needs were identified to supplement mobility services for senior citizens and those with disabilities. During March of 2017, both Uber and Lyft began service in Dubuque.

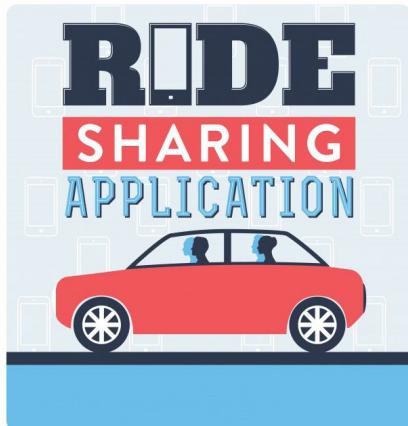
## STREETS Initiative

Dubuque is embracing “Smart City” concepts by planning for smarter streets through technology. The objective of the STREETS (the Smart Traffic Routing with Efficient and Effective Traffic Signals) initiative is to develop a smart, managed traffic control system that leverages communications, technology, traveler information, and computing to optimize traffic flow across the Dubuque’s street system. Spearheaded by Dubuque Metropolitan Area Transportation Study, but heavily influenced by the City of Dubuque, the outcome of the STREETS initiative is to maximize the use of existing roadway capacities in the Dubuque metro area.

The project is currently in the first phase of planning. When complete, the system would strive to balance and distribute traffic evenly across the metro area, providing reduced congestion, improved travel reliability, improved travel times, and improved safety. The system is also expected to not only guide smoother traffic flow, but be capable of collecting information/data that will help assess how well corridors operate and which ones are in most need of improvement.



▲ Traffic signals at 22nd and Central Avenue



## VOICES OF DUBUQUE

*“Allow ride services like UBER to come to town to allow increased mobility and income to all. Taxis are too expensive in town!”*

*“The Millwork District needs a better pedestrian/bike connection to the Town Clock business area and south main bars.”*

*“The City should install a pedestrian overpass across Highway 20 by Kmart. There are always University of Dubuque students trying to cross the Highway and someone is going to get hit.”*

*- Ideas shared by residents via the project website and mobile app.*

## Transportation Recommendations

### Overall Transportation Planning Process

- Continue to work collaboratively in the region to create a safe, efficient, and connected multimodal network.
- Follow a performance-based planning process that evaluates all modes of travel when tackling corridor mobility and safety needs. Based on the visioning process, these objectives and associated goals provide a framework to that process:



▲ Asbury Road near Hacienda Drive, looking west. Source: City of Dubuque

#### Transportation Objectives

	MOBILITY	EFFICIENCY	ECONOMY	GREEN	SAFETY
Expand transit operating hours during the week and weekends.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Provide more complete street connections.	<input checked="" type="checkbox"/>				
Provide context-sensitive improvements that make east-west travel more efficient and reliable.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>
Leverage technology and innovative approaches to improve mobility and safety.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>
Improve connections between Dubuque and other cities in the wider region.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		
Promote active transportation in business districts and neighborhoods.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Identify projects that preserve neighborhood character.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Expand bicycle and pedestrian connections, including more trails and Complete Streets.	<input checked="" type="checkbox"/>				

# Transportation Recommendations

## Complete Streets

- In the JFK corridor, identify short-term and long-term opportunities to facilitate a more complete pedestrian network.   
- For Dubuque corridors, assess opportunities to plan and design complete street elements during each stage of maintenance and project development.   
- Work from the City's comprehensive network plan for Complete Streets, including the Tri-State Biking/Walking Plan and the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan, when making investment decisions in individual corridors.   
- When properties redevelop, as appropriate, work to re-orient development to the street level, rather than separated from the street by parking lots and pursue opportunities to acquire right-of-way where beneficial.   



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*

## Public Transportation

- Continue to make improvements to the fixed-route bus service that provides efficient travel options; focus on high-performing transit corridors.   
- Continue to extend bus service hours where it is most effective and provides valued accessibility improvements to the community. Look for opportunities to provide more efficient and direct routes to connect residents to resources and amenities.   



## Air Transportation

- Given the current competitive nature of the airline industry, advocate for airline service expansion from the Dubuque Regional Airport. This includes continuing to leverage local incentive funding to target expansion of airline service.  
- Restrict new development around the airport to more compatible uses such as light industrial, warehousing, and agriculture. Uses such as residential are particularly sensitive to airplane operations noise.  



## Connections to Other Regions

- Understanding the critical importance surrounding communities play in staffing jobs in Dubuque, continue to collaborate with surrounding state Departments of Transportation to promote safe, efficient regional roadway connections.  
- Through political and funding channels, continue to advocate for passenger rail service and a complete four-lane highway connection to Chicago.  



## Automobile Travel

- Identify the required project development steps and funding to implement the City of Dubuque roadway projects prioritized in the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan.  
- Continue as a national leader in leveraging technology and other Intelligent Transportation Systems solutions to improve vehicular mobility and safety of the Dubuque street network.  



## CHAPTER 9 LAND USE

### CHAPTER AT A GLANCE

<input type="checkbox"/> Introduction	9-2
<input type="checkbox"/> Existing Land Use	9-3
<input type="checkbox"/> Future Land Use	9-8
<input type="checkbox"/> Growth and Annexation	9-15
<input type="checkbox"/> Recommendations	9-17

# CHAPTER 9 LAND USE

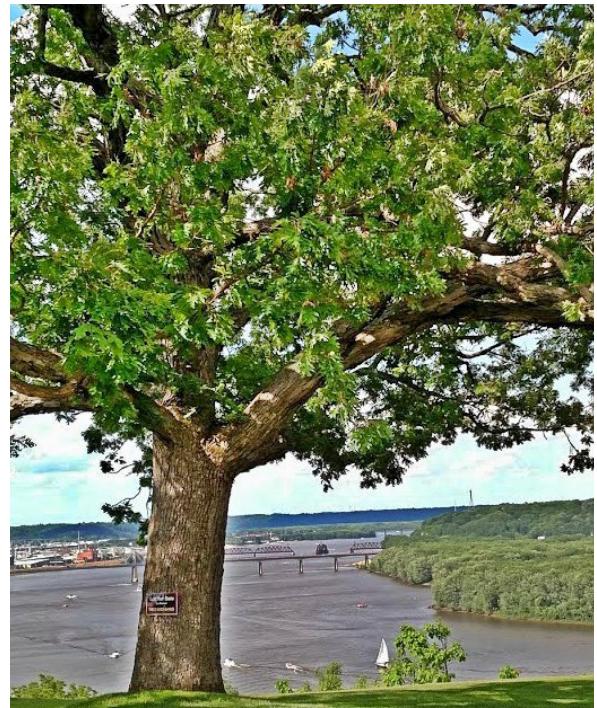
*The Land Use Chapter includes a description of existing land use and zoning patterns and identifies the best future physical development of the community. It becomes the guide for the Official Zoning Map and for making zoning and subdivision decisions, but only such decisions by the City Council may be binding and enforceable. It is a guide to the best utilization of private and public development, the timing of that development and its association with other public improvements.*

## Introduction

In a well-planned community, homes, businesses, and institutions flow together seamlessly in a connected and integrated development pattern. But without planning and foresight, land use conflicts can arise creating conflicts between neighbors, potential environmental damage or increased mitigation costs, and inefficiencies in provision of municipal services.

One of the key planning responsibilities a municipality has is to develop a long-term vision for the use of land within the community and for surrounding areas that may be incorporated into the city (annexed) in the future. By examining the anticipated market demand for various uses (residential, industrial, commercial, etc.), examining how the area is already developed (existing land use), looking at the suitability of the land for those uses (slopes, soils, trees, etc.), and the accessibility needs of each use (access to roads, rail lines, etc.), the City can develop an overall plan to guide appropriate development.

The legal mechanism used by the City to control how land is used is zoning, which in Dubuque is regulated by the Unified Development Code. The City maintains a zoning map which is linked to that ordinance and together they serve to regulate what a parcel of land can and cannot be used for. The Future Land Use Plan is an important tool used to inform the zoning and corresponding use for a parcel of land.



▲ Bluff Overlooking the city and Mississippi River in Dubuque



▲ Port of Dubuque

“

*“A continued focus on recreational spaces in Dubuque would be fantastic. It would also be great to see more indoor rec spaces (rock-climbing gyms, etc). Also I think a continued focus on the development of the Port of Dubuque is vital to the success of the city. The river is the greatest asset of Dubuque, let's use it for recreation and entertainment to drive community and tourist usage.”*

*- Idea shared via Land Use Quick Poll*

”



▲ Dubuque's Historic Downtown | Intersection of 8th and Main Street

## Existing Land Use

***The growth and development of the city of Dubuque has in many ways followed the pattern experienced by most American cities with development starting from key transportation assets like railroads and, in Dubuque's case, the Mississippi River. However, because of Dubuque's unique history, geographic location and topography, a unique Midwestern city has been produced.***

Dubuque's development pattern varies within the corporate limits. The historic downtown and older neighborhoods include small lots in an urban street/alley grid pattern with a mix of residential, commercial, and industrial uses along with neighborhood churches, parks, and schools. Newer neighborhoods reflect larger lots in suburban-style subdivisions with curvilinear streets and cul-de-sacs, with single-family residential uses often separated from multi-family and non-residential uses.

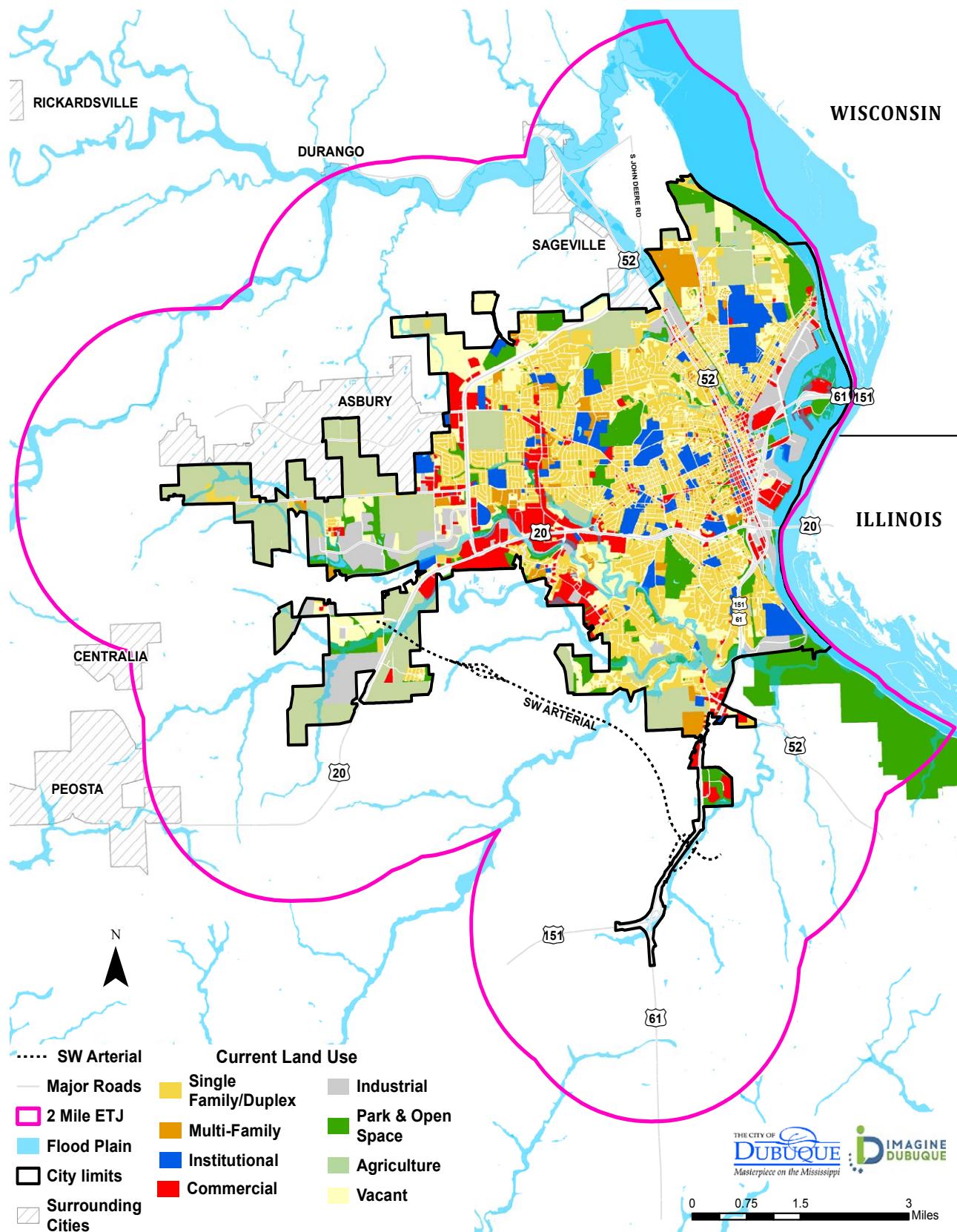
In addition to large brick warehouses in the industrial area adjacent to downtown, Dubuque has large-scale industrial parks along its riverfront and on the south and west ends of the community.

Riverfront redevelopment has brought a concentration of commercial and recreational attractions. Neighborhood commercial areas are found along minor arterials throughout much of the city. Major shopping centers are found along major arterials on the city's west and northwest sides. Campuses for colleges and hospitals are centrally located in the City.

Since 1936 when Dubuque developed its first Comprehensive Plan, the City has been following a plan to promote orderly and efficient development. The pattern of existing development has a strong influence on what types of land use will be appropriate in an area in the future. For example, residential neighborhoods need convenient access to parks and schools, areas to buy convenience goods and services, and good transportation routes to get to areas of employment. Conversely, placing residential uses next to a more intense manufacturing use may create conflicts with noise, traffic, etc. unless appropriate buffering and access regulations are integrated into the development. To ensure compatibility, future land use planning always starts with an examination of existing development patterns.

■ FIGURE 9.1

□ Existing Land Use Map



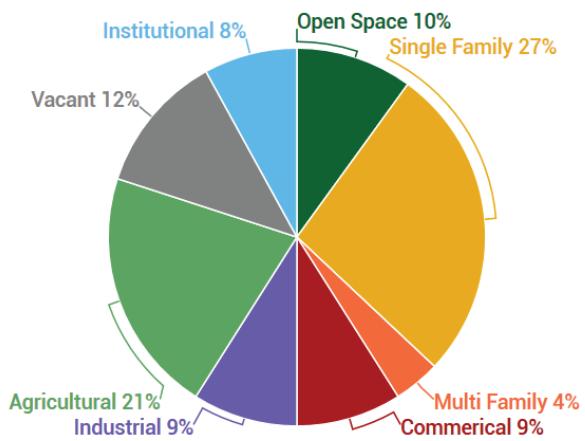
## Current Land Use

A review of existing land use within the Dubuque city limits (as of 2017) shows a balance of development among commercial, industrial, and institutional uses. (See Figure 9-2)

- Residential uses, separated as single-family and multi-family categories when combined are 5,355 acres, or 31% of Dubuque's total land area.
- Large swaths of agricultural land, particularly in the western portion of Dubuque, total 3,529 acres. Many of these agricultural properties were annexed into the city with the intent of being developed for another use in the future.
- An Existing Land Use Map can be found in Figure 9.1.

■ FIGURE 9.2

### □ Current Land Use in Acres



- 10% Open Space (1,777 Acres)
- 27% Single Family (4,661 Acres)
- 4% Multi Family (694 Acres)
- 9% Commercial (1,507 Acres)
- 9% Industrial (1,438 Acres)
- 21% Agricultural (3,529 Acres)
- 8% Institutional (1,286 Acres)
- 12% Vacant (2,110 Acres)

Total Acres: 17,003

(Note: Total Acres excludes roads and river.)

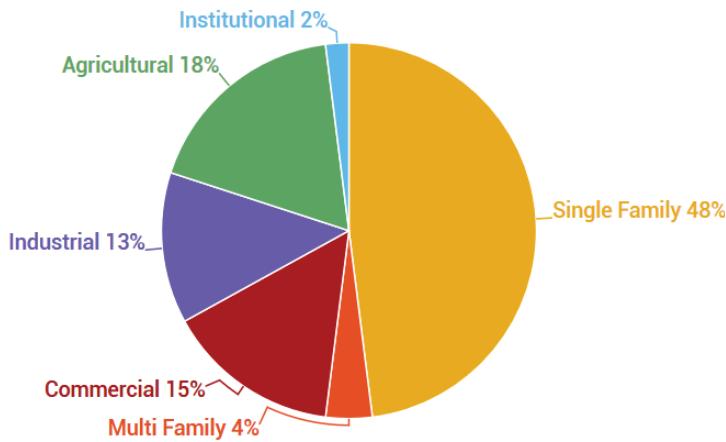
## Current Zoning

Existing land use and current zoning are similar, but not the same. Within the city limits of Dubuque, land is 100% zoned -- including vacant land. Most land is zoned for its current use, but not always.

- Using the same broad categories examined for existing land use, the most prevalent zoning is 8,105 acres (48%) of single-family residential (which includes the small amount of two-family residential).
- The rest of the current zoning in Dubuque is divided about equally among agricultural with 3,067 acres (18%), commercial at 2,629 acres (15%), and industrial with 2,253 acres (13%). Multi-family zoning encompasses only 636 acres (4%) and institutional only 314 acres (2%).
- A breakdown of current zoning is shown in Figure 9.3. A current zoning map can be found in the Appendix.

■ FIGURE 9.3

### □ Current Zoning in Acres



- 18% Agricultural (3,067 Acres)
- 48% Single Family (8,105 Acres)
- 15% Commercial (2,629 Acres)
- 13% Industrial (2,253 Acres)
- 4% Multi Family (636 Acres)
- 2% Institutional (314 Acres)

Total Acres: 17,003

(Note: Total Acres excludes roads and river.)

## Vacant and Developable Land

Within the city limits of Dubuque, 2,490 acres (18%) of total land area remain vacant and developable based on analysis of current zoning in 2017. "Vacant land" identified in the existing land use discussion above is different from "vacant and developable land" inventoried based on current zoning and characteristics of that land as described below.

- The general criteria for selecting vacant and developable properties included parcels equal to or greater than 5,000 square feet, all zones except agricultural, parcels not in a flood plain, parcels being used as agricultural but zoned otherwise, and/or parcels that are not compromised due to current use, topographic features, or parcel shape.
- Parcels owned by Dubuque County, the State of Iowa, or a railroad company also were eliminated.
- Next, properties smaller than 5,000 square feet were removed since the minimum lot size required for development of a single-family dwelling in the R-1 Single-Family Residential zoning district is 5,000 square feet.
- Additionally, all AG Agriculturally zoned properties within the Dubuque city limits were removed. By City Code, the AG zoning district is intended to conserve farmland for agricultural purposes and prevent the premature development of large land acreages.

Agriculturally zoned properties cannot be considered "vacant and developable" because City Council action on a rezoning is required prior to development with non-agricultural uses. Some vacant sites with access to utilities and roads might be considered for rezoning to an alternative use. For example, the former Bowling and Beyond site near the Mississippi River at Kerper Boulevard and Hawthorne Street was suggested as a possible campground location despite its existing industrial zoning. The outcome of City Council actions on potential AG rezoning requests cannot be predicted with any certainty. Through this process, just over 824 acres of Agriculturally zoned land actively used for agricultural purposes were removed from the Vacant and Developable inventory.

Some vacant parcels are easily developable with access to utilities, appropriate zoning, topography, etc. but for various market or other reasons the property has not been developed. To the west and south, most property is either agricultural or undeveloped.

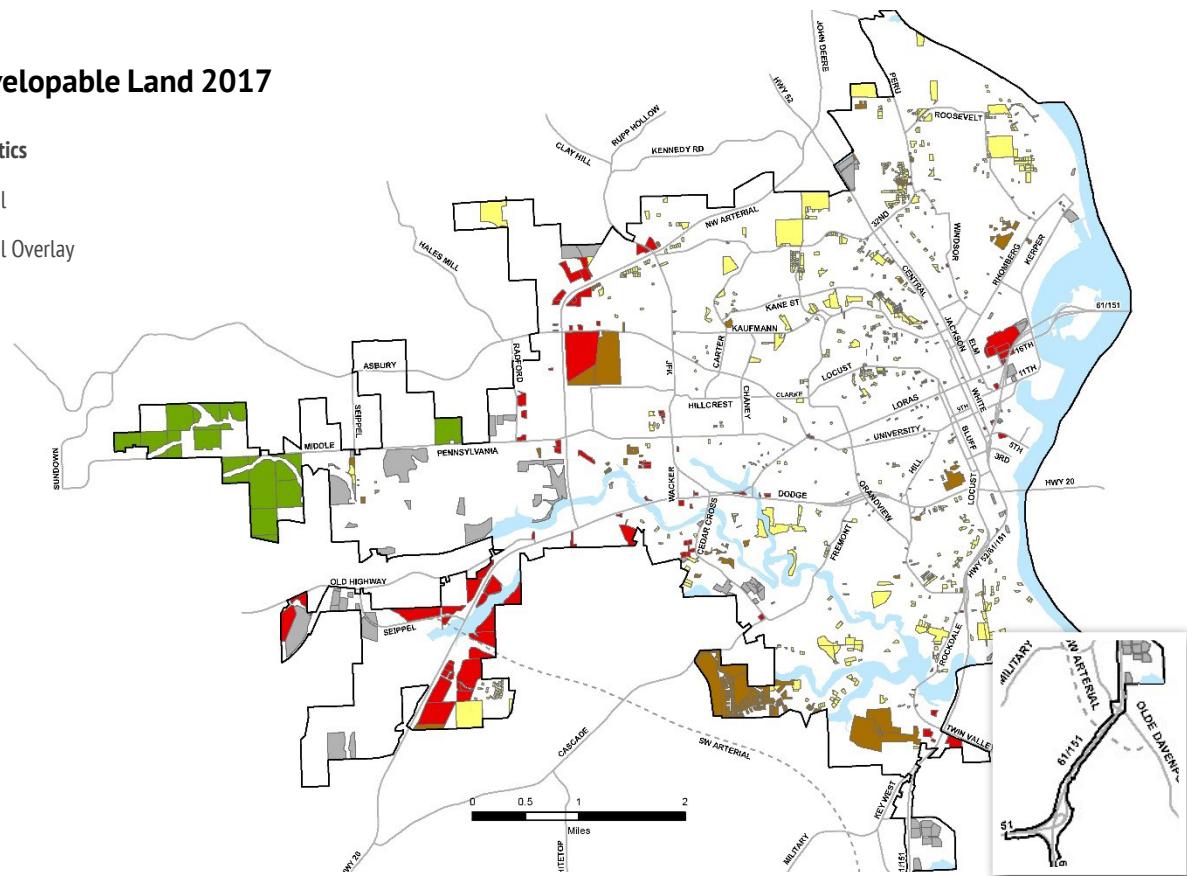
Proposed development must be keenly aware of steep slopes, wetlands, soil conditions, floodplains, and other environmental factors that may drive up the cost of development, i.e. extensive grading. New subdivisions should be prioritized in areas with appropriate residential zoning, outside regulated floodplains, and able to be served by city water and gravity sanitary sewer.

**FIGURE 9.4**

### Vacant and Developable Land 2017

#### General Zoning Characteristics

- Single Family Residential
- Single Family Residential Overlay
- Multi Family Residential
- Commercial
- Industrial



## 2017 Inventory of Vacant and Developable Land

Below is a summary of the 2017 inventory of vacant and developable land within the Dubuque city limits based on the analysis of current zoning and land characteristics described on the prior page. "Planned" zones refer to planned unit development zoning with a customized conceptual plan for a particular site.

Residential groupings were based on the projected development of the housing space available. The estimates for projected development are 2.3 units/acre and 2.1 persons/unit projected in Single-Family zones and 6 units/acre and 1.9 persons/unit projected in Multi-Family zones.

- Single-Family includes Single-Family and Two-Family zoning.
- Single-Family Residential Overlay zone is calculated separately because a single-family subdivision requires plat approval by the City Council prior to starting development.
- Multi-Family or Planned Residential category includes zones with three or more units/lot.
- The Commercial category includes Office, Commercial, Planned Commercial, and Planned Office zones.
- The Industrial category includes Light Industrial, Planned Industrial, and Heavy Industrial zones.

### Development Density Estimates



**SINGLE-FAMILY ESTIMATES**

- 2.3 Units Per Acre
- 2.1 Persons Per Unit



**MULTI-FAMILY ESTIMATES**

- 6 Units Per Acre
- 1.9 Persons Per Unit

**FIGURE 9.5**

### 2017 Inventory of Vacant and Developable Land in City of Dubuque

Zoning Category	Acres	Percentage	Projections	
			Dwelling Units	Population
Single-Family or Two-Family	675	27%	1,553	3,262
Single-Family Residential Overlay	444	18%	2,666	5,065
Multi-Family or Planned Residential	436	17%	2,618	4,975
Commercial or Office	494	20%		
Industrial or Planned Industrial	441	18%		
<b>Total</b>	<b>2,490</b>	<b>100%</b>	<b>6,837</b>	<b>13,302</b>

**“Focus on unused or under-utilized land within Dubuque to provide denser, more centralized housing in mixed-use areas. We need to control sprawl while keeping our farmland (one of our most unique and valuable assets) in agricultural production.”**

- Idea shared via Land Use Quick Poll

**“Preserve some GREEN SPACE to allow the land to teach us - it is NOT a commodity to “use” - there is a “nature deficit” that needs to be addressed. Too much agricultural land has been swept up by developers for McMansions...The land has a right to be land, too.”**

- Idea shared via Land Use Quick Poll

## Future Land Use

Dubuque's natural environment makes it an attractive community in which to live and work. Its historic core supports a vibrant and integrated mix of uses. Active business uses line major downtown streets, livable neighborhoods surround its institutions, and the riverfront is alive with an evolving mix of tourism and entertainment uses. On the periphery, residential development is more oriented to rural, low-density development.

This future land use plan provides a framework to guide development decisions that build upon Dubuque's existing infrastructure and neighborhoods. It maintains the qualities that make Dubuque an attractive place to live, work, learn and play, while accommodating future growth.

### Coordinated Planning Efforts: Regional Planning

The Future Land Use Map incorporated public input as part of the Imagine Dubuque community engagement process for the new Comprehensive Plan and other resources related to future land use. A primary resource was the Dubuque Metropolitan Area Transportation Study, including the 2014 Southwest Arterial Economic Impact Analysis and the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan (adopted in October 2016 and amended in January 2017).

The Dubuque Metropolitan Area Transportation Study Plan involved coordination among City and County staff, smaller cities in the region, community and regional stakeholders, and substantial public input. The Plan also involved transportation modeling and forecasts linked to population projections, future land use, and financial resources.

These attributes make the Dubuque Metropolitan Area Transportation Study Plan a good foundation for creating the Imagine Dubuque Future Land Use Map. This map is consistent with both the 2013 Dubuque County Regional Comprehensive Plan and the future land use maps in the 2045 Long Range Transportation Plan, in showing anticipated commercial development in nodes in peripheral areas beyond Dubuque's current city limits. This includes mixed-use nodes planned for the Southwest Arterial interchange between English Mill Road and North Cascade Road, as well as east of Key West near Granger Creek. Areas along Highway 20 at Swiss Valley Road also reflect commercial and multi-family residential development patterns. The Dubuque Regional Airport is shown commercial on all three plans, as well.

### Population Projections

According to the Dubuque Metropolitan Area Transportation Study, the Dubuque metropolitan area is expected to grow by 1.2% annually from 83,056 in 2010 to 114,032 in 2040. In 2010, the City of Dubuque comprised 69% of the population of the region.

Assuming the population density of the City remains the same at 1,846 people per square mile, the region will need an additional 16.78 square miles or 10,739 acres of developable land to accommodate this growth. As noted above, Dubuque has 2,490 acres of vacant and developable land in the city limits. This leaves the need for an additional 8,249 acres outside the current Dubuque city limits to accommodate growth projections.

#### ■ FIGURE 9.6

#### □ Population Projections + Land Area Needs

##### Dubuque Metropolitan Area Population Projection

2010		2040		Projected Change	
Population	83,056	Population	114,032	Population	30,976
Percentage	100%	Percentage	100%	Percentage	37%+

##### Land Area Needs

City Population	57,637
Area	31.22 Square Miles
Density	1,846 Square Miles
Additional Area Needed	16.78 Square Miles - or - 10,739 Acres

Source: 2010 US Census Bureau; Dubuque Metropolitan Area Transportation Study

## Future Land Use Categories

A Future Land Use Map identifies the best future physical development of the community. It becomes the guide for the official zoning map and for making zoning and subdivision decisions. The following Future Land Use Map displays seven land use categories (described below).

### **Single Family**

Low-density, single-family homes, and related recreational, religious, and educational facilities that typically service a neighborhood population.



### **Multi Family**

Areas of moderate- to high-density residential development that can include a variety of dwelling types from apartments to senior living facilities. The Multi Family designation is often located adjacent to major streets and serves as a buffer between commercial development and low density residential development.



### **Mixed-Use**

Areas where many commercial land uses co-exist with residential and institutional uses without negative impact. Mixed-use areas also provide many benefits. Residents of mixed-use neighborhoods have more opportunities to walk because their jobs, shopping, entertainment, and schools are located nearby. Increased walking will result in reduced traffic congestion and vehicle emissions, and improved public health.



### **Institutional**

This designation encourages facilities possessing the characteristics of an institutional use, primarily serving an educational, medical, religious, or charitable purpose. They also tend to function as substantially separate communities within the city. They maintain a large and definable resident population within a discrete geographical area.



### **Commercial**

The commercial designation supports a variety of businesses that provide residents with desired goods and services while creating jobs and a stronger tax base. Land uses in this designation are not to adversely affect surrounding land uses and should be sensitive to pedestrian and transportation options.



### **Industrial**

This designation provides for a variety of uses associated primarily with manufacturing, assembling, fabrication, warehousing, wholesaling, and commercial service operations that require adequate accessibility to transportation facilities. This designation is also intended to provide appropriate locations for those industrial uses that generate noise, smoke, dust, or odors that render them incompatible with most other land uses.



### **Park & Open Space**

Public and private land that is utilized for active and passive recreation. Includes areas designated as floodplain that are susceptible to being inundated by flood waters from any source and consequently limiting development.



## Specific Plans in Downtown Dubuque

The central core of Dubuque is primarily designated for mixed-use on the Future Land Use Map. This ensures flexibility to sustain and attract a variety of uses that will keep downtown vibrant.

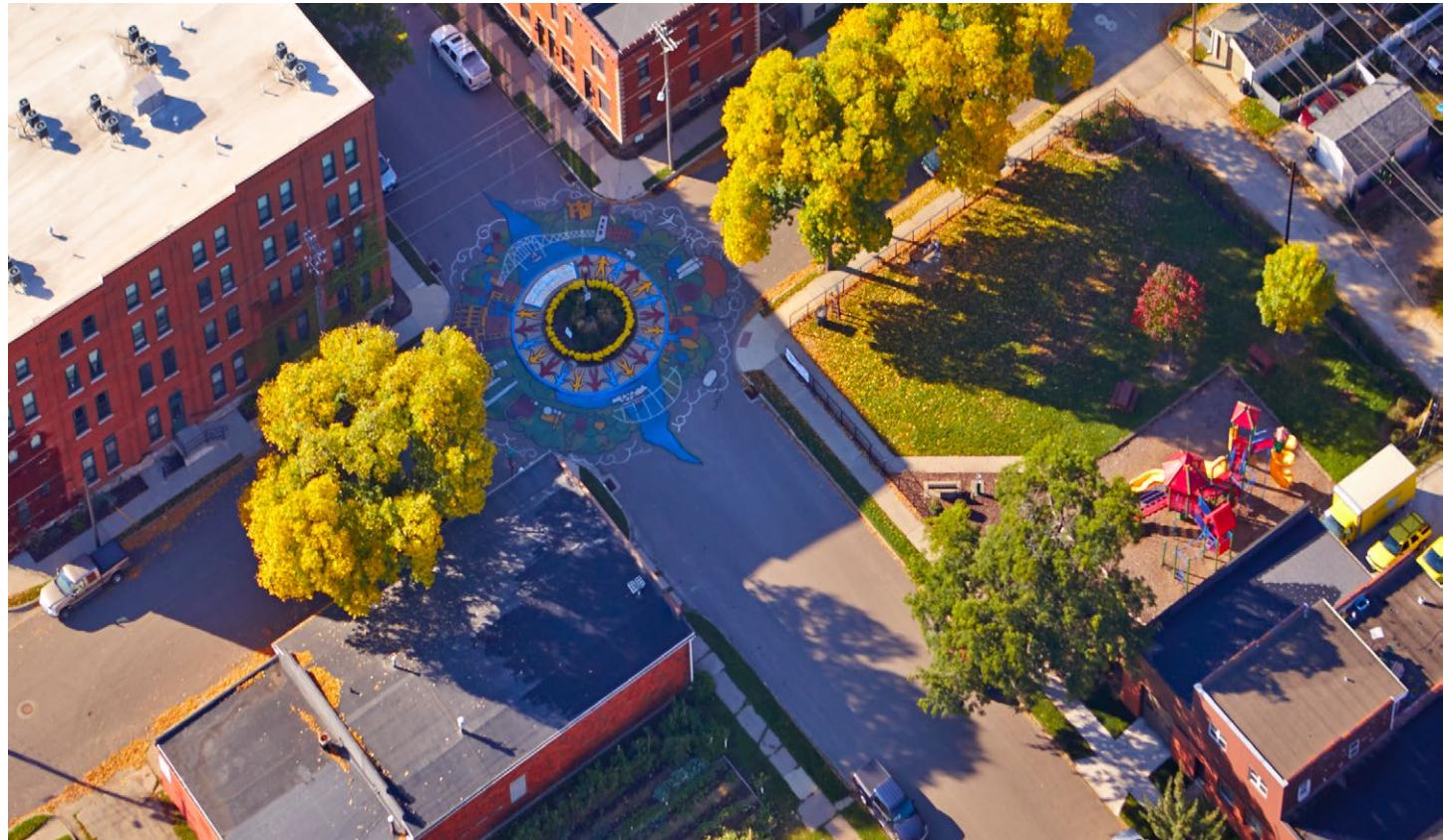
### **Downtown Master Plan**

Adopted in 2003, this Master Plan targets the core area surrounding Main Street with plans for 1.5 million square feet of office and retail, 200 lodging rooms, and 1,000 residential units. Much of this study area overlaps with more recent sub-area plans such as the Historic Millwork District Master Plan. Given the significant amount of development that has occurred in downtown, this plan should be revisited to add a current vision and opportunities to both coordinate and prioritize efforts in the various subareas listed here and shown on Figure 9.7 to coincide with more recent planning efforts. Descriptions of these plans, with links, are found in the Appendix.

- Port of Dubuque Master Plan (North Port)**
- Historic Millwork District Master Plan**
- Washington Neighborhood Revitalization Strategy**
- Central Avenue Corridor** (currently being developed)
- South Port** (currently being developed)



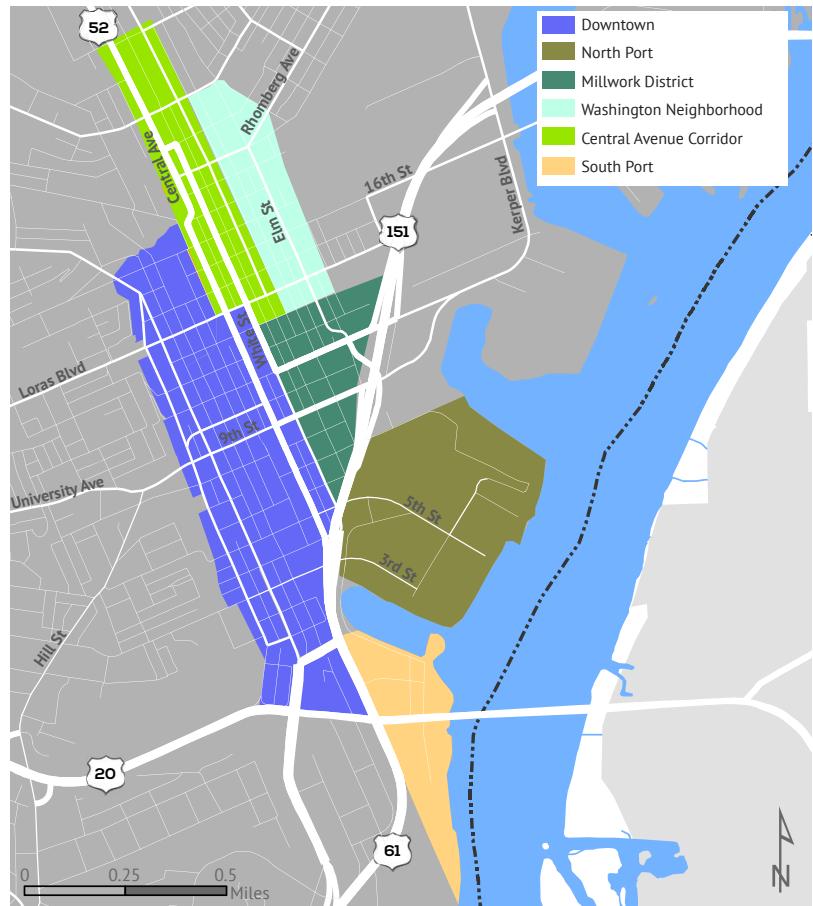
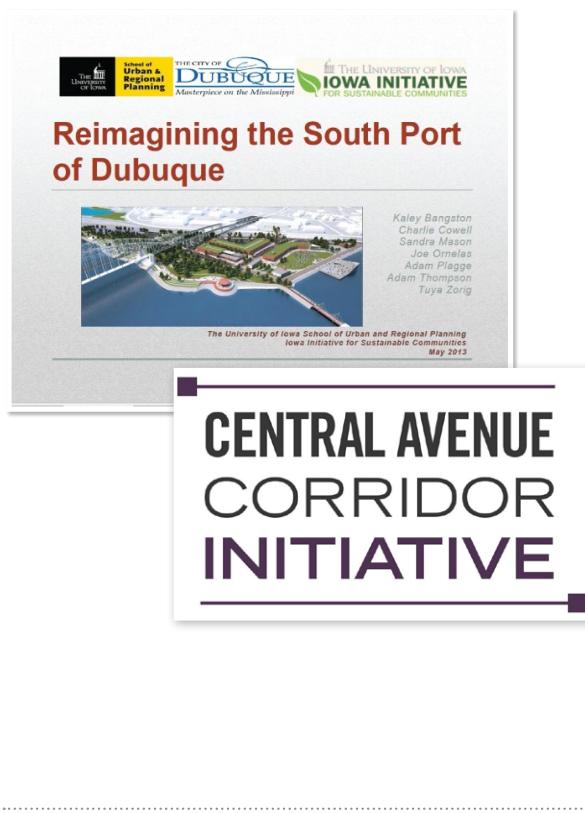
▲ *Historic Buildings along Dubuque's Central Avenue Corridor*



▲ *Aerial view of Washington Neighborhood Mixed-Use Development*

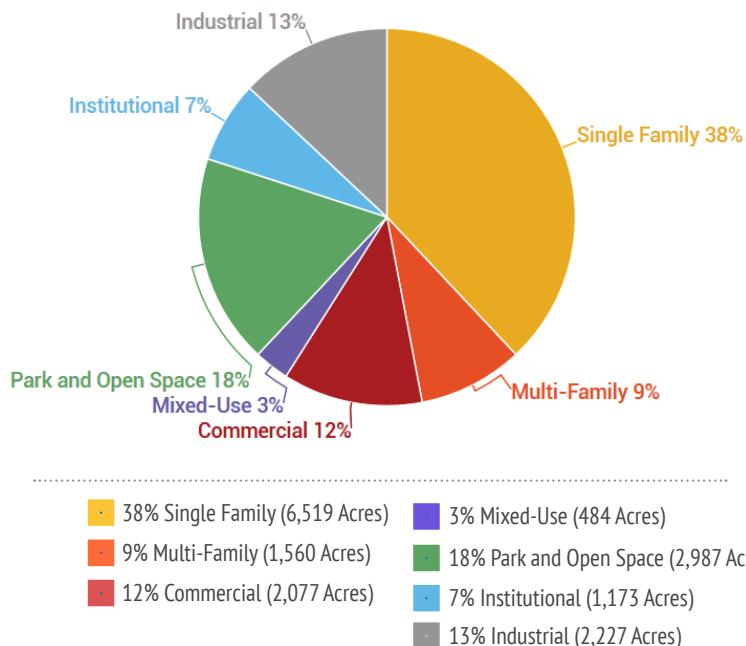
■ FIGURE 9.7

□ Specific Plans in Downtown Area



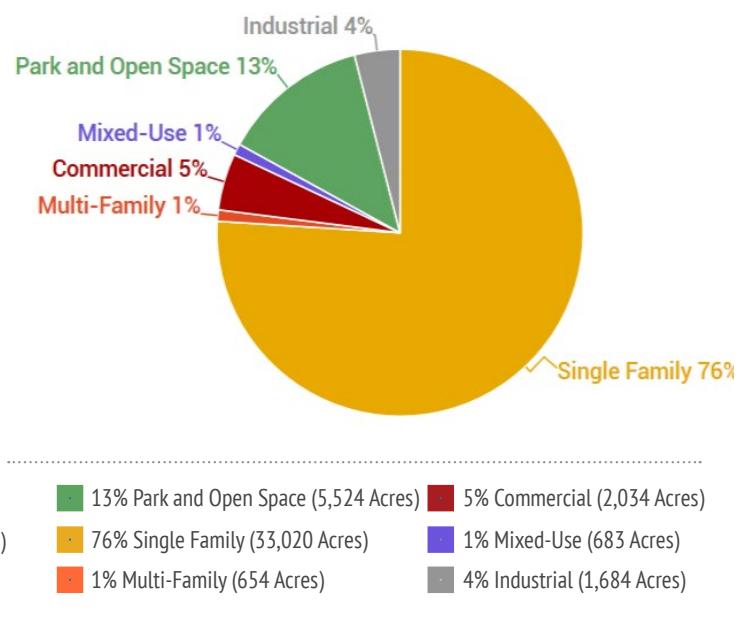
■ FIGURE 9.8

□ Future Land Use: Current City Limits



■ FIGURE 9.9

□ Future Land Use: Potential Growth Areas



## Other Key Opportunities

Key subareas outside of the city's downtown core include the Kennedy Road Corridor, the Northwest Arterial, and the future Southwest Arterial. Promoting a livable development pattern surrounding the key corridors is important to sustain long-term growth in these areas.

- **Kennedy Road Corridor:** Opportunities for mixed-use development and improved pedestrian/bike access are suggested in the Transportation/Mobility Chapter.
- **Northwest Arterial:** Opportunities for improved connections with existing bike/pedestrian trail and mixed-use developments.
- **Southwest Arterial:** Opportunities for mixed-use development to promote walkability, and bike/pedestrian access.

“

*“I would like to see more mixed-use land use in existing residential neighborhoods. Small corner shops with some groceries within walking distance would be great.”*

*“I would like to see more retail options and better designed places and spaces along the JFK corridor.”*

*“I would like to see more mixed-use development along the Chavenelle Rd. area/Industrial Park area. Urban farms in each mixed-use area for food security. Solar farms on brownfields and roof tops for energy independence. Floodplains/wetlands near rivers to accommodate 500 yr floods.”*

- Ideas shared via Land Use Quick Poll

”



▲ Wayfinding signage along John F. Kennedy Road Corridor

## Mixed-Use Areas

The Future Land Use Map shows future land use in the City of Dubuque and within potential growth areas outside the city limits that can be served by future extension of City water and sewer. It shows the City's two mile extra-territorial jurisdiction (ETJ) allowed by the State of Iowa, where the City has the authority to jointly regulate rural subdivisions with Dubuque County. It also shows the federally-regulated floodplain.

The concept of mixed-use neighborhoods was part of the Imagine Dubuque community input. The concept reflects a flexible mix of land uses, such as a mix of residential and commercial land uses, and a mix of housing types, from single-family homes to multi-family units.

Mixed-use areas can provide many benefits. Residents of mixed-use neighborhoods have more opportunities to walk or bike because their jobs, shopping, entertainment, schools, services, and places of religious assembly are located nearby. Increased walking and biking results in reduced traffic congestion and vehicle emissions, and improved public health.

The Future Land Use Map shows the Port of Dubuque, Downtown, Central Avenue Corridor, John F. Kennedy Road Corridor, intersection of US 61/151, intersection of the Southwest Arterial with US 61/151 as mixed-use areas based on Imagine Dubuque community input on these areas. In addition, the map shows mixed-use at the intersection of the Southwest Arterial and North Cascade Road. This designation is consistent with the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan. Mixed-use will support the range of residential, commercial and institutional uses, including public schools, likely to develop around this intersection.

Although not illustrated on the Future Land Use Plan, another opportunity for mixed-use development suggested by residents was the idea of integrating residential, commercial and recreational uses within industrial parks. This approach could potentially reduce transportation costs and promote better utilization of property.

## Potential Growth Areas

Dubuque's low unemployment rate and significant track record of job growth suggest continued need for additional commercial and industrial space. Expansion within and adjacent to existing industrial development is anticipated, along with potential selected new industrial locations within major roadway corridors like U.S. Highway 20, U.S. Highway 151, or the Southwest Arterial. In addition to continued infill in downtown Dubuque, additional commercial development is anticipated along these same roadway corridors, particularly at major roadway intersections.

As highlighted in the Housing Chapter, there is a clear need to provide for additional housing options to encourage these new residents to live in Dubuque where access to jobs, shops, education, and recreation opportunities are readily accessible. However, unlike the isolated development patterns of the past which focused on separation of uses, the Imagine Dubuque plan promotes the concept of mixed-use development that provides for walkable neighborhoods with convenient access to goods, services, parks, and schools without the need to use a car for every trip.

The Future Land Use Map reflects single-family subdivisions as the most likely development anticipated with the future extension of City utilities and services into the potential growth areas analyzed as part of the draft 2017 Annexation Study. This residential land use is consistent with the population projections in the 2014 Southwest Arterial Economic Impact Analysis and the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan for these potential growth areas.

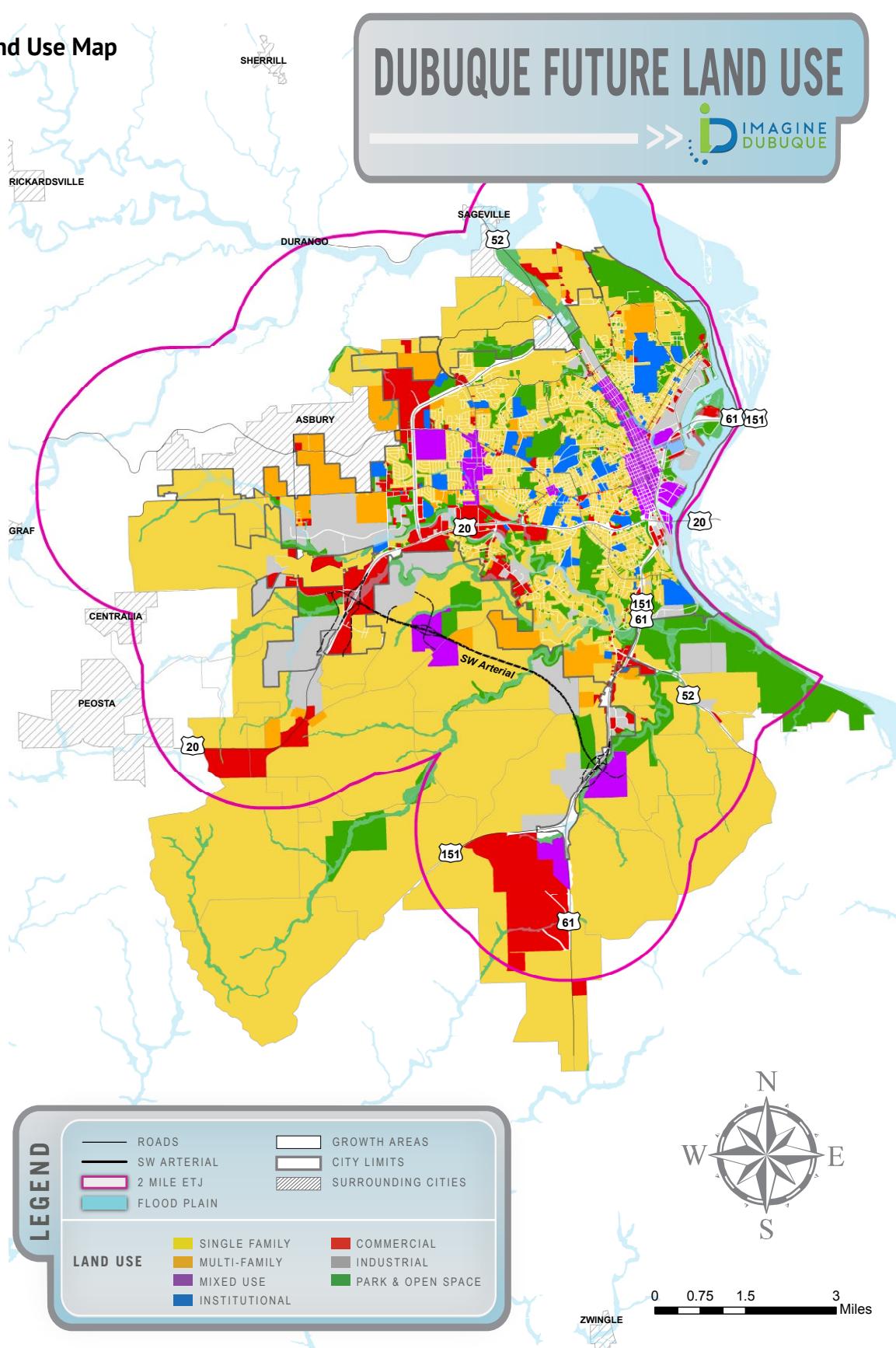
While not illustrated on the Future Land Use Plan, it will be essential to provide these future developments with appropriate parks and interconnected bikeways/open space corridors to link them to other areas of Dubuque. The location of appropriate parks and open space areas is typically done at the time of development review of a specific subdivision, or within a separate Park and Recreation Master Plan. New multi-family areas are anticipated in proximity to employment areas like the Dubuque Industrial Center West or within the Southwest Arterial corridor. It will also be beneficial for new multi-family developments to integrate recreational and open space.



▲ Dubuque County Farmland in Southwest Arterial Corridor

■ FIGURE 9.10

□ Future Land Use Map



## Growth and Annexation

***The City's long-range goals include maintaining compact and contiguous development; accommodating projected residential, commercial, and industrial expansion; and facilitating planned and managed growth on the City's fringe. The city is restricted from expansion on its east side due to the Mississippi River, and is challenged by rugged terrain and limited roadway systems on the north and south.***

The 2017 Annexation Study is a cost-benefit analysis of potential growth areas for the City of Dubuque, Iowa and is an update to the 2006 Annexation Study. The purpose of this report is to analyze potential revenues and expenses incurred from annexation, and provide an estimate of capital improvement cost to provide areas with City services. This information should be used in prioritizing areas for annexation to further City goals for planned and managed growth.

The economic impact of annexation includes the revenue of property taxes and user fees from new development as well as the cost of extending City services such as water and sewer lines. The purpose of the annexation analysis is to assist the City of Dubuque in evaluating growth issues and is a continuation of ongoing evaluation by the City of Dubuque of issues relating to annexation. This study is not considered a plan of annexation. Rather, this study is an evaluation that may eventually lead to consideration of annexation of areas outside of the current corporate limits.

The study encompasses 40,725 acres over 31 potential growth areas. This analysis of potential development provides more than enough potential acreage to accommodate future population projections and appropriate residential and non-residential development. The Annexation Study prioritizes growth areas that stand to generate the greatest fiscal benefit to the City relative to the least amount of cost. The economics of private development also will weigh heavily in the timing of development, both in terms of land development costs and in terms of market demand for various product types. The City has, and will likely to continue to be asked, to partner with the private sector through tools like Tax Increment Financing to promote desired residential and industrial growth. A copy of the draft Annexation Study is included in the Appendix.

“

***“Dubuque can stop supporting urban sprawl immediately... Dubuque's urban planning must include larger scale walkability and undo poor planning of the past such as the parking ramp issues, food desert, and uncrossable major roads such as Locust St, 61 & 20.***

*- Idea shared via Land Use Quick Poll*

”

The following aerial photo highlights an area of undeveloped land within the City's 2-mile extra territorial jurisdiction in a potential growth area. This image shows extensive tree cover, with underlying slopes of over 20% - making development both expensive and environmentally challenging. These sensitive properties are highlighted on the Environmental Factors Map on page 4-13.



▲ Example of land with development limitations in Dubuque's future growth area.

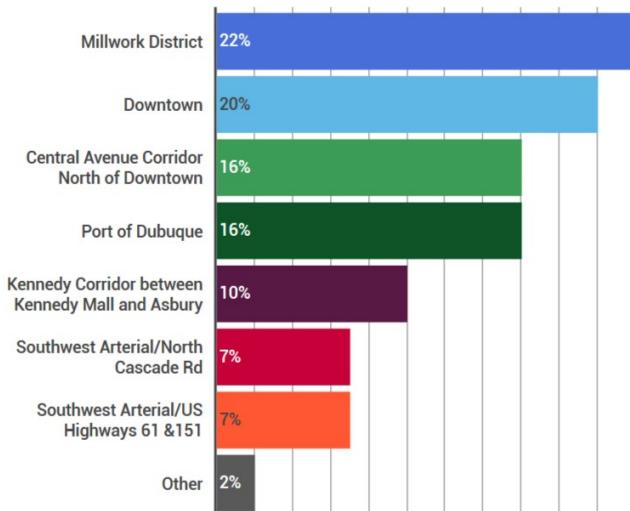
## FIGURE 9.11

### Land Use Quick Poll - Summary of Findings



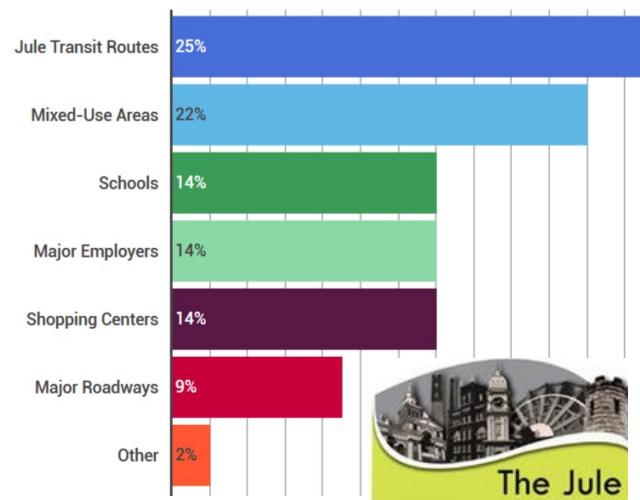
#### MIXED-USE DEVELOPMENT

##### Q1: Where should mixed-use development be considered in Dubuque?



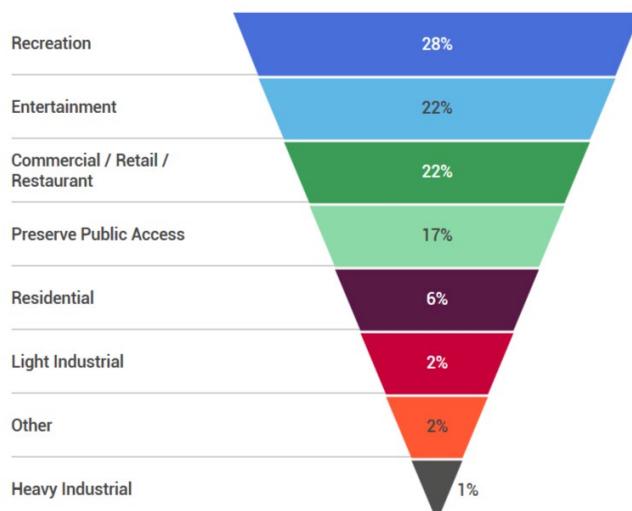
#### MULTI-FAMILY RESIDENTIAL

##### Q3: Multi-family development in Dubuque should be located near:



#### RIVERFRONT DEVELOPMENT

##### Q2: Which land uses would you prioritize along Dubuque's riverfront?



#### FUTURE LAND USE MAJOR THEMES

##### Q4: What other future land uses should be in neighborhoods, the city, and areas outside the city?

- 1 **Additional Parks:** New growth areas should integrate neighborhood parks, and these parks should be connected to integrated trail and open space systems.
- 2 **Protection of Natural Areas:** Woodlands, bluffs, wetlands, creeks, and other natural areas should be preserved.
- 3 **Encourage Infill Development:** Focus on maintaining compact development and preserving agricultural areas around the periphery of Dubuque.
- 4 **Promote Mixed-Use Development:** Residents were supportive of the locations proposed for mixed-use, and suggested consideration of additional opportunities - particularly near the intersection of University Avenue and Asbury Road, the southeast corner of Northwest Arterial and Asbury Road, and within the Central Avenue corridor.
- 5 **Riverfront Recreation:** Embracing the river and making it accessible for recreation and enjoyment for all.

## Land Use Recommendations

### Single Family

Serve neighborhood needs such as education, housing, and recreation equitably while maintaining a viable, livable atmosphere and reducing environmental impacts.   

- Integrate future neighborhoods into Dubuque via access to trails, open space, and other recreational and educational amenities and connections to needed goods and services.
- Integrate new development into the natural environment by protecting significant woodland, prairie, and wetland areas and avoiding steep slopes.



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*

### Multi Family

Encourage a mix of housing affordable for all segments of Dubuque's population throughout the community, including options for those who might be saving for their first home.   

- Encourage new multi-family development in proximity to jobs to minimize transportation costs.
- Integrate multi-family development within mixed-use areas identified on the Future Land Use Plan for increased access to goods and services in a walkable environment.



### Mixed-Use

Create a vibrant environment where residents can live, work, and play within walking and biking distance of their home at opportunity sites throughout the community.   

- Evaluate potential modifications to the existing C-2A Mixed-Use Neighborhood Zoning District, or creation of a new Zoning District, to accommodate larger mixed-use areas that may include ground floor residential space.
- Work with property owners and developers to encourage and create walkable, mixed-use developments in locations identified on the Future Land Use Plan.
- Integrate a variety of residential product types in mixed-use areas, including multi-family products such as townhomes and apartments, but also incorporating some single-family housing.



### Institutional

Support essential public facilities and services for future growth and ensure that everyone in the community has equitable access to these services.   

- Explore a new school site to serve future growth areas, particularly within the Southwest Arterial corridor.
- Integrate new institutional uses such as churches or non-profits in proximity to residents they serve. Such uses may be particularly appropriate in future mixed-use areas.



## Land Use Recommendations

### Commercial

Be responsive to market demands and the needs of residents by providing key retail and employment centers. Ensure that such development does not impact the quality of life in adjacent residential neighborhoods.  

- Explore additional opportunities for limited commercial development within neighborhoods to provide enhanced local access to day-to-day goods and services like convenience goods, dry cleaning, etc. Such uses are typically best located at major intersections.
- Continue to concentrate commercial uses with a regional draw along major transportation corridor, including downtown.

### Industrial

Attract large employment centers with access to infrastructure facilities. Ensure that such development does not disproportionately impact residential areas.   

- Allow for appropriate expansion of existing industrial parks as identified on the Future Land Use Map.
- Explore additional industrial development opportunities near the Dubuque Regional Airport, particularly in the U.S. Highway 61 corridor.

### Park and Open Space

Preserve key environmental features and provide recreational opportunities for all segments of the population through a variety of demanded active and passive options.   

- Continue to work closely with the School Districts to locate and, where appropriate, share facilities to serve existing and future neighborhoods.
- Link existing and future development with open space and trail corridors.
- Continue to explore additional recreational opportunities along the riverfront.
- Work with residents and local groups to explore creation of a mountain biking facility in Dubuque.



*Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.*





## CHAPTER 10

# A CALL TO ACTION

### CHAPTER AT A GLANCE

<input type="checkbox"/> Introduction	10-2
<input type="checkbox"/> Partnerships for a Better Dubuque	10-4
<input type="checkbox"/> Recommendations	10-8
<input type="checkbox"/> Priorities and Measuring Success	10-23

*"The conductor of an orchestra does not make a sound, he depends, for his power, on his ability to make other people powerful."*

- Benjamin Zander, Conductor, Boston Philharmonic.

# CHAPTER 10

## A CALL TO ACTION

*Just as the Imagine Dubuque Comprehensive Plan was built on community engagement, implementation of the plan will also need to be built on an engaged community – one that pulls together, combines resources, and shares in the vision of making Dubuque increasingly viable, livable, and equitable.*

### Introduction

#### Strong Partnerships Hold the Key

One of the keys to why Dubuque has thrived in recent years, and a critical key to future success, is partnerships. While these partnerships may be formal or informal, to be successful they require two key elements – people and planning. Peoples' willingness to find common ground and focus on shared visions and values is critical to successful implementation of this plan.



**Partnership for a Better Dubuque**

#### Dubuque Goals

**Partnership for a Better Dubuque:** Building Our Community that is Viable, Livable, and Equitable

#### Shared Vision

Based on the 12,500 plus ideas expressed during the Imagine Dubuque planning process, the desires of Dubuquers align closely with that of the City Council, as outlined by the City's vision statement:

*"Dubuque 2037 is a sustainable and resilient city and an inclusive and equitable community. Dubuque 2037 has preserved our Masterpiece on the Mississippi and has a strong, diverse economy and expanding connectivity. Our residents experience healthy living and active lifestyles; have choices of quality, livable neighborhoods; have an abundance of fun things to do; and are engaged in the community."*

Pulling the community together to identify common ideas and a vision is what the Imagine Dubuque process has been all about (see Chapter 2). Maintaining and continuing to build partnerships will be an essential element in ensuring the successful implementation of this plan (see graphic on page 10-4).



#### Measures of Success: Bee Branch Creek



## Plan Direction

It is important to understand that this is a community plan and not a city plan. Most of the ideas brought out in this process will depend on community organizations and community members to move forward. As far as the City, in addition to the City Council, two City commissions will also have a significant role in implementing the Imagine Dubuque Comprehensive Plan.

- **Long-Range Planning Advisory Commission** – This commission was actively involved in developing the recommendations to City Council for the Comprehensive Plan, and will play an important role in keeping the plan current and reviewing future actions to ensure consistency with the plan.
- **Resilient Community Advisory Commission** – This relatively new commission, established in 2016, has a defined advisory purpose as outlined in the graphic on page 10-5.



▲ David Johnson, Assistant Planner with the City of Dubuque, leads Inclusive Dubuque at a Focus Group Event on November 9th, 2016

## Recommendations

It will take significant time, effort, and in many cases funding, to achieve the vision outlined in this Imagine Dubuque Comprehensive Plan. The following recommendations will guide plan implementation. Recommendations are organized by major topic, and are related to overall Dubuque goals as defined by the City Council. They are not listed in order of priority – it will be up to both the City Council and the community to prioritize the key recommendations outlined in Imagine Dubuque.

**Imagine Dubuque is a Call to Action, not just a 20-year plan!** What kind of community do you want for your children, grandchildren, friends and neighbors, both new and long standing? The only way to have a viable, livable, and equitable community is to make it so. It will not just happen on its own.

**It is hoped that you will heed this Call to Action.** It is your responsibility to develop the action steps, create the strategies for success, be inclusive in your efforts and make your community sustainable and resilient. These are your ideas and you have the responsibility to participate in moving them forward.

**As the City approaches implementation of the plan, it needs to be remembered that this is a community plan and the city should not take the lead on items best implemented by others.** The City *does* need to identify ways to encourage and support others and to partner where appropriate to make the plan a reality.



▲ Ose Akinlotan, Planning Technician with the City of Dubuque, speaks to the City of Dubuque Leadership Team, relaying progress and plan updates.

“  
How do you define a resilient community?

*“A community that is able to address the challenges it faces currently as well as being prepared to address + overcome future challenges. It requires the community to have the foresight to look for future challenges + also the courage to take the difficult steps either now or in the future.”*

*- Idea shared by the Resilient Community Advisory Commission*

## Partnerships for a Better Dubuque

*The vision of making Dubuque a more viable, livable, and equitable community requires the entire community working together towards common goals.*

It is people, planning, and partnerships that are all required to achieve the community's shared vision as outlined in this Imagine Dubuque Comprehensive Plan. The following illustration graphically portrays some of the key organizations and initiatives that are working together for the good of all Dubuque residents, and together will help implement this plan.

### Inclusive Dubuque

As noted on their website, from its creation in 2012, Inclusive Dubuque has been focused on building "a local network of leaders from faith, labor, education, business, non-profit, and government dedicated to advancing justice and social equity in our community." This network is strong and has resulted in many positive outcomes including the creation of a community equity profile and facilitating community conversations. Since equity touches all elements of the plan, the Inclusive Dubuque network is an ideal forum to carry forward the dialogue on implementing plan recommendations.

### WORKING TOGETHER TO BECOME MORE VIABLE, LIVABLE, & EQUITABLE



## Boards and Commissions

Boards and commissions are important partners in the Council-Manager form of government in the City of Dubuque and the City's role in implementing this plan. While they are mainly advisory, some have bigger roles in implementing policy like the Zoning Advisory Commission. Another example is the Long-Range Planning Advisory Commission, which was instrumental in guiding and bringing together the community to inform the recommendations to the City Council for Imagine Dubuque. The creation of the Resilient Community Advisory Commission was identified as a City Council Top Priority in 2015 and established in 2016.

## Long Range Planning Advisory Commission

The purpose of the commission is to foster the community planning process, develop policies, goals, plans, and management tools based on a consensus of community values, and help guide the community's future development, public policies, and decision making. The Commission provides a leadership role in planning and coordinating the comprehensive planning effort. They also supervise the preparation and maintenance of the plan and provide input into the process to help guide coordinated, consistent, and harmonious development of our environmental, physical, and social environs.

### PURPOSE OF THE LONG RANGE PLANNING ADVISORY COMMISSION



#### Plan Leadership

Provide a leadership role in the planning, coordinating, and sponsoring of a periodic community planning process.



#### Plan Supervision + Maintenance

Coordinate and supervise the preparation and maintenance of the comprehensive plan.



#### Provide Input to City Manager

Provide input to the city manager in the preparation of the city manager's recommended multiyear capital improvement program.



#### Undertake Studies

Study existing conditions and future growth to provide process input, guide, and accomplish coordinated, consistent, and harmonious development.



#### Support Communications

Lead or assist with City surveys, studies, maps, plans, or charts with due regard to its relation to neighboring territory.



#### Recommend Amendments

Recommend amendments to all or parts of the comprehensive plan in response to the community planning process, after a public hearing.



#### Review for Consistency

To review proposed urban renewal plans and urban revitalization plans for consistency with the comprehensive plan



#### Enhance Public Understanding

Undertake public information efforts to enhance public understanding of the community planning process.



#### Provide Project Assistance

Undertake other specific long range planning projects which may be referred to the commission by the city council.

## Resilient Community Advisory Commission

The Resilient Community Advisory Commission, much like Imagine Dubuque, touches all facets of community life. They advise on city policies and practices to assure resilient outcomes; facilitate the ability to adapt to factors influencing the social/cultural, economic, and environmental well being of the community; prevent, prepare for, and recover from adverse vulnerabilities and change through coordination, data analysis, evaluation, and citizen engagement; and to create a viable, livable, and equitable community.

Through a robust community engagement process, over 200 residents provided input to define resiliency as:

*"The ability of individuals and systems to prevent, prepare for, and recover from adverse vulnerabilities while adapting to long-term changes."*

### PURPOSE OF THE RESILIENT COMMUNITY ADVISORY COMMISSION



#### Research Data

Review research and data in order to provide input on re-identification, prevention, and plans for potential economic, environmental, and social/cultural vulnerabilities.



#### Review Plans

Review plans for long-term prevention, preparedness, and recovery efforts.



#### Review Recommendations

Review policy and program recommendations to the City Council in order to influence resilient outcomes for the community.



#### Comment on Goals

Provide comment to the City Council on the allocation of budgeted city funding to achieve adopted resiliency goals.



#### Educate the Public

Educate and engage the public on commission priorities.



#### Provide Input

Provide input on and review strategies to address identified vulnerabilities in collaboration with city staff, other city commissions, and community partners.



#### Recommend Grant Allocations

Review and make recommendations regarding Sustainable Dubuque Community Grant allocations.



#### Respect City Authority

Work collaboratively with government, understanding the responsibilities of the City Council, City Manager and City staff.



#### Communicate + Coordinate

Ensure coordination and communication with other commissions.



## Vision Statement

Dubuque is a viable, livable, and equitable community. We embrace economic prosperity, social/cultural vibrancy and environmental integrity to create a sustainable legacy for generations to come.



[www.sustainabledubuque.org](http://www.sustainabledubuque.org)

## Dubuque's 12 Sustainability Principles

These principles guide government, business, non-profit, and individual actions in Dubuque. Community planning documents including the Comprehensive Plan, Long-Range Transportation Plan, Comprehensive Economic Development Strategy, and many others are guided by this sustainability framework.

### > Dubuque is a community that values...

#### Economic Prosperity



##### Community Design >

The built environment of the past, present and future which contributes to its identity, heritage and sense of place.

##### Smart Energy Use >

Energy conservation and expanded use of renewable energy as a means to save money and protect the environment.

##### Resource Management >

The benefits of reducing, reusing and recycling resources.

##### Regional Economy >

A diversified regional economy with opportunities for new and green markets, jobs, products and services.

#### Social/Cultural Vibrancy



##### Green Buildings >

A productive and healthy built environment.

##### Community Knowledge >

Education, empowerment and engagement to achieve economic prosperity, environmental integrity and social/cultural vibrancy.

##### Healthy Local Foods >

The benefits of wholesome food from local producers, distributors, farms, gardens and hunters.

##### Community Health and Safety >

Systems, policies and engagement to ensure that all residents have access to healthy and safe lifestyle choices.

#### Environmental Integrity



##### Reasonable Mobility >

Safe, reasonable and equitable choices to access live, work and play opportunities.

##### Healthy Air >

Fresh, clean air, reduced greenhouse gas emissions and minimized health risks.

##### Clean Water >

Water as the source of life, seeks to preserve and manage it in all forms.

##### Native Plants & Animals >

Biodiversity through the preservation, restoration and connection of nature and people.



# Greater Dubuque **2022**

## Recommendations: Economic Prosperity

*A strong economy is key to Dubuque's present and future success: While the City of Dubuque certainly has a role in promoting economic prosperity, partners like the Greater Dubuque Development Corporation, Dubuque Main Street, and the Dubuque Area Chamber of Commerce are key drivers in this area, all dependent on businesses creating jobs.*

2017 marked the conclusion of the Greater Dubuque Development Corporation Next Campaign, a very successful effort to promote economic growth focused on job creation, increased wages, construction investment, and population growth. Targets established by the Greater Dubuque Development Corporation in each of these categories in 2012 were exceeded by the end of the campaign in 2017. Greater Dubuque Development Corporation recently launched their new Greater Dubuque 2022 campaign to continue that success over the next five-year period.

### Goals for this new campaign include:

- 64,000 jobs, an increase of over 5% from current levels**
- \$800 million dollars in new residential and commercial construction**
- \$60,000 median household income (\$47,450 in 2015)**
- 100,000 population of the Greater Dubuque Area (97,000 in 2017)**



### Robust Local Economy

#### Dubuque Goals

**Robust Local Economy:** Diverse Businesses and Jobs with Economic Prosperity

*Key recommendations, partners, and actions to promote a robust local economy and achieve many of the ideas identified by residents in the engagement process are outlined in the table on the following page.*

Recommendations	Partners
<p><b>Employment</b></p> <ul style="list-style-type: none"> <li>Continue ongoing efforts to diversify Dubuque's economy, including all sectors and all employment types and categories.</li> <li>Convene local employers attracting talent from elsewhere and from the region, identify successes and challenges based upon local employer experiences, and develop a comprehensive 'hyper-local' approach to overall diverse talent attraction and development, including a local talent pipeline.</li> <li>Continue to strengthen existing start-up business and entrepreneurial programming to develop a comprehensive entrepreneurial eco-system. This system should include programs and resources, including funding, for entrepreneurs through Stage 2 growth. (Stage 1 and 2 entrepreneurs are described on page 10 in the Economic Development Analysis Report in the Appendix.)</li> <li>Continue the current work of Inclusive Dubuque, also formulating strategies to enhance economic resiliency and mitigate the impact of economic disruptions locally.</li> </ul>	<ul style="list-style-type: none"> <li>Greater Dubuque Development Corporation, Startup Dubuque, Project HOPE, Access Dubuque Jobs, Dubuque Area Chamber of Commerce, Northeast Iowa Community College, University of Dubuque, Clarke University, Loras College, Dubuque Community School District, Holy Family Schools, Inclusive Dubuque network, Dubuque Main Street, Dubuque Area Labor Management Council, Dubuque Initiatives, Washington Neighborhood Development Corporation, Dubuque Racing Association</li> </ul>
<p><b>Housing</b></p> <ul style="list-style-type: none"> <li>Work with local residential realtors to understand why families choose or do not choose Dubuque when purchasing a new home. Once understood, use this data to identify suitable development sites for new homes.</li> <li>Foster the development of new and additional housing products in suitable locations throughout the City.</li> <li>Continue the current work of Inclusive Dubuque, also formulating strategies to enhance economic resiliency and mitigate the impact of economic disruptions locally.</li> </ul>	<ul style="list-style-type: none"> <li>East Central Iowa Association of Realtors, Dubuque Home Builders and Associates, Inclusive Dubuque network</li> </ul>
<p><b>Business</b></p> <ul style="list-style-type: none"> <li>Work with the city's broadband providers to ensure the city's technological future, given its implications for the city's business growth and employment growth.</li> <li>Collaborate with Kennedy Mall ownership and surrounding major centers to support regional retail.</li> </ul>	<ul style="list-style-type: none"> <li>Greater Dubuque Development Corporation, Wisconsin Independent Network, Mediacom, CenturyLink, and other local providers of Internet services, Kennedy Mall Ownership/ Surrounding Major Retail Centers</li> </ul>



▲ Dubuque Arboretum

## Recommendations: Sustainable Environment

*Through Sustainable Dubuque and other efforts, the community has become a national leader in efforts to responsibly grow while protecting the environment. This is clearly a topic that residents are passionate about given many excellent comments and ideas generated during the Imagine Dubuque process.*

Promoting clean water, healthy air, and native plants and animals are all important Sustainable Dubuque concepts. The city's location within the Driftless Region (untouched by glaciers) and along the Mississippi River emphasizes the importance of integrating development into the natural environment.



### Sustainable Environment

#### ■ Dubuque Goals

**Sustainable Environment:** Preserving and Enhancing Natural Resources

*Key recommendations, partners, and actions to promote a sustainable environment and achieve many of the ideas identified by residents are outlined in the table on the following page.*

Recommendations	Partners
<b>Clean Water</b> <ul style="list-style-type: none"> <li>Continue the efforts of the Bee Branch Watershed Flood Mitigation Project to mitigate health and environmental hazards in Washington, Point, and North End neighborhoods.</li> <li>Continue to implement the Catfish Creek Watershed Management Plan to protect creeks, sensitive ecological habitats, and promote conservation-minded development.</li> </ul>	<ul style="list-style-type: none"> <li>Neighborhood Associations, Catfish Creek Watershed Management Authority, Dubuque Soil and Water Conservation District, Iowa Department of Natural Resources, State Flood Mitigation Board</li> </ul>
<b>Clean Air + Energy</b> <ul style="list-style-type: none"> <li>Continue to implement the 50% by 2030 Climate Action Resiliency Plan by focusing on waste reduction, transportation improvements, and energy efficiency of homes and businesses to achieve climate goals and renewables.</li> <li>Support mobile air quality monitoring to increase citizen awareness and identify and target toxic hot spots.</li> </ul>	<ul style="list-style-type: none"> <li>Dubuque Metropolitan Area Solid Waste Agency, Iowa Department of Transportation, Green Dubuque, Alliant Energy, Black Hills Energy</li> </ul>
<b>Healthy Neighborhoods</b> <ul style="list-style-type: none"> <li>Continue Healthy Homes strategy as part of the CHANGE and Bee Branch revitalization efforts.</li> <li>Continue to implement the Emerald Ash Borer Readiness Plan to maintain safe and healthy neighborhoods.</li> <li>Seek partnership opportunities to increase localized native plant, pollinator habitat, and edible landscaping in public spaces.</li> </ul>	<ul style="list-style-type: none"> <li>Green and Healthy Homes Initiative, Dubuque Trees Forever, Green Dubuque, Iowa State University Extension and Outreach</li> </ul>
<b>Land Conservation</b> <ul style="list-style-type: none"> <li>Conserve areas near water trails and canoe launches, serene places to escape the city, and viewpoints to watch migratory birds, shown on the Environmental Factors Map.</li> </ul>	<ul style="list-style-type: none"> <li>Catfish Creek Watershed Management Authority, Dubuque County Conservation Board, Private Property Owners, Dubuque Soil and Water Conservation District</li> </ul>
<b>Eco-Education + Participatory Conservation</b> <ul style="list-style-type: none"> <li>Promote educational programming and partnerships that enable children to experience nature.</li> <li>Explore incentives for backyard and curbside composting that reduce the proportion of landfilled food waste.</li> <li>Explore a community-wide Zero Waste Policy that creates a closed-circuit economy of low-impact or reduced consumption lifestyle and marketplace for post-consumer products.</li> </ul>	<ul style="list-style-type: none"> <li>Dubuque Metropolitan Area Solid Waste Agency, Green Dubuque, Green Iowa AmeriCorps, National Mississippi River Museum and Aquarium, the Friends of the Mines of Spain, Loras College, Dubuque County Conservation Board, Dubuque County School District, CLE4R (CLEan Air in the River Valley)</li> </ul>



▲ Taste of Dubuque | Source: Photo contributed by Bob Felderman of General Bob Photography, Dubuque, Iowa

## Recommendations: Social + Cultural Vibrancy

*Culture and the arts are one of the areas that sets Dubuque apart from other similar sized communities, and a key factor in attracting and retaining a strong workforce. Based on extensive comments during the Imagine Dubuque planning process residents had many suggestions to further social and cultural vibrancy in Dubuque.*

Community knowledge, green buildings, healthy local foods, and community health and safety are key social and cultural vibrancy components within the Sustainable Dubuque model. Community recommendations will help to further Dubuque as a viable, livable, and equitable community.



Diverse Arts, Culture, Parks,  
and Recreation



Vibrant Community

### Dubuque Goals

**Diverse Arts, Culture, Parks, and Recreation:**  
Experiences and Activities

**Vibrant Community:** Healthy and Safe

*Key recommendations, partners, and actions to promote social and cultural vibrancy and achieve many of the ideas identified by residents are outlined in the table on the following page.*

Recommendations	Partners
<b>Food</b> <ul style="list-style-type: none"> <li>Colleges, institutions - consider purchasing from more than one contracted vendor to increase local purchasing.</li> <li>Support food production spaces &amp; establishment of Community Supported Agriculture; make City land available for food production</li> <li>Communicate with other “food cities” to share ideas as this develops in Dubuque.</li> <li>Recreation programming can have cooking classes addressing social (food insecurity/cost), educational (enhanced learning) and cultural (inclusion, communication) needs.</li> <li>Consider food access as an objective of the City’s transit systems.</li> <li>Evaluate whether local solid waste can begin to incorporate a compost component, similar to Des Moines, that would provide a source of compost for local gardens &amp; production.</li> <li>Consider an active policy supporting front yard food gardening.</li> </ul>	<ul style="list-style-type: none"> <li>Dubuque Metropolitan Area Solid Waste Agency, Dubuque Community School District, Holy Family Schools, University of Dubuque, Clarke University, Loras College, Convivium, Dubuque Rescue Mission, Dubuque Soil and Water Conservation District, Community Foundation of Greater Dubuque, Dubuque Main Street, AmeriCorps, Master Gardeners</li> </ul>
<b>Education + Empowerment</b> <ul style="list-style-type: none"> <li>Incorporate and support recommendations from the 2017 update of the Community Solutions Action Plan into the implementation program for Imagine Dubuque.</li> <li>Support and further community learning about best practices in equity and inclusion.</li> <li>Work with community providers including non-profits, faith communities, and Dubuque-area colleges and universities to expand child care options and resources, whether through on-site programs, clearing-houses for providers, or other means.</li> </ul>	<ul style="list-style-type: none"> <li>Hills and Dales, Northeastern Iowa Community College, Iowa Childcare Resources and Referral, Community Foundation of Greater Dubuque, Inclusive Dubuque, Dubuque Area Congregations United, Dubuque County Early Childhood, United Way</li> </ul>
<b>Arts + Culture</b> <ul style="list-style-type: none"> <li>Work with the City’s Leisure Services Department to consider where and how recreation programming and use of public parks can bring cultural and arts events to neighborhoods that are isolated or distant from downtown.</li> <li>Evaluate public transit and municipal parking policies relative to their success or gaps in providing weekend and evening access to key arts and culture facilities, particularly in Downtown Dubuque and around emerging areas and venues.</li> <li>Promote partnerships to co-market events at the University of Dubuque’s Heritage Center and the Arts @ Clarke series as part of the City’s overall offerings.</li> <li>Through partnerships with the Multicultural Family Center, senior citizen organizations/providers, the city’s educational system, and local universities, explore ways to expand how residents think about “culture” and “arts” to include new and emerging forms and expressions.</li> </ul>	<ul style="list-style-type: none"> <li>University of Dubuque, Clarke University, Multicultural Family Center, Dubuque Community School District, Holy Family Schools, Dubuque Area Convention and Visitors Bureau, Dubuque Main Street, Private event spaces like the Smokestack, Steeple Square, etc.</li> </ul>
<b>Green Buildings + Historic Preservation</b> <ul style="list-style-type: none"> <li>Recognizing the importance of historic preservation and adaptive reuse, promote waste recovery, and consider recruiting a Habitat for Humanity ReStore or other building reuse retailer.</li> <li>Illustrate the tangible economic and sustainability benefits—direct, indirect, and induced—to Dubuque’s economy and community from the work done by the City’s historic preservation programming and the City’s private and public sector partners. Communicate these benefits consistently to all of Dubuque’s many constituencies.</li> <li>Work with Dubuque’s regional development community to identify and access new and emerging funding options, including crowd funding, to support the ongoing rehabilitation of the City’s historic properties.</li> <li>Expand existing programs, such as HEART, to train additional local workers in preservation-related building trades.</li> </ul>	<ul style="list-style-type: none"> <li>Habitat for Humanity, Green Dubuque, Heritage Works, Greater Dubuque Development Corporation, Community Foundation of Greater Dubuque, The Petal Project, Four Mounds Foundation</li> </ul>

Recommendations	Partners
<p><b>Community Safety</b></p> <ul style="list-style-type: none"> <li>Assess options for improving trash collection in Downtown Dubuque.</li> <li>Review sidewalk implementation and repair plans, particularly for JFK Road and portions of Dodge Street, to identify places where better sidewalks would contribute to greater safety.</li> <li>Assess areas of sub-standard lighting and investigate the cost and feasibility of installing additional lighting, particularly solar or LED lights; focus on Downtown Dubuque and other areas with cultural, arts, and community facilities that attract or could attract people from throughout the city.</li> <li>Continue to support the Police Department's policies and initiatives around diversity, community and understanding, including the Community Liaison role.</li> <li>Explore the potential to provide training and financial resources for the Police Department and community organizations around managing mental health issues in the context of public safety.</li> <li>Foster continued partnerships between the Dubuque Police and neighborhood associations to address safety and operations, especially as new or enhanced neighborhood recreation facilities are identified and designed.</li> </ul>	<ul style="list-style-type: none"> <li>Neighborhood Associations, Dubuque Coalition for Non-Violence, Sisters of Saint Francis</li> </ul>
<p><b>Health</b></p> <ul style="list-style-type: none"> <li>Actively promote partnerships and policies that address mental health and addiction, focusing on prevention and building community resilience rather than reactions.</li> <li>Evaluate community-based options for supporting mental health, such as support groups for people experiencing depression, caregivers, and affected families.</li> <li>Explore the potential for Dubuque area health providers to "prescribe" fruits and vegetables as part of a strategy to combat obesity.</li> <li>Promote in-school healthy food actions including school gardens, wellness, and exercise.</li> </ul>	<ul style="list-style-type: none"> <li>Dubuque Community School District, Holy Family Schools, Crescent Community Health Center, Hillcrest Family Services, Medical Associates Clinic, Dubuque Community YMCA/YWCA, Tri-State Independent Physicians Association, Mercy Medical Center, UnityPoint Health - Finley Hospital</li> </ul>
<p><b>Recreation</b></p> <ul style="list-style-type: none"> <li>Re-evaluate the Parks and Recreation Plan, potentially through a strategic update or addendum, to identify opportunities to provide flexible, programmable space; improve active recreation connectivity in neighborhoods; and enhance Dubuque's "dog-friendliness."</li> <li>Initiate a feasibility evaluation for a Community Center, potentially including indoor recreation and indoor/outdoor aquatic facilities, with an eye towards creating a multi-generational and central community gathering place that supports health, wellness, and social interaction among residents.</li> <li>Evaluate and revise, as appropriate, the dog-related policies for all of Dubuque's park and recreation facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Dubuque Community School District, Holy Family Schools, Dubuque Community YMCA/YWCA, Dubuque Dream Center, Multicultural Family Center</li> </ul>



▲ Washington Court Apartments

## Recommendations: Livable Neighborhoods + Housing

*Dubuque is home to both wonderful historic neighborhoods, typically in and around downtown, and newer subdivisions in the West End and other areas around the community's periphery.*

Affordability, housing choice, and ensuring healthy homes are all important components of quality housing in Dubuque. Recommendations such as enhancements to transportation systems, parks, and public safety are also important to creating livable neighborhoods, and are addressed in other areas of this action plan.



### Livable Neighborhoods and Housing

#### ■ Dubuque Goals

**Livable Neighborhoods and Housing:**  
Great Place to Live

*Key recommendations, partners, and actions to promote livable neighborhoods and achieve many of the ideas identified by residents are outlined in the table on the following page.*

Recommendations	Partners
<h4 data-bbox="99 196 980 232">Livable Neighborhoods</h4> <ul style="list-style-type: none"> <li>Continue to review the City's codes and incentives to ensure what is working continues, and that any other barriers are a priority to address and remove.</li> <li>Recognizing the importance of historic preservation and adaptive reuse, promote waste recovery and consider recruiting a Habitat for Humanity ReStore or other building reuse retailer.</li> <li>Illustrate the tangible economic and sustainability benefits—direct, indirect, and induced—to Dubuque's economy and community from the work done by the City's historic preservation program and the City's private and public sector partners. Communicate these benefits consistently to all local, state and federal constituencies.</li> <li>Identify and collaborate with new partners in other fields, such as health and welfare, environmental, education, and the cultural arts to strengthen the links between Dubuque's neighborhoods and their evolving story.</li> <li>Promote mixed-use development both downtown, within the John F. Kennedy Road Corridor, and key intersections along the Southwest Arterial. These mixed-use areas should provide a variety of residential choices, access to goods and services, and neighborhood amenities like parks and schools within a walkable environment.</li> </ul>	<ul style="list-style-type: none"> <li>Habitat for Humanity, Neighborhood Associations, Dubuque Home Builders Association, East Central Intergovernmental Association, Hillcrest Family Services, Inclusive Dubuque, Catholic Charities, Heritage Works, Dubuque Initiatives, Washington Neighborhood Development Corporation</li> </ul>
<h4 data-bbox="99 846 980 882">Housing</h4> <ul style="list-style-type: none"> <li>Support the City's inspection programs as well as the Green and Healthy Homes Initiative.</li> <li>Monitor affordability and housing stress, an important health indicator, annually.</li> <li>Look to increase wages and self-sufficiency opportunities in the community to make housing more attainable.</li> <li>Adopt and implement a mix of educational/outreach programs to increase housing provider participation in Housing Choice Voucher program.</li> <li>Adopt and implement a mix of financial incentives/policies for creation of Housing Choice Voucher units throughout community.</li> </ul>	<ul style="list-style-type: none"> <li>Habitat for Humanity, Neighborhood Associations, Dubuque Home Builders Association, East Central Intergovernmental Association, Hillcrest Family Services, Inclusive Dubuque, Catholic Charities, Dubuque Area Landlord Association</li> </ul>



▲ Native plants surrounding the Bee Branch.

## Recommendations: Community Facilities

**To support a viable, livable, and equitable community, Dubuque needs a sound infrastructure system to provide residents and businesses with water, sewer, public safety, leisure, and other services.**

Aging facilities, evolving technology, and changing demands can all place stress on systems designed to provide residents with their basic needs. Dubuque has been proactive in updating many of its facilities. However, being the oldest community in Iowa also means having some older facilities that are in need of updating.



### Financially Responsible, High Performance City Organization

#### Dubuque Goals

**Financially Responsible, High-Performance City Organization:** Sustainable, Equitable, and Effective Service Delivery

*Key recommendations, partners, and actions to promote and strengthen infrastructure and achieve many of the ideas identified by residents are outlined in the table on the following page.*

Recommendations	Partners
<b>Infrastructure</b> <ul style="list-style-type: none"> <li>Continue to expand the sanitary sewer collection system to meet growth needs, particularly in proximity to the Southwest Arterial, the West End, and the South Port.</li> <li>Utilize the results of the water system dynamic model (currently under development) to identify current needs, as well as plan for future growth of the community.</li> <li>Continue the integration of the former Vernon Township and Barrington Lakes water systems into the overall City of Dubuque system.</li> <li>Update the city-wide stormwater management ordinance to guide future growth and development and to address onsite infiltration and sustainable development practices.</li> <li>Continued expansion of fiber optic access throughout the community.</li> <li>Partner with Green Dubuque and other similar organizations to define metrics to monitor progress on environmental goals as outlined in the 50% by 2030 Climate Action and Resiliency Plan.</li> </ul>	<ul style="list-style-type: none"> <li>Catfish Creek Watershed Management Authority, Fiber Optic/Internet Service Providers, Green Dubuque, Iowa Economic Development Authority, Iowa Finance Authority</li> </ul>
<b>Public Safety</b> <ul style="list-style-type: none"> <li>Ensure budget and staffing needs for all City Departments as Dubuque's population grows.</li> <li>Identify and document deficiencies of existing 911 Communications Center, and explore facility expansion.</li> <li>Continue to explore the possibility of adding a police substation to further community policing efforts and adequate geographic coverage.</li> <li>Explore potential future sites for an additional or relocated fire station with access to the Southwest Arterial.</li> </ul>	<ul style="list-style-type: none"> <li>Iowa Department of Homeland Security and Management, Iowa Department of Public Safety</li> </ul>
<b>Municipal</b> <ul style="list-style-type: none"> <li>Explore the potential for a small library branch within the West End.</li> <li>Monitor market conditions and strategically implement the Chaplain Schmitt Island Master Plan and other emerging plans.</li> <li>Repurpose the Five Flags Center according to outreach studies to better showcase and utilize the storied downtown venue.</li> </ul>	<ul style="list-style-type: none"> <li>Friends of the Library, Dubuque Racing Association</li> </ul>



▲ Dubuque Intermodal Transportation Center

## Recommendations: Transportation + Mobility

*Rivers, roads, trails, planes, buses – they all help residents and visitors navigate Dubuque. To support a viable, livable, and equitable community, Dubuque must focus on efficiently connecting the community while providing transportation choices.*

The many components of Dubuque's transportation system work to enhance mobility – the ability of residents and visitors to access and navigate the community and individual homes, businesses, and educational and cultural facilities. Mobility affects the daily life of residents, and was clearly a topic residents were passionate about during the Imagine Dubuque process.

Utilization of transportation corridors for multiple modes of travel (Complete Streets), public transportation, connectivity to other parts of the region, and enhancements to automobile travel were all topics of interest to residents, and raised some good discussion during the planning process.



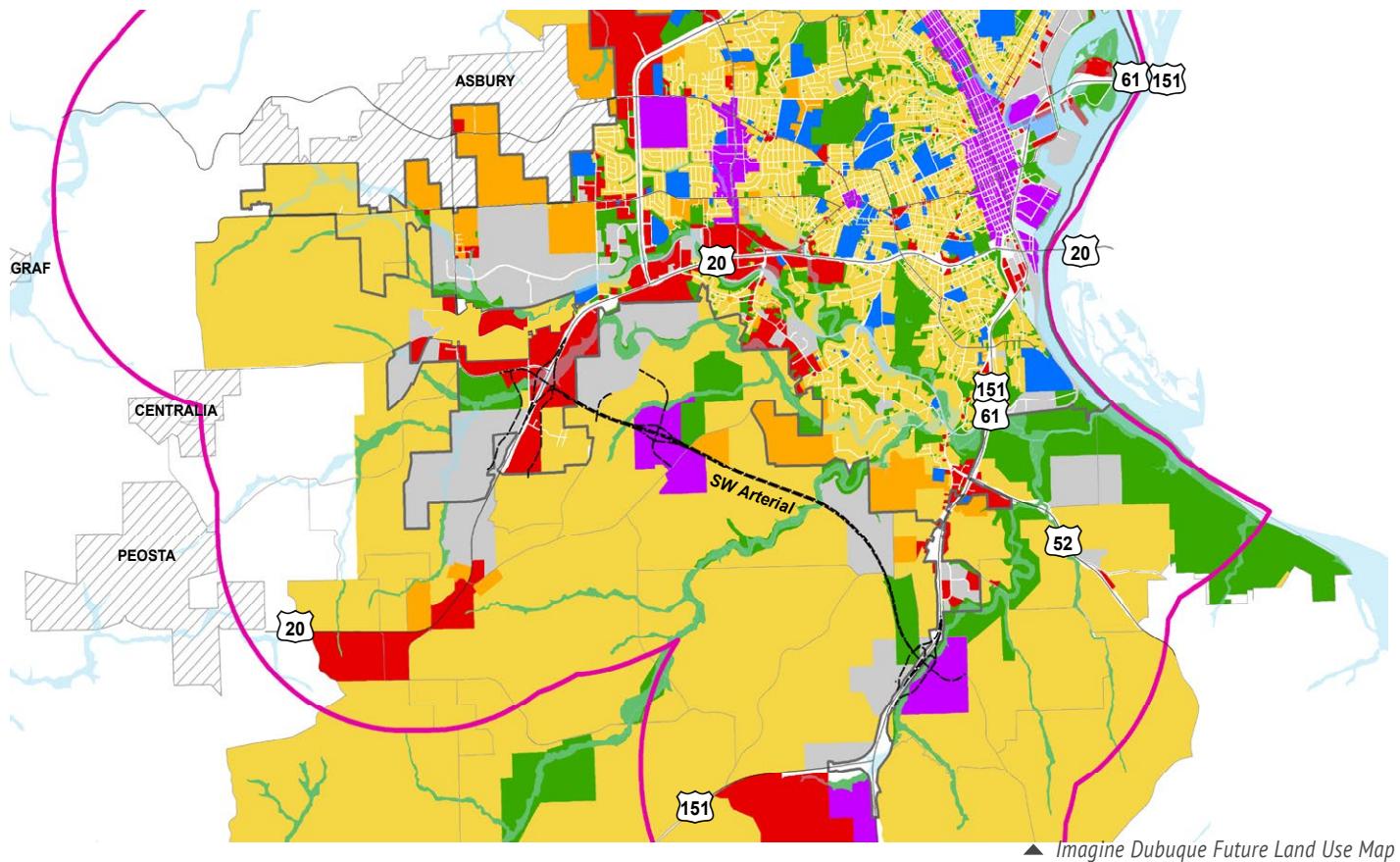
### Connected Community

#### Dubuque Goals

**Connected Community:** Equitable Transportation, Technology, Infrastructure, and Mobility

*Key recommendations, partners, and actions to promote a well connected, transit efficient city and achieve many of the ideas identified by residents are outlined in the table on the following page.*

Recommendations	Partners
<p><b>Complete Streets</b></p> <ul style="list-style-type: none"> <li>• In the JFK corridor, identify short-term and long-term opportunities to facilitate a more complete pedestrian network.</li> <li>• For all Dubuque corridors, assess opportunities to plan and design for complete street elements during each stage of maintenance and project development cycle.</li> <li>• Work from the City's comprehensive network plan for Complete Streets, including the Tri-State Biking/Walking Plan and the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan (Long Range Transportation Plan), when making investment decisions in individual corridors.</li> <li>• When properties redevelop, as appropriate, work to re-orient development to the street level, rather than separated from the street by parking lots and pursue opportunities to acquire right-of-way where beneficial.</li> </ul>	<ul style="list-style-type: none"> <li>• Iowa Department of Transportation, Dubuque Metropolitan Area Transportation Study, Tri-State Trail Vision, Local businesses within corridors targeted for Complete Streets improvements, Green Dubuque</li> </ul>
<p><b>Public Transportation</b></p> <ul style="list-style-type: none"> <li>• Continue making improvements to the fixed-route bus service that provides efficient travel options, focusing on high-performing transit corridors.</li> <li>• Continue to extend bus service hours where it is most effective and provides valued accessibility improvements to the community. Look for opportunities to provide more efficient and direct routes to connect residents to resources and amenities.</li> </ul>	<ul style="list-style-type: none"> <li>• Circles Initiative, Inclusive Dubuque, DuRide</li> </ul>
<p><b>Air Transportation</b></p> <ul style="list-style-type: none"> <li>• Given the current competitive nature of the airline industry, advocate for airline service expansion at the Dubuque Regional Airport. This includes continuing to leverage local incentive funding to target expansion of airline service.</li> <li>• Target new development around the airport to more compatible uses such as light industrial, warehousing, and agriculture. Uses such as residential are particularly sensitive to airplane operations noise.</li> </ul>	<ul style="list-style-type: none"> <li>• Dubuque Area Chamber of Commerce, Federal Aviation Agency, American Airlines and other potential carriers</li> </ul>
<p><b>Connections to Other Regions</b></p> <ul style="list-style-type: none"> <li>• Understanding the critical importance surrounding communities play in staffing jobs in Dubuque, continue to collaborate with surrounding state Departments of Transportation to promote safe, efficient regional roadway connections through Dubuque.</li> <li>• Through political and funding channels, continue to advocate for passenger rail service and a complete four-lane highway connection to Chicago.</li> </ul>	<ul style="list-style-type: none"> <li>• Amtrak, Iowa Department of Transportation, Illinois Department of Transportation, Dubuque Metropolitan Area Transportation Study, Ride the Rail</li> </ul>
<p><b>Automobile Travel</b></p> <ul style="list-style-type: none"> <li>• Identify the required project development steps and funding to implement the City of Dubuque roadway projects prioritized in the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan.</li> <li>• Continue being a national leader in leveraging technology and other Intelligent Transportation System solutions to improve vehicular mobility and safety on the Dubuque street network.</li> </ul>	<ul style="list-style-type: none"> <li>• Iowa Department of Transportation, Dubuque Metropolitan Area Transportation Study</li> </ul>



## Recommendations: Land Use

**Land is a valuable resource that should be managed wisely for both the individual property owner and the community. The Comprehensive Plan focuses on encouraging appropriate development that is both sensitive to the environment and supportable by the market.**

Once land is improved with buildings and infrastructure, that development is likely to be in place for many years – and will likely be expensive to redevelop to another use. Careful consideration of the environment, access, and the economy all play into determining an appropriate pattern of land use. Creation of an integrated and equitable land use pattern will promote implementation of all of Dubuque's goals.

### City of Dubuque Goals 2022

1. **Robust Local Economy:** Diverse Businesses and Jobs with Economic Prosperity
2. **Vibrant Community:** Healthy and Safe
3. **Livable Neighborhoods and Housing:** Great Place to Live
4. **Financially Responsible, High-Performance City Organization:** Sustainable, Equitable, and Effective Service Delivery
5. **Sustainable Environment:** Preserving and Enhancing Natural Resources
6. **Partnership for a Better Dubuque:** Building Our Community that is Viable, Livable, and Equitable
7. **Diverse Arts, Culture, Parks, and Recreation:** Experiences and Activities
8. **Connected Community:** Equitable Transportation, Technology, Infrastructure, and Mobility

*Key recommendations, partners, and actions to promote a successful, thoughtfully planned city, and achieve many of the ideas identified by residents are outlined in the table on the following page.*

Recommendations	Partners
<p><b>Single-Family</b></p> <ul style="list-style-type: none"> <li>• Serve neighborhood needs such as education, housing, and recreation equitably while maintaining a viable, livable atmosphere and reducing environmental impacts.</li> <li>• Integrate future neighborhoods into Dubuque via access to trails, open space, and other recreational and educational amenities and connections to needed goods and services.</li> <li>• Integrate new development into the natural environment by protecting significant woodland, prairie, and wetland areas and avoiding steep slopes.</li> </ul>	<ul style="list-style-type: none"> <li>• Dubuque Home Builders Association, individual residential developers</li> </ul>
<p><b>Multi-Family</b></p> <ul style="list-style-type: none"> <li>• Encourage a mix of housing affordable for all segments of Dubuque's population throughout the community, including options for those who might be saving for their first home.</li> <li>• Encourage new multi-family development in proximity to jobs to minimize transportation costs.</li> <li>• Integrate multi-family development within mixed-use areas identified on the Future Land Use Map for increased access to goods and services in a walkable environment.</li> </ul>	<ul style="list-style-type: none"> <li>• Dubuque Home Builders Association, individual residential developers</li> </ul>
<p><b>Mixed-Use</b></p> <ul style="list-style-type: none"> <li>• Create a vibrant environment where residents can live, work, and play within walking and biking distance of their home and opportunity sites throughout the community.</li> <li>• Evaluate potential modifications to the existing C-2A Mixed-Use Neighborhood Zoning District, or creation of a new zoning classification, to accommodate larger mixed-use areas that may include ground floor residential space.</li> <li>• Work with property owners and developers to encourage and create walkable, mixed-use developments in locations identified on the Future Land Use Map.</li> <li>• Integrate a variety of residential product types in mixed-use areas, including multi-family products such as townhomes and apartments, but also incorporating some single-family housing.</li> </ul>	<ul style="list-style-type: none"> <li>• Dubuque Home Builders Association, Greater Dubuque Development Corporation, individual developers</li> </ul>
<p><b>Institutional</b></p> <ul style="list-style-type: none"> <li>• Support essential public facilities and services for future growth and ensure that everyone in the community has equitable access to these services.</li> <li>• Explore a new school site to serve future growth areas, particularly within the Southwest Arterial corridor.</li> <li>• Integrate new institutional uses such as churches or non-profits in proximity to residents they serve. Such uses may be particularly appropriate in future mixed-use areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Dubuque Community School District, other local institutions</li> </ul>
<p><b>Commercial</b></p> <ul style="list-style-type: none"> <li>• Be responsive to market demands and the needs of residents by providing key retail and employment centers. Ensure that such development does not impact the quality of life in adjacent residential neighborhoods.</li> <li>• Explore additional opportunities for limited commercial development within neighborhoods to provide enhanced local access to day-to-day goods and services like convenience goods, dry cleaning, etc. Such uses are typically best located at major intersections.</li> <li>• Continue to concentrate commercial uses with a regional draw along major transportation corridor, including downtown.</li> </ul>	<ul style="list-style-type: none"> <li>• Commercial developers, Greater Dubuque Development Corporation</li> </ul>
<p><b>Industrial</b></p> <ul style="list-style-type: none"> <li>• Attract large employment centers with access to infrastructure facilities. Ensure that such development does not disproportionately impact residential areas.</li> <li>• Allow for appropriate expansion of existing industrial parks as identified on the Future Land Use Map.</li> <li>• Explore additional industrial development opportunities near the Dubuque Regional Airport, particularly in the U.S. Highway 61 corridor.</li> </ul>	<ul style="list-style-type: none"> <li>• Industrial developers, Greater Dubuque Development Corporation</li> </ul>

## Recommendations

### Park and Open Space

- Preserve key environmental features and provide recreational opportunities for all segments of the population through a variety of demanded active and passive options.
- Continue to work closely with the School District to locate and, where appropriate, share facilities to serve existing and future neighborhoods.
- Link existing and future development with open space and trail corridors.
- Continue to explore additional recreational opportunities along the riverfront.
- Work with residents and local groups to explore creation of a mountain biking facility in Dubuque.

## Partners

- Dubuque Community School District, Dubuque County Conservation Board, Catfish Creek Watershed Management Authority, Tri-State Mountain Bikers, Tri-State Trail Vision, Grant Wood Loop

## Priorities and Measuring Success

*It is hoped that you will heed this Call to Action. It is your responsibility to develop the action steps, create the strategies for success, be inclusive in your efforts and make your community sustainable and resilient. These are your ideas and you have the responsibility to participate in moving them forward.*

*Through the Mayor and City Council annual goal setting process, which creates the annual budget priorities, the City will move initiatives forward as this Plan helps inform that process.*

### Measuring Success

Goals, programs, and vision are all directed to achieving a desired outcome. In the case of the desired outcome for the Imagine Dubuque Comprehensive Plan, the desired outcome is to create a more viable, livable, and equitable community. The question is, how can that be measured and compared to other high-performing communities across the country?

High performance organizations focus on outcomes (results). Dubuque city government is committed to operating effectively, efficiently, and productively toward common goals for the benefit of its residents and stakeholders. The Mayor and City Council annually set goals and priorities, and it is important Dubuque measure and openly share progress to build on successes and inform areas of need. These metrics help Dubuque measure performance and inform data-driven decisions that create efficient and value- driven initiatives.

Dubuque participates in the STAR Community rating system, and currently has a 4-star rating. STAR stands for Sustainability Tools for Assessing and Rating Communities and serves as a tool for measuring performance. Progress in plan implementation will be tracked. The STAR Community Rating System is an important tool for measuring the progress. Dubuque was honored to become just the third Iowa community and the 25th in the nation to achieve certification. STAR's rating criteria is designed to assess a communities' sustainability efforts in a clear and data-driven way. Dubuque's 2015 4-STAR rating reflects the qualities that make the community a better place to live, work and play.



High Performance Community



Partnerships



Outcomes



STAR Category	2015 Score	2015 Identified Areas for Improvement	Progress and Future Focus
	<b>Built Environment</b> Achieve livability, choice, and access for all where people live, work, and play.	<b>79.9%</b> Increase affordable housing alternatives.	<ul style="list-style-type: none"> <li>Created 'Source of Income Committee' and began implementing recommendations</li> <li>Utilizing Tax Increment Financing to promote affordable housing options.</li> <li>Promoting mixed-use development in and around downtown and planned along Southwest Arterial, JFK Corridor, Central Avenue Corridor</li> </ul>
	<b>Climate + Energy</b> Reduce climate impacts through adaptation and mitigation efforts and increase resource efficiency.	<b>60.5%</b> Coordinate preparation and response plans to create a more resilient community	<ul style="list-style-type: none"> <li>Developing a joint county-wide Hazard Mitigation Plan</li> <li>Multiple transportation improvements to reduce emissions including installation of roundabouts and construction of the Southwest Arterial</li> <li>Multiple solar energy installations in place or underway</li> <li>Green Dubuque, a very active organization promoting climate and energy issues</li> </ul>
	<b>Education, Arts + Community</b> Empower vibrant, educated, connected, and diverse communities	<b>77.0%</b> Increase the percentage of students at Grade-Level Reading	<ul style="list-style-type: none"> <li>Dubuque won a 2017 All-America City Award for efforts to help young children improve their reading skills</li> <li>Dubuque maintains a very active arts and cultural scene, and social/cultural vibrancy recommendations in this plan call for increased opportunities to bring people of different cultures together</li> </ul>
	<b>Equity + Empowerment</b> Ensure equity, inclusion, and access to opportunity for all citizens	<b>42.2%</b> Ensure equitable access to community assets and human services programs  Develop community-wide plans for environmental justice and poverty reduction.	<ul style="list-style-type: none"> <li>Circles Initiative and Inclusive Dubuque both continue to do great work to promote equity and empowerment</li> <li>All recommendations within the Imagine Dubuque Comprehensive Plan have been examined for impact on equity</li> <li>Actively working to clean-up older industrial sites near downtown and creating new industrial parks with appropriate buffers and modern development standards</li> </ul>
	<b>Health + Safety</b> Strengthen communities to be healthy, resilient and safe places for residents and businesses.	<b>60.3%</b> Increase number of residents biking, walking, or riding public transit to work  Increase access to healthy food options	<ul style="list-style-type: none"> <li>Major adjustments to Jule routes have been implemented to enhance public transit to work</li> <li>A new trail was recently opened along the Bee Branch Creek, and promotion of additional trails and Complete Streets are key plan recommendations</li> <li>Private non-profit efforts like Convivium, educational efforts and the Double Up Food Bucks Program at the Farmers' Market, and additional recommendations in this plan all are focused on access to healthy foods.</li> </ul>
	<b>Natural Systems</b> Protect and restore the natural resource base upon which life depends.	<b>43.6%</b> Improve stream and groundwater quality	<ul style="list-style-type: none"> <li>The Bee Branch Creek Restoration Project is prime example of Dubuque's recent efforts to enhance natural systems. The U.S. Conference of Mayors awarded the project an Outstanding Achievement Award as part of the 2017 City Livability Awards.</li> <li>The Comprehensive Plan calls for extending stormwater best management practices and development of a new regulatory ordinance</li> </ul>
	<b>Economy + Jobs</b> Create equitably shared prosperity and access to quality jobs.	<b>57.4%</b> Increase opportunities for quality jobs and living wages	<ul style="list-style-type: none"> <li>The Greater Dubuque Development Corporation exceeded all of their 5-year goals established in 2012 including growth in wages, population, construction, and labor force. The May 2017 unemployment rate was 2.7%</li> <li>Implementation of economic development recommendations in this Comprehensive Plan, and as established by Greater Dubuque Development Corporation will continue to enhance Dubuque's economy and jobs.</li> </ul>