

**IOWA**  
**STATE PLANNING BOARD**

**HOUSING AND HEALTH SURVEY**  
**DUBUQUE, IOWA**

**1934**

**REPORT OF THE SURVEY DIRECTOR**  
**G. H. VON TUNGELN**



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HOUSING AND HEALTH SURVEY OF DUBUQUE, IOWA, 1934.

IOWA STATE PLANNING BOARD,  
Project #1039,

H. H. Kildee, Chairman, State Planning Board.

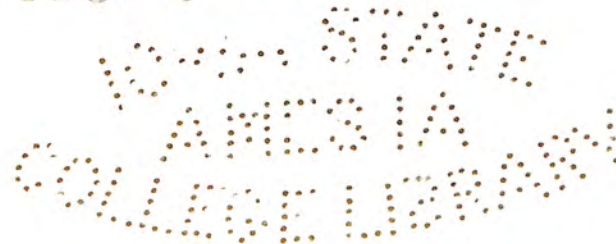
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Survey Committee

Leonard Wolf, Coordinator.

Mayor, M. R. Kane, Chairman, Dubuque Survey Committee.

G. H. Von Tungeln, Director of the Survey.

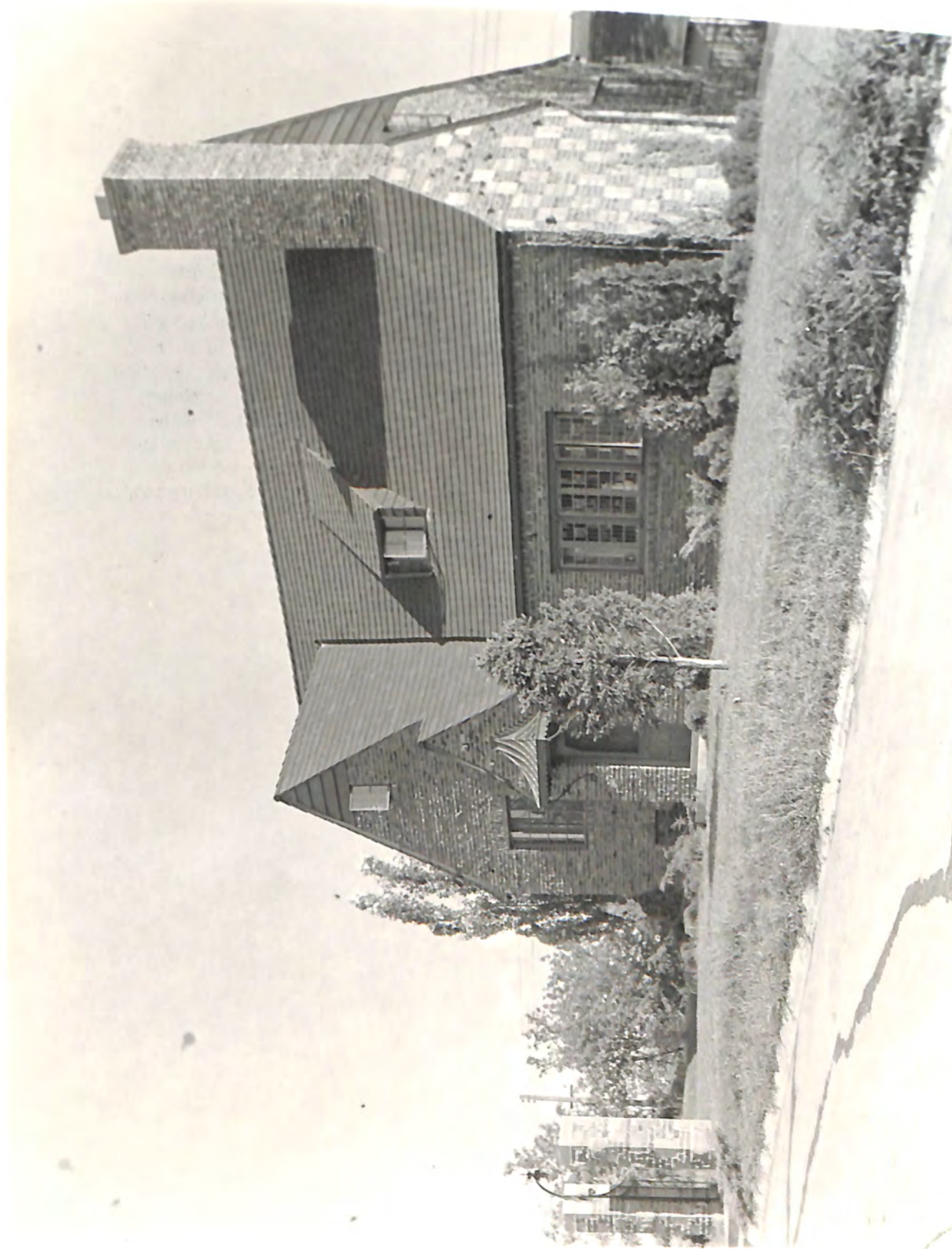


Ames, Iowa.  
1934-1935



One of Dubuque's newer and better homes. The exterior of the walls is very rough. The house was built of clinker brick, practically the waste of the kiln. The cost of wall material was very low. This item alone reduced the total cost of the home very considerably, while at the same time giving to the exterior a very beautiful effect. It is an excellent example of converting waste into utility and beauty.







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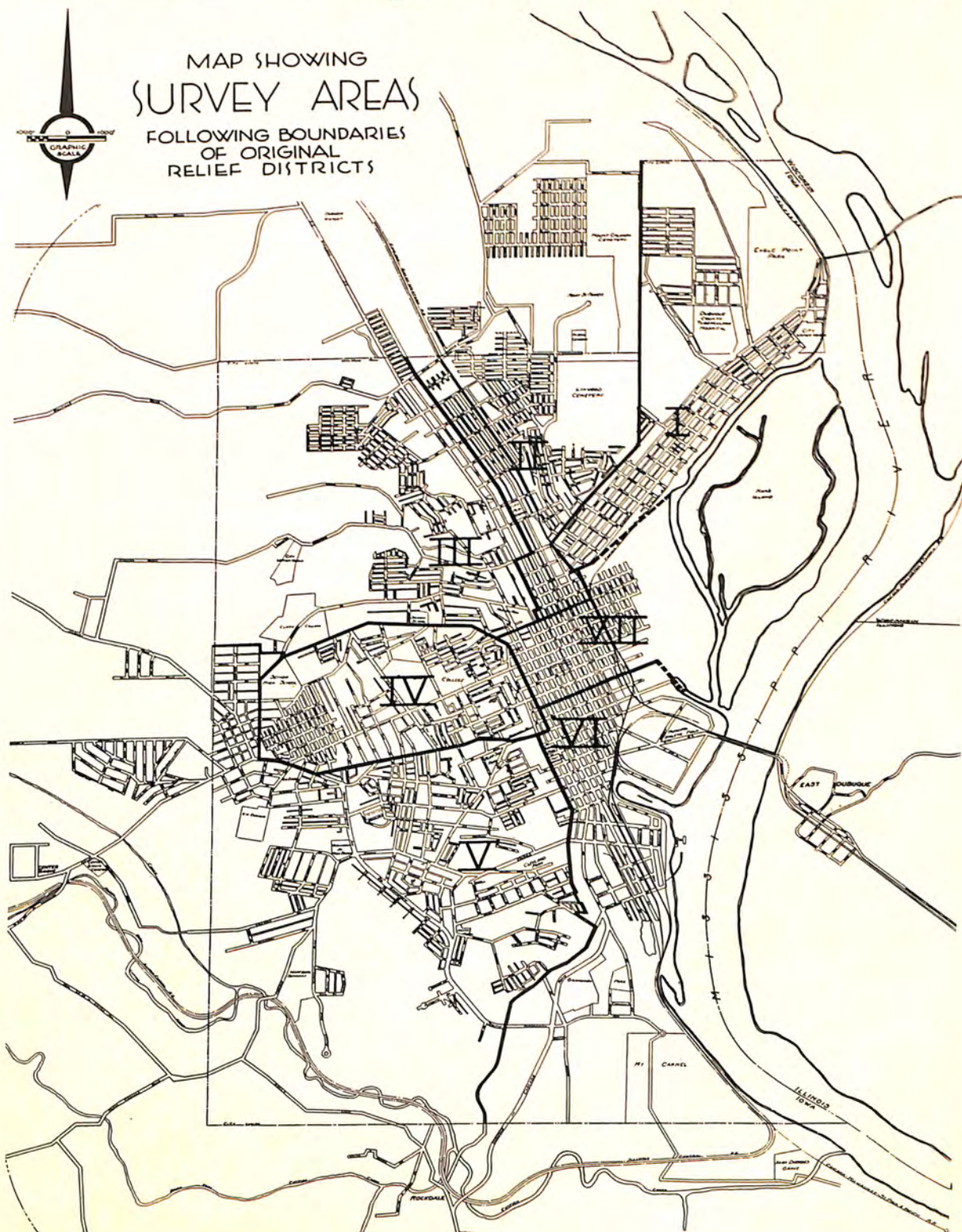


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A graphic scale consisting of a horizontal line with a circular center. The line is divided into segments, with the leftmost segment marked '1000'' and the rightmost segment marked '1 inch = 1000 feet'. The text 'GRAPHIC SCALE' is written below the center of the line.

FOLLOWING BOUNDARIES  
OF ORIGINAL  
RELIEF DISTRICTS





HOUSING AND HEALTH SURVEY OF DUBUQUE, IOWA, 1934.  
(Relief and Non-Relief Households and Dwelling Units.)

George H. Von Tungeln,  
Professor of Sociology,  
Iowa State College.

Chapter 1.

SURVEY OBJECTIVES, METHODOLOGY AND PRESENTATION.

Introduction.

Dubuque, according to the Federal Census, had in 1930 a population of 41,675. The total male population was 19,972 and female 21,707. Dubuque is one of the six cities in Iowa in the population group of from 25,000 to 50,000. It is located on the west side of the Mississippi River just across from the north-west corner of Illinois and the southwest corner of Wisconsin. It was one of the first permanent white settlements of Iowa. The Iowa country was set up as a separate Territory in 1838, but even before that time white settlers were already established in the region now known as Dubuque and Dubuque County. Dubuque therefore is now approximately 100 years old. It is the largest city in northeast Iowa on the Mississippi River. In the early days of western migration it was the northern river port into the Iowa Territory. Dubuque was long an important river trading and shipping point. It is possible that it may again become such as a result of the present Government Mississippi River Improvement Project. Lead mining, along with farming, lumbering and Indian trading, was among Dubuque's early industries. Some of the hills of Dubuque still contain veins of this metallic element.



The Dubuque Survey is the first of several similar City Housing and Health Surveys which the Iowa State Planning Board is conducting in the state.\* The general purpose of these surveys is threefold:

(1) To give the particular city, its officials, interested organizations and individuals a factual picture of the housing and living conditions of the economic lower half of their people, with a view to developing ways of improving these conditions.

(2) To provide the federal public works, housing and relief organizations a research portrayal of housing conditions in these cities on a relief and non-relief family and dwelling unit basis.

(3) To provide a scientific basis for housing and city planning programs for the Iowa State Planning Board. It is also expected that these studies will provide the local and state health authorities with an improved picture of the local health situation, particularly as pertains to communicable diseases and their treatment.

The reader should keep in mind two things as he considers the facts herein presented: (1) It is intended in these surveys to cover only the chief housing problem facts of the respective cities. No study is made of the better housing sections and conditions of the city, for the reason that no particular housing problem exists there. The facts presented therefore do not portray the city as a whole but only the housing problem parts of it.

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\*Similar field data on surveys of Des Moines, Ft. Dodge, Sioux City, Davenport, and Mason City have already been collected. Still other Iowa cities are to be surveyed.



Therefore little space and thought will be given in this report to the better housing and living conditions of the city. The report is intended to deal specifically only with the lower half of the city's housing and living conditions. (2) The facts are being presented vividly and without bias so as to provide those interested in improving conditions with a practical work sheet from which to work to that end. To provide such a working basis for constructive planning and improvement the facts must both be ascertained and presented in an unbiased factual manner. They are so presented in this study with the one hope that they may prove practically helpful to all who are interested in improving housing conditions for themselves, in their city, or in the nation. It is believed that a true and unbiased presentation of the facts is the best means of developing an informed public opinion which then can in a practical manner determine what it will demand as a standard below which it will not be content to have conditions long remain, and how the community will proceed to improve present conditions.

#### Objectives of Better Health and Housing.

John M. Gries\* has well stated both the objective and the problem of achieving better housing in America. He says;

"When we build good housing, we build a good civilization. Take away our durable housing and our cultural level would soon revert to that of the nomad, of the Arab herder in his tent, of the Indian hunter in his tepee. Tent and tepee give shelter, but a solid building converts a shelter into a home and a barbarian into a civilized man. Indeed, what is the primary objective of every civilized man's efforts? Is it not a home, the best home possible? It is amazing, then that we give as little

---

\*Chief of Housing Division, Bureau of Standards, U. S. Department of Commerce. The Housing Conference and Home Economics, Journal of Home Economics, Vol. 24, No. 12, Dec. 1932.



thought to the housing that conditions the home. We spend all our efforts to equip men and women with the means to obtain a home and to live in it happily, and we leave the dwelling itself to chance and the traditions of the past. We build cities in order to provide homes for our people and we organize business to provide means for the support of these homes, and yet in the layout of our cities and in the conduct of our businesses we consult the needs of the the home last.....

"Housing and its equipment are a woman's tools, and if you deny her the essentials of running water, of sanitary plumbing, of carefully thought-out arrangements, you reduce her from an artist, a craftsman, to a laborer.....

"I think no one will deny that we have given too little thought to housing. As a result, we have slums in every community of any size in this country and, though the citizens may not recognize them, even in some of the villages. We have farm houses that are mere shelters, and too often inadequate even for that, lacking space, lacking light and air and heat, and lacking piped water and sinks or any of the other vital conveniences. We have home neighborhoods robbed of privacy and quiet and of investment value by the ill-considered encroachment of business block and factory. We have areas of substantial houses neglected and constituting an economic burden on the community, while the city sprawls out like spilled water, covering ever more ground, needing ever more streets and public utilities, to pay for which homes are eaten up by taxes.....

"Those are some of the reasons why President Hoover called the Conference on Home Building and Home Ownership, December, 1931. To those of us who were devoting all our time to the problem, it had become apparent that the nation's concept of housing needed correction. We clung to a log-cabin mentality in an elevator-apartment era, and the economic and social results were just as disastrous as would have been the physical result of carrying over to the apartment house the cabin's sanitary practices.

"So long as the general public's concept of housing remained archaic and out of accord with reality, the efforts of all the forces engaged in promoting better housing were inevitably handicapped. Prior to the Conference the obstacle to the improvement of housing was that neither the public nor the constructive groups saw the problem in its true perspective. Even the specialist - the architect, the builder, the mortgage banker, the home economist - was inclined to mistake his or her particular interest for the complete picture of housing. In talking with thousands of people over a period of years, I was more and more impressed with the fragmentary concept of housing common to most of them. One saw the lines of the house only;



another reduced it all to stresses and strains; a third thought of housing as a market for gas, electricity, and water; a fourth, as an investment risk; a fifth, as a place for the preparation of food.

"The thing to do, obviously, was to call together all those professions and interests whose activities contribute to the production of modern housing and let them combine their knowledge of the parts to produce a true picture of the whole. That was what we did. As you probably know, President Hoover announced the Conference over a year before the meeting in December, 1931. Secretary Lamont and Secretary Wilbur were appointed joint chairmen and I had the honor of becoming executive secretary. A planning committee was created which set up thirty-one committees, twenty-five of which were to gather data on every conceivable phase of housing and the remaining six to correlate their findings.....

"Un doubtedly, the startling result of the Conference was the picture of the whole that was produced, with the relationship and interdependence of the parts revealed. For the first time, I think, the complexity of housing was widely realized.....

"In short, it was seen that however well built the house, however well designed, you cannot have good housing in a slum; that however well laid out the lot, you cannot have good housing without water supply and sewage disposal; that whatever may be the charm of a neighborhood, you cannot have good housing if the layout of your city is such as to impose daily a long and wearisome street car ride on the worker; that you cannot have good housing when the struggle to meet mortgage payments or taxes deprives the family of all the amenities of life and burdens it with the constant fear of losing its home; that you cannot have good housing when unnecessary miles of weary trooping up and down stairs and back and forth through the rooms of a house are imposed upon the homemaker, or where she has to carry water for every need, or where the rooms are too cramped to permit her a momentary escape from the turbulence of children, or where her children can have no space to themselves.

"With this new perception of the involved nature of housing and of the thousand influences, beyond the control of the individual, that affect housing for good or ill, people realize how obstructive and costly has been the concept that a man's home is his own problem exclusively. I believe that the members of the President's Conference carried away a new sense of society's responsibility for housing. If it is true, as I believe it to be, that homes, more than any other physical factor in our environment, condition happiness and if housing conditions homes, society will come in time to accept as its basic responsibility the supplying of adequate housing to all its members."



The "new perception of the involved nature of housing" is spreading rapidly through communities, states and nations. In that lies the great hope and potentiality that the individual may soon have the cooperation of these forces to the end that the 25 percent or more of our population which now lives in dwellings below a decent minimum standard of housing may be very greatly reduced. Recognition by the community, state and nation that good family housing is a basic element in high grade civilization is rapidly moving into the pattern of our common thinking and planning. As the home is so the child grows is taking on a social comprehension and perspective. The inalienable right of the child to be well housed cannot be escaped with social impunity.

### Housing, Health and Moral Conduct

#### Physical Health

It has long been known that bad housing is injurious to health. Every housing study reveals over-crowding in dwelling units and of dwelling units on lot space, dampness, lack of and insufficient ventilation, impure or inadequate water supply, lack of sanitary toilet facilities, lack of running water and sewer connections, poor lighting and heating facilities, inadequate bathing facilities, inadequate disposal of garbage, poor construction and dilapidation of buildings, inadequate protection against flies, mosquitoes and vermin, uncleanness, lack of privacy, sex perversion, spawning of off-spring, low standards of personal relations and of property



use and rights, depression of human spirit, and general inadequate knowledge and protection of health and moral preservation and promotion. All these take their undue toll of human life, human energy and human welfare. For example, rooms without windows and dark rooms and houses develop rickets in children and help to spread tuberculosis. It is well known that the tubercle bacillus in human sputum is destroyed in fifteen to twenty minutes of direct exposure in outside sunlight. But even in a well sun lighted room two or more hours are required to destroy it. In poorly lighted rooms it survives for two or more weeks. In very dark places or rooms it may survive for one or more months. It is easy to understand from these facts how bad housing and living conditions associated with patients in advanced stages of this disease are especially dangerous to young children playing on the floors in such homes and in close contact with such patients. In like manner each of the other factors in bad housing is a breeding and fostering grounds for one or more diseases or attacks upon human health and well-being.

#### Moral Health and Conduct.

Lack of privacy in sleeping, toilet, bathing and general living facilities and arrangements, particularly if all these are augmented by the presence of extra lodgers, all are a constant threat to and often an attack on the moral standards and moral conduct of both children and adults. They undermine both normal life and normal home life. These conditions together with their usual accompanying traits of ugliness,



dilapidation and discomfort readily provide different members of the family with strong inducements for spending little of their leisure time at home. They go instead to the streets, dance or pool hall, cheap amusement places, since they cannot afford the price of better things or because constructive forces are not reaching them. From these dens and dives of contamination it is often an easy or a quick road to loss of employment, family desertion, vice and juvenile delinquency. Of course no student of social conditions will contend that bad housing always leads to these results, that there is here only a one way traffic. Sometimes these lead to bad housing as a result because such conduct has led to loss of employment loss of health, or loss of respectability and morale. The fact is these two sets of forces constitute a two-way traffic artery of human degradation. They feed upon each other, and both prey on human well-being and human happiness. The usual onslaught on these conditions, such as the owner maintaining that careless tenants make bad housing and the tenants' counter that bad housing makes careless tenants will not achieve much toward their solution. Unbiased observers will agree that both these contentions contain much truth. However, neither contains the whole truth, nor do even the two contain the whole truth, in the sense that in these two fields of interest alone lies the total situation. The facts remain that certain elements of bad housing lie in the structural field, that is, in the house and lot layout, and other elements pertain to the occupants and occupancy uses, but beyond and before these are clearly



community responsibilities for the standards permitted in house construction and uses. Clearly this latter responsibility gives the community its ever present opportunity and never to be evaded responsibility of active and constructive concern in the housing of its citizenry and the use of housing by its citizenry. It is the authority that must determine both the basic structural and the chief occupancy rules and standards of its housing enterprise, in the interest of the common good. In neither city house building and maintenance nor in house use can individuals be left wholly without restraint by the group, - the community. Concentrated and congested human habitation makes some group regulation and standardization inevitable.

#### The Survey Technique and Methodology.

##### The Survey Project.

On June 18th, 1934, the city officials of Dubuque and other representative organizations asked the Iowa State Planning Board to make a City Health and Housing Survey of the City. The Planning Board acted favorably upon this request. Preliminary arrangements for conducting the survey, such as the appointment of a local survey committee, the districting of the city for field work, and the selecting and training of field workers from Dubuque's own citizens were begun at once. The local survey committee\* was set up so that any questions

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\*The committee was constituted of the mayor, the city manager, a member of the city council, the director of federal and county relief, a member of the real estate board and two persons representing the city as a whole. The director of the survey was appointed to his position by the State Planning Board, June 15, 1934.



of contact and procedure which might arise in conducting the survey might be submitted to and handled by it. Also, to it are being submitted the findings of the survey for such uses as will aid the committee to foster better housing. On June 26th the field workers began interviewing families and collecting from them the field data with the use of a prepared schedule. A copy of the survey schedule prepared and used is shown on page 142. Fourteen field workers, an office survey schedule editor and checker, and an assistant survey supervisor, worked through to July 31st, under supervision of the director. They collected 3834 completed survey schedules, representing a like number of families and dwelling units.

The field workers, as already stated, were Dubuque residents. All were mature men and well qualified, with certain additional specific survey procedure instructions, to do thorough and dependable field work of interviewing families and collecting data. One half of these men plus the office schedule checker and assistant survey supervisor are college graduates. These, with the exception of the assistant survey supervisor - who was an older and experienced man -, were young men who had been unable to secure permanent employment since their recent graduation from college. All of the other men had had extensive business employment and contact experience. All were unemployed at the time they were selected for specific training and work on the survey. Some of them were volunteer workers on the local social work and relief staff and similar organizations. Most of them knew much about conditions in certain parts of the



city. Each man was used on field work, however, in parts of the city where he was not known or little known. Excerpts from the written reports of some of these men on their observations, experiences and appraisals of conditions in the next chapter will help the reader to appraise their qualifications as interviewers and field enumerators. Local planning and improvement groups certainly should draw on these men for practical help and concrete information. For the field work and for the tabulation and presentation of the survey findings the city was divided into 7 districts. These districts correspond to the districts into which the city relief organization had districted the city for its work and workers. Three additional small areas, namely, Hooverville, 7th Street Extension, and City Island were studied and tabulated separately. These areas are all parts of the city, and are shown by name on map 3, page 31.

The districts and district lines have no other particular significance. Charted map number 3, page 31 shows the land and street lay-out of the city of Dubuque with the seven districts marked off as followed in the survey and the presentation of the data. These districts all point in toward the center of the city and toward the relief headquarters building. These headquarters are in the Old Post office Building located at the corner of Locust and 9th Streets. Survey headquarters were maintained in this building while the survey field work was being done. The New Post Office Building is located at the corner of Locust and 6th Streets. These Buildings are regarded as located near the business center of the city. A glance



at map number 1, page 29, which shows the zoning areas of the city, will help the reader to locate the different types of business or commercial and residence areas of the city. It will be noted that the business zones are distributed over the more level sections of the city. From the river front to the sections on the map where the streets and city plotting become irregular is fairly level. At this point, in the center of the city, the contour rises so abruptly that no or very little building use has been made of the ground space. Beyond this line all the area is very unlevel, but comprises the better homes and residence area of the city.

Both in the collection of the field data and in the presentation of the findings in this write-up the data begin at the outer limits of the city and converge toward the center, in all the districts except IV and V. For these two districts the presentation begins at the center of the city and moves out toward the city boundaries, or from the older and more congested areas toward the newer and almost purely residential area. This procedure was followed since a survey of all homes was not contemplated, yet it was desired that the heaviest sampling should be done in the greater problem areas of the city. These two districts were therefore not studied as intensely as the others, but were sampled heaviest in the sections nearest the other districts. In 1930 Dubuque had 10,435 families, the survey included 3834 families scattered well over the city. The sampling however was heaviest in the greater housing problem sections of the city. Map 3, page 31,



shows the distribution of families surveyed and the location of the dwelling units occupied by these families. Map 2, page 30, gives the reader an idea of the city's population distribution.

The findings of the individual schedules, representing individual families and dwelling units, were tabulated on tabulating sheets, fifty schedules to the sheet. The fifty schedules on each sheet are records on contiguous or same locality families. Thus from these tabulation sheets it is readily possible to compare the conditions among one group of fifty families, or multiples thereof, with those of any other similar group. Also the presentation of the findings on the maps in the same order at once reveals the conditions in small areas of the city with those in other areas. The presentation method is therefore both a spot map presentation and a detailed descriptive conditions presentation.

#### Statement of Dubuque's Situation.

Dubuque's situation or problem consists of three major aspects. They are: (1) City planning and development, (2) Finding sustaining employment for its unemployed, and (3) Providing and maintaining, for a large proportion of its families, a decent minimum level or standard of housing.

Dubuque is an old city, as Iowa conditions go. To this fact, in part at least, can be traced the basis for some of her undesirable conditions, particularly undesirable housing conditions.



## 1. City Planning Development.

Only within the last few years has Dubuque given any effective thought and use to city planning and zoning. Now perhaps it may be overstepping itself in zoning in some respects. The new zoning ordinance which was enacted January 29th, 1934, impresses the unbiased student of city development as somewhat weak at two points. (1) The areas zoned for heavy industries are probably larger than Dubuque will ever need, and should not include City Island for any industry other than air port purposes. This island, many local individuals think, should be reserved for the combined use of airport and municipal park and recreation purposes. It is a river frontage the city should apparently retain for non-industrial, non-commercial purposes, since the rest of its river frontage is already preempted by private interests. (2) The present heavy industry areas include relatively large areas now covered by family residences. These houses are therefore now on locations open to restricted industrial uses. These houses are not at all likely, therefore, to be replaced by new family residences, now are they likely to be at all extensively remodeled or repaired. Housing in them is most likely to grow rapidly worse. This involves, in the area along the railroad line between East 6th and East 19th Streets, the homes of 250 to 300 families. Another area that involves a like situation, but a smaller number of families, is the heavy industry zoned area from 19th Street north along the railroad tracks, see map 1 page 29. In addition there is the large area zoned as business district in which many families now live in flats over stores, quarters which



were never intended as family dwellings, or at least many of them do not provide a desirable minimum of residence housing standards. These and the many individual families and small groups of families that are living in buildings and locations from which even a low-level housing program would move them means that from seven to ten percent of Dubuque's families would need to be moved to new locations, if they are to have reasonably modernized living quarters. The sudden development of such a situation in a city that has had no conspicuous growth and industrial expansion in recent decades and has no visible prospect of such in the near future, strongly suggests that the conditions which created it are out of line, unless there is a well-conceived plan for also solving it. In Dubuque's case the heavy industry part of the zoning ordinance includes the present locations of most of these family residences and dwelling units. It therefore is the chief cause in the rise and extent of this situation.

Perhaps it is thought that a good way to get rid of some of the city's undesirable houses and housing conditions is to zone their sites out of the family residence area. This would be quite effective if the city were growing rapidly industrially and in this way new and expanding manufacturing plants would soon replace these residences. But new factories are not now being located in Dubuque to any considerable extent, nor is there any visible prospect that such will be the case in any large way in the near future. The result of this zoning out of residences in certain of the areas is most likely therefore



going to be that of enhancing bad housing rather than alleviating it in these areas. Zoning out residences does not remove them from occupancy so long as they are not demolished and low rental must be sought, due to unemployment and low wages.

If, on the other hand, the program of quite sudden moving and better housing for large blocks of a city's population is to be held to, it is not at all clear that this task can be left to individual private interests and initiative with any assurance that it will be accomplished within such time as will not first see conditions become much worse. Such a program, it would seem, should therefore, only be initiated if and when the city itself has plans for seeing such a program through or has worked out such extensive and long time plans with corporate or cooperative private or semi-private interests as can reasonably be expected to see the program through. Such a program of better housing at a cost within reach of the families in the lower economic levels is apparently not yet in sight without public assistance. This involves at least a semi-public works or public-private cooperative program. Dubuque might well be among the first cities in America to initiate such a program.

Zoning, industrial and population experts should be able to work out fairly reliable guides for cities to follow in the way of numbers and types of industries of different kinds that are needed, space needed for their plants, and use of land and location in relation to the entire development of the city in terms of present population and probable trends.



in population growth. Such norms or measuring rods would have to be rather elastic of course, but even something of the kind would undoubtedly be of great help to cities and their planning boards. It would give them aid in knowing how to plan, what to plan for, and with what to plan. The Iowa State Planning Board, through a number of its committees and projects, might well attempt the working out of such aids.

#### Future Growth of Dubuque.

The future growth of any city is of course problematic. City growth is however contingent upon happenings, such as: (1) Growth of industries and other means of providing livelihoods, and (2) Attractiveness as a place to live. Since most persons still must earn their livelihood through means of employment as they go along, or depend on such employed persons, the first of these two basic causes for city growth is the one of chief concern as a means of city population growth and maintenance. In this respect Dubuque's present situation and immediate future prospect is not up to average.

Dubuque's declining industrial and employment situation antedates the present depression and to that extent is not to be attributed to the depression, with any prospect of its disappearing when recovery comes. Dubuque's problem is therefore not just one of revival of its industries but to an even greater extent a securing of new industries, if it expects to retain even its present population status.



Loss of some industries and the slowing down of other has economically crippled the city. The Brunswick-Blake-Collender manufacturing plant, makers of phonographs, at its production peak in the late teens and early twenties of the century employed 1500 to 1600 persons, or about one-tenth of Dubuque's gainfully employed persons. Its employment roll had dropped to 900 by 1927, and the plant had closed down almost completely by the end of 1929. Competition with the radio field and consolidation with Warner Radio Corporation, which soon afterward closed the plant, did that. The Chicago, Milwaukee and St. Paul Railroad Company about the same time moved its shops to another city. Some 600 employees were involved in this change. Two other large employers of labor, both wood working mills and employing, the one about 950, and the other 700 workers back in the middle twenties, are now employing little over one-third their former number. The disappearance of many other small firms has added much to this situation. Decrease in the payrolls of these firms has been even greater than decrease in employment, due both to decrease in wages and in time of employment of those still employed. Competition with iron and steel substitutes and with mills more strategically located as to markets or raw materials, or both, seems to have been a chief cause in their decline as well as temporary decline in demand for their products, due to the current sluggishness of the building industry. These facts and the complete discontinuance, the temporary stoppal and the slowing



up of the many other smaller firms and employers of labor accounts for the present serious unemployment situation in Dubuque. As old industries closed-out or slowed-up new ones did not come-in or rise-up to fill the gaps. Regaining, maintaining and the development of industries is Dubuque's development task. In that she faces her test on survival and growth.

#### Reemployment of the Unemployed.

The population of Dubuque for recent decades was:

1900 - 36,297; 1910 - 38,494; 1920 - 39,141 and 1930 - 41,679.\*

During the 30 years from 1900 - 1930 Dubuque's population increased 14.3 percent, or approximately  $\frac{1}{2}$  percent per year. At that rate of increase Dubuque would have, 200 years hence, a population of about 81,000. In the same 30 years the total population of Iowa increased 10.6 percent and that of the United States as a whole 15.52 percent.\*\*

At present, of Dubuque's 16,000 normally employed persons 18 years or more of age, 4000, or  $\frac{1}{4}$ , are unemployed. The city's July, 1934, relief load was over 2000 cases. To provide reemployment for  $\frac{1}{4}$  of its normal gainful workers is the big economic factor confronting Dubuque. This is the slack that must be taken up before Dubuque can expect to have any profitable increase in population among the unemployed will be an added handicap. If in Dubuque, as is shown to be the fact in many

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\* 1930 Census, Population Volume 1, page 360.

\*\*1930 Census, Population Volume 1, page 12.



cities, the birth-rate among the unemployed is increasing,\* that handicap will become increasingly apparent and real.

So until reemployment is achieved there is also little prospect of any great influx of economically self-sufficient individuals and groups to swell the city's population or enhance its economic recovery. But that task is more than a recovery from depression program for Dubuque. As already noted it is in a very large measure a development of new lines of employment. If that cannot soon be achieved a considerable proportion of Dubuque's population may be expected to move out and so shrink its present population, due to inability to find gainful employment and thereby a source of livelihood, for many of its individuals and families.

Two factors, however, will tend to prevent large or easy movements of families out of Dubuque. Thus unless reemployment can be largely achieved the economic situation will become increasingly worse both from unemployment and from increased competition of workers for jobs, with its consequent lowering of wages, and a second consequent lowering of living standards. These causes are: (1) The high percentage of native and local born, and (2) The fact that Dubuque is predominately Catholic in religion. Approximately 45 percent of the surveyed families have lived in the city an average of 25 years or more, and it is commonly stated that Catholics do not readily move to non-Catholic communities. These factors will have a cumulative effect for bad housing, in that they exert a deterrent influence on mobility or migration of population.

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See, Birth Control and The Depression, Harper's Magazine, Oct. 1934, or Reader's Digest, Jan. 1935.



# Types of Housing and Housing Units as Indicated by the Findings of the Survey.

The 1930 census shows Dubuque as having 10,435 families or approximately four persons each. In the City Health and Housing Survey schedules were secured on 3,834 families and dwelling units. These families lived in the following types of dwellings and housing quarters:\*

One-family dwelling-----	1919
Two-family dwelling-----	1013
Three-family dwelling-----	44
Four-family apartment-----	112
Row house-----	181
Flats over stores-----	316
Larger apartment-----	85
Hotel or rooming house-----	21
(Shacks, barns, garages)	
Other dwelling-----	139
Not reported-----	4

The total number of families surveyed was 3834. The total number of persons in these families was 15,580. The average size of all families in Dubuque in 1930, according to the census report was 3.99 persons. The average size of all surveyed families in Dubuque was, including other persons living with family, 4.03 persons. The average size of all 2000 families on relief in Dubuque in July, 1934, was 4.05 persons.

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\*A one-family dwelling is a dwelling that is arranged and intended for occupancy by one family. There may be more than one family living in it. Correspondingly for the 2-3-4- family dwellings. The dwellings are listed in terms of the present plan of the building and the intent of occupancy rather than the actual occupancy.



The total number of relief families or households surveyed was 1114, and of non-relief families 2720. Relief families owning their own homes numbered 304, and non-relief 1224.

In the two succeeding chapters will be presented the detailed description and analyses of the survey findings.



## Chapter 2

ECONOMIC AND SOCIAL ASPECTS OF THE DUBUQUE SITUATION  
AS REVEALED BY THE SURVEY

## General Economic and Social Conditions.

The two major economic and social problems with which Dubuque is confronted are: (1) Finding new employment and reemployment for the large number of its former gainfully employed who have lost their employment due to the removal or going out of business of their former employers, and the slowing up of others; and (2) Providing and maintaining better housing facilities for families of the lower economic and earning classes. Most of the portrayal of actual conditions which make this second problem so pressing will be presented in the next chapter rather than in this one. Here then will be presented first the causes of employment disinheritance in Dubuque. These causes are statistically revealed in the two tables below.

Table 1

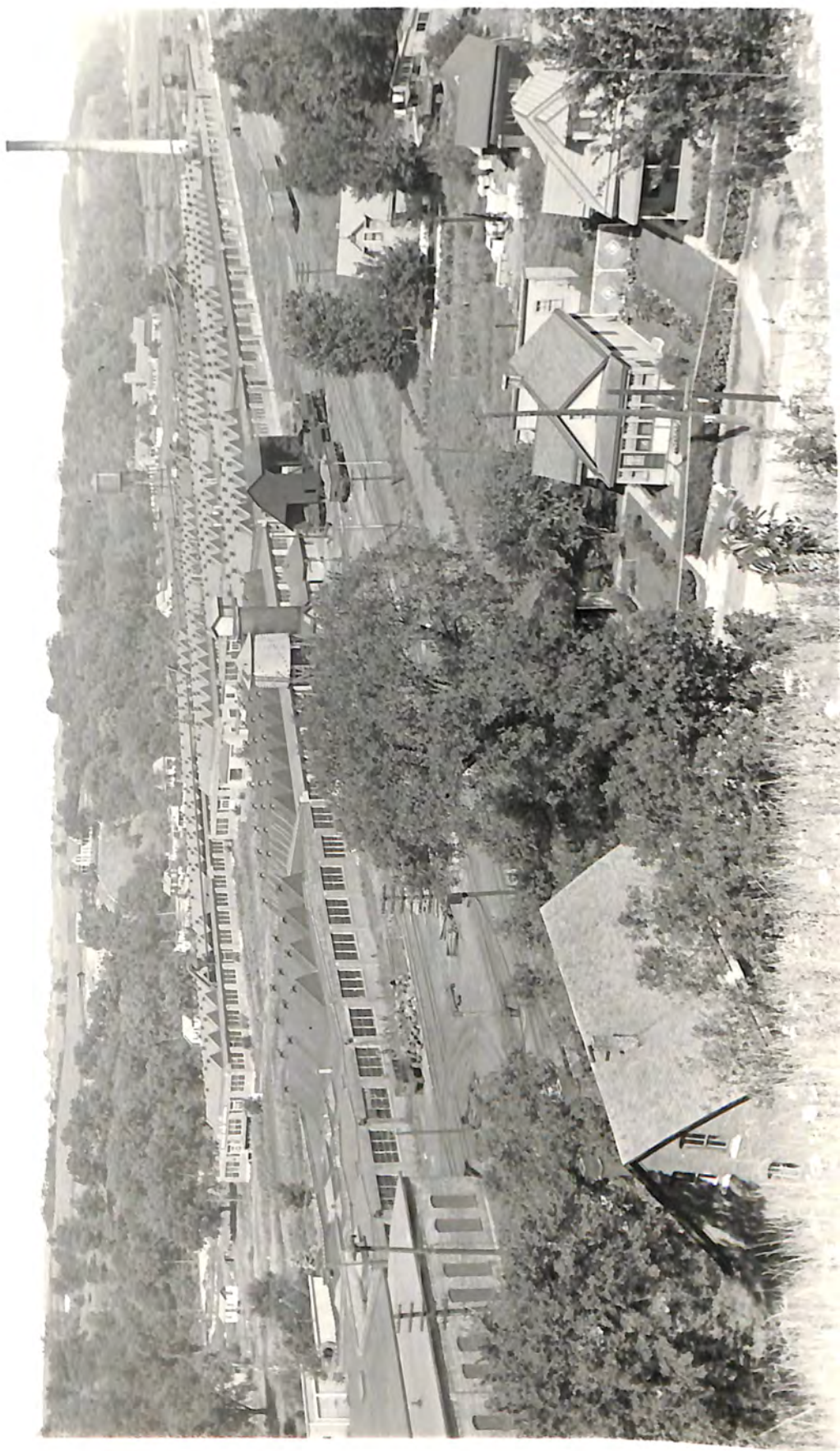
MANUFACTURING, JOBBING, UTILITY, BANKING, REVENUE, AND OTHER  
CONCERNS THAT HAVE GONE OUT OF BUSINESS OR MOVED OUT OF DUBUQUE, -  
1927-1934

No. & Type of Firm	No. Employees Involved	Total Payroll
14 Manufacturing	1145	\$1,202,950
2 Railroad Shops	775	925,000
4 Banking	62	102,000
1 Revenue Office	70	125,000
1 Mining Co.	20	20,000
1 Power & Light Co.	25	30,000
1 Newspaper (Consolidated)	44	50,000
1 Mgt. and Engineering Co.	20	25,000
1 Oil Co.	20	25,000
Total - 30	2181	\$2,504,950



The former Brunswick Phonograph Factory.  
The Brunswick-Balk-Collender plant,  
former makers of Brunswick Phonographs,  
now owned by Warner Radio Corporation,  
reached its peak of operations in the  
early twenties. By 1929 it was practically  
closed. It is not now operating. At the  
peak of its operations 1500 to 1600  
employees worked here, or one tenth of  
Dubuque's gainfully employed. If Dubuque  
can and will offer proper inducements  
this plant should attract some new firm  
and manufacturing line. If such can be  
achieved much of Dubuque's unemployment  
plight would be solved.







### Community Aid to Distressed Industries

Dubuque may need to provide financial assistance to some of its distressed yet worthy industries. Elmira Industries Incorporated of Elmira, New York, perhaps suggests a solution for Dubuque. This non-profit organization was set up in Elmira just after the 1907 depression and has been revived since the 1929 depression. After the 1907 depression \$175,000 was pledged by local business and professional men payable in installments of \$100 over a period of five years. Only 70% was actually called. With this fund existing worthy industries were assisted with cash reserves and reassurance. Some new industries were brought into the Community through similar assistance.

The contributors have no claim on the funds pledged except in case of dissolution of the corporation. They do profit indirectly however by the increased earnings of their own businesses and professions as a result of greater general business and employment stability. This is an example of cooperation in times of distress that many communities might follow to the mutual advantage of all their citizens, all of whom are so interdependent with others in this day of specialization and division of labor, in the general and common welfare.

### Specific Presentations from the Survey.

The chart on population growth of Dubuque, the map indicating the present City zoning lay-out of the city, the map showing the distribution of the city's population by Precincts, and the third map which shows, by the heavy lines and Roman numerals



the districts of the city as it was surveyed and by the dots the location and distribution of the families and dwelling units surveyed, will serve the reader as guides for better interpreting and appraising the compilation and analyses of the data and facts of the survey. They should serve the reader too both in formulating his own conclusions pertaining to the survey and in his appraisal of the suggestions and conclusions herewith presented.

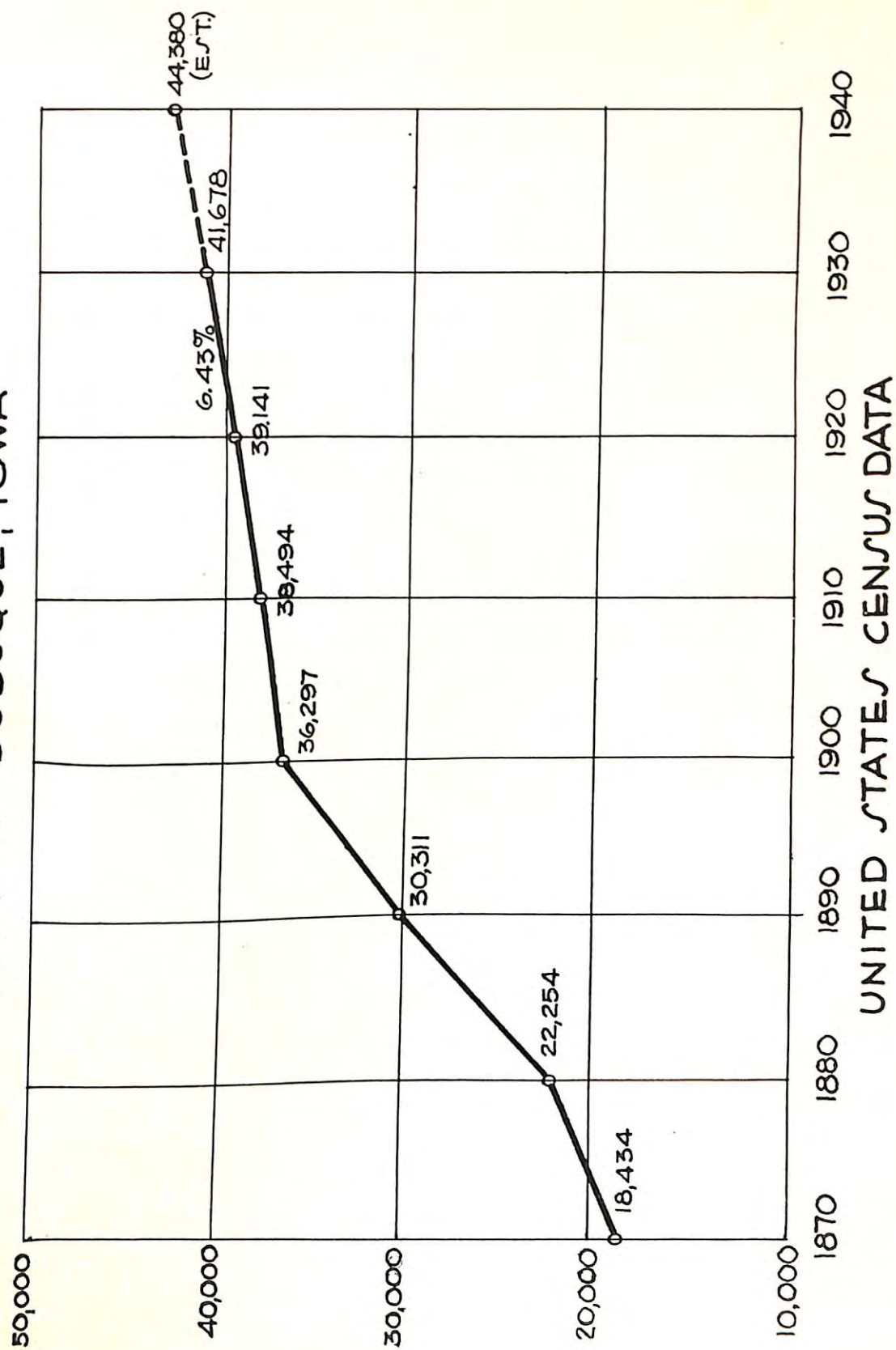
The basic law of scientific procedure and the presentation of findings is that the purported scientist or expert give the reader sufficient information on his method of study and of his original findings on which he bases his conclusion to enable the reader to test, in his own ways, both the methodology and the findings in ways that will permit him to arrive at his own conclusions. This procedure is held to throughout the remainder of the presentations of the survey findings.



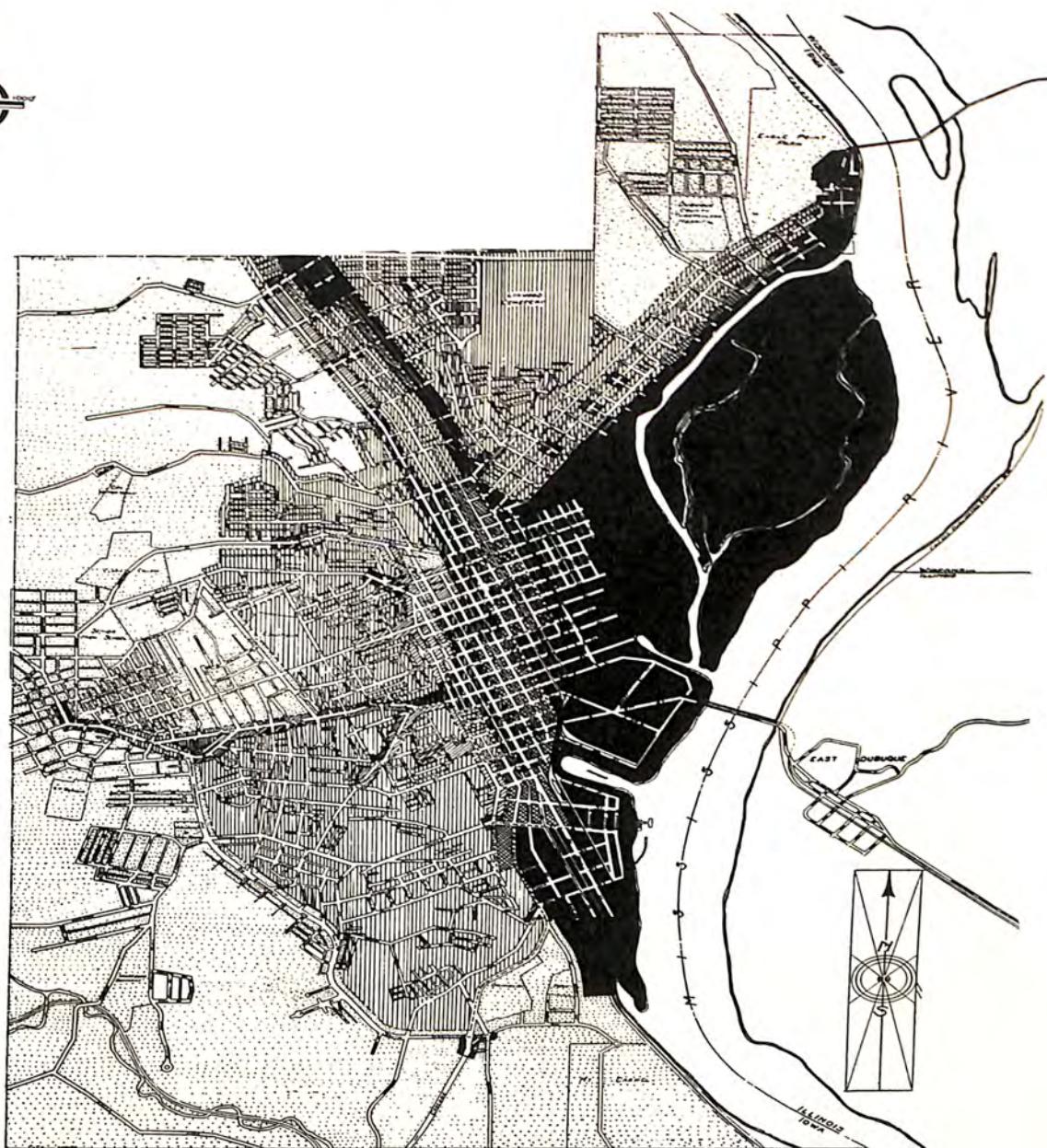
# GROWTH OF POPULATION

CITY OF DUBUQUE, IOWA

1870  
1930







SCALE 

CONVILLE AND SHAW OF 44 COTTON & CO. BARTON

## ZONE PLAN

THIS ORDINANCE NO. 3-34 ADOPTED JANUARY 29, 1934  
JOHN NOLAN CONSULTANT  
PLANNING AND ZONING COMMISSION  
DALE D. WELCH CHAIRMAN F. E. BISSILL J. M. WOLFE CHAIRMAN  
RICHARD W. McKEAY SECRETARY W. R. SMITH L. C. STOFFREMAN

[illegible]

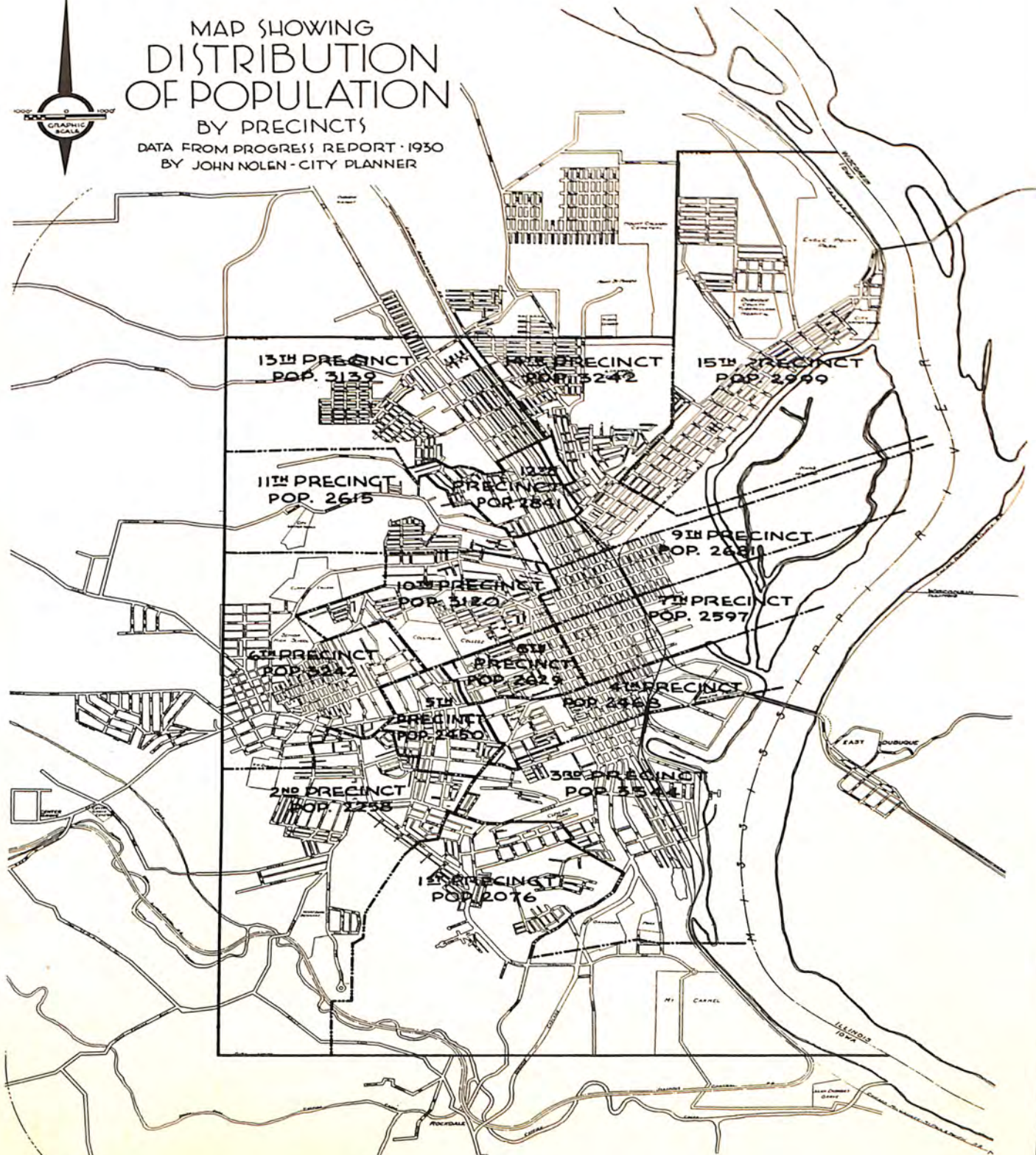


# IOWA STATE PLANNING BOARD DUBUQUE, IOWA



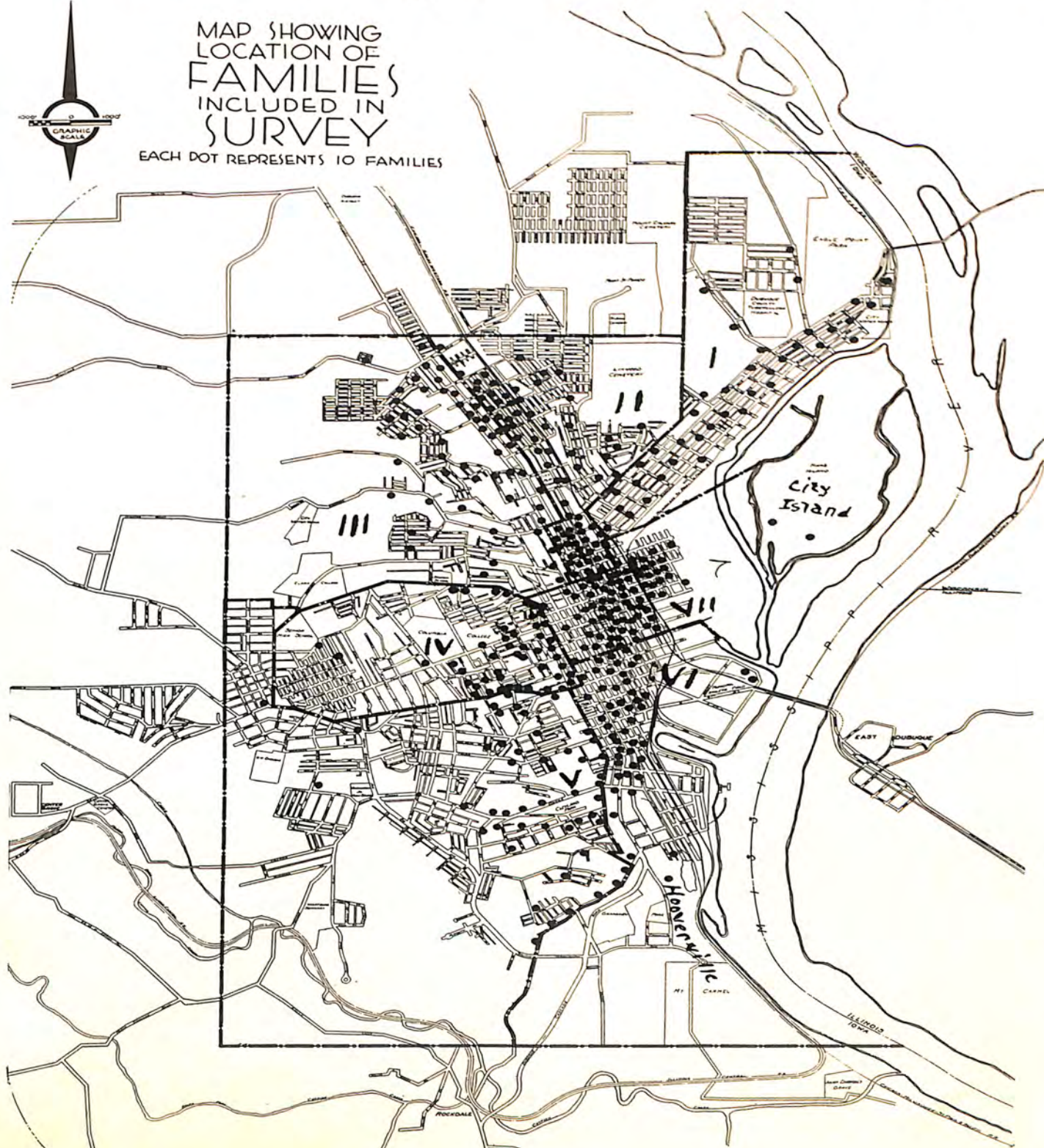
## MAP SHOWING DISTRIBUTION OF POPULATION BY PRECINCTS

DATA FROM PROGRESS REPORT - 1930  
BY JOHN NOLEN - CITY PLANNER





EACH DOT REPRESENTS 10 FAMILIES





The next four tables, which list findings from the survey, present other basic economic facts that must be considered in any constructive and practical plan of family housing, if the families themselves are to carry, even partially, the economic burden of their own housing. The data there presented at once suggests very rigid limitations on both quantity and quality of housing for a very large proportion of both the relief and non-relief families, unless some way can be found either to provide desirable housing at considerably lower money cost or to provide larger and more certain incomes for the families. That is to say, if the individual family is to provide itself with desirable living quarters in a profit motivated environment then the size of family income and the cost of desirable housing must be brought into line with each other. If this cannot be done then either better housing for the families of the lower economic levels must come through subsidized housing or desirable housing conditions for these families may as well be written off as impossible.

Good things seem always to come high. Some say that is why they are good, that that is why they are so high, too high for many to attain. Others say they must be kept dear otherwise they will not remain good. Does this mean that they must forever be kept out of the reach of many? Some think so. Isn't that saying the good is for some not for all? If that, then for whom and for whom not?

So the why of present bad housing does not tell us entirely how to get away from it. The why and extent of bad housing in the particular community are very essential however for the community's



knowledge, if it is going to go scientifically and practically about better housing. They set the out-posts or limits within which specific and concrete lines of procedure can only proceed.

TABLE 3

ESTIMATED TOTAL ANNUAL INCOME FOR 1929 AND 1933 OF RELIEF  
AND NON-RELIEF HOUSEHOLDS, DUBUQUE, IOWA, 1934

Income in Dollars	Number of Households, 1929				Number of Households, 1933			
	Relief No.	%	Non-Relief No.	%	Relief No.	%	Non-Relief No.	%
\$ 0 - \$ 249	86	7.7	143	5.3	559	50.3	572	21.0
250 - 499	59	5.3	112	4.1	140	12.6	322	11.8
500 - 999	267	24.0	451	16.6	85	7.6	724	26.6
1000 - 1499	300	26.9	606	22.3	8	.7	298	11.0
1500 - 1999	158	14.2	433	15.9	11	1.0	158	5.8
2000 - 2499	42	3.8	206	7.6	1	-	45	1.7
2500 - 2999	10	.9	41	1.5	0	-	8	.3
3000 & over	13	1.2	95	3.5	0	-	10	.4
Not Reported*	179	16.0	633	23.2	310	27.8	583	21.4
Total	1114	100.0	2720	100.0	1114	100.0	2720	100.0

\*The number included under this classification includes families not existing in 1929, those who did not wish to reveal their incomes for one or both of the different years, and those who could not, in any dependably accurate way, estimate their incomes in terms of dollars.

TABLE 4

NUMBER OF RELIEF AND NON-RELIEF HOUSEHOLDS OWNING OR  
RENTING HOMES, DUBUQUE, IOWA, 1934

Class	Number of Households			
	Relief No.	%	Non-Relief No.	%
Owning	304	27.3	1224	45.0
Renting	810	72.7	1492	54.9
Not Reported			4	.1
Total	1114	100.0	2720	100.0



### Is Desirable Housing without Subsidy Possible?

In Table 3 are shown the estimated annual incomes of the surveyed families as given by the families, for 1929 and 1935, classified by families on relief in July, 1934, and those not then on relief. The percentage of families falling in the different income groups is also shown. In Table 4 is shown the owner and tenant numbers and percentage distributions of these families. It will be noted that, even in 192, 35% of the present relief families and 26% of the non-relief families had incomes of less than \$1,000. Actually 13% and 9.4%, respectively, had incomes of less than \$500. Taking 20%\*, or one fifth, as a reasonable part of a family's income to be paid for shelter or rent, it is apparent that only the families in the highest level of these low income groups can pay as much as \$16.00 per month for rent. At \$4.00 per room per month this would provide a four room house for families whose average size is more than four persons, some of them twice or three times four. The United States Department of Commerce, in its 1934 Real Property Inventory Reports states that:

Adequate housing is from  $\frac{1}{2}$  to 1 person per room.

Crowded housing is from 1 to 2 persons per room.

Overcrowded housing is from 2 to 3 persons per room.

Greatly Overcrowded housing is 3 or more persons per room.

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\*The highest percentage allowed by experts for rental of living quarters with nothing but house furnished.



TABLE 5

MONTHLY RENTAL PAID IN 1929 BY RELIEF AND NON-RELIEF  
HOUSEHOLDS, DUBUQUE, IOWA, 1934

Rental in Dollars	Number of Households			
	Relief		Non-Relief	
	No.	%	No.	%
Under - \$10.00	59	5.3	63	2.3
\$10.00 - 14.99	141	12.6	156	5.7
15.00 - 24.99	324	29.0	506	18.6
25.00 - 34.99	117	10.5	335	12.3
35.00 - 44.99	30	2.7	121	4.4
45.00 - 54.99	12	1.1	36	1.3
55.00 - 64.99	3	.3	14	.5
65.00 - 74.99	2	.2	4	.2
75.00 and over	1	.1	5	.2
Not reported*	185	16.6	443	16.3
Total paying rent	689	61.8	1240	45.5
Paying no rent	4	.4	10	.4
Owners	236	21.2	1027	37.8
Total	1114	100.0	2720	100.0

\*Those not married in 1929 are included here. This accounts for a considerable number of these cases.

It would seem that a family of three or more persons should have at least a four room dwelling unit to live in. In the city, at least, that dwelling unit should have modern sanitary facilities and in most cases these should be for the exclusive use of the occupants of the individual dwelling unit. But apparently no such levels of housing can or will be provided through any private investment housing enterprise. The combination of high cost of construction, high taxes, and the demand for certain returns on invested capital prevent that realization, or at least are said to do so. On the other hand, monthly rentals paid by many of the Dubuque families in 1929, as shown in Table 5, indicates that 18% of the present relief families and 8% of the non-relief paid less than \$15.00 per month rent,



for dwelling units many of which did not then and do not now have modern sanitary facilities. Many of the families lived then in the same dwelling unit in which they lived in 1934, as is shown in Table 17 page 104 by the fact that more than 1/3 of all these families have lived in the same quarters for 10 years or more. It seems reasonable to assume that most of the families were paying as high rent as they could afford to pay in 1929, for generally speaking, families seek for themselves as good and comfortable living quarters as they can afford to provide for themselves. It is generally assumed, and no doubt with justifiable reason, that the rentals paid by families generally for their living quarters is about all they can reasonably afford to pay. No doubt here as in other fields of human enterprise and experience the market is charging about all the trade will bear and the trade, in this case, is no doubt paying about all it can bear, because in this field it is willing to pay quite well for what it gets, since it wants all that it can afford. In the case of housing, therefore, under conditions that are fairly normal, rentals paid by the different economic classes are probably about what they reasonably can pay. Current rentals paid seem then to be a fairly accurate measure of rentals that can be paid by the lower income level families.

It will be noted further from the figures in Table 5 that the largest groups of tenants fell in the \$15.00 to \$24.99 rental class. In this class fell a considerable number of families whose living quarters include at least some modern facilities and some whose rentals include items like water, light, heat, etc. This means, of course, that the size of their dwelling unit is not as generous as might be expected for the rentals paid.



TABLE 6

MONTHLY RENTAL PAID BY RELIEF AND NON-RELIEF  
HOUSEHOLDS IN DUBUQUE, IOWA, 1934

Rental in Dollars	Number of Households			
	Relief		Non-Relief	
	No.	%	No.	%
Under \$10.00	271	24.3	193	7.1
\$10.00 - \$14.99	335	30.2	430	15.8
15.00 - 24.99	171	15.3	656	24.1
25.00 - 34.99	10	.9	119	4.4
35.00 - 44.99			31	1.2
45.00 - 54.99			9	.3
55.00 - 64.99			1	-
65.00 - 74.99				
75.00 and over			1	-
Not reported	16	1.4	41	1.5
Total paying rent	787	70.7	1446	52.9
Paying no rent	9	.8	16	.6
Owners	302	27.1	1223	45.0
Total Families	1114	100.0	2720	100.0

Two things will impress the reader as he examines the figures in Table 6. First, there is the very great concentration of numbers in the low rental brackets in case of both types of households. More than half of the relief families and nearly one fourth of the non-relief families now fall in the less than \$15.00 per month rental classes. It was stated above that many of these families were in 1934 living in the same quarters in which they were living in 1929. It is also true that many of them are not now living in the same quarters in which they were living then. This latter fact is shown statistically in Table 17 page 104. The large shifts into the lower rental groups indicate two things, they are:

(1) Rentals have somewhat been reduced, and (2) Many families have moved from higher rental into lower rental quarters. For



those who experienced the latter, depression, loss of or reduction of employment and wages or savings and moving into cheaper and poorer living quarters constitute the first three rungs on the descending ladder of living. Breaks in plans for the future, health, spirit, morale and opportunity for children are additional rungs on that ladder for some; for others the rungs become nerves, quarreling, cruelty, loss of interest in and attention to home and family, desertion, vice, crime or delinquency. For some the next rungs on the ladder become a very conscious realization of the fact that there are hazards on the road of life and a tightening up in their determination and planning.

The second striking fact is at the other end of the table. It is the fact that the number of owner families is larger in 1934 than under the 1929 conditions. Three other facts account for most if not all of this unexpected increase in home ownership. These facts are: (1) A considerable number of families were unwilling to reveal their 1929 tenure status, just as they were reluctant to reveal their 1929 incomes. Reference to Tables 3 and 5 will indicate relatively large numbers under the "not reported" caption on these points. Their actual tenure status for 1934 could be and was more completely determined. (2) Quite a large number of families that were occupying better living quarters in 1929 as tenants left these quarters and built themselves shacks or inexpensive little homes in street-end dead-heads, on other city or corporation property, or on the back end of lots of parents,



relatives or others. (3) A considerable number of those renting in 1929 later took their small savings and purchased mostly inexpensive homes thinking that in this way they would at least have a place to live if things went worse for them. Most of the families in the two latter groups are now living in poorer quarters than they were in 1929, but their tenure status and classification have been changed from tenants to owners. Even those who owned only shacks insisted that they were owners. They were so listed by the enumerators and so tabulated in the report if and when they owned rather than rented the dwelling unit which they occupied. A bad twist in circumstances thus gives society in this class a group of home owners whose housing conditions marks the lowest level of housing in the community. Fate does work some queer pranks and punches.

#### The How to Better Housing.

If there is to be in Dubuque or elsewhere better housing for the different income groups, what are to be the economic philosophy, programs and procedures by which and through which such a goal is to be achieved? Almost from the beginning of the present depression the writer has contended that improved housing offered one of the best recovery means and would at the same time meet a much needed end in better living conditions. As a program of procedure the writer continues to suggest: (1) Housing for the higher and stable income groups to be provided by individual initiative and responsibility through personal private and corporate capital. Some social regulation but no social financing is needed for this group. Housing as suggested and represented in the two pictures below generally constitutes the range of residence dwelling and dwelling unit conditions for this group.



The two pictures represent housing conditions where, in the main, the accustomed methods of private financing of home building are ~~maple~~. They represent the upper levels of housing in the city. Pictures 3 & 4, Page 40.







(2) Housing for a middle group which contains a considerable range of housing levels, but the individuals of which can, and probably should, carry the economic load of providing their own homes providing they are given better and more lenient terms of financing. Such are the distressed home owners and housing organizations which under the strain of lessened incomes and tightened private credit and financing are in great danger of losing their homes, or equities in their homes or organizations. In some cases these individuals and organizations are being pressed for payments which under their present lessened or lost incomes they cannot meet. In other cases these individuals and organizations are now unable to carry both liquidating payments and at the same time finance much needed repairs or improvements. They still have some genuine equities or collaterals, or both, but not such as will induce private capital to readily grant extensions of time for payments or to make additional loans for repairs and improvements. These individuals need two kinds of public or semi-public assistance. These are helpful legislation, and financial assistance on easier and more generous terms than private capital is ready to extend. Federal and state housing legislation, public works, and federal or semi-federal financing on bases of longer time and lower interest rates are needed for those in this group. They are still able and willing to pay their way, if payment conditions are adjusted to their current ability to pay and to carry on. They need long-time payment aid.

The two pictures below are representative of housing classes that come within this range of conditions and situations.



The pictures represent types of housing and housing conditions were long-time facing at comparatively low interest rates are necessary to home owner-ship and home modernization, Pictures 5 & 6, page 42.







(3) The third or lower section of housing conditions really falls into three levels, particularly in times of depression when many families are on relief and many other family heads are unemployed. These levels of housing are all cases where the customary methods of home-building and home maintenance procedure are not applicable. They are levels of housing and housing conditions where Federal Emergency Relief Administration aid and organization are applicable and should be used more widely. These levels of housing and housing conditions will be designated here as:

- (1) Near-subsidized housing.
- (2) Partially subsidized housing.
- (3) Heavily subsidized or two fold subsidized housing.

The first level involves dwelling units which are much in need of repairs or improvements, or both, but where the landlord cannot now bear the two-fold cost of both labor and materials unless he is assured of an actual paid rental for a sufficient time to bear a reasonable share of the outlay. In such cases some public agency, such as the relief agency, which is perhaps providing relief to the occupant, or some modified public works or housing agency, could provide the materials for making the improvements in lieu of rent and the owner would provide or pay for the labor. The low end of this level might include a bonus of materials equivalent to the rent of an extra month or two or of a certain percentage of the total outlay on projects costing above certain amounts or of the labor, or part of it, if assigned unemployed or work-relief labor. A



sort of semi-compulsion might be involved in some cases where the condition of the dwelling unit is definitely below a minimum standard which the agency or a local housing committee would designate for the payment of rent by such agencies, where the occupant is a client of such agency, or which the local health authorities would condemn as unfit for human habitation. The unit could be brought to standard under some such arrangement as that here stated and the owner would have greater assurance of a paid rental. Some dwelling units now vacant and unfit for occupancy in their present condition might be brought to standard and so made available for occupancy in some such manner, and so relief overcrowding resulting from the doubling up of families in single family dwelling units and too large a family in too small a dwelling unit.

(2) The second level would include cases where the owner is unable to bear the twofold cost of materials and labor for improvements. In such cases materials of certain qualities and quantities would be provided without cost to owners or landlords, as the case may be, on condition that all or most all of the labor, except his own, is assigned from unemployed and work-relief ranks. The lower level of this range might perhaps include a certain percentage of class of work-relief labor without cost to the owner of the property. This might especially apply if the owner is himself unemployed and is near the relief border line.

(3) The third level would include economically stranded owners living in their own homes, unemployed or on relief.



It would involve also tenants who are unemployed and tenants on relief. The owners would be supplied with materials with which they with their own labor or through exchange of labor improve their own homes. In cases of dire need of both better housing and financial aid a certain amount of skilled relief-work labor might also be added, or if this owner is on relief some of the work on his own home might be work-relief. He could be required to work one or two hours during his unemployed time for each one hour of work-relief time the agency gives him. The tenants that are unemployed and especially those on work-relief and living in dwelling units of economically stranded owners should be given some work-relief employment on improving the dwelling units which they themselves occupy or those of other similar tenants either on a direct work-relief or on a work-relief-work-exchange basis." As partial compensation for the better living quarters thus provided these tenants they might well be required to work an additional amount of time for which they would receive no other remuneration. In like manner the owner should be required to contribute his own labor, if he is physically able to do so, or otherwise small deductions should be made from the rental paid him. Families that now live in shacks or other buildings unfit for human habitation and unfit for repair, if they have lot space, or some arrangement

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\*By work-exchange is meant such as un-skilled and skilled labor exchange in proper ratio on each other's home, such as plasterers' time, plumbers' time, or carpenters' time, or helpers' time in exchange with others.



by which such ground space can be secured for them might well be put to building better homes for themselves under supervision as unemployed public works or on a work-relief basis, including work exchange, with most or all, of the materials being provided for such construction through Federal funds or Federal-state funds, or Federal-state-community funds. Here again these workers should be required to contribute some labor of their own, either on their own home or on other's on an exchange basis.

If course no able-bodied person should secure better housing without some cost to him. So details as to the particulars which would qualify individuals to come under these different provisions would need to be placed in some proper authority. Such authority would also establish rules, regulations, and restrictions on types of buildings and improvements as well as placement of buildings on lots, in order that proper standards be maintained and the minimum of irregularities be experienced.

The three lines of housing improvement designated under the third group of housing levels above would make for added employment through demands and use of added materials and would not, now at least, rob actually employed laborers of employment because these are all improvements that would not otherwise now be made. Raising the standard of housing would also set new demands for improved equipment. This demand would become increasingly effective with every increase in recovery and employment, and so would add a deferred benefit to recovery and stability, and which would have been partially induced by such a housing improvement program. Under emergency conditions and within limits society



can even with economic gain for itself employ the individual to build, improve or repair his own house or living quarters. Several other nations have since the World War very definitely assisted with housing for their people. The countries that have done so and the "approximate percentage of total post-war housing built directly by governments" is as follows:"

Austria	73%
Czechoslovakia	10%
Denmark	16%
Germany	11%
Great Britain	36%
Netherlands	11%
Norway	47%
Sweden	10%
Russia (U.S.S.R.)	52%

The ten pictures below indicate housing conditions of different types that would fall within one or more of the three lines of housing coming within this third level or division, where some form of subsidized housing would seem to be the only possible immediate means of achieving better housing. Work-relief applied to house improvement with added free time of those on relief contributed seems a practical approach to the problem. Lowered or non-increased rents for a stipulated period of time in return for government furnished materials might be a practical way of handling the materials cost of such improvements. Another practical way of achieving lower cost housing is to extend the life span of houses. The life span of houses should be 60 to 100 years instead of the present customarily thought-of span of from 25 to 50 years. Their cost should be spread over two generations instead of one. Better city planning and placement of houses should be a part of such a program.

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\* New Republic Jan. 16, 1935, page 267.



Pictures 7, 8, 9, 10, 11, 12, 13, 14, 15 and 16 all represent acute housing problems. All of the buildings are occupied, many of them much over-crowded. The ground floors in 7, 9, 10 and 12 are scarcely above the ground level. The middle house in the row of 5 in picture 8 is crowded by each of its neighbors. The row in 9 should probably be removed. It is a real slum row, almost in the center of the city. No. 10 shows the rear view of merely shell houses much in need of extensive renovation. No. 11 shows a small shack in the dead-end of a street. No. 12 is a two family house much hemmed in on three sides by an old deserted factory building, a primary highway-street and side-hill. No. 13 almost has an indoor privy. No. 14 has little use for windows in the rear. The excavated side of the hill almost touches the building. The shacks in 15 have almost no window space. The floors rest on the ground. The second one is the home of a household of 10. No. 16 is a typical shack. Last winter 7 persons lived here. A child of  $1\frac{1}{2}$  years died and the wife is not in the hospital with tuberculosis.









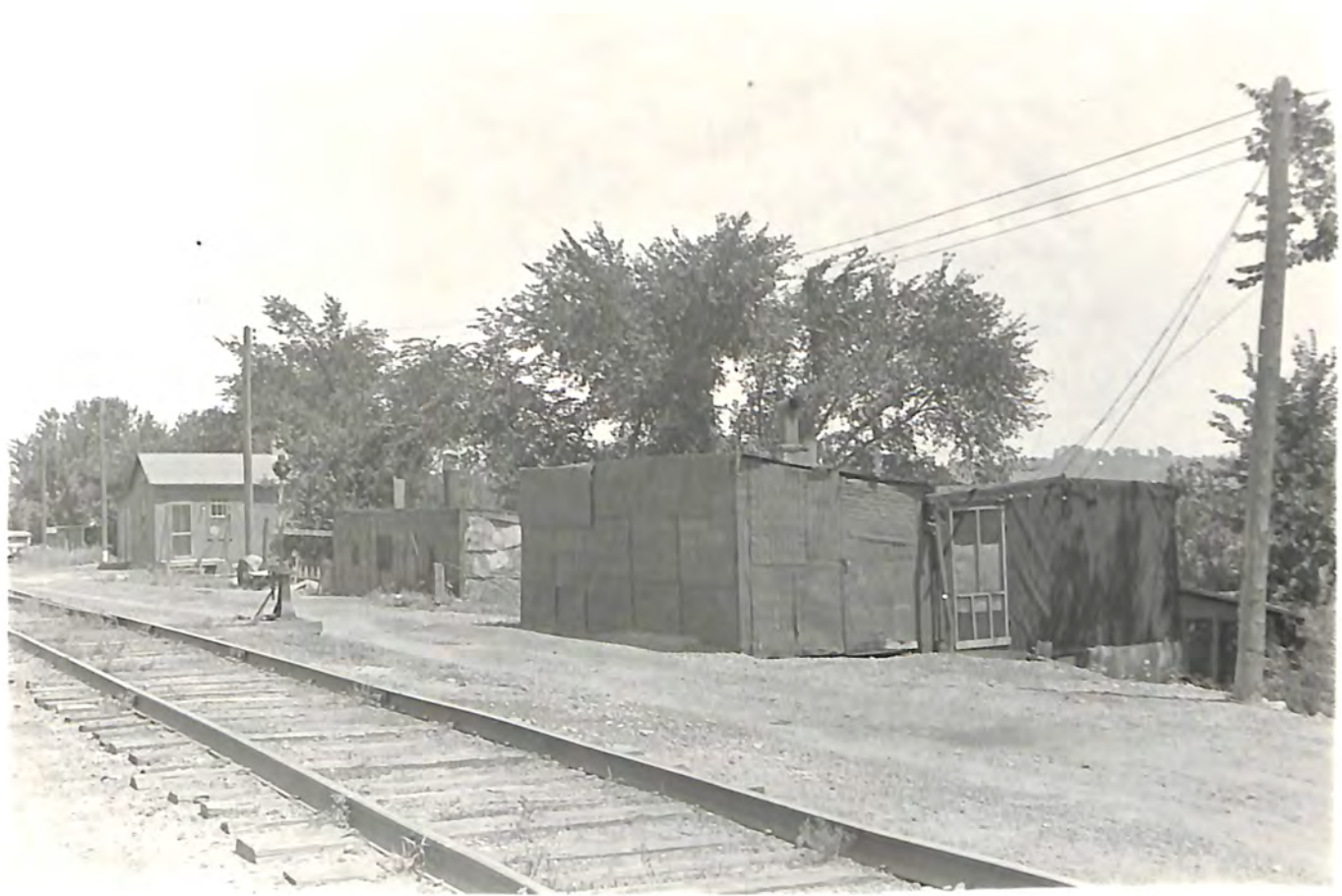














### The Need for Additional Housing.

The records of the local real estate board and estimates of this board and other informed persons in Dubuque list the number of vacant dwelling units in Dubuque, July 1934, as 624. In the survey, which covers 3834 of the 10,435 families and their dwelling places the field workers listed 690 occupied dwelling units that are in such states of repair and stages of dilapidation that replacement seems the only economical and social solution for them. This may be too rigid application of standards. However, there no doubt would be at least 100 other dwelling units among those not included in the survey that should be replaced or demolished. Then it was found in the survey of the 3834 families that there were 154 other families now living with the surveyed families, that is, doubled-up households. No doubt among the non-surveyed families there would no another 100 such cases, for it is known that this practice is high in middle class families. The total or aggregate of the dwelling units recommended for replacement, the doubled-up households and the estimated additional units that should be demolished and additional doubled-up households is 944. This 944 or more of additional dwelling units needed as compared to the 624 now vacant dwelling units is a guide to needed residential construction. Actually the need is greater for too large a proportion of the vacant units is in the higher rental levels, that is, rental levels that only a limited number of the prospective tenants can now afford or soon can hope to be able to pay.



### City Zoning and Housing Conditions.

Some of the immediate and near future conditions which the Dubuque Zoning Ordinance is most likely to create have already been noted in Chapter 1. The likely immediate undesirable economic and social consequences of that ordinance need not again be enumerated here, except to note that the most likely immediate effect, in Dubuque's case, will be worse housing conditions for many families. However, an essential step to permanent better housing and city planning is City Zoning. Dubuque has taken that step. It is to be hoped that she may now successfully follow through with better housing and city development to the end that a minimum of worse housing may be experienced by her citizens as a result of her zoning ordinance.

A study of maps 1 and 3, pages 29 and 31, will show the threat of worse housing in Dubuque as a result of the zoning ordinance, particularly in certain areas. Map 1 shows the heavy industry and business building zones that are now largely occupied by family residences and family occupants. Map 3 gives the reader an idea of the number of families residing in these zones as shown by the number and locations of dots which indicate numbers and residence locations of the families. It will be noted that in the heavy industry zone just west of City Island,--the east center of the city,--that many families now reside in this zone. These dwelling units are already in bad physical condition and have no water and sewer connections. Now that



they fall within the zone of heavy industries is not likely that the owners will do much in the way of repairing and remodeling them. The extent of unemployment in the city, which is quite likely to remain acute for some years, will maintain a demand for low rental houses, and so the almost certain result will be worse housing, unless some very concerted and effective plan is developed to forestall such a condition. A further study of these maps will show similar conditions for other sections of the city, only involving smaller areas and smaller numbers of families and dwelling units in each case.

#### Distressed Mortgaged Homes and Home Owners

The distressed mortgaged home owner is another factor that will most likely enhance bad housing conditions in Dubuque. Of the 304 relief families which own their own houses, 134, or more than  $1/3$ , live in homes mortgaged for an average of \$1,050 each. Of the non-relief owner families 350 out of 1224, or more than  $1/4$ , live in mortgaged homes. The average mortgage on these homes is \$1,155.10. The situation of one small group of these home owners illustrates an extreme case of home owner distress resulting from loss of employment. In this case the loss of employment was due to the removal of a railroad company's shops. In the midst of these former shop employees as surveyed there is, for example, one block of 50 families, 34 of which are owners, but all 34 are now mortgaged owners. Of the 34 families 12 are relief and 22 non-relief. Several of these families once owned their homes free of indebtedness.



They have again mortgaged their homes for means of a livelihood. Others have increased the mortgages on their homes for similar reasons and almost all now are unable to keep up even interest payments on the same, since most of them have no employment, or very little employment.

#### Observations, Findings and Appraisals of the Field Workers.

It has already been noted that the men who interviewed the families and who collected the field data are residents of Dubuque. The better trained and experienced of these men were assigned work in the worst problem areas. These men were asked to prepare a brief report and appraisal of their experiences, observations and discoveries in connection with the survey. Sections of these reports are herewith presented as vivid facts on what these men saw and learned in their work. Actual photographs of some of the facts listed in these reports are also included. The descriptive facts and the photographs should give the reader a vivid picture of the general underlying economic and sociological conditions revealed by the survey. The sections from the reports are given in the language of the men who wrote them.

#### Field Worker No. 1

During the progress of the housing survey, the enumerator was assigned to three separate areas, differing both in general character and in geographical location; so that the following remarks and observations may apply more specifically,



my report is likewise prepared in three sections.

The Hooverville section lies near the southern limits of the city along the foot of the bluff bordering the river. The habitations are scattered along the face of the bluff and among the jungle of willows growing in the slough extending from the bluff to the river. The slough is in the main dry during most of the year, a small pond remaining during the summer months to serve as a breeding place of mosquitoes. A trip through the jungles, even in the day time, is convincing proof that "mosquito-infested" is a mild term to use in referring to the low, willow-grown slough in which many of the shacks are to be found.

These houses or shacks are, in the majority of cases, one room dwellings constructed by the tenants as best they could from scrap lumber, tin or any other material that could be found on the city dump. The frame work was made of timber cut near at hand. Some were floored, depending upon the good fortune and patience of the tenant in procuring enough lumber to do so. Home made furniture was the rule; salvaged gallon fruit cans and lard pails supplemented the scant kitchenware. Reclaimed and improvised stoves for heating and cooking; dirty and torn bed-clothing, hopefully hung on the line or on the neighborly willows, completes our "typical shack its equipment".

Paradoxically, the tenants in the main are as neat and clean as circumstances will permit. Most of them have been reduced to these conditions because of unemployment; a few



are chronic sufferers of poverty. All are living below their normal standard. Most of them will talk of the time when they will again be able to live as human beings; a few, the weaker, seem to be changing their outlook and standards to conform with their present condition.

We found soap to be a luxury and so scarce as to be almost negligible. The people are too poor to buy soap and are forced to do without it. We encountered, in making the survey, one woman industriously engaged in doing the family washing during our call. Two tubs of water, heated by the sun, when the temperature was 107 or more in the shade, contained all the clothing of the family, excepting that actually being worn. This family consisted of husband and wife and four small children, all of the children being under six years of age. The clothing on the line drying, was of a slatish color due to many such washings without soap. Water had to be carried up the face of the bluff from a well 500 or 600 feet distant, and was consequently used sparingly. The entire family occupied a hut approximately 14 x 30 in which a part of them slept on the floor. The shack, just high enough to stand upright in was perched on a shelf in the rock face and was constructed as already described. The window area was only 20 square feet and less than half could admit air because some windows were rigidly fastened. Adjoining the sleeping portion of the house was a chicken house and yard and beyond this the outdoor privy. The entire ground area for shack, chicken yard, etc., was only 18' by 65'.



Water for this entire area is supplied by three sources: the I.C.R.R. roundhouse (1000 feet away), a shallow well near the northern edge of the settlement and from a seepage spring at the foot of the bluff. The northern half of the slough has long been used as a dump and has been filled as a result. The water reaching the shallow, surface well just mentioned seeps through the underlying refuse in the dump. Most of the tenants are supplied with water from this well. Some take water from the seepage spring located down hill from one group of cabins. An inspection of this spring showed that the pool, from which the water is dipped, is partially filled with refuse and junk and the water is very muddy, with a thin scum on the top. The enumerators first took this spring to be the end of a drain from one of the shacks, until one of the residents pointed out, with some asperity, the error in judgment concerning the chief public utility of the settlement.

In general this entire area represents a grave menace to the city. An immediate one because of the always present spectre of disease and a future menace through the children passing through impressionistic years in an environment fatal to normal mental and moral development.

The first picture is that of one of the better and larger of the shacks of the Hooverville section. The husband and father built it himself. He is sure that his family is better off here than in some very congested and over-crowded dwelling unit farther up-town. The other picture is that of a typical shack in another location.



Pictures 17 and 18. These shacks were built by the occupants from waste materials they gathered up from here and there. No. 17 is a home in what is known locally as Hooverville, a neighborhood of shacks in the south end of the city. The situation in Hooverville is described by Field Worker No. 1. The other shack is right in town near the Iowa-Illinois bridge across the Mississippi River.







The next section of the city covered lies in the central portion of the municipality, overlapping the business area. Quarters here were mainly comprised of apartments and flats over stores. The population in this area was in normal times small salaries workers, employed in the mills and adjacent business section, supplemented now by many who have been by necessity forced to seek cheaper living quarters. A rough estimate would place seventy percent of these people in the destitute class. Only a few of the remaining could be said to have a livable income. In this group the greatest unrest is to be found. Here are found the people who at one time enjoyed a normal average existence and are now living in quarters no longer fit for human occupation. Here are conditions which equal, if they do not actually exceed, those found in the shack settlement. The shack dwellers are owners, their dwellings are simpler and repairs or improvements await only their decision and means. The people in the flats are renters, and improvements depend upon the landlord, who in turn depends on the rent income to make repairs. In addition, many of the buildings are so obsolete that the structure could not be satisfactorily repaired even if the return on the investment justified the expenditure.

The sanitary conditions were found to be very bad, particularly in the farther out parts of this area. Out door toilets, situated on higher ground and very near the cistern or well from which the drinking water was drawn, were common along the outer edges of this area. Cisterns in this outer



section supplied most of the water and only half of the houses were thus well equipped. One outdoor toilet is located within the shadow of the county court house. A private indoor toilet, except in the better and farthest in places, was a rarity, and a private bath almost unknown. One section of the dwelling units had no toilet at all. The occupants used the facilities of the court house across the street. In cases of nocturnal emergencies the ash box or pail was used and then passed along with the ashes and garbage to the garbage collector. Several cases of outdoor flush type toilets being used by several families (in one case by five) were found. Generally, in these instances a hydrant in the yard also furnished water for the tenants.

The interiors of many of the flats were deplorable. One example may be cited to illustrate: The enumerator upon entering the living room of a flat on middle main street, took hold of a loosened section of wall paper and disclosed an entire nation of bed bugs in solemn convention. The wall was entirely covered by their small bodies. This sight discovered further investigation and the interview with the three occupants of the two rooms was speedily accomplished.

Overcrowding was likewise common. It was not unusual to find one to six persons in one, two or three rooms. In one building, originally intended for two families (2 story, 20' x 30'), six families now find shelter. One-eighth of the building remains vacant due to its use as a retail storeroom by the owner. One toilet and water tap, no provision for bathing, serves the entire building. The conditions here noted are the unexpected, but are by no means the only cases.



Pictures 19, 20, 21, 22, 23 & 24 are all neighbors of the County Court House. No. 19 shows a little lean-to-shed back of a store building in almost the center of the city. The alley is some 50 feet to the front of the picture. A family lives here. An outdoor privy is shown in No. 20. This is not more than 15 feet to the left of the left-end of No. 19. Nos. 21 and 22 are front and rear views of the same building. It was originally built to house two families and one store room in the corner. It now houses six families. One toilet and one water tap serves the entire building. No. 23, the proud possessor of a second floor porch which overhangs the sidewalk. It is also otherwise described by Field Worker No. 1 in its relation to the court house. No. 24 is grandpa sentinel to the county jail. It is much older than the jail, but is still the home of a family. Field Worker No. 1 has depicted all these buildings. All of them have long since lost their paint facials.















The third section comprised an area situated in a residential district of the better classes. The dwellings in this section were in the main fairly new and well improved. Scattered in with these newer homes, possibly in a one to five ratio, are many dwellings similar in condition and occupancy to those already described. Here again the outdoor privy is a common occurrence. Drinking water is supplied, in some instances, from cisterns only ten to twenty feet from the privy. Over-crowding is here again present, for as many as eight persons were found living in two rooms. In one case a complete bathroom was located in a room also used as a bedroom.

In general the attitude toward the survey was excellent. Many owners expressed a real interest in the National Housing Act and signified their desire to improve and repair their properties. In most cases the information was willingly given with the enthusiastic hope that the results would alleviate both the housing and employment situation.



## Field Worker No. 2

Ask the average Dubuque citizen for his knowledge of the health and housing conditions of the city. Then present the same question to one of the enumerators who worked on the survey which has just been completed. Compare the answers and notice the remarkable difference in opinions.

The average citizen expects to find poor housing and unsanitary conditions in certain sections, but any of the enumerators can pick out the same conditions in almost any part of the city and it probably would be quite a surprise to many of the citizens to find them in their own neighborhood. Nor can dwelling places be judged by the exterior. Many places in good neighborhoods present a pleasing exterior-- nice lawn, shrubbery, flowers, shade trees, wide porches, and an air of refinement. The interior, however, often presents an entirely different picture. A lack of adequate ventilation, especially noticed in bed-rooms, damp cellars and basements, absence of clothes closets, and the absence of space for the storing of vegetables, fruit and canned goods is common. The worst feature in the house is likely to be the location of the toilet, which I found often to be just space taken off the kitchen or living room. There were places where it was almost a part of the dining room. In many cases a small alcove or closet was used to house the toilet, or it was placed under a stairway. In the majority of such cases the room was not ventilated, either by window or vent through the roof. It



was evident that no thought had been given to location of the toilet, and that no thought had been given to possible installation of a bath tub and lavatory at some future time. Many of the toilets were of the cheapest grade and it was plain to be seen that they were installed to comply with the laws instead of being a matter of modernization or convenience. I found places with good quality furnishings throughout the house, and added features of convenience and pleasure such as automobiles, radio, and electric refrigeration were being used, but stuck back in some small corner I found the toilet.

Practically every home I visited was in need of repairs, either inside or outside, and in many cases both inside and out were in need of such. Every frame dwelling needed paint, and most of the brick and stucco houses required paint for window frames and other exterior wood-work. I found only a few cemented basements and a comparatively small number of full cellars. Most of them were excavated half way or just enough to hold a furnace. In places where the occupant was also the owner, conditions were somewhat better, but in the rented houses, very little attention had been paid to convenience or improvement of living conditions.

I found many old houses that had been converted into flats or apartments. Primarily they were intended for one family, but now they are being used to house two, three and four families. I recall one section of six or seven houses being owned by one man. They are three story, brick constructions and divided into two sections, so that each house can



be occupied by six families. The sections are about 14 feet wide and 35 or 40 feet long. Entrance to the second and third floors is provided by an outside stairway. These houses are very close together and at the rear is a large rock wall. The entire lot had been used for the house so that there is not room for landscaping. The rock wall and the close construction practically shut out all light and ventilation. On the first floor, which is the street level, the rooms are dark and damp. Ventilation is extremely poor. One or two houses have toilets on each floor, while others have the toilet only on the second and third floors. One house in particular has been improved to the extent of adding bath-tubs. This house, however, had been rearranged to house ten families instead of six. The bath-tubs are shared by five families each while the toilets each are shared by two families. In this house, I found several children so that living conditions were very crowded. There is a wide variance in rents in every one of these houses. Indications are that the land-lord is charging all that his tenants are able to pay. Neither the exterior nor the interior are being taken care of and every house is very much in need of repairs and decoration.

The conditions described above are found scattered throughout the two areas of the city shown in the next two pictures.



Pictures 25 & 26 are views of the conditions described by Field Worker No. 2 in the first part of his report. Here the apartment houses, business buildings and one-two-three and four family houses are intermingled. The large white building in No. 25 is the home of the Dubuque Telegraph-Herald. It is a new and one of the most up-to-date newspaper plants in Iowa. Many of the older houses in these pictures have the oddly placed and over used toilets which this field worker depicts. Some of the unusual situations listed under Sample of Acute Sanitation Problems, page 124 and the following are found in these areas.







I found the worst conditions on Rock Street. Here I found frame, brick and rock construction, and all in need of repair. In some cases the buildings should be condemned as they are unfit for human habitation. Known as a district for colored people I found many white families living there. There are no sewer or water connections and the disposal of water and refuse is a matter of convenience more than anything else. Dish water or laundry water may be thrown out of the front door, the back door, or a window, whichever happens to be the handiest. A fairly large depression in the landscape provides a convenience place for the entire district to dispose of tin cans, broken dishes and articles that have outlived their usefulness. The surroundings are filthy, and the houses are vermin infested. The residents are free and easy in their language and intermingle as fancy decrees. Conversation is demoralizing, yet there are white children being raised in this locality. One white family, consisting of father, mother and a small son, occupies a rock house about the size of a large packing case. Light and ventilation are obtained through the door. Sleeping quarters are upstairs and are also poorly lighted and ventilated. The place is filthy from top to bottom and the occupants are also dirty and slovenly. The parents are young people. It would seem possible still to make something out of them. Continued living in this region will produce nothing but harm.

It was in this section that I found a two-story privy\*

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\*The picture of this privy and of the neighborhood are shown in pictures on pages 125-6.



constructed so as to serve families on two different ground levels. Each level had two compartments, but it is impossible to guess how many people it was supposed to service. Many of the boards have been torn off, but even so, it presents a better appearance than the homes surrounding it. The negro woman who showed it to me stated that she very seldom used it because she was afraid it would fall over or break down. She keeps a receptacle in her rooms which is emptied in the most convenient spot.

The places mentioned in the foregoing paragraphs are located within five minutes walk of the business district and in close proximity to better class residences. However, I found conditions almost as bad in other sections that were even more strictly residential. There were places where screens were not used and the house was full of flies. Dishes, food, clothing, and bedding were strewn all around. Children were very much in evidence and the places were filthy from top to bottom. The landlords could not, or would not, keep the places in repair, so reduced the rent, thereby attracting a poorer type of tenant to a neighborhood that had striven for cleanliness and sanitation. I found several spots like this in the district I covered. In some places water and sewer had been run as far as the house but had never been connected. In others I found that the house was connected with the sewer but not with running water.

In many places I found over-crowded conditions caused by relatives moving in to save rent. In many cases sons or daughters



had moved in with parents, bringing their families with them.

I found many people who had moved to Dubuque from other localities. They were a good source of information and I always tried to get their viewpoint on the city. According to their statements, Dubuque is lacking in modern apartment houses or hotels. There is also a lack of modern homes for rent.

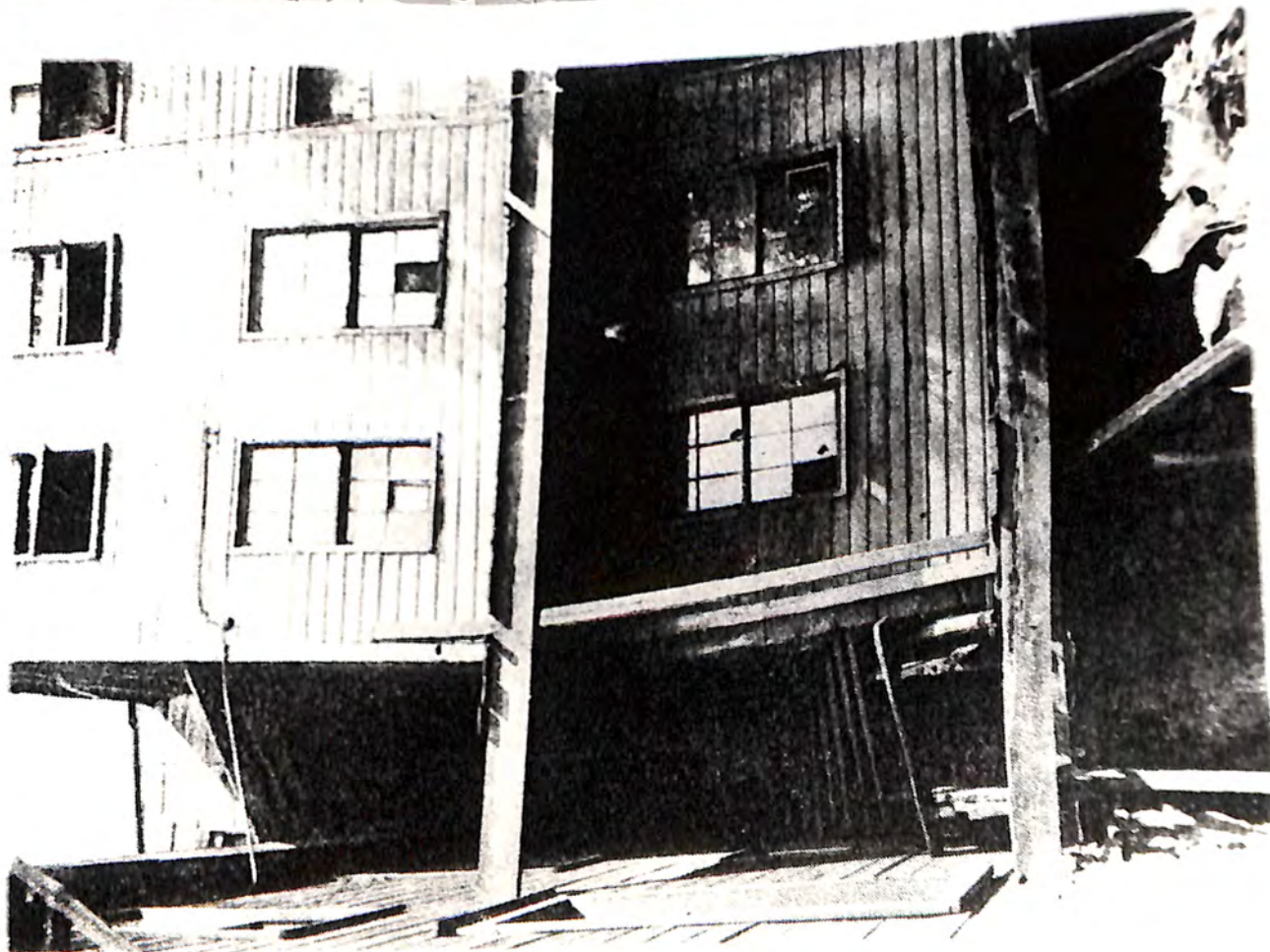
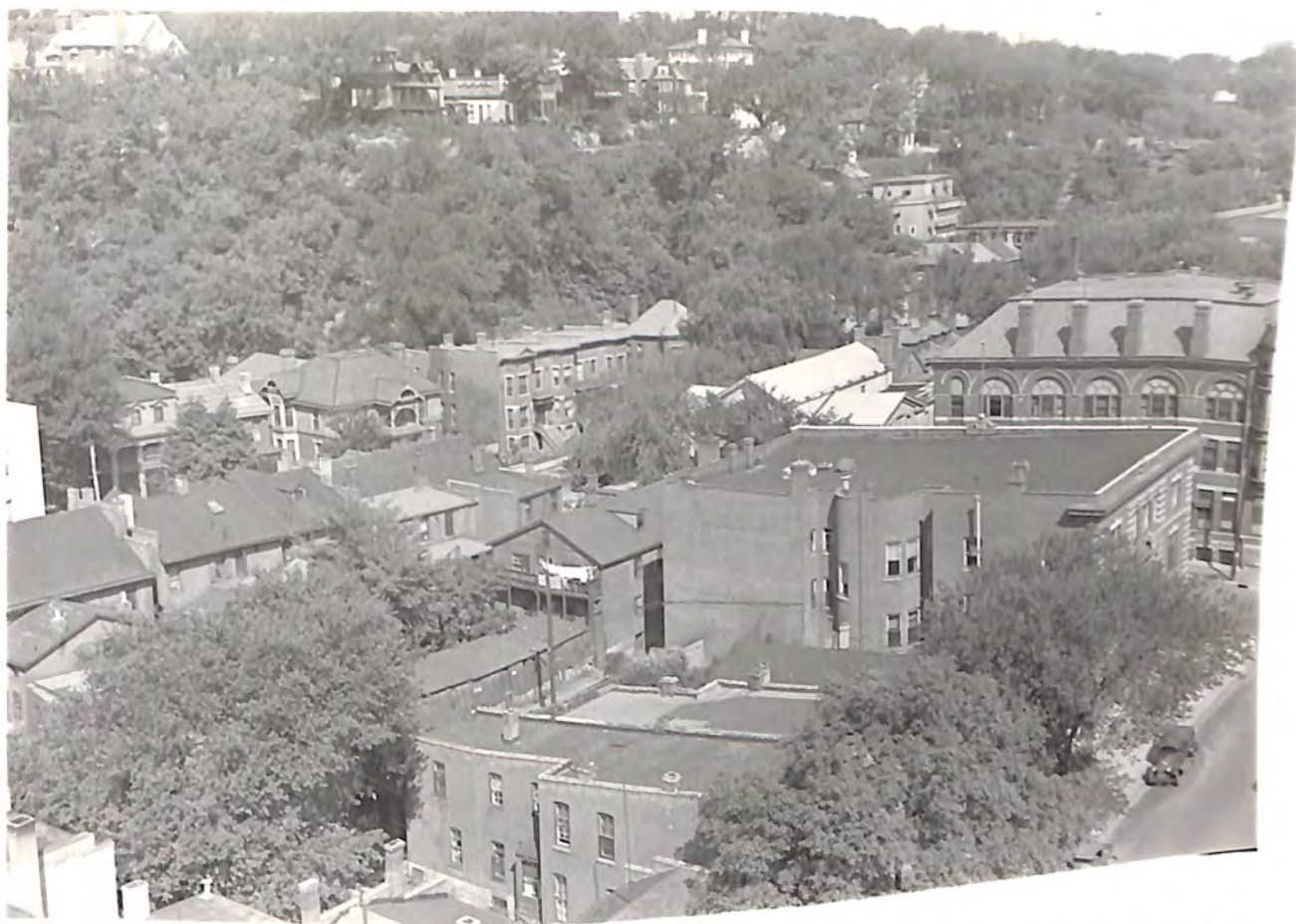
Generally speaking, I found living conditions far below a decent level, and the recent trend is going lower. People seem to have lost their spirit along with their jobs and their income. Many had owned their own homes and had lost them. In only a few instances did I find any desire to again own property on account of high taxes and high cost of upkeep. The people seem to have been very thrifty in order to secure themselves against old age. Many of them have lost their savings and it had broken their spirits. I found any number of older people who had no further interest in life and were looking forward to the end of their days on earth. Many places were not using electricity, gas, telephone, or ice on account of expense.

Many parents expressed a desire for play-grounds with adequate equipment and supervision. There was an appeal for a swimming pool and park facilities and a desire to keep children in school. I hope that some plan will be devised whereby living conditions will be improved and made available for all. I believe it could be realized through the creation of new homes or a supervised remodelling of present buildings. The Rock Street District should be entirely cleaned out, and other slum conditions should be cleared. There is a lot of work to be done in the city and plenty of men who are anxious to do it.



Pictures 27 & 28, portray or represent the conditions depicted by Field Worker No. 2. Their stories are related on page 75.







In the first of these pictures there are scattered around many of the older one and two family houses that are now used by the three, four and more families, to which this field worker has referred. He refers to them as having been converted, but according to his description many of them have been converted only as to number of occupants. In the near foreground of this picture can be seen a clothes line filled with a family washing. This is a frame apartment building on an alley instead of on a street. This spot is almost the center of the city. The building to the front and right of it is the headquarters building of Dubuque's leading business and commercial organization.

The second picture is a sample of housing conditions in the Rock Street area referred to by this enumerator. Other pictures of this area are shown on pages 125-26.

#### Field Worker No. 3

I was appointed enumerator for District 7. This district comprised an area bounded on the east by the water front and on the west by Locust Street. The southern boundary was 10th Street and the northern boundary 17th Street. The section from the river-front to Pine Street inclusive is known as "The flats".

The dwellings are old, ranging from 40 to 70 years in age. This section was originally built up because of its proximity to the Milwaukee Railroad Shops. The majority of the homes in this district were built or once rented by artisans employed in the shops. These shops have been completely out of operation



for the last several years and only on part time during the last ten to fifteen years. Many of the original people, former employees, have moved to other areas of the city and quite a few have moved out of the city.

This "flat" area has no water or sewage system and so as the city grew this section became more or less an undesirable location. Thus came an influx of the poorer element and the bad consequences thereof.

The conditions that I discovered while taking schedules in this area were amazing. Out of two hundred schedules in this area approximately 80% of the houses were frame with nothing but small ground cellars or holes under the structure which could not be used for storage or any other basement purposes. A large percentage of these dwellings were condemned because of structural deficiencies which cannot be rectified without rebuilding. The depreciation in this area is due mainly to age and lack of upkeep.

Since the advent of the poorer classes in this district, many of the single dwelling units are now used as duplexes. There are also single dwelling units occupied by as high as three families, while some one or two room shacks were found with families containing as high as 8 to 11 children, thus creating overcrowding with all its bad consequences. 20% of the dwellings were found to face alleys or other dwellings thereby making for overcrowding also on the lots. The average clearance between most of the buildings was approximately six feet.

Ninety percent of the houses were heated by stoves, but there were not enough stoves to heat all rooms. Due to the age



and ill repair of the houses it was difficult to keep them properly heated during cold weather thus impairing the health of children and adults as well as causing excessive over-crowding in the heated rooms.

Almost one-hundred percent were without sanitary conditions of any kind, unless unimproved outside privies be considered as such. This section has no water or sewage system whatever. The source of water is wells shared in most cases by one or two families. Sixty percent of these wells need repairing and are generally too close to privies to insure good water. Water mains run through this area, but are only for fire and industrial use--not tapped for domestic use.

The principal lighting facilities are kerosene lamps. (All cooking was done on wood stoves or kerosene stoves.) Many houses, about forty percent, were wired but the families could not afford the installation of the meter and the cost of current.

A great majority of the persons interviewed were depressed and resigned to conditions. Many are ignorant or uneducated. Some were careless and slovenly due to their environment. Although it can be acknowledged that some few would not live decently in the best of housing, yet most of the people are not creating poor housing by misuse, but are trying to keep decently the poor accommodations that they must accept. The bad housing conditions that these people are forced to accept are not conducive to self-respect and make for a condition of discontent, discouragement and unhappiness. The great handicap that is placed



on the children because of such conditions is very apparent, and cannot rightfully be socially evaded.

A frequent double and often multiple use of rooms was prevalent in this district. Not many living rooms were found. People eating, cooking, and sleeping in the same room was not an uncommon fact. Many improvised beds made from old clothing, rags, etc., were found on floors. Clothing was at a premium. Most people were improperly and very poorly clad. Bodies and clothing were dirty as soap no doubt is a luxury for these people. There are no bath tubs or lavatories.

Many outdoor privies were found filled and in dire need of cleaning. Sewage disposal for the most part is surface, therefore streets and alleys are filthy and filled with garbage and refuse. Flies and mosquitoes abound, due to these conditions. Perhaps the most deplorable condition that exists in this area is the open "B" branch sewer that runs through this section. The hazards of an open sewer running through an inhabited district are very apparent and need not be enumerated.

The conditions that affect the health of these people may be placed in three groups. First, there are the physical conditions of the dwellings themselves, such as lack of ventilation, dampness, impure water and lack of sanitation. Also, we may include the foul air due to surface disposal of sewage and the Dubuque Packing House which is in the center of this area. Second are the conditions of maintenance, such as lack of screens, rats and rat holes due to poor flooring, improper garbage



disposal, etc. Third, there is overcrowding, extreme overcrowding, of both house space and ground space.

There is a playground in this district supervised during the summer, but I found that a great many of the children merely use alleys and streets for play places, due in a large measure to lack of proper clothing for appearance on the playground. There is a dire need for proper recreation facilities and educational direction for these children and adults.

In short this district may be termed the "blighted area" of the city, and it is imperative that correction be made of this condition. Fifty percent of the people interviewed were on relief.

Undernourishment was noticed in smaller children. The enumerator discovered that the deaths of most of the children that died at birth or in early infancy were due to convulsions. Many of the mothers employ the use of midwives instead of doctors. This condition exists, no doubt, because they cannot afford a doctor.

In closing, I might say that "the flats" area is the city's most formidable problem, presenting conditions unknown to perhaps seventy percent of the citizens of Dubuque. Making them cognizant of this condition will be the first important step towards the rectification and alleviation of these deplorable conditions. The survey and its presentation of facts, it would seem, should be a practical means to this end.



Pictures 29 & 30 represent some  
of the conditions explained by Field  
Worker No. 3. Their stories are told  
on Page 81.







The first picture is a portrayal of some of the ground space overcrowding which field worker number three depicts. One of the railroad coaches was not occupied at the time of the survey. The tenants had moved out only recently. The other one and all the houses were occupied at the time of the survey. The lack of sanitary facilities and the near-neighbor packing house, which can be seen in the left of the picture, help to make living here anything but desirable. The other picture is a representative near-by shack, of which there are many in the neighborhood. This one is the house of two men who eke out an existence by collecting and selling junk. They are proud both of their home and their ability still to support themselves. They are still hoping sometime to see both a better day and a better home.

#### Field Worker No. 4

During the recent Health and Housing Survey, most of my time and efforts were spent in District 1, known locally as the Eagle Point District.

I was greatly surprised to find that many of the nicer appearing homes in this district were without any sort of water or sewer facilities. The houses themselves do not suggest such conditions. However, in cases where these homes did have water and sewage connection, they oftentimes only had a kitchen sink and a toilet - this often being located in some closet or in the basement.

As a rule, the majority of the homes in this area are in need of minor repairs and general painting and decoration. Much unemployment, due to the closing of the Milwaukee railroad shops,



is probably largely the cause of this neglect in general repair.

I was very much interested in one particular area of this district located along the front of Lake Peosta. There are approximately 30 families living in this area. The "shacks" are in most cases inadequate and unhealthful. These houses have been constructed from old boat houses, box cars, etc. They have no means of water supply, other than individual cisterns. There is no means or attempt made in the way of sewage disposal and sanitation. Geographically, these shacks are situated on the bank of the former Lake Peosta. These cottages are skirted by the Milwaukee railroad tracks, about 20 feet to the front, and a 6 foot stream, 30 feet to the rear. The stream itself is a matter of unhealthful conditions. The water is stagnant and covered with a lovely dark green scum. According to the occupants of these houses, this stagnant condition is due to a dam at the 8th Street plant of the Interstate Power Company.

The conditions of one family, living in this colony, is well worth noting. There are ten children in the family, with the parents. At present they are living in a shack of two bedrooms and a kitchen, constructed out of packing boxes and sheets of scrap tin. This shack is most inadequate and unhealthful. However, it is an improved condition for this particular family, since they spent all of the last winter living in a tent on the north end of the City Island.

My work before the completion of the survey did take me into other districts in the city, where I found the conditions much worse than I ever before realized. However, I shall not attempt to describe these conditions, since I had only a small amount of contact there. I am only sorry that all of the citizens of the city have not had the opportunity to learn the living conditions in our city that we workers have had.



Pictures 31 & 32 describe some  
of the discoveries of Field Worker  
No. 4. Their stores are told on Page 84.







The two pictures show the proximity of both the railroad track and the ditch which field worker Number 4 describes. The large house is only a shell, it is, however, the home of a large family. The unimproved privy over-hanging the retaining wall is a real menace to health and sanitation. The smaller dwelling in the second picture not only has a very near-by privy but also a very damp floor.

#### Field Worker No. 5

The district in which I worked during the Housing Survey in Dubuque extends roughly from Thirty-second Street to Twenty-sixth, and from Central Avenue to Elm Street. This is part of what is known as the "North End". It is mainly a residential district, is thickly populated and is built almost entirely on level ground.

Most of the houses are of moderate age, although there are considerably more very old homes than very new ones. Single family dwellings of wood, generous in size, and surrounded by a small yard, are the common type of construction.

Only a few houses do not have electric lights and washing machines. Gas and kerosene stoves are used chiefly for cooking in the summer, being replaced to a considerable extent by coal or wood stoves in the winter. The extensive use of wood for fuel is worthy of note. Furnaces are not at all common, and refrigeration, both ice and mechanical, is quite rare. A large number of families own ice boxes, but no longer can afford ice.



Probably a majority of the houses in this section of the city were originally built without plumbing. Later on bathtubs, toilets, lavatories, and sinks were added, although in many cases there was not room for a bathtub, or the family could not afford one. The number of outdoor, unimproved privies still in use is surprising.

Only a few houses are overcrowded since these old houses are large. Most of them need considerable repairs, although very few repairs or improvements are actually contemplated. Practically all the houses would be repaired or improved in some way if the owners were in a better financial condition.

The people living in this district are mostly factory workers of German ancestry. They are ambitious, honest, and intelligent, and want work rather than relief. They are patient, considering their misfortunes and disappointments, but not expectant of any great improvement in the near future. An attitude quite common is one of resignation and despair, but stoically making the best of it. These people are not contented, but often seem to be because they have given up hope and see no way for them out of the depression.

The number of unemployed is considerable, and many who are working receive wages which are inadequate. More complaining was done by those who are quite well off than by the poor. It is apparent that many are entirely unaware of the deplorable conditions under which so large a number of unfortunate human beings are forced to live. Men were much more unreasonable and discontented than women. During the survey, I was refused in-



formation only once, - by a man.

Incomes are generally much less than they were five years ago, although even then the number of unemployed was considerable. Low wages were also very common before the depression. Rents are lower now than they were then and some people living in relatives' houses pay no rent at all. In a few cases the rent seemed too high. I recall one instance where the rent was eighteen dollars per month for a house which had only an outdoor privy and no plumbing whatever, not even city water. A large number of homes are mortgaged, probably more than were admitted to be.

Social conditions in this section of the city are quite good. Most of the families have small lawns and gardens, and the houses usually are neat, clean, and well-furnished. Neighborhood playgrounds are also available. The home seems to be appreciated by parents and children alike, staying home and reading, playing cards, and listening to the radio being among the principal types of recreation. More extensive entertainments and activities are frequently preferred, but through lack of money the simpler ones are substituted.

Only a small percentage of the people interviewed reported poor health for any members of the family. However, the milk supply was insufficient in many cases for large families of small children, and a few wells were found with privies so close as to endanger the health of those drinking the water.



Social Statistical Facts on and Characteristics  
of the Surveyed Personnel

The facts and characteristics listed in the several tables in this section of our report will reveal to the reader much of the human background in the total picture. Here the numerical facts begin to have greater human meaning.

TABLE NO. 7

NUMBER OF HEADS OF HOUSEHOLDS BY SEX, COLOR, AND  
MARITAL CONDITION IN RELIEF AND NON-RELIEF  
HOUSEHOLDS, DUBUQUE, IOWA, 1934.

Classification	Number				Non-Relief	
	Relief				%	
	No.	%	No.			%
Sex						80.3
Male	955	85.7	2185			19.3
Female	159	14.3	527			.4
Not Reported			8			
Color						99.0
White	1107	99.4	2692			.4
Negro	2	.2	12			-
Other	2	.2	1			.6
Not Reported	3	.2	15			
Marital Condition						
				Male	Female	
Single	20	2.1	15	9.4	112	5.1
Married	882	92.3	-	-	1936	88.6
Widowed	39	4.0	94	59.2	117	5.3
Divorced	36	.8	22	13.8	8	.4
Separated	8	.8	28	17.6	12	.6
						38
						7.2
Total	955	100.0	159	100.0	2185	100.0
Not Reported	8				527	100.0

The first striking fact shown in this table is that of the racial and color composition of Dubuque's population. It will be noted that her population is almost 100 percent white. The population is also predominately American born. These facts help to simplify matters of education, recreation, housing and social intercourse. On the other hand it is significant to



note that among the non-relief families the percentage of widows is considerably higher than among the relief families while the divorced and separated among the relief families is much higher than among the non-relief families. Apparently voluntary breakage of the marriage relationship is more likely to be followed by lessened ability for economic self-support than is the breakage of the marriage relationship through death of the mate.



TABLE 8

AGE DISTRIBUTION OF HUSBANDS AND WIVES AND OF TOTAL POPULATION IN RELIEF, NON-RELIEF  
HOUSEHOLDS AND TOTAL HOUSEHOLDS, DUBUQUE, IOWA, 1934

Household and sex	All		Under		25		35-44		45-54		55-64		65 and over		Unknown	
	Ages		25		25-34		35-44		45-54		55-64		65 and over		Unknown	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Relief																
Husband	882	100.0	48	5.4	157	17.8	234	26.6	222	25.2	107	12.1	105	11.9	9	1.0
Wife	882	100.0	112	12.7	203	23.0	224	25.5	180	20.4	82	9.3	71	8.0	10	1.1
Non-Relief																
Husband	1,936	100.0	62	3.2	410	21.2	465	24.1	434	22.4	295	15.2	246	12.7	24	1.2
Wife	1,936	100.0	146	7.5	500	25.9	455	23.5	397	20.5	263	13.6	148	7.6	27	1.4
All of																
Dubuque																
1930*																
Husband	8,630	100.0	386	4.5	1,939	22.4	2,226	26.2	1,798	20.8	1,292	15.0	947	11.0	--	--
Wife	8,630	100.0	816	9.5	2,330	27.0	2,174	25.2	1,681	19.5	1,096	12.7	531	6.1	--	--
All of																
Dubuque																
1930**																
Males	14,388	100.0	3,162	21.9	2,848	19.8	2,820	19.6	2,351	16.3	1,719	11.9	1,480	10.3	--	--
Females	16,355	100.0	3,804	23.2	3,427	20.9	3,021	18.5	2,424	14.8	1,946	11.9	1,733	10.6	--	--

\*Population Census, Vol. II, p. 1026 (ages 15 and over)

\*\*Population Census, Vol. II, p. 798 (ages 15 and over)



The numbers and percentages in Table 8 show the age distributions and groupings of the surveyed relief and non-relief families, of all the families of Dubuque, and of the total population of Dubuque for males and females, ages 15 and over. It will be noted that a considerably larger percentage of the relief than of the non-relief families fall in the age group, under 25. It is often contended that times of economic stress do not deter marriage among the poorer classes as much as among the classes above these levels. The findings of the survey, as revealed in this table, seem to give weight to such a contention. Perhaps there is truth in the statement "From the marriage altar to the relief office." At the other end of the table it will be noted the percentage of husbands 75 and over is considerably greater than for wives, while in the total population of Dubuque, 1934, these percentages are almost identical. Two things account for this: (1) Husbands are generally slightly older than their wives, and (2) A larger number of older women than of older men are widowed. The widowed, however, are not included in the table except under the total population, that is, under the males and females but not under the husband and wife groupings.

Also in times of depression some professional individuals tend to drop down into the skilled level of employment, skilled into the semi-skilled, semi-skilled into the unskilled, and the better unskilled into the lowest unskilled, with the result that the least desirable, poorest trained, and most inefficient are pushed out of employment at the bottom and onto relief in largest numbers. They are the first out of employment and the last to regain such. They are therefore the first on relief and the last off.



Table 9

AVERAGE NUMBER OF PERSONS PER HOUSEHOLD AND NUMBER OF HOUSEHOLDS OF SPECIFIED SIZE FOR RELIEF AND NON-RELIEF HOUSEHOLDS, DUBUQUE SURVEY, 1934, AND CORRESPONDING % FOR DUBUQUE AND THE UNITED STATES TOTAL POPULATIONS FOR 1930.

No. in house- hold	Total persons		All Unit- Du- ed		Children		Others***	
	No. & % of households		buque* States**		No. & % of households			
	Relief No. %	Non-Relief No. %	Relief No. %	Non-Relief No. %	Relief No. %	Non-Relief No. %	Relief No. %	Non-Relief No. %
0								
1	49 4.4	186 6.8	7.9	7.0	239 21.5	885 32.5	910 81.8	1988 73.0
2	201 18.0	619 22.7	23.4	24.6	216 19.4	637 23.4	136 12.2	435 16.0
3	196 17.6	559 20.6	20.8	22.4	216 19.4	404 17.0	39 3.5	154 5.7
4	197 17.7	481 17.7	17.5	17.7	142 12.7	327 12.0	18 1.6	68 2.5
5	146 13.1	348 12.8	12.0	12.3	118 10.6	173 6.4	7 .6	35 1.3
6	117 10.5	223 8.2	7.6	7.1	76 6.8	101 3.7	3 .3	11 .4
7	82 7.4	135 5.0	4.7	3.9	50 4.5	59 2.2	-	10 .4
8	57 5.1	76 2.8	2.8	2.4	26 2.3	29 1.1	-	4 .2
9	33 3.0	33 1.2	1.6	1.2	15 1.4	17 .6	-	1 -
10 & over	36 3.2	51 1.9	1.8	1.4	8 .7	13 .5	-	2 .1
Not Reported	-	9 .3	-	-	-	8	-	3
Totals	1114 100.0	2720 100.0	100.0	100.0	1114 100.0	2720 100.0	1114 100.0	2720 100.0

\* 1930 Census, Pop. Vol. VI, p. 459

\*\* 1930 Census, Pop. Vol. VI, p. 7

\*\*\* "Others" includes other families, other non-family relatives, and lodgers



The first line of figures and percentages in this table shows (1) the number of households in which there are now no children, and (2) the number of households in which there are no "others" living with the family. "Others" means either another family, one or more non-family relatives, or one or more lodgers. The percentage of "others" falling in each of these three classes is shown in the first table in Chapter 3. A large proportion of the surveyed families have no children living at home, about one fifth and one third respectively, for the relief and non-relief families. Also, a large proportion have no "others" living with them. The percentage of non-relief families in which there are "other" is however considerably larger than for the relief families. That is to be expected, for in part such doubling-up prevents these families from having to go on relief, and in part some non-relief families are better able or are so economically and physically situated that they can have other families, generally relatives, double-up with them. Unemployed married children coming home to parents is a quite common occurrence among the non-relief. Among the relief families the living quarters are often too crowded for relief agencies long to tolerate doubling-up for two or more relief families, or even for such to be possible.

The remaining part of the table reveals four other facts. They are: (1) The number and percentage of households comprised of 1, 2, 3, and so on to 10 and over persons, (2) The number and percentage of households in which there are now 1, 2, 3,



and so on to 10 and over children, (3) The number and percentage of households which include 1, 2, 3, and so on to 10 or over others, and (4) The fact that a considerably larger percentage of the relief than the non-relief, both households and families, falls in the 6 and above unit sizes. Relief households are larger than non-relief while non-relief households more often than relief have others living with them, in Dubuque at least.

Table No. 10.  
EDUCATION OF HEADS OF RELIEF AND NON-RELIEF HOUSEHOLD IN  
DUBUQUE, IOWA, 1934.

Number of Grades or years completed	Relief		Non-Relief	
	No.	%	No.	%
Grade School				
None	25	2.4	33	1.2
1-5	154	13.8	245	9.0
6-8	728	65.4	1700	62.5
High School				
1	40	3.6	84	3.1
2	41	3.6	132	4.8
3	14	1.2	44	1.6
4	45	4.0	236	8.7
College				
1	7	.6	21	.8
2	6	.5	32	1.1
3	0	-	7	.3
4	0	.7	45	1.7
5	8	-	1	-
6	-	-	4	.2
8	-	-	1	-
Not reported	46	4.2	135	5.0
Total number of Households	1114	100.0	2720	100.0

The difference in extent of formal education of the relief and non-relief household heads is significant, as shown in Table 10. Double the percentage of relief household heads as compared to non-relief household heads have had no school training. On the other hand, one half as high a percentage of relief as non-relief household heads have had either 4 years of high school training or 4 years of college training. It is generally assumed that the better trained



individual also has the greater earning power. To the extent that that is true lack of training is partially the cause for greater numbers of non-educated among the relief families. However, back of lack of education may lie lack of capacity to acquire education. This then would also affect earning power. No doubt both lack of training or education and lack of capacity to acquire education help to swell relief rolls, just as do loss of employment, poor management, and disability.

Table No. 11  
LENGTH OF RESIDENCE OF RELIEF AND NON RELIEF HOUSEHOLDS IN  
DUBUQUE, IOWA, 1934

Years of Residence	Relief		Non-Relief	
	No.	%	No.	%
Less than 1	44	3.9	106	3.9
1	27	2.4	62	2.3
2	39	3.5	58	2.1
3	19	1.7	66	2.4
4	28	2.5	43	1.6
5-9	115	10.3	267	9.8
10-14	136	12.2	310	11.4
15-24	216	19.4	464	17.1
25 and over	464	41.8	1258	46.2
Unreported	26	2.3	86	3.2
Total	1114	100.0	2720	100.0

It is often contended that relief families are more mobile than non-relief families. In the case of Dubuque that does not seem to be very evident. The percentage distribution on years of local residence for the two groups, as shown in Table II, is quite similar. Approximately 75% of both groups have lived from 10 to over 25 years of their married lives in the city. A large proportion of Dubuque's population is home grown and of old line American stock. If Dubuque can soon successfully meet its major economic and social problems of reemployment and better housing these traits of population immobility and homogeneity will prove to be added assets.



# Leisure Time Activities of Surveyed Persons.

Since a large proportion of the surveyed families are numbered among the unemployed a check-up on their chief leisure time activities, it was thought would be of value. The summarized tabulations indicate the number of times the particular activity was given as the chief activity of the different individuals, -men, women and children.

Table 12.  
THE CHIEF LEISURE TIME ACTIVITIES OF MEN, WOMEN AND CHILDREN,  
RELIEF AND NON-RELIEF, DUBUQUE, IOWA, 1934

Activity	Men		Women		Children		Grand Total
	Relief	Non-Relief	Relief	Non-Relief	Relief	Non-Relief	
Nothing	96	176	82	245	39	53	691
Sports*	416	947	105	431	349	755	3003
Reading	113	268	171	366	21	111	1050
Cards	60	143	80	220	6	18	527
Movies	14	38	79	228	26	107	492
Play#					177	258	435
Dances	15	43	54	129	27	115	383
Radio	34	160	31	124	5	22	376
Rests	43	91	51	139	2	1	327
Motoring	14	92	33	150	2	28	319
Sewing			82	152	1	7	242
Garden	61	67	63	35	1	5	232
Picnicing	21	26	34	72	11	35	199
Music	18	38	30	54	12	27	179
Visits	4	11	29	81	1	2	128
Have no time		11	32	52			95
Works around place	13	32	14	31	1	3	94
Church and social functions	5	3	5	28		2	43
Old Age		14		22		1	36
Sick	4	10	2	4	1	1	22
Care of Children	3	1	7	5	1	2	16
Studying	2		1	2			8
Drinks Beer	2	4		2		1	8
Carpenter		4					5
Whittles	1	1					2
Collects Junk	1	1					2
Fixes Cars	1	1			1	1	2
Boys Club				2			2
Housework				1			2
Runs stand							1

\*Ball-games, fishing, hunting, swimming and skating.

#Games and with toys.



## Some Summary Findings of the Dubuque Health and Housing Survey.

Total

3834

No. of Schedules

375

732

503

482

454

490

748

19

17

14

3834

City Hoover- 7th Street  
Island ville Extension

## Districts

I

II

III

IV

V

VI

VII

Owner

227

332

245

193

183

120

188

15

16

9

1528

Tenant

146

399

258

289

271

369

560

4

1

5

2302

Not reported

2

1

1

1

1

1

1

1

1

1

4

Replacement needed

56

29

63

39

42

177

236

17

14

14

690

Dwelling units

Families living in

287

436

361

203

249

139

241

2

2

2

1918

One family dwelling

84

239

111

141

131

86

221

2

2

2

1015

Two family dwelling

6

6

5

4

10

10

5

5

5

5

40

Three family (3 decker)

13

13

11

28

17

15

28

112

112

112

112

Four family apt.

6

6

13

25

32

84

181

181

181

181

Row house

3

18

13

30

7

106

320

320

320

320

Flats over stores

7

7

1

32

2

16

87

87

87

87

Lg. apt. or hotel

6

6

5

19

5

47

156

156

156

156

Other (Shacks, barns)

1

1

1

1

1

1

5

5

5

5

Not reported

1

1

1

1

1

1

1

1

1

1

Total

324

629

447

375

365

355

597

17

13

13

3140

Men

348

682

473

459

418

416

681

5

11

11

3504

Women

733

1517

1132

837

1105

687

1270

9

8

8

7324

Children

128

224

161

297

176

351

5

3

3

1612

Others

1533

3052

2213

1968

2064

1717

2899

36

35

35

15580

Total Rooms

1858

3689

2623

2614

2297

2126

3300

28

39

39

18601

Av. per family

4.92

5.03

5.21

5.42

5.05

4.41

1.42

1.64

2.78

2.78

4.85

Av. per person

1.21

1.20

1.18

1.32

1.11

1.23

.42

.77

1.11

1.11

1.19

Living Rooms

356

709

501\*

480\*

450\*

691

17

8

8

3677

Families without

19

23

12

8

6

57

7

6

6

175

Av. per family

298

591

389

395

319

251

454

2

5

5

2706

Av. per person

77

141

114

87

135

294

17

15

9

9

1128

Dining Rooms

7

42

30

94

12

17

0

0

0

216

Families without

370

726

500

472

448

722

8

4

14

14

3723

Libraries or dens

5

5

3

10

6

26

11

13

0

0

110

Kitchens

5

5

3

10

6

26

11

13

0

0

110

Families without

5

5

3

10

6

26

11

1



Personnel																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																													
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Share	253	6	23	15	30	16	390	484	2	0	0	0	3063
None	0	0	6	1	2	8	96	57	2	0	0	0	275
Piped Water	271	638	436	457	389	419	419	550	2	1	0	0	33
Share	0	0	0	0	0	0	32	3	0	0	0	0	3162
Bath tubs or shower	188	450	289	361	228	193	193	285	2	0	0	0	37
Share	6	11	7	59	7	23	23	32	2	0	0	0	2004
Lavatory	181	414	293	361	226	205	205	253	0	0	0	0	147
Share	6	9	7	49	7	16	16	37	0	0	0	0	1931
Kitchen sinks	209	529	427	454	377	351	351	506	2	0	0	0	131
(with drain)	0	0	2	1	11	10	10	3	0	0	0	0	3015
Share	254	650	430	462	395	417	417	551	0	0	0	0	17
Sewage Disposal	79	76	54	7	42	58	58	112	17	16	14	0	31600
City	336	690	451	471	397	455	455	714	0	0	0	0	4750
Surface	12	2	13	2	9	6	6	19	11	16	14	0	35142
Garbage disposal	185	307	187	252	169	258	258	351	4	1	7	0	1042
City collection	32	56	38	61	19	16	16	44	0	0	0	0	1721
Throw out	67	159	130	23	152	53	53	143	5	8	1	0	266
Refrigeration	91	207	148	146	114	161	161	210	10	8	6	0	741
Ice	105	128	109	102	179	239	239	361	16	14	15	0	1101
Mechanical	119	227	146	139	188	242	242	381	17	12	18	0	5
Other	169	396	284	260	321	259	259	488	17	14	19	0	1268
None	125	155	89	61	109	265	265	369	17	14	19	0	1489
Not reported	165	315	213	186	301	333	333	444	17	14	19	0	2227
Replacement	71	110	80	62	71	112	112	97	11	7	4	0	1223
or Repair	13.7	13.4	14.5	19.6	12.9	12.9	12.9	13.8	5.00	4.80	5.00	0	2007
Outside walls	194	443	352	301	150	265	265	362	8	10	13	0	625
Roof	144	232	107	133	175	121	121	232	3	3	5	0	13.15
Paint	34	43	33	33	20	17	17	27	6	0	1	0	2098
Walls & ceiling													1155
Structural													214
Decoration													
Non-Relief													
Unemployed													
Ave. Rent (dollars)													
Attitude of Person interviewed													
Good													
Depressed or discouraged													
Disgruntled													

\*A few families have 2 living rooms  
 # 6 not reported  
 @199, cess-pool, septic tank or stream  
 & 216 Feed, burn or bury.



DATA COVER 50 FAMILIES PER LINE EXCEPT WHERE LOCALIZED BASIS.														
FAMILY COUNT GENERAL	AGE OF ELDEST	1 FAMILY DWELLING LAST YEAR WITHIN TOWNSHIP	REPAIRS OUTSIDE WALLS	OR. REPAIRS WALLS & CEILING		REPLACE- MENT	ROOMS MULTIPLE YR. AGO	CITY	PRIVY	SEWER TANK	LIGHT	AVERAGE	REPAIRS HAVE	OTHER REMARKS
				ROOF	PAINT									
1	25	1	1	1	1	1	1	1	1	1	1	1	1	1
2	30	2	2	2	2	2	2	2	2	2	2	2	2	2
3	35	3	3	3	3	3	3	3	3	3	3	3	3	3
4	40	4	4	4	4	4	4	4	4	4	4	4	4	4
5	45	5	5	5	5	5	5	5	5	5	5	5	5	5
6	50	6	6	6	6	6	6	6	6	6	6	6	6	6
7	55	7	7	7	7	7	7	7	7	7	7	7	7	7
8	60	8	8	8	8	8	8	8	8	8	8	8	8	8
9	65	9	9	9	9	9	9	9	9	9	9	9	9	9
10	70	10	10	10	10	10	10	10	10	10	10	10	10	10
11	75	11	11	11	11	11	11	11	11	11	11	11	11	11
12	80	12	12	12	12	12	12	12	12	12	12	12	12	12
13	85	13	13	13	13	13	13	13	13	13	13	13	13	13
14	90	14	14	14	14	14	14	14	14	14	14	14	14	14
15	95	15	15	15	15	15	15	15	15	15	15	15	15	15
16	100	16	16	16	16	16	16	16	16	16	16	16	16	16
17	105	17	17	17	17	17	17	17	17	17	17	17	17	17
18	110	18	18	18	18	18	18	18	18	18	18	18	18	18
19	115	19	19	19	19	19	19	19	19	19	19	19	19	19
20	120	20	20	20	20	20	20	20	20	20	20	20	20	20
21	125	21	21	21	21	21	21	21	21	21	21	21	21	21
22	130	22	22	22	22	22	22	22	22	22	22	22	22	22
23	135	23	23	23	23	23	23	23	23	23	23	23	23	23
24	140	24	24	24	24	24	24	24	24	24	24	24	24	24
25	145	25	25	25	25	25	25	25	25	25	25	25	25	25
26	150	26	26	26	26	26	26	26	26	26	26	26	26	26
27	155	27	27	27	27	27	27	27	27	27	27	27	27	27
28	160	28	28	28	28	28	28	28	28	28	28	28	28	28
29	165	29	29	29	29	29	29	29	29	29	29	29	29	29
30	170	30	30	30	30	30	30	30	30	30	30	30	30	30
31	175	31	31	31	31									

[illegible]



# SURVEY ON A LOCALIZED HEALTH BASIS

## LIES PER LINE EXCEPT WHERE OTHERWISE NOTED.

LINE	REPLACE- MENT	ROOMS OCCUPYING YEAR	CITY	PRIVY	WATER	SEWER	LIGHT	AVERAGE RENT	REVENUE NO. TOL	HOUSEHOLD HEADS UNEMPLOYED	EXPENDITURE ON HOUSE LAST 4 YRS	PERSONS IN HOUSEHOLD	BORN OUT OF STATE	HANDICAPED	CHILDREN	MILK	GARDEN VEGETABLES	ATTITUDE OF FAMILY OR PERSON INTEREST	TYPE OF HOUSE- KEEPING	GOOD	TAKE OF MILK	PERCENT									
1	9	225	23	16	5	28	17	12	10 40	24	11	19 145	198	43	10	3	15	15	11	45	3	27	4	19	28	10	12				
2	1	265	5	39	2	8	40	2	18 66	10	7	29 181	192	33	6	8	15	7	71	1	21	50	35	15	2	48	1				
3	0	3	265	4	33	1	18	31	1	1536	12	7	43 150	220	40	4	5	1	18	7	66	2	11	14	20	3	35	10	2		
4	3	4	245	11	23	0	17	33	6	12 18	25	8	29 223	205	23	7	7	4	23	18	6	64	2	16	25	32	17	1	35	12	3
5	0	0	258	11	38	0	12	38	2	1305	22	14	18 168	189	30	7	2	2	19	15	22	44	0	26	43	22	24	1	35	11	3
6	2	8	260	10	44	0	1	49	1	1440	22	7	22 168	210	28	7	5	3	13	13	8	51	4	27	34	20	26	4	38	12	2
7	3	8	114	14	24	0	0	25	4	1077	15	15	22 145	211	22	10	1	0	19	12	7	20	3	12	12	11	2	9	12	4	4
8	22	34	1858	99	267	1	112	268	32	1371	158	2	6 95	108	12	5	3	1	7	12	7	20	3	12	12	11	2	9	12	4	4
9	1	4	264	19	33	0	23	27	0	1339	27	71	88 159	1533	231	56	34	16	128	119	78	407	19	156	226	194	144	34	267	76	30
10	0	0	225	9	47	0	0	30	0	1048	27	5	29 175	294	29	13	6	5	30	22	6	69	1	1	4	31	16	3	38	6	6
11	3	1	262	11	47	0	3	47	2	1496	22	8	15 122	218	26	15	6	5	30	18	5	68	3	38	36	38	9	3	44	5	1
12	0	0	282	6	50	0	2	49	1	1459	26	5	24 261	203	22	2	10	5	17	15	11	61	0	21	24	36	10	6	42	6	1
13	1	0	275	4	48	0	2	48	1	1592	31	6	15 112	224	34	8	6	3	28	12	13	49	2	22	25	35	16	3	48	3	1
14	1	0	248	7	47	0	2	48	6	1280	30	4	14 178	245	32	8	10	8	14	21	11	64	0	20	26	27	17	4	40	6	4
15	3	1	226	16	35	1	17	32	2	1179	32	10	23 174	195	27	15	7	6	32	12	7	47	1	23	19	28	17	4	36	14	1
16	2	2	230	16	46	1	4	44	3	1141	27	10	21 136	210	27	7	9	4	28	19	6	48	4	23	28	18	4	41	8	1	
17	0	1	271	13	39	1	10	39	2	1083	29	8	36 262	218	39	13	4	3	25	18	4	55	7	17	26	30	17	3	43	6	1
18	0	1	299	18	50	2	2	47	2	1500	17	11	48 118	189	32	6	0	1	21	21	9	40	4	15	27	19	4	48	2	0	
19	1	2	251	14	48	2	0	47	2	1122	25	10	44 140	201	29	8	8	6	22	53	1	62	8	39	39	26	21	3	29	10	1
20	0	1	221	25	50	1	0	49	5	1345	23	7	43 177	185	35	6	5	2	20	29	3	54	4	35	42	36	14	0	33	14	3
21	2	1	243	21	46	6	0	41	6	1276	23	7	40 111	168	31	10	8	0	27	28	4	51	4	40	34	24	23	3	38	8	4
22	0	0	158	7	29	0	0	29	0	1285	7	6	46 121	165	26	4	3	6	28	25	3	49	8	34	42	31	18	1	45	3	2
23	13	3689	199	665	19	65	642	35	1339	366	10	7	27 116	141	16	2	3	1	17	17	3	44	1	18	46	17	12	0	22	1	2
24	0	288	4	50	0	0	50	1	1808	19	8	25 171	236	14	4	2	1	25	17	4	76	0	17	33	36	9	5	44	4	4	4
25	0	259	7	50	0	0	50	0	1445	19	8	30 98	203	24	9	1	1	14	24	4	97	3	25	22	30	18	2	45	3	0	0
26	0	259	19	40	0	5	45	5	1404	31	8	35 124	201	28	9	3	1	44	21	13	52	1	10	32	38	9	3	38	7	5	5
27	0	257	19	41	0	10	36	3	1500	33	9	36 124	245	29	8	3	9	27	28	7	76	0	8	17	57	12	1	31	11	8	8
28	1	261	20	36	0	11	39	3	1558	32	11	78 82	220	22	6	6	1	25	27	12	61	0	6	12	36	12	2	37	11	2	2
29	0	265	12	41	1	9	39	7	1424	29	10	38 111	229	24	3	9	7	25	24	13	56	3	10	21	34	6	9	37	8	5	5
30	1	240	22	42	3	6	41	4	1377	31	7	16 125	213	27	10	5	1	24	16	6	54	7	16	34	35	11	4	39	6	5	5
31	10	286	18	45	1	5	44	2	1156	35	5	28 99	214	36	15	3	0	17	24	0	68	1	29	30	35	13	2	55	12	3	3
32	16	262	14	46	0	5	48	5	1134	26	5	4 65	222	30	15	4	1	20	15	6	54	2	8	27	28	7	5	33	13	4	4
33	0	17	0	3	0	0	3	0	0	1	0	12 143	217	40	10	1	0	22	28	7	65	0	28	32	41	9	0	44	4	2	2
34	29	2623	146	430	5	67	430	35	1454	278	80	0	0	13	1	0	1	0	0	1	0	4	0	2	2	1	0	3	0	0	0
35	6	278	26	50	0	0	50	0	2097	11	4	306 104	2213	875	89	38	22	243	225	72	663	17	157	262	352	107	33	386	79	38	38
36	0	234	31	50	2	0	48	1	2080	16	12	9 250	205	11	2	4	1	6	26	8	65	0	48	48	30	16	4	29	12	9	9
37	2	253	13	46	1	4	48	5	1595	13	9	16 347	150	26	2	5	5	14	17	18	42	0	45	48	32	16	2	36	10	3	3
38	3	350	13	50	0	0	50	2	1771	13	6	19 184	145	39	7	7	4	15	25	6	144	0	27	44	35	11	5	26	20	4	4
39	0	275	11	48	0	0	49	1	2260	13	7	29 162	231	24	0	3	5	9	27	1	139	2	31	47	30	17	3	35	7	5	5
40	1	278	12	48	0	1	49	0	1645	23	4	10 202	220	34	3	3	4	22	27	1	140	1	29	46	32	10	4	32	8	4	4
41	289	11	49	0	0	60	0	1200	20	7	13 248	232	32	10	3	6	11	27	3	163	1	29	44	27	18	3	35	8	7	1	1
42	245	24	47	0	0	50	1	1533	20	5	15 207	225	30	3	4	5	21	21	4	90	0	42	48	32	16	2	31	18	1	1	1
43	264	14	46	0	4	46	0	1777	18	7	14 111	180	19	7	0	0	16	22	3	115	4	34	45	28	10	2	38	11	0	0	0
44	168	4	28	2	2	28	4	1866	22	1	6 160	203	27	6	1	2	7	20	2	142	0	35	48	32	13	5	35	7	8	2	2
45	264	159	461	5	11	464	14	1961	169	62	7 112	117	17	6	2	4	14	9	1	69	7	8	24	23	6	3	21	7	8	2	2
46	206	39	5	0	0	50	13	1038	37	6	146 198	1968	261	46	32	36	133	271	47	1209	15	32	842	301	133	39	318	112	43	43	43
47	282	16	47	1	3	46	3	1482	32	6	13 547	201	35	14	9	4	17	21	2	66	4	30	44	13	27	0	28	10	2	10	10
48	277	17	47	1	1	0	48	2	1457	22	4	25 92	234	24	3	7	2	19	15	7	77	1	28	43	12	17	0	28	8	1	1
49	215	15	50	1	0	47	4	1500	24	9	30 97	243	25	7	6	3	24	17	1	55	3	40	45	20	18	3	30	17	1	1	1
50	233	20	50	0	6	41	5	1331	22	8	30 87	206	25	5	10	5	15	16	3	57	3	41	42	15	20	1	24	9	4	4	4
51	245	31	41	3	3	42	5	1248	30	10	32 142	215	17	9	3	1	34	23	8	54	2	21	38	20	13	1	27	12	1	1	1
52	253	19	48	0	3	47	5	1276	28	10	18 177	230	21	9	7	2	22	27	6	58	5	20	27	17	18	4	36	9	1	1	1
53	250	20	33	0	22	27	5	1271	34	9	11 96	243	20	3	0	2	11	23	5	72	1	10	40	25	12	10	27	15	4	4	4
54	256	9	42	2	9	38	9	1308	33	6	18 273	215	43	24	7	4	19	1													



[illegible]



3	14	0	3	350	13	46	0	0	0	50	2	1771	13	9	16	347	150	26	2	5	5	14	26	8	65	0	48	48	30	16	4	29	9		
2	16	1	0	275	11	48	0	0	0	49	1	2260	13	6	19	184	145	39	7	4	15	17	18	42	4	45	48	32	16	2	36	12			
11	11	6	1	273	12	48	0	0	1	49	0	1645	23	7	19	202	230	34	3	3	5	9	27	1	139	2	31	47	30	11	5	26	20		
6	24	1	2	289	11	49	0	0	0	60	0	2200	20	4	13	248	232	32	10	3	4	22	27	1	140	1	29	46	32	10	4	32	5		
9	33	1	2	245	24	47	0	0	0	60	1	1633	20	7	15	207	225	30	3	3	6	11	27	3	163	1	29	46	32	10	4	32	4		
7	17	4	4	264	14	46	0	0	4	46	0	1777	18	5	14	111	180	19	7	0	0	16	21	4	90	0	42	48	32	16	2	31	18		
3	19	1	0	168	4	28	2	2	2	28	4	1866	22	7	16	160	203	29	6	1	2	7	22	3	115	4	34	45	28	10	2	38	11		
1	189	19	20	2614	159	461	5	11	464	14	1961	169	62	1	7	112	117	17	6	2	4	14	20	2	142	0	35	48	32	13	5	35	7		
5	41	8	4	206	30	5	0	0	0	50	13	1038	37	6	146	198	1968	261	46	32	36	133	221	471	1209	15	32	6	442	301	133	33	318	112	
5	40	2	2	282	16	47	1	3	46	3	1482	32	6	6	13	54	201	35	14	6	6	35	22	3	57	4	30	42	11	30	2	28	6	10	
2	36	3	0	277	17	47	1	0	48	2	1437	22	4	4	15	347	250	32	14	9	4	17	21	2	66	4	30	44	13	27	0	25	10		
2	29	1	2	275	15	50	1	0	47	4	1500	24	9	9	13	92	234	24	3	7	2	19	15	7	79	1	28	43	12	17	0	28	6		
2	28	3	0	233	20	50	0	6	41	5	1331	22	8	8	30	97	243	25	7	6	3	24	17	1	55	3	40	45	20	18	3	30	17		
3	34	4	2	245	31	41	3	3	42	5	1248	30	13	10	30	89	206	25	5	10	5	15	16	3	57	3	41	42	15	20	1	24	9		
3	35	2	2	253	19	48	0	3	47	5	1276	28	10	10	18	179	230	21	9	7	2	22	23	8	54	2	21	38	20	13	1	27	12		
2	29	3	3	250	20	33	0	22	27	5	1271	34	9	9	11	96	243	20	3	0	2	11	23	5	72	1	10	40	25	12	10	29	15		
2	27	1	0	254	9	42	2	9	38	9	1308	33	6	6	18	273	215	43	24	7	4	19	14	2	58	6	15	46	32	15	1	28	5		
4	4	0	-	20	3	0	1	3	0	1	1000	4	-	-	1	125	27	2	2	0	0	12	0	0	4	1	0	4	3	1	-	1	2	1	
301	27	15	227	198	410	9	47	388	52	1291	266	71	10	10	171	151	2064	244	90	55	29	218	178	37	570	26	233	31	150	175	20	256	95	21	
42	11	17	231	22	20	0	34	15	10	867	28	10	10	10	17	161	226	40	20	7	2	31	27	13	30	8	14	27	32	11	2	23	12	6	
35	13	10	245	26	42	2	15	32	9	1113	25	2	2	2	28	170	229	18	7	7	5	42	27	17	51	1	22	27	27	12	-	24	7	6	
34	6	5	254	41	44	-	8	40	6	1225	18	15	15	15	32	72	210	32	8	6	6	26	22	19	43	1	39	49	26	15	1	25	6	10	
33	13	2	180	44	50	-	-	50	10	1150	23	7	7	7	28	62	149	20	10	9	7	29	20	23	34	2	37	46	31	13	4	20	8	9	
21	6	13	195	27	47	2	-	48	9	1296	18	11	11	11	34	46	161	24	8	4	6	34	21	27	31	0	35	42	21	14	4	22	7	5	
24	3	16	222	33	46	1	3	45	9	1482	20	12	12	12	18	319	168	23	4	5	2	22	13	23	31	0	42	49	26	9	2	22	7	8	
42	4	12	192	40	50	5	0	45	11	1125	26	15	15	15	2	35	145	31	5	4	4	31	10	32	16	1	37	47	22	13	3	18	12	1	
45	3	11	167	31	43	4	1	40	12	1033	26	24	24	24	10	44	113	28	13	6	1	16	5	35	10	4	39	42	31	11	-	21	16	2	
33	6	13	255	33	50	1	0	47	2	1485	17	12	12	12	12	236	183	20	9	2	-	19	18	23	33	1	36	36	28	15	-	31	13	-	
24	5	8	185	28	37	3	0	36	4	1720	13	4	4	4	16	134	133	26	7	3	3	24	12	21	23	1	27	28	21	8	1	26	7	1	
133	70	107	264	325	429	18	61	398	82	1296	214	112	112	112	119	130	1717	262	93	53	36	274	174	233	302	19	330	393	265	121	17	232	97	51	
43	26	12	150	47	0	1	49	8	26	618	41	9	9	9	11	79	186	33	20	8	5	28	26	22	37	1	11	32	23	20	2	13	8	24	
32	18	13	200	32	3	2	47	1	14	820	26	9	9	9	20	106	193	28	13	10	0	27	21	14	51	3	20	27	20	14	2	26	10	5	
30	21	11	214	38	15	5	44	2	12	991	33	6	6	6	22	89	209	19	12	8	3	28	30	17	56	0	12	25	11	19	4	20	15	11	
39	13	9	207	30	16	2	30	17	15	1057	29	9	9	9	22	86	210	30	14	7	10	27	26	12	55	3	23	40	19	20	2	24	9	9	
31	9	20	205	31	41	8	2	40	7	1228	30	4	4	4	12	164	166	41	16	4	7	27	18	11	40	4	27	38	14	21	5	30	8	9	
32	6	10	240	11	49	1	2	46	4	1527	20	4	4	4	23	48	203	28	10	8	2	17	26	7	46	3	30	36	26	11	2	46	2	2	
9	3	7	235	21	43	9	0	41	1	1385	23	3	3	3	15	244	186	26	6	4	2	17	28	5	58	3	30	42	30	13	-	39	10	0	
6	3	2	217	22	43	9	4	37	9	1200	26	6	6	6	21	206	213	35	12	6	2	34	30	3	67	6	28	35	25	16	2	27	16	0	
4	14	11	224	29	44	15	5	33	8	1154	29	8	8	8	15	99	217	29	12	6	6	27	28	12	52	2	25	36	25	19	2	27	15	4	
0	0	0	239	9	46	4	0	46	0	1519	19	7	7	7	9	223	191	37	7	3	2	20	30	5	59	0	38	44	37	10	-	34	12	0	
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2	1	216	27	31	31	13	0	38	2	1318	15	6	6	6	25	46	172	37	15	5	5	27	17	3	42	14	36	48	30	12	2	38	12	0	
3	7	239	12	48	48	4	1	45	3	1636	11	7	7	7	41	269	191	35	2	0	0	31	32	3	57	5	47	46	28	12	4	44	3	1	
2	7	249	25	50	50	0	0	50	0	1697	17	8	8	8	10	134	208	28	9	2	4	20	17	3	74	12	39	41	17	24	-	40	6	0	
1	4	221	27	45	45	0	0	3	47	1	2234	10	4	4	12	77	166	25	6	1	9	9	11	3	47	1	42	44	25	12	-	25	9	1	
122	114	3300	384	541	74	190	484	106	1317	353	97	97	97	97	288	137	2899	461	162	78	57	370	357	121	802	61	443	577	862	232	27	465	143	69	
4	13	28	19	0	0	16	0	13	5	00	16	11	11	11	2	35	36	9	1	5	2	7	2	13	4	0	8	15	8	3	6	3	3	4	
4	10	89	11	0	0	14	0	7	4	80	7	7	7	7	1	30	35	13	4	2	0	0	4	6	4	3	8	8	10	3	-	5	3	2	
14	3	27	20	0	0	15	2	18	5	00	15	4	4	4	1	25	63	16	13	6	2	12	7	12	10	0	1	8	13	5	1	6	9	0	
22	26	94	50	0	0	45	2	38	4	13	38	22	22	22	4	30	134	38	18																



### Some Summarized Broken-Down Findings of the Survey.

The pertinent facts shown in the above two statistical presentations help to summarize the findings in Chapter 2 and to introduce some basic findings of Chapter 3. In the first of these presentations the facts are shown item by item on the district by district basis. In the second the facts are shown on the 50 family unit basis by districts and item by item. In the left hand column is shown the street address of the first and last residences in the 50 family unit group. This enables those interested to determine accurately and with localized precision the actual conditions, even in small sections of the city.\*

Certain economical and sociological data are presented on the second sheet that are not elsewhere presented. These are: (1) the number and distribution of households who were unemployed at the time of the survey but who were not on relief. This suggests a probable growth trend of relief cases as the period of unemployment lengthens. (2) The expenditures made for the last four years on home improvement, number of dwelling units and average amounts expended. (3) the number of heads of households and wives or husbands of same who were born outside of Iowa. (4) the number of husbands and wives who have physical or mental handicaps of such nature as to interfere with or disqualify them for employment. (5) The general attitude of the

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\*An even more detailed work sheet was prepared for the Dubuque survey committee. On this large work sheet was listed the street address of each dwelling unit recommended for replacement and each other one in need of four or more major repairs. The occupants are designated as relief or non-relief and as owner or tenant. #These facts are shown in the column headed, "born out of state-total". The figures shown include both husbands and wives, the number of households represented in this classification therefore is only a little over one-half the total of persons shown.



person or persons interviewed, as (a) good, (b) depressed or discouraged, (c) disgruntled. (6) The type of housekeeping observed, as (a) clean and orderly, (b) fair or untidy, (c) dirty or very disorderly or both. The total number under types of housekeeping does not equal the total number of families surveyed for the reason that in some cases the worker had his interview outside the home. The numbers in the respective classes under points 5 and 6 above, as listed by the workers, are significant in that they represent important personal traits and practices.

The facts presented and appraised in this Chapter not only have far-flung economic and sociological significance in the development and execution of a local program of improvement, but also present many of the underlying causes for the more specific housing and health conditions that are to be presented in the next Chapter. The economic understructure and the sociological cultural and behavior patterns of a people may not be disregarded in the building of a program of progress for and by the people.



## Chapter 3.

HOUSING AND HEALTH AMONG DUBUQUE'S ECONOMIC  
LOWER POPULATION HALF.

## Measures of Housing Levels and Over-Crowding.

One way of measuring the housing progress of a people is to compare the present level of housing with that of the same group or families at an earlier time. It is assumed that families in general desire to better housing conditions for themselves, and that to the extent that progress towards this goal exceeds regress from that goal there has been better housing. If on the other hand families now live on a lower standard of housing than formerly, for those families at least, there has been a regress rather than progress in housing standards. In this survey families were asked whether at any time in the history of the family the family had lived in a better house or dwelling unit. Of the 3834 families surveyed 1080, or 28.3%, stated that they had at some previous time lived in better quarters than those they occupied at the time of the survey. The figures in the table show that, next to the three little districts of shack dwellings, the largest percentage of those who now live in quarters inferior to those once occupied now live in district 6. This district, it will be seen from map 3 and also from the report of Field Worker No. 1, is the district in which there is the largest number and percentage of families living in flats over stores. Many of these flats over stores are of the poorer classes of such dwelling units in the city. This district also includes the lower south end of the city, an area in which there is much low level housing.



Table 13.  
TOTAL NUMBER OF FAMILIES SURVEYED AND TOTAL NUMBER THAT  
HAD PREVIOUSLY LIVED IN BETTER DWELLING UNITS.

District	By Districts.							City	Hoover-	7th St.
	1	2	3	4	5	6	7	Island	Ville	Ext.
Total Fam- ilies	375	732	503	482	454	490	748	19	17	14
No. Lived in better quar- ters	65	153	77	142	157	200	245	16	17	13

Other pertinent facts concerning the present living quarters of the surveyed families are shown in the statistical figures on page 97. For example, there is shown on the 50 family group basis by districts the number of houses which need repairs or replacement of (1) outside walls, (2) roof, (3) paint, (4) walls and ceilings, ( (A) structural and (B) decoration.) There is shown also the average rent, on the 50 dwelling unit basis, that the renter families pay.

Table 14.  
NUMBER OF RELIEF AND NON-RELIEF HOUSEHOLDS HAVING SPECIFIED  
HOUSEHOLD EXPENSES INCLUDED WITH RENT, DUBUQUE, IOWA, 1934.

Household	Total num- ber of households receiving 1 or more	Number of Households Receiving:						
		Water	Heat	Light	Gas	Janitor Service	Garage	
		%	%	%	%	%	%	%
Relief	226	213 94.2	24 10.6	31 13.7	13 5.8	8 3.5	9 4.0	
Non-Relief	551	474 86.0	105 19.1	69 12.5	43 7.8	25 4.5	25 17.2	

The fact that certain tenants or occupants have one or more of the items in Table 14 included under the rental they pay is fair evidence also that the dwelling unit provided for any given such rental is smaller than would be the case if these items were not included with rent. The inclusion of such items under rent is therefore a mixed blessing. For the probable greater certainty and convenience



of having them there is sacrificed something in size of the dwelling unit and often also in lot or ground space.

Table 15.  
NUMBER AND PERCENT OF RELIEF AND NON-RELIEF HOUSEHOLDS REPORTING  
MORE THAN ONE FAMILY PER DWELLING UNIT, DUBUQUE, IOWA, 1934

Class of Households	Total Households		Number Reporting more than one family								
	No.	%	Another family			Relatives			Lodgers		
			No.	%	Total Persons	No.	%	Total Persons	No.	%	Total Persons
Relief	1114	29.06	39	3.5	113	132	11.8	166	36	3.2	42
Non-Relief	2720	70.94	115	4.2	315	457	16.8	622	183	6.7	349
Totals	3834	100.00	154	4.0	428	589	15.3	788	219	5.7	319

In Table 15 is shown the extent of doubling-up in living quarters among families. The figures show the number of households in which there is, (a) a second family, (b) one or more non-family relatives, and (c) one or more lodgers. These second families are usually near kin of the surveyed families. It was noted earlier that the doubling-up is more prevalent among the non-relief than among the relief families. No doubt both housing and economic conditions are more favorable for this among the non-relief households. The higher percentage of persons per room in the relief households as shown in Table 6 would suggest that such is the case. However, the large number of families in which there is some type of doubling-up of itself strongly suggests that there is serious over-crowding as a result in many of these dwelling units. That such is the case is well known to the writer from checking over many of the individual family schedules and to the field workers. However, no statistical presentation is here shown of the relation between doubling-up of households and over-crowding in dwelling units.



Table 16  
AVERAGE NUMBER OF PERSONS PER ROOM IN RELIEF AND NON-RELIEF  
HOUSEHOLDS, DUBUQUE, IOWA, 1934.

Number of Persons Per Room	Number of Households			
	Relief		Non-Relief	
	No.	%	No.	%
Less than .50	105	9.4	608	22.3
.50 - .74	223	20.0	835	30.7
.75 - .99	144	12.9	422	15.5
1.00 -1.99	546	49.1	783	38.8
2.00 -2.99	74	6.6	56	2.1
3 and over	22	2.0	7	.3
Not reported			9	.3
Total	1114	100.0	2720	100.0

Table 9 showed a detailed picture of the Composition of the surveyed families. In Table 16 is shown the distribution of persons per room among these families. Many of the homes of the surveyed families are old. They were in general built large, but in spite of this fact there is now considerable over-crowding in them. Over-crowding is said to begin when there is an average of one person per room in the household. On this basis the last three lines of figures in Table 16 indicate over-crowding. It will be noted also that the percentage of over-crowding among relief households is considerably higher than among non-relief households. The large household in the small dwelling unit is still a commonplace reality. This is statistically indicated on the Summary Findings Sheet, page 96 under average number of rooms per person. It will be noted there that in all except one district the average is less than one and one-fourth rooms per person. The numbers of families there shown that have no living room, no dining room, no kitchen, or no bed room reveal crowded conditions in still another way. The families that have no beds, on the other hand, represent conditions of extremely low levels of both living and housing, combined, sometimes with abject poverty and sometimes with poor management and poverty. The



multiple use of rooms, that is, rooms used for more than the intended use, such as a living room used also as a bed room, is another indication of dwelling unit over-crowding. A total of 1560 out of a grand total of 18,601 rooms were found to be used for two or more purposes.

Table 17.  
DURATION OF OCCUPANCY OF PRESENT RESIDENCE FOR RELIEF AND  
NON-RELIEF HOUSEHOLDS IN DUBUQUE, IOWA, 1934.

Years of Occupancy	Number of Households			
	Relief		Non-Relief	
	No.	%	No.	%
Less than 1 year	235	24.1	351	12.9
1	158	14.2	240	8.8
2	95	8.5	212	7.8
3	76	6.8	170	6.2
4	56	5.0	112	4.1
5 - 9	139	12.5	421	15.5
10 and over	347	31.2	1177	43.3
Not reported	8	.7	37	1.4
Total	1114	100.0	2720	100.0

The years of occupancy by the household of its present residence is a partial measure of how long the family had lived under its present housing conditions. The figures in Table 17 indicate that more than one third of the families have lived in their present place of abode for 10 or more years, and that another 12 to 15 per cent have lived in their present abode for from 5 to 9 years. On the other hand the short tenures ran far higher among the relief than among the non-relief families. Landlords, realtors, and social workers all well know why this is true.

#### Photographic Portrayal of Over-Crowding

A vivid photographic portrayal of over-crowding in living quarters is revealed in the pictures below. The building in the right-hand corner of the first picture is an old tin-siding barn. It is now occupied by two families as a residence. An inside-no-



Window small bed-room of one of these families is shown in the second picture with some of its occupants. The only means of ventilation is thru the door which opens into one of the other rooms. One half of this barn is the residence of a father, an 18 year old housekeeper, and 8 children. They have one bed, one cot and some piles of rags on the floor as beds. The other houses in the picture are all much in need of repairs, especially inside. The third picture is the home of a father, mother and eleven children. It is within the city limits and within a few blocks of one of the colleges, one of the public high schools, and one of the better residential sections of the city. There are no sanitary facilities either in this home or in its four nearby neighbors. The fourth picture, a rear view, is suggestive of over-crowding in flats over stores on one of the streets in the business section of the city.



Pictures 33, 34, 35 & 36 represent various types of over-crowding. Their stories are told on pages 104 and 105.







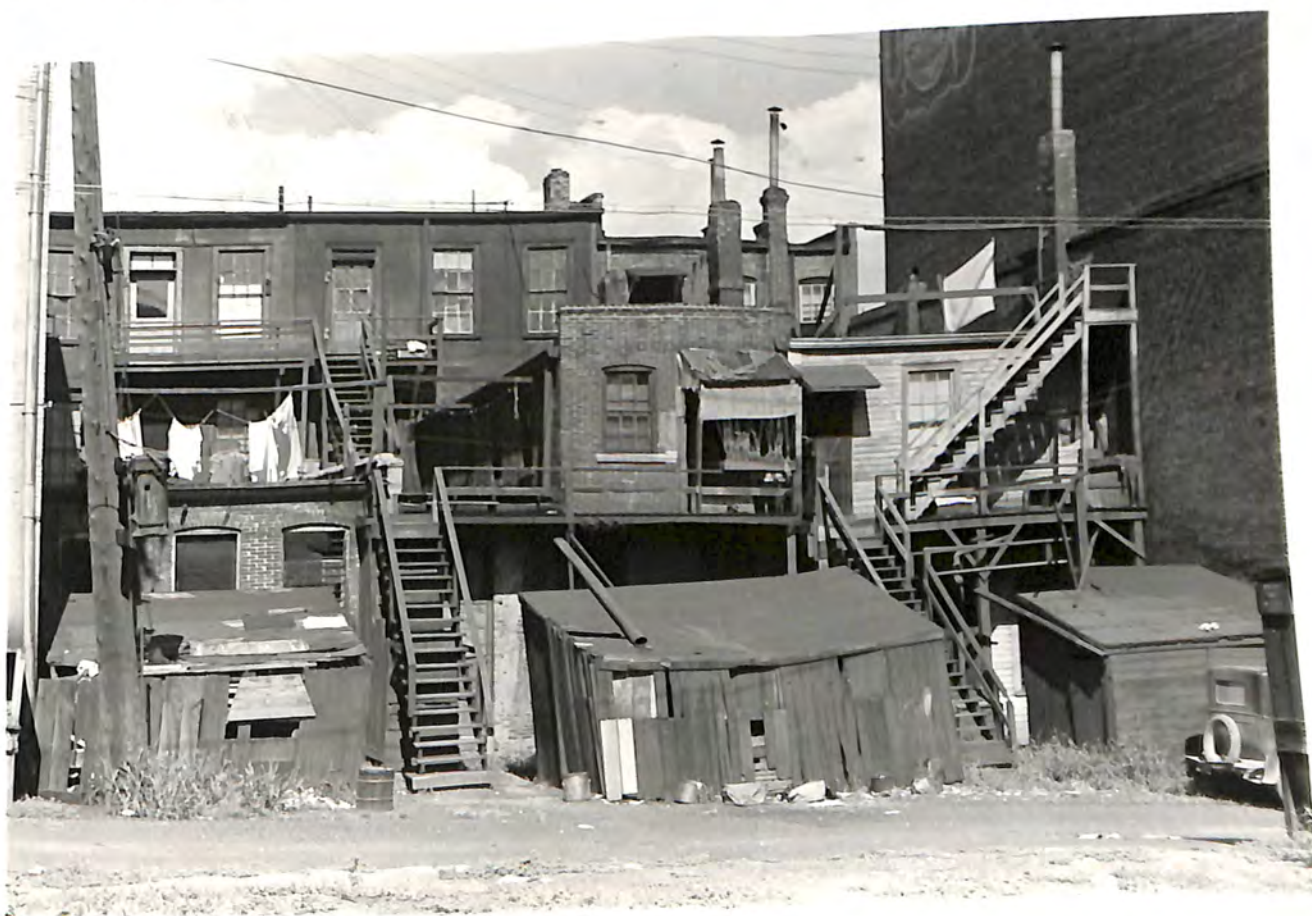




Table 18  
NUMBER OF RELIEF AND NON-RELIEF HOUSEHOLDS POSSESSING SPECIFIED  
HOUSEHOLDS CONVENIENCES, DUBUQUE, IOWA, 1934.

Convenience	Number of Households			
	Relief		Non-Relief	
	No.	%	No.	%
Running cold water	731	65.6	1963	72.2
Running hot and cold water	42	3.8	426	15.6
Bath and / or shower	341	30.6	1663	61.1
Indoor toilet	766	68.8	2297	84.4
Central heating	183	16.4	1268	46.6
Electricity	860	77.2	2468	90.7
Refrigeration (ice or electric)	276	24.8	1711	62.9
Total number of households				
having one or more	1014	91.0	2640	97.1
Households having none	100	9.0	78	2.9
Not reported			2	-

Another means of measuring housing levels or conditions is the inventory of modern conveniences. In Table 18 is shown the number and percentage of families that actually have the use of different modern facilities. Here also the percentage of relief families that have one or more of these facilities is much lower than the percentage of non-relief families that have such. Especially is this true of those which have bath-rooms, indoor-toilets and modern refrigeration for the preservation of food. These facilities are of course equally important as measures of sanitation and are likewise important factors in the promotion and preservation of health.

#### Over-Crowding of Lot Space.

Two evidences of over-crowding on ground space are herewith presented. The one is statistical the other photographic.

The statistical evidence is shown in a twofold way on the Pertinent Findings Sheet, page 97. In column 6 is shown the number of one family residences that have open spaces between buildings on one or two sides of 6 feet or less. Of the 1918 one family dwellings surveyed 325 come within the group having less than 6 feet between buildings. The new zoning ordinance requires that a one



family residence be at least 6 feet from its own lot side line. That would make 12 feet between buildings. In columns 8 and 9 is shown the number of one family dwellings located on ground space of less than 50 feet by 100 feet. Of 1918 one family dwellings 1164 have a lot frontage of less than 50 feet and 679 have a lot depth of less than 100 feet. The new zoning ordinance requires that in the one family residence district a one family building lot shall contain not less than 6000 square feet and be not less than 50 feet wide. Also, the rear yard or open space shall be at least 25% of the lot depth. The front yard depth must be at least 25 feet.

The six pictures represent various types of crowding on ground space.



Pictures 37, 38, 39, 40, 41,  
and 42 represent various types and  
conditions of over-crowding of  
ground space. Their respective stories  
are told on Page 113.















In the first picture the houses are built up to the side walk and in some cases the excavated side-hill wall extends more than half way up the first floor rooms. There are many such homes and locations in Dubuque.

The second picture is that of houses fronting on an alley. The outdoor privies for these houses are located in the open spaces between these houses and those on the same lots facing the street to the left.

The third picture is that of some two two-story houses crowded on single lots. There are many cases of this type in the city.

The fourth is a sample of the returned unemployed married sons shack built on a little open space on the father's lot.

The fifth picture is an interesting terracing of homes. Its worst feature is the crowding. As can be seen the front door of the second and third houses is in each case within a few steps of touching the other building.

The sixth picture is a combination of one, two and more family dwellings. They are hyphenated houses. The first two are so crowded for ground space that even the front door entrance steps must be placed on the side-walk, and the garbage cans must be placed on the side walk on the other side. Rooms with no outside windows are also present in this cluster.

#### Too Much and Too Little in Housing Plans.

The next two pictures also tell their stories. The first shows marked evidence of an over-used blue-print. The other in contrast suggests the lack of a blue-print. Individuality and landscape are its chief points of interest. It is home to a family and is one of Dubuque's residences.



Pictures 43 and 44 represent  
extreme conditions of over-used and  
not-used building plans.







## Health, Sanitation and Housing.

Health, sanitation and housing have interrelations. They are often sectors of one circle. Bad sanitation and poor housing are always threats to good health. Ill health, at least if long continued and associated as it often is with poverty, usually lands its victim in the midst of very unfavorable sanitary and housing conditions.

The January 18, 1935, Council News Letter of the (Chicago) Metropolitan Housing Council\* cites pertinent facts on these interrelationships from a number of studies. From a Detroit study is shown "that where the average number of persons per room was high, infant mortality, tuberculosis, pneumonia and diphtheria were above the general average. For example:

Average persons per room	Infant deaths 1,000 births	Death rates per 100,000			Deaths all causes 1,000
		T.B.	PNU.	DIPHTH.	
0.9 or more	86	132	113	22	10.9
0.8	69	79	87	17	9.5
0.7 or less	62	52	77	18	9.5

"In various parts of the country local diseases follow the same pattern, figures reveal particularly typhoid fever, scarlet fever, ricketts, and hookworm. The United States Children's Bureau from a study of 23,000 births in 8 cities found that the infant death rate in families which lived in homes with two or more persons per room was  $2\frac{1}{2}$  times that in families which lived in homes with less than 1 person per room. The variations in mortality from gastric and intestinal and from respiratory diseases were especially marked."

"Based upon an economic classification in Cleveland, a survey in 1930 showed that after adjusting for age and sex, deaths ranged

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\*520 N. Mich. Ave. Chicago.



from 15 per 1,000 in the lowest group, paying \$20 per month rent or less, to 7.2 per 10,000 in the highest, paying \$75 or more. In these same areas tuberculosis deaths ranged from 215 to 34 per 100,000 and infant mortality per 1,000 births was 110 as against 26. The survey showed a relationship between population density, tenements and dwellings, and illiteracy."

Table 19.

NUMBER OF CASES OF COMMUNICABLE DISEASES AND CASES WITH MEDICAL CARE AMONG CHILDREN 0-15 YEARS OF AGE FOR RELIEF AND NON-RELIEF HOUSEHOLDS, DUBUQUE, 1934.

Households	No. Families	No. Children 0-15 years of age	No. cases of disease	Cases with Medical care
Dist. 1				
Relief	100	561	151	94
Non-Relief	275	301	249	155
Dist. 2				
Relief	199	355	274	75
Non-Relief	533	598	477	175
Dist. 3				
Relief	146	322	329	143
Non-Relief	357	414	422	134
Dist. 4				
Relief	94	142	140	90
Non-Relief	388	386	413	253
Dist. 5				
Relief	167	363	386	125
Non-Relief	287	357	321	124
Dist. 6				
Relief	148	185	179	78
Non-Relief	342	219	210	66
Dist. 7				
Relief	238	385	405	146
Non-Relief	510	433	431	171
City Island				
Hooverville				
7th St.				
Extension				
Relief	22	28	16	5
Non-Relief	28	9	12	3
Total Relief	1114	1941	1880	756
Total Non-Relief	2720	2717	2535	1081
Grand Total		4658	4415	1837



The incidence of communicable disease among children from 0-15 years of age has been, according to the report of the families, less than one per child. On the other hand, the percentage of cases that had medical care is just over 40% for both relief and non-relief family children. One other thing that is shown in this table is the relatively much greater number of children 0-15 years of age in the relief families, the average being 1.7 per family while for the non-relief family the number is just under 1 per family. Depressions strike hard at the welfare of young children in young families.

Table 20  
NUMBER OF CHILDREN 0-15 YEARS OF AGE REPORTED IN SURVEY AS HAVING  
HAD SPECIFIED COMMUNICABLE DISEASES, MEDICAL CARE AND IMMUNIZATION  
TREATMENT, 1930 TO JULY 1934.

Disease or Treatment	Number
Diphtheria	24
Scarlet fever	111
Measles	813
Whooping cough	776
Poliomyelitis	6
Cases reported to local Health Offices	615
Cases having Medical Care	825
Number given diphtheria preventive treatment	601
Number vaccinated against small pox	1796
Number given Schick Test (immunity test of diphtheria)	83
Number positive Schick Tests	52

Table 20 is a record of the last 4½ years. Of the 1730 cases of communicable diseases reported 825, or 47.6% had medical care. In Table 19 a smaller percentage of all cases for children from 0 to 15 years of age were shown to have had medical care. It would seem therefore that the incidence of communicable diseases is having the attention of medical experts in an increasing number of cases. That such a relatively small number of these cases were reported to the local Health authorities seems quite unfortunate.



Table 21  
THE NUMBER OF CHILDREN IN RELIEF AND NON-RELIEF FAMILIES, LIVING AWAY FROM HOME, LIVING AT HOME, DECEASED, BREAST FED\*, BOTTLE FED\* AND PRESENT AGE OF WIFE, SHOWN IN 50 FAMILY UNIT GROUPS BY DISTRICTS, DUBUQUE, IOWA, 1934.

No. at home	No. away from home	No. dead	Present ave. age of wife	Baby breast-fed*	Baby bottle fed*	No. at Home	No. away from home	No. dead	Present ave. age of wife	Baby breast-fed	Baby bottle fed
Dist. I						Dist. V					
76	49	15	45.4	11	7	106	34	35	39.2	16	10
83	32	14	45.5	14	7	141	37	27	44.9	15	12
110	33	18	44.0	12	6	135	29	19	44.7	13	12
100	46	23	45.6	11	10	123	43	24	46.7	14	10
89	52	19	45.0	6	5	103	31	15	44.5	13	7
106	49	13	50.7	8	9	111	42	34	43.7	18	13
109	31	19	44.7	19	10	124	30	22	42.1	20	13
60	9	7	42.2	11	5	127	27	11	40.9	11	15
733	301	128	45.7	92	59	115	38	19	46.3	10	7
Dist. II						20	6	12	49.0	2	0
176	40	30	43.0	19	5	1105	317	218	43.9	132	99
121	23	30	41.6	13	13	Dist. VI					
100	29	17	41.8	16	7	114	60	31	46.4	29	5
104	35	28	42.0	14	5	125	56	42	44.5	21	16
132	43	14	43.1	19	7	105	41	26	46.2	14	14
89	48	32	46.4	13	5	56	59	29	43.1	8	11
107	34	28	40.4	19	3	58	60	34	43.7	9	11
107	60	25	48.5	13	8	56	39	22	46.4	9	5
90	48	21	45.2	20	10	41	53	31	50.2	12	4
84	33	22	46.3	33	11	28	38	16	51.7	5	3
101	42	23	48.6	29	8	66	48	19	47.8	7	8
82	44	20	50.2	28	7	38	49	24	51.5	12	2
69	60	27	45.1	27	14	687	503	274	47.1	126	79
75	42	28	50.5	24	13	Dist. VII					
80	13	17	49.2	18	7	89	50	28	42.2	22	9
1517	594	362	45.2	305	123	87	56	27	44.2	20	15
Dist. III						107	31	28	41.2	27	6
115	46	25	45.5	7	11	102	37	27	44.6	27	14
96	21	14	40.4	10	14	62	48	27	44.6	26	10
100	53	44	48.3	13	10	100	28	17	43.6	28	9
141	52	27	42.8	13	15	79	49	17	44.7	25	5
115	25	25	38.2	16	15	102	50	34	43.1	26	12
122	45	25	43.3	16	15	118	49	27	45.7	31	10
99	30	24	44.9	8	9	77	28	20	45.6	23	10
110	53	17	42.7	15	13	72	44	31	48.1	16	10
117	53	20	48.6	21	8	66	52	27	47.8	13	4
112	46	22	43.7	22	6	65	36	31	48.0	29	5
5	4	0	64.0	1	0	87	50	20	48.9	13	6
1132	428	243	43.8	142	116	57	41	9	48.3	6	6
Dist. IV						1270	629	370	45.7	332	131
75	22	6	42.4	17	9	City Island					
36	51	14	49.2	17	2	26	18	12	43.2	7	7
86	47	15	44.7	31	9	Hooverville					
97	29	9	48.6	25	13	9	11	7	39.2	3	2
106	28	22	44.4	24	21	7th Street					
117	59	11	48.1	22	17	8	18	0	33.0	5	2
97	30	21	48.2	16	11	43	47	19	38.4	15	11
76	32	16	46.8	15	11						
95	27	7	45.0	12	13						
52	23	14	45.0	18	5						
837	348	135	46.2	197	111						

Grand Total    7324    3167    1749    1331    729

\* This question was asked only of families in which the youngest child was not more than ten years of age, therefore these totals do not equal the total number of families.

The district and 50 family unit groupings in Table 21 are the same as those listed on page 97. Additional data on the district by district bases are also shown on page 96. Any reader wishing to make certain comparisons or to note certain family relationships pertaining to family composition, localized areas, or housing and sanitary conditions can do so through the use of these three sets of data and compilations.



The first three totals under Grand Total in Table 21 comprise the total number of children born, to date, in the 3834 surveyed households. Of the 3834 households 241 are comprised of single persons, that is, persons never heretofore married. Table 9, page 91, shows that there are 1124 households in which there are now no children. These 1124 households include the 241 above, the families in which the children are either all dead, or all away from home, or both, and the childless families. No separate tabulation has been made of the childless families. If it is assumed that at least one half or 562 of these 1124 households is accounted for by the single persons households and the childless families, the 3372 remaining families will account for the 12,240 children born to date, or a little more than 3.6 children per family. In these 3372 families there have been 1749 deaths of children, or just over 1 death per two families.

Table 22.  
THE NUMBER OF LIVING AND DEAD CHILDREN AND THE PERCENTAGE RATIO  
OF DEAD TO LIVING BY DISTRICTS, DUBUQUE, IOWA, 1934

No. children living	No. children dead	Percentage ratio of dead to living	No. children living	No. children dead	Percentage ratio of dead to living
Dist. I 1034	128	12.4	Dist. V 1422	218	15.3
Dist. II 2111	362	17.1	Dist. VI 1190	274	23.0
Dist. III 1560	243	15.5	Dist. VII 1899	370	19.5
Dist. IV 1180	135	11.4	3 small areas 47	19	20.5

It will be noted that the percentage of deceased children to living children is highest in Districts II, VI, VII and the three small areas. If these districts as shown in Map 3 page 31 are checked against Map 4 page 121 which shows the dwelling units without city water and also Map 5 page 122 which shows the households having only



outdoor privies it will be seen that lack of city water and lack of modern toilet facilities are highest in these districts. Of course not all of these families have lived all of their married lives in these same districts. However, Table 11, page 94, shows that more than two thirds of the families have lived in Dubuque 10 or more years, and Table 17, page 104, shows that nearly two fifths of the families have lived in their present place of residence for 10 years or more. From these facts it is evident that many of these deaths occurred while the families were living in the same sections of the city in which they now reside.

Lack of City Water, Indoor Toilets and Proper Sewage and  
Garbage Disposal.

Important factors in sanitation, health and housing are city water supply in the dwelling unit and modern indoor toilet facilities. They are assets both to health and to comfort and convenience. The next two maps show the extent to which Dubuque surveyed families do not have these facilities.

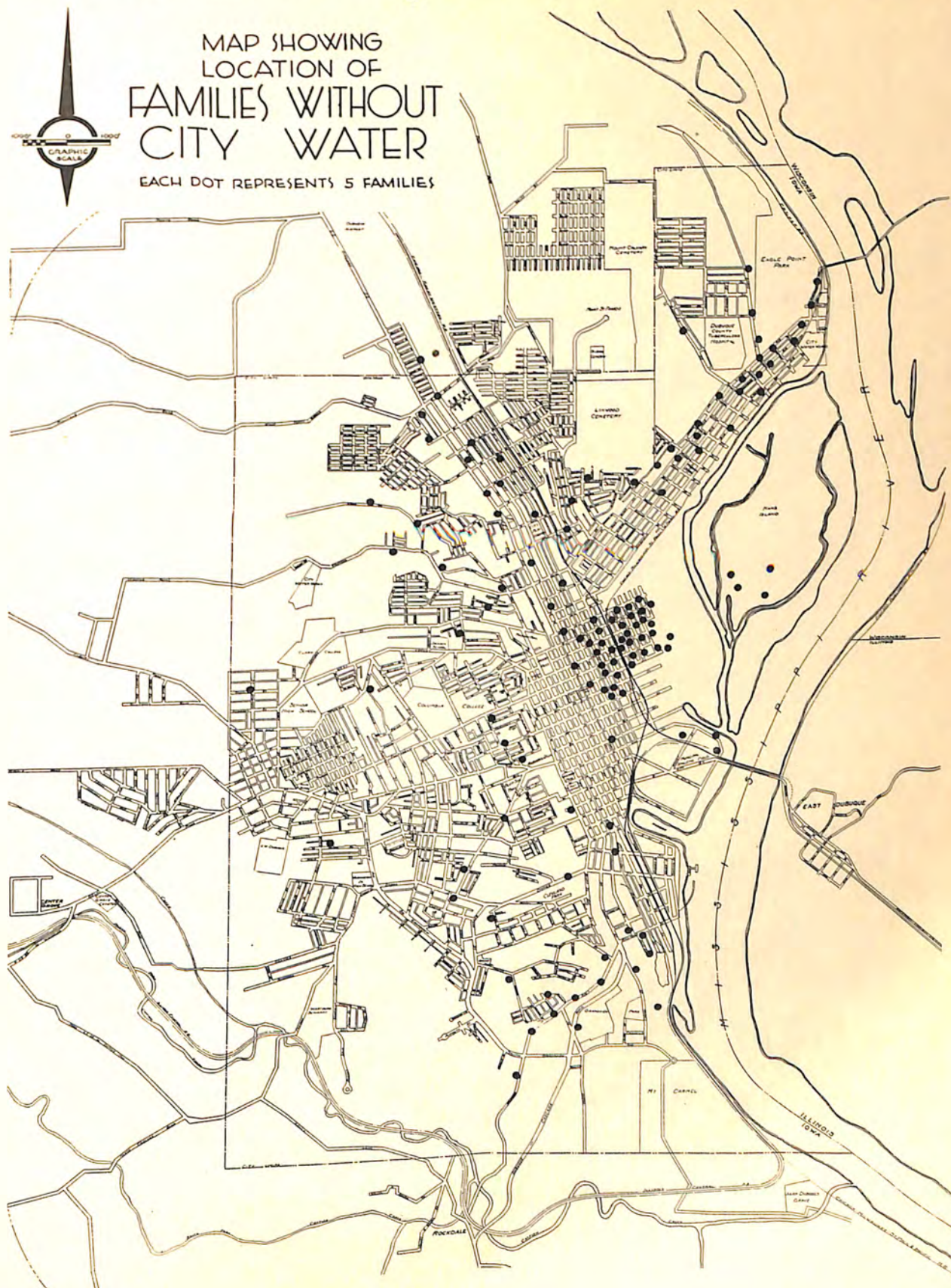


# IOWA STATE PLANNING BOARD DUBUQUE, IOWA



MAP SHOWING  
LOCATION OF  
FAMILIES WITHOUT  
CITY WATER

EACH DOT REPRESENTS 5 FAMILIES



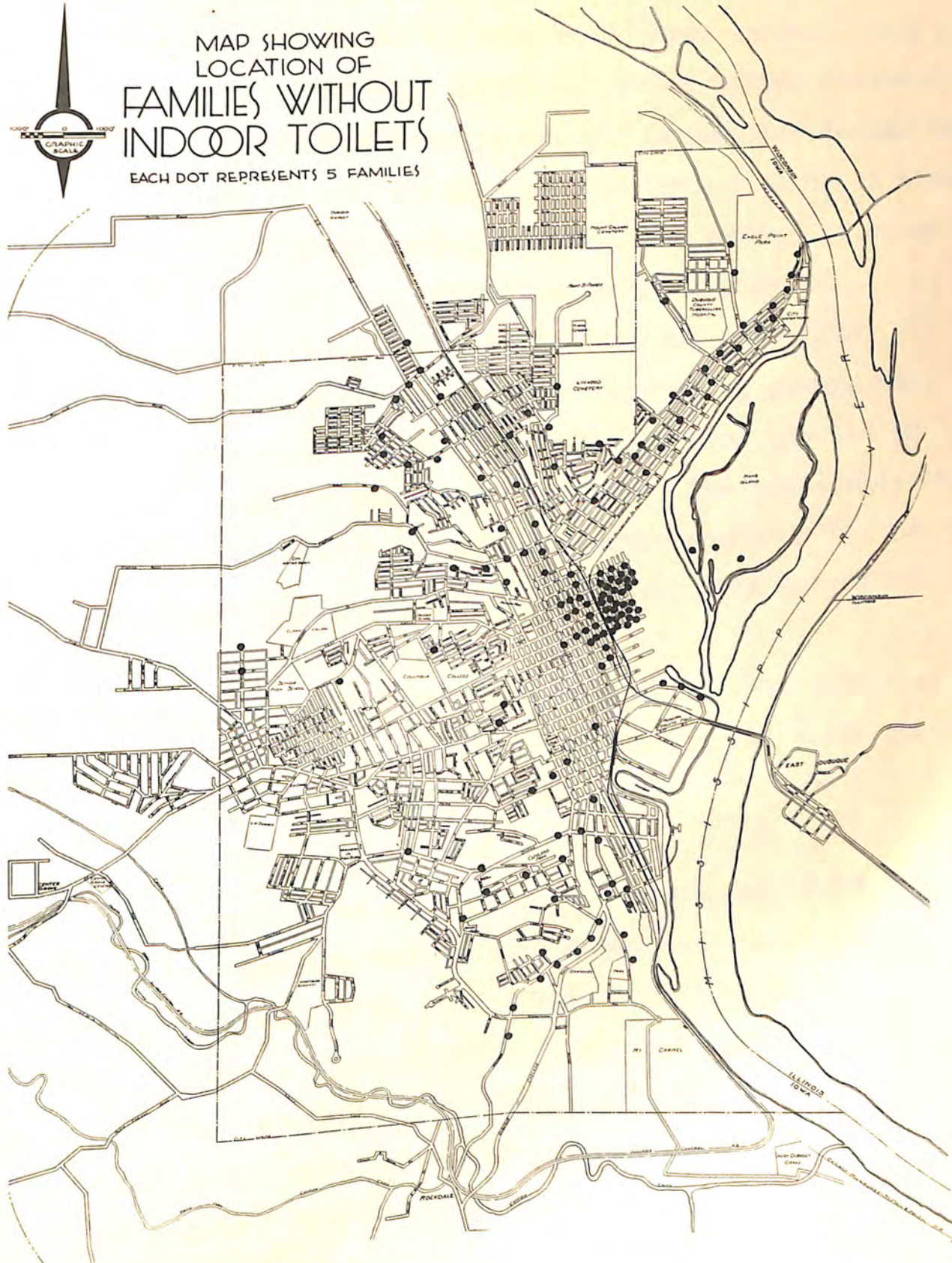


# IOWA STATE PLANNING BOARD DUBUQUE, IOWA



MAP SHOWING  
LOCATION OF  
FAMILIES WITHOUT  
INDOOR TOILETS

EACH DOT REPRESENTS 5 FAMILIES





Map 4 shows the distribution of surveyed dwelling units that do not have city water in the unit. A few get city water from an outside city water tap or from some other dwelling unit. The total number that are dependent on other than city water is 512. Map 5 shows the distribution of outside privies. Thirty-three households have neither privy nor toilet facilities, 600 households depend on the unimproved privy, and 138 on the improved privy. Many of these facilities are shared with other households. The extent to which these facilities and others are shared is shown on page 96.

Sewage disposal as shown on page 96 indicates that 3160 households have sewer connections for the disposal of sewage and waste water, 475 use surface disposal, while 199 have the use of cess-pools, septic tanks or outlets in streams. The households that have kitchen sinks connected with sanitary sewer number 3015. Seventeen households have the use of sinks of others. This leaves 802 households without kitchen sinks.

Garbage is merely thrown out by 104 households, while another 216 households reported that they fed, burned or buried their garbage. Regular city collection serves 3514 households.

#### Facilities for Bodily Cleanliness.

Statistical presentations on page 96 show that only 2004, or 52.3%, of the 3834 households have either a bath-tub or a shower for bathing purposes. Only 1931 have a lavatory. Others depend on kitchen sinks and wash pans, or basins, as hand and face washing facilities. With such scarcity of convenient facilities for the maintenance of bodily cleanliness it is little wonder that the field workers reported a great many cases of personal uncleanness. Personal cleanliness is however an important factor in human health maintenance.



### Samples of Acute Sanitation and Housing Problems.

The field workers were asked to make special notations of extra-ordinary conditions and situations which they were able to observe or to discover in connection with their interviews with the surveyed families. Representative samples of observations and discoveries are herewith listed. A brief verbal description is given of each of them. Of some, photographic portrayal is also shown.

1. Pictures 45, 46, 47, 48 on pages 125, 126. The two-decker unimproved privy. This privy not only serves several houses but is even more cosmopolitan in that it serves two races. Whites use one floor and colored folk the other. Then the basement section is also pressed into service at times especially by children who do not take the time or care to use one of the floor levels. The four pictures show, respectively, the neighborhood in which this privy is located, a front view of the privy, a side view of the privy and its proximity to the house on the right, and a view of the houses to the left of the privy which it also serves. These houses are on different ground levels. This location is about 4 blocks from the largest retail store building in the city and almost within a block of some of the most expensive homes of the city. The families in the neighborhood depend largely on cisterns for their water supply.

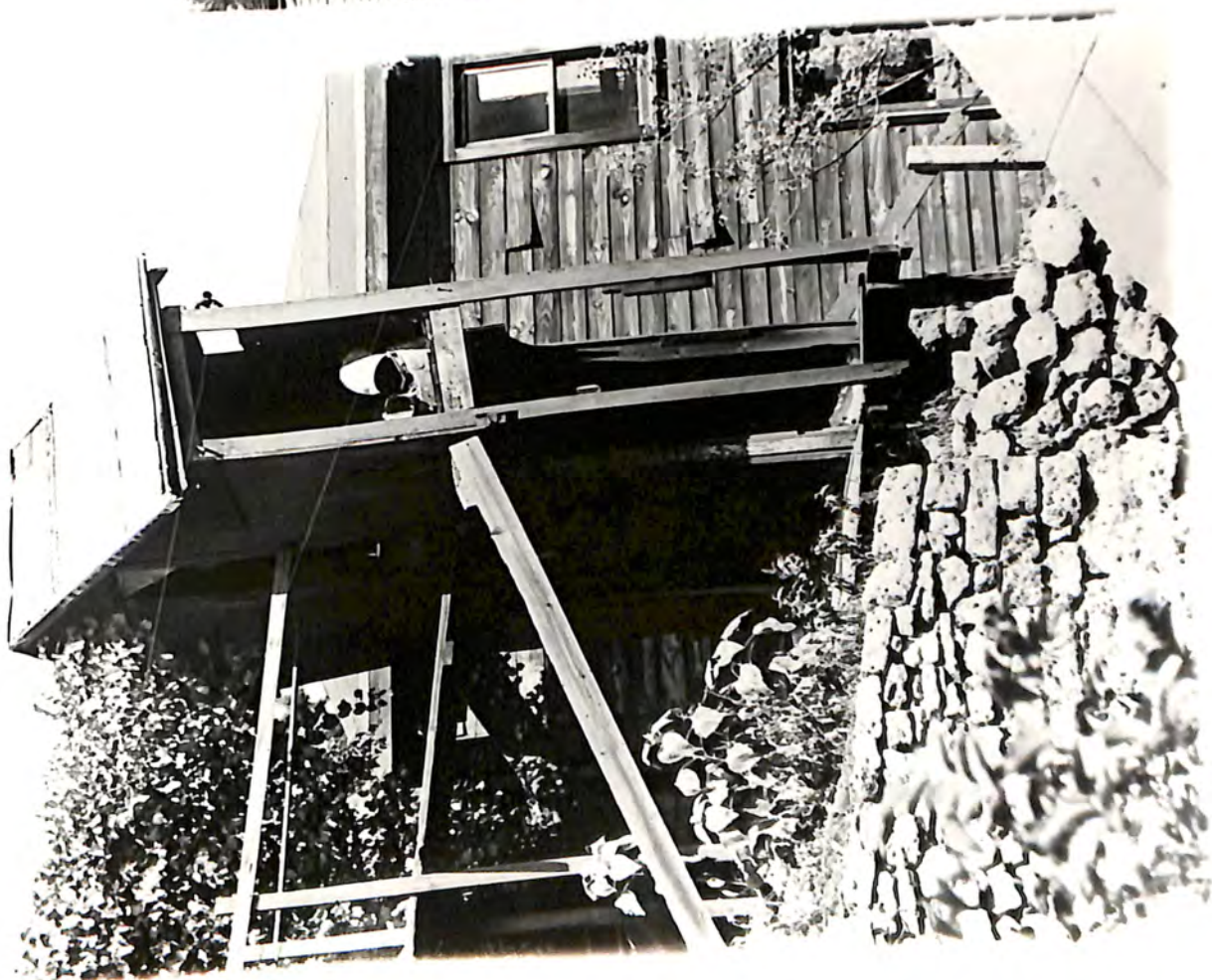
2. Picture 49 on page 127. A cistern used by several families as their source of water. The location is the same as number 1 above.

3. Picture 50 on page 127. Water contamination threat. The family that lives in this house and many boys who play ball on a

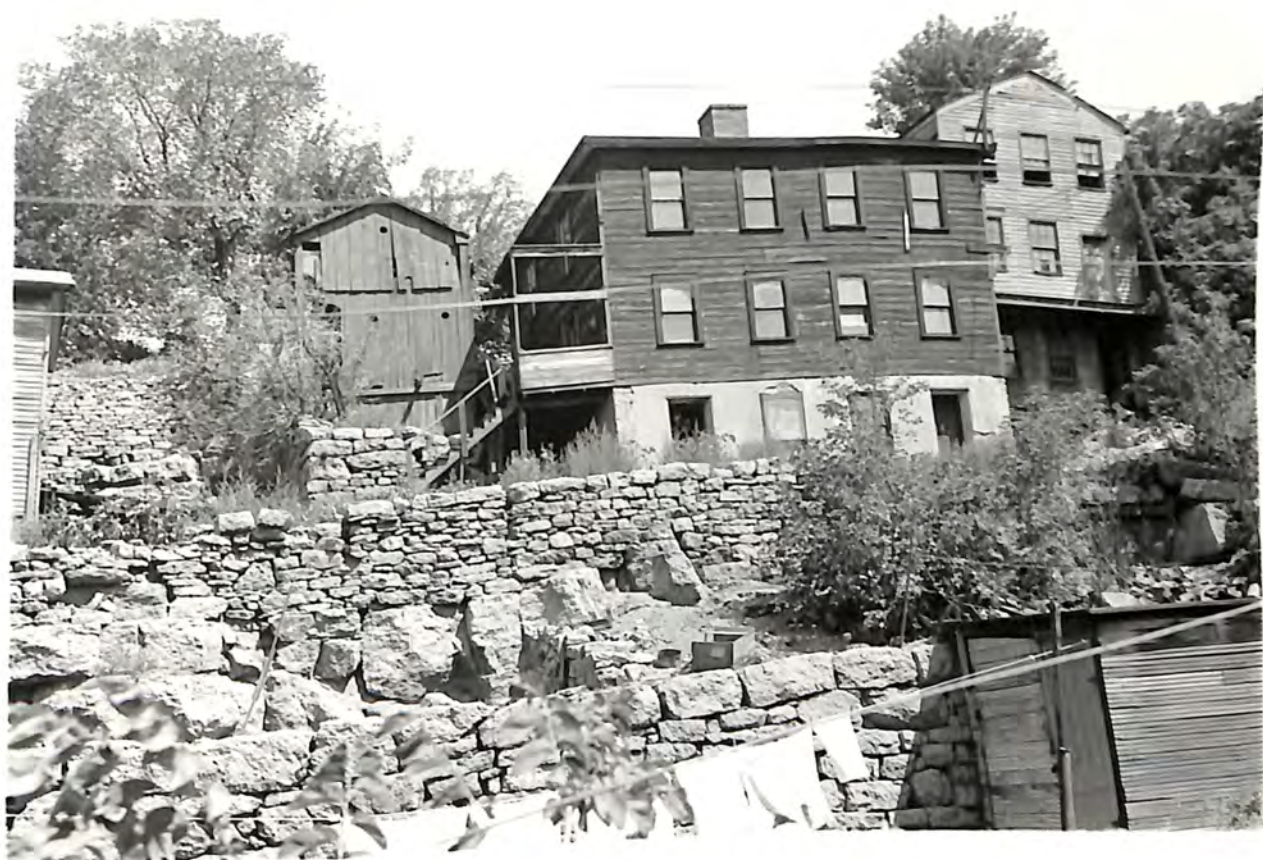


Pictures 45, 46, 47, 48, and 49 all are pictures of the famous two-decker outside privy and its immediate environment. Their respective stories are related on page 124 in paragraphs 1 to 3. No. 50 pictures the neighborhood drinking place. The indoor privy in the little shed just beyond this shallow well is a real threat to this water supply.











nearby play ground drink the water from this shallow well. The unimproved privy is located in the nearby shed.

4. Pictures 51, 52 on page 129. Back at the center of the city. The rear section of a large modern frame home on a beautiful street and less than 2 blocks from the new postoffice is shown in the first picture. The double house to the left faces on a side street. Back of this house there are two outside privies. The one can be plainly seen. The other is in the wooden shed under the tree. In the other picture which joins the first at the left can be seen other houses facing the side street and two on the lane, really an alley, in the foreground and left foreground. In the little box like shed just to the left of the old frame house is an outside water flush toilet, one of those where a valve is turned on each time the stool is used to permit the water to come up and flush it from the underground water main, and which valve must be turned off again after flushing. This house is now not occupied, but children and even adults mis-use both the house and this toilet. The old brick house at the extreme left is still occupied but is unfit for human habitation.

5. Picture 53 on page 130. The home without any toilet facility. The old lady who lives here alone burns her excrements. A neighbor brings her a bucket of water each day. The location is near one end of the business district.

6. Picture 54 on page 130. The neighborhood privy. The families that live in this cluster of cabins and shacks all share the one privy that can be seen in the rear center of the picture in common. The street or road-way is the main way to the city's new air port. No doubt this new improvement will also soon bring about some improvement in this neighborhood.



Pictures 51 & 52 show the outdoor  
privy menace at the center of the city.  
Picture 53 is that of a home without  
toilet or privy facilities of any sort.  
Picture 54 is that of a neighborhood of  
shacks and the community privy.











7. Pictures 55, 56 on page 132. The front and rear views of the same property. A recent explosion in the annex blew off one room. Off the corner of the kitchen on the porch in the second picture is the privy. The two oil barrels underneath catch the waste. The innocent looking little branch in the foreground is an open city sewer. When the oil barrels are full their contents are dumped into the sewer. Sometimes when there is a heavy rain the barrels are washed out by the current. Then new ones must be found, at least after a time, or the old ones must be hauled back from down sewer.

8. Picture 57 on page 133. Railroad car used as a home. The picture shows an interior view. See exterior view page 80. There is no toilet. Vessel is used and waste is emptied on dump.

9. Picture 58 on page 133. Interior view of a room in ramshackle house on the rear end of a lot. The children's play things are playing cards, a whisky bottle and a hootch jug. A new baby is expected soon.

10. Picture 59 on page 134. A boarded up-window-basement-bedroom. The entrance is below a side porch. The room is without direct light and is very damp. Three, sometimes more, persons sleep here.

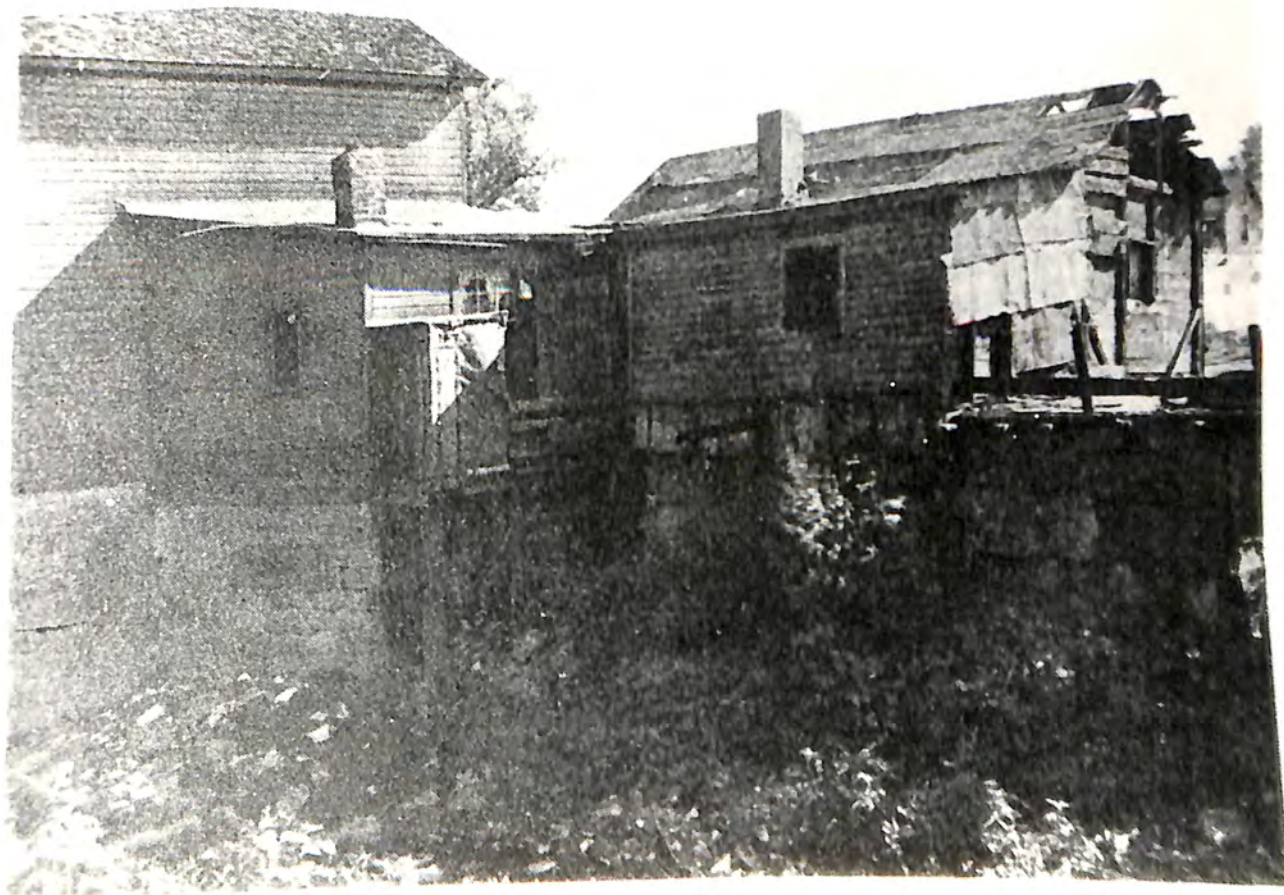
11. Picture 60 on page 134. An open toilet room in a bedroom. Many such were seen by the field workers or were reported to them by the families surveyed.

12. Picture 61 on page 135. A bed in a complete bath-room. The room is immaculate. It was so the day the field worker first saw it. It is a telling picture of over-crowding.



Pictures 55 and 56 are front and rear views of the same home. The story is related in paragraph 7, page 131. Pictures 57, 58, 59, 60 & 61 are described respectively in paragraphs 8 to 12 inclusive, page 131.

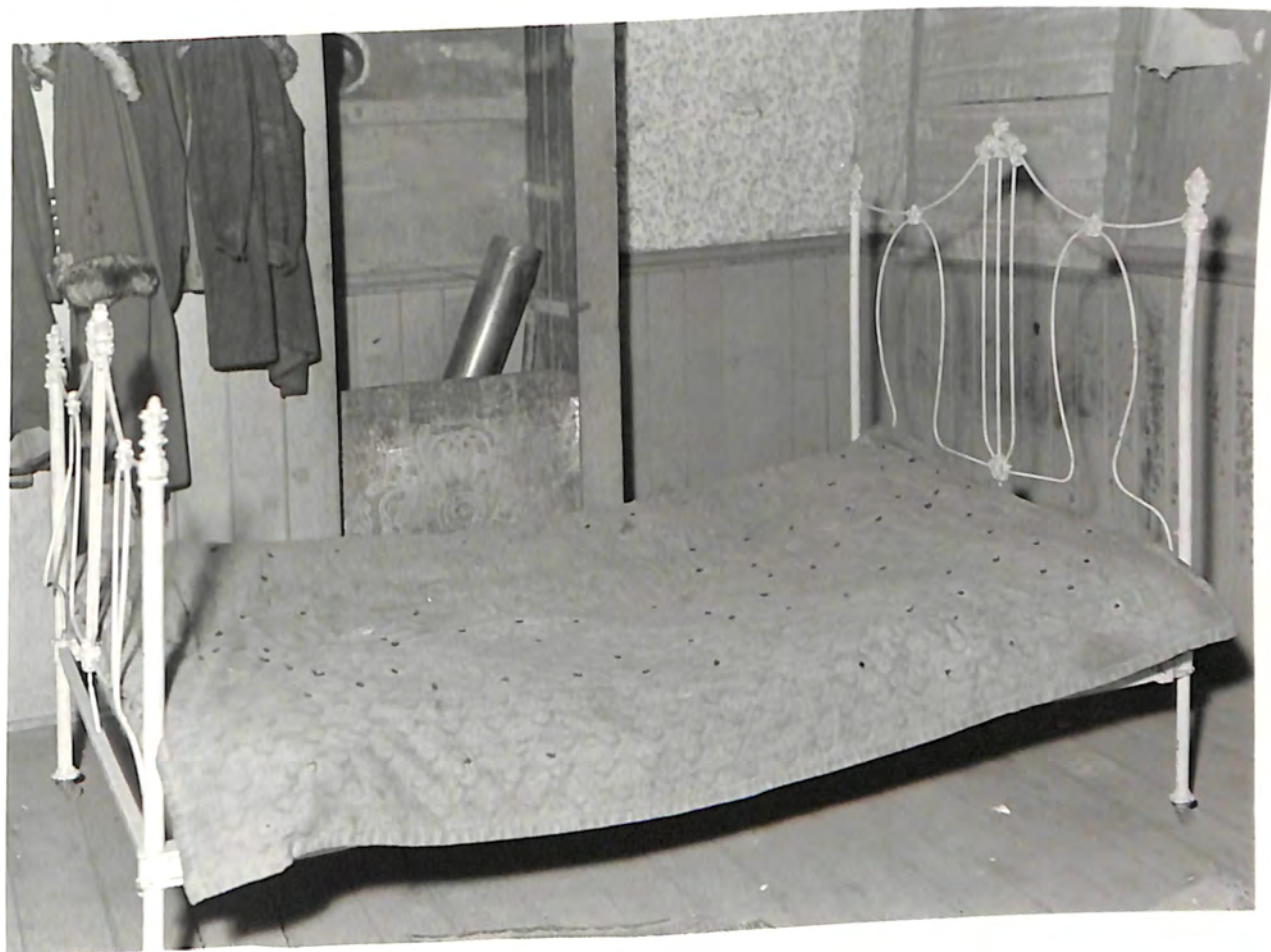




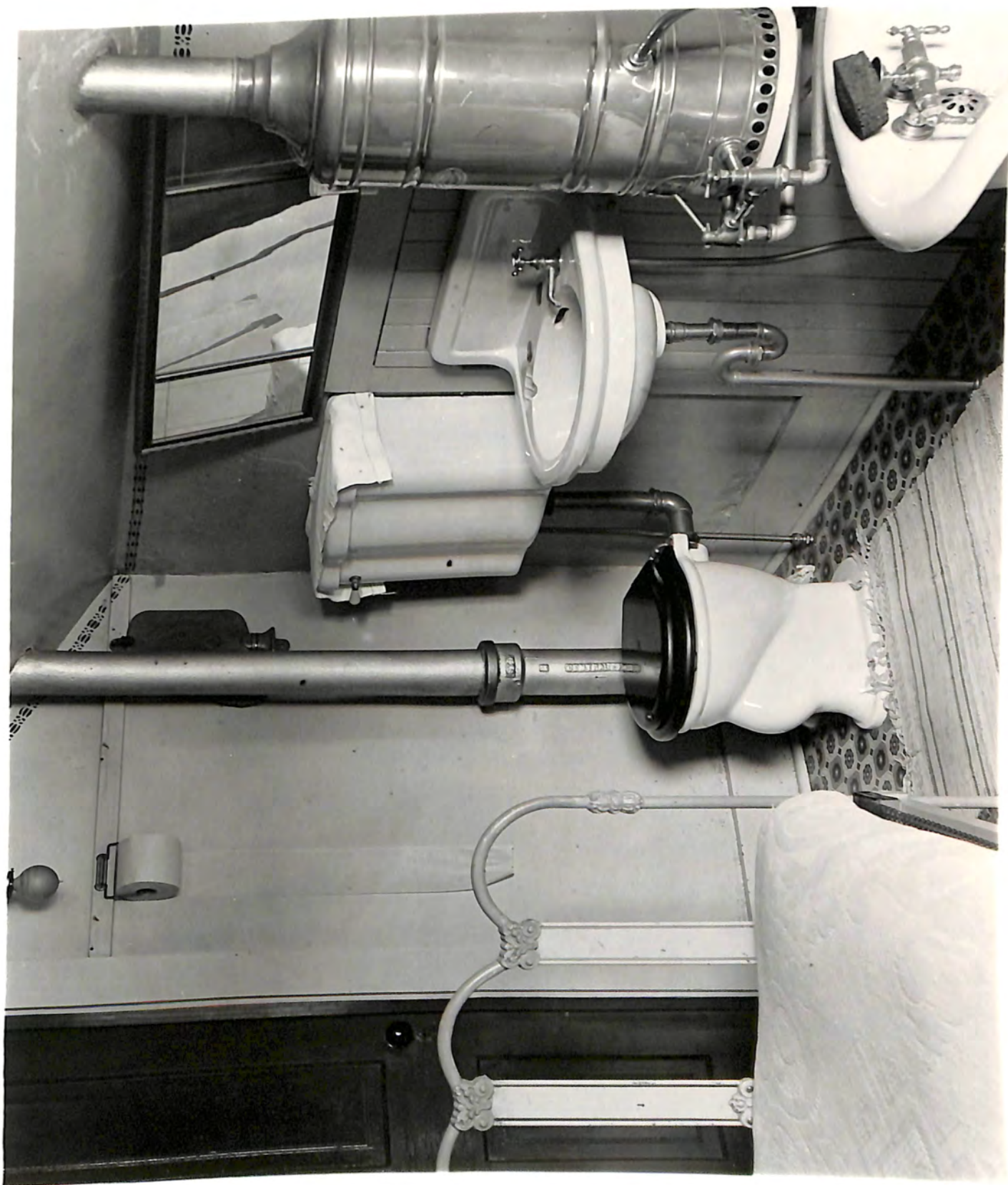














### Descriptive Portrayal Only of Other Findings.

13. Non-enclosed toilet in hall entrance to apartment.
14. Brick row of houses with toilets in bed rooms.
15. One toilet used by six families.
16. One toilet, in poor condition, serves five apartments.
17. Building in obsolete condition, toilets in hall-way.
18. Third floor, five families living in one and two rooms each. One toilet in the hall used by the five families.
19. Two side by side dwellings, kitchen in each has built in toilet.
20. Three dwellings side by side toilet in each in small closet with no window and no vent pipe.
21. Toilet off of corner of dining room.
22. Toilet in kitchen.
23. Two floor apartment, toilet partitioned off in kitchen.
24. One toilet and one bath tub for 12 families.
25. Non-enclosed toilet in front entrance hall-way.
26. Non-enclosed toilet behind upright piano in living room.

Some years ago the city, by ordinance, outlawed the outside privy in certain sections of the city. As a result there came the indoor toilet in the unusual places cited above. Many of the homes put in a toilet somewhere in the building but no bath-tub or shower or lavatory. These homes meet the law of the city but hardly the laws of health and privacy.

### Fifty Households without Beds.

Statistical presentations listed on page 96 on "beds in use" indicate that 50 households each reported no bed in use. Several of these households were cases of one man living alone or two men



living together and whose bed or beds were merely a straw mattress or pile of rags on the floor. In other cases the households were actually families of husbands and wives, and in a number of cases including one or more children. Many other families reported numbers of beds in use as much below the number needed, both from the standpoint of health and the distribution and ages of the sexes sleeping thereon. Some manufacture of beds and mattresses on a work-relief basis by the government to alleviate conditions such as these surely can be justified in the minds of the unbiased thinking public. These individuals are still a part of the human family and as such cannot with ethical and social justification be reduced to such a level of abject poverty and abasement.

#### Milk Supply and Facilities for the Preservation of Food.

Under the column headed "Milk" on page 97 is shown the number of families that reported (1) no milk used, (2) the total quarts of fresh milk received daily, and (3) those that use only canned milk. The 708 families that reported no milk used or received, include some families that stated they used milk occasionally. A considerable number of families with young children are included among these 708 households. Another 200 families used only canned milk. This leaves 2922 families or households that receive on an average 5172 quarts of milk daily. There is still an under consumption of milk in Dubuque.

Facilities for the preservation of food are also much needed. Reference to refrigeration facilities as shown on pages 96 and 97 will show that 1847, nearly half of the surveyed households have neither ice nor mechanical refrigerators. Of these 741 households use cellars, pits, caves, or pails hung in cisterns or wells, while



1101 households have no refrigeration methods or facilities for preserving food. Protection of food from flies and dust for many of these latter families is also very difficult, due to improper door and window screening and to over-crowding in the dwelling unit. Then too there is the usual quota of households that are dirty and careless in their housekeeping, which adds another or an additional threat to pure and wholesome food. Causes for contamination of food and therefore real threats to the health of members of or entire families are many under conditions such as those here described. No doubt a degree of immunity is developed under such situations but it is hard to believe that that degree of immunity is a socially safe or an economically sound one for the community.

#### Better Housing and More Gardening.

Another food factor that comes within the realms of health and welfare, or at least is a potential factor in their maintenance, is garden vegetables and the canning of vegetables. Figures listed on page 97 show that 2021, or more than half, of the households had no space for gardens. Also, 2806 of the households neither raised and canned nor bought and canned vegetables. A well planned and developed program of better housing for many of these families probably should also include gardening facilities for them. The garden homestead possibility should not be overlooked or underestimated in this connection. A well planted and cultivated garden is an economic asset, a maintainer of morale and a health stabilizer. Better housing and more gardening should be combined more often for and by low income families. Areas such as those shown in the next two pictures, both of which are within the city limits, present real possibilities for the combination of better homes and gardens.



Pictures 62 and 63 represent  
genuine possibilities for the city  
family garden homestead.







### Suggestions and Recommendations.

Suggestions that may be helpful have been made throughout this report. Topical headings under Table of Contents will suggest the more important ones. They will be found under Statement of Dubuque's Situation, pages 13-17; General Economic and Social Conditions, pages 23-26; Community Aid to Distressed Industries, page 26; Is Desirable Housing without Subsidy Possible, pages 41-52; The Need for Additional Housing, page 53; Fifty Households without Beds, page 136; Better Housing and More Gardening, page 138.

Putting men to work at repairing, remodeling or building home for themselves, as suggested on pages 43-47, has an added advantage in that by this method much material can be salvaged and local or native materials used which could not be profitably utilized under the customary methods of home building. These men must be maintained anyway, therefore they may well be turned to do work that will be profitable under such conditions but would not be profitable under private enterprise, since what they are producing is not charged with all the cost of their labor.

Finally, the survey findings herein presented very conclusively indicate that Dubuque has a genuine need for more and better housing for a considerable share of its families in the lower economic levels. Preliminary tabulations on the surveys of the several other Iowa cities which The State Planning Board, through its Committee on City Housing and Health, has already completed indicate that the same is true of each of them. The survey findings also indicate that such better housing as is desirable is not to be achieved through the unassisted initiative, responsibility and resources of these individual families. Many of them, in fact most



of them, must be financially assisted and socially guided if such is to become a reality for them. Therefore, during the time of this depression, while the local community, the state and the federal governments must support a large number of able-bodied unemployed men, either on direct or work relief, it would seem most desirable and constructive that an ever increasing number of such men be put to work on building and improving, under strict supervision, guidance and planning, homes for themselves and others on a work-relief-work-exchange basis. If such men need, say three days per week of work-relief to support themselves and families, they should be willing, or required if necessary, to contribute the rest of their time, say two and one-half days per week, to the same projects as their share of the cost. It is difficult to conceive of any task or enterprise that will so contribute to the maintenance of personal morale and vocational maintenance or to contribute more to the general welfare than for a man to be at work building a home for himself or for others like himself. Society already bears the cost of educating the children in these families, since they pay little or no taxes. If it will provide these same children with better homes both its educational expenditures and its citizenship producing enterprise will return to society far greater and more certain dividends. In both realms the guided expenditure of public funds will return to society in more efficient and effective human personnel. In the building of men and women the home is a chief contributor, and of the home the house is not a negligible element.



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IOWA STATE PLANNING BOARD  
COMMITTEE ON HEALTH AND HOUSING  
**CITY HEALTH AND HOUSING SURVEY**  
The Survey Schedule Used.

I.

Block No.....

1. Schedule No..... Town..... County..... Enumerator.....

Name of occupant..... Street Address.....

2. Color or race of occupant: a. White..... b. Negro..... c. Other color.....

3. Owner..... 4. Tenant..... 5. Estimated value of dwelling unit \$.....

TYPE OF BUILDING

- |                                       |                            |
|---------------------------------------|----------------------------|
| 6. One-family dwelling                | 11. Row house              |
| 7. Two-family dwelling (side-by-side) | 12. Flats over stores      |
| 8. Two-family dwelling (up-and-down)  | 13. Larger apartment       |
| 9. Three-family dwelling (3-decker)   | 14. Hotel or rooming house |
| 10. Four-family apartment             | 15. Other dwelling         |

CONSTRUCTION

- |                                   |            |
|-----------------------------------|------------|
| 16. Wood                          | 21. Stucco |
| 17. Brick                         | 22. Metal  |
| 18. Stone                         | surface    |
| 19. Tile                          | 23. Other  |
| 20. Concrete or<br>concrete block |            |

24. Stories..... 25. Floor..... 26. Front..... 27. Rear..... 28. Through.....

29. Approximate size of dwelling unit in feet ..... x .....

30. Distance between side walls of this and next building in feet: a. left..... b. right.....

31. Approximate age of dwelling: years.....

32. Lot size: feet ..... x ..... 33. Lot space available to this family: feet ..... x .....

II. House

A. Condition of House (Present)

	Good	Repairs needed	Replacements needed
Foundation			
Walls (outside)			
Roof			
Chimneys			
Door			
Windows			
Screens			
Paint (outside)			
Floors			
Stairs			
Steps			
Walls and Ceiling			
a. Structural			
b. Decoration			

B. Present Space and Additions

	Have now	Additions needed
1. Basement	No.	
2. Living room	No.	
3. Dining room	No.	
4. Library or den	No.	
5. Kitchen	No.	
6. Bedrooms	No.	
7. Beds in use	No.	
8. Bath room	No.	
9. Clothes closets	No.	
10. Rooms with no outside windows	No.	
11. Other rooms	No.	
12. Rooms not used	No.	
13. Front or side porch	No.	
14. Back porch	No.	
15. Porches screened	No.	
16. Fruit and vegetable storage space	No.	

Replacement of house needed: a. Yes.....  
b. No.....

17. Double use of rooms: { a. which rooms.....  
b. what use.....



### C. Water Supply and Sewage Disposal

a. Source of Water:	Have	Notations	d. Water supply for house:	Have	Notation
1. City (piped)			1. Piped—cold		
2. Well on lot (deep, 22 ft.)			2. Piped—hot		
3. Well on lot (shallow)			3. Hand pump in dwelling		
4. Use city or neighbor's well			4. Carried-in, Feet.....		
5. Feet.....well used is from privy			e. Bath room and kitchen fixtures:		
b. Sanitary facilities:			1. Tub		
Outdoor privy:			2. Shower		
1. Improved			3. Lavatory		
2. Unimproved			4. Kitchen sink with drain		
c. Indoor toilet:			f. Disposal of sewage:		
1. Chemical			1. City		
2. Flush			2. Septic tank or cesspool		
			3. Stream		
			4. Surface		
			g. Garbage disposal		How:

### D. Light and Heat

a. Light:	Have now	Wanted	b. Heat:	Have now	Wanted
1. Electric			1. Piped-air-water-steam		
2. Gas			2. Pipeless furnace		
3. Kerosene or gasoline lamps			3. Fireplace		
			4. Circulating heater		
			5. Stoves		

6. Fuel used..... 7. No rooms heated.....

### E. Refrigeration, Cooking and Laundry Facilities

a. Refrigeration:	Have now	Needed	c. Cooking Facilities	Have now	Wanted
1. Ice			1. Electric stove		
2. Mechanical			2. Gas stove		
3. Other (state what)			3. Kerosene or gasoline stove		
			4. Wood or coal stove		

b. Laundry: Where done:	Now	Notations	d. Equipment	Have now	Wanted
1. In basement			1. Power machine		
2. In washroom			2. Hand machine		
3. In kitchen			3. Fixed tubs		
			4. Mangle		
			5. Electric or gas iron		

### III. Family Economic and Social Situation and Facilities

1. House owned..... a. free..... b. mortgaged..... c. amount \$..... 2. House rented..... 3. Rent per mo. \$.....

Check items included with rent: a. Water..... b. Heat..... c. Light..... d. Gas..... e. Janitor service..... f. Garage.....

Name of Landlord..... Address.....

4. Years lived in this house..... 5. In this section of city..... 6. In this city..... 7. In this state.....

8. Have lived in better house..... a. When..... b. Where.....

a. Regular or usual.....

9. Occupation of family head: b. Present .....

c. Unemployed .....

d. How long.....

10. Wife working..... 11. Children at home working..... 12. Number.....



### III. Family Economic and Social Situation and Facilities (Continued)

13. Nationality: a. Husband..... b. Wife..... 14. Citizen.....
15. Family has car..... 16. Telephone..... 17. Monthly rent paid in 1929 \$.....
18. Family average monthly income from all sources: a. 1929, \$..... b. 1933, \$.....
19. Estimate amount expended on house in last four years: a. Repairs \$..... b. Equipment and improvements \$.....
20. Contemplated for next 12 months \$.....
21. List improvements or repairs most desired by family: 1st choice .....  
2nd choice .....  
3rd choice .....
22. Most needed in opinion of enumerator: 1st .....  
2nd: .....  
3rd .....

### IV. Personnel and Health of Dwelling Unit

Marital Status	Age At marriage	Present	Born in County	Extent of Education	Health			Physical handicaps or disabilities	Bed sick week or more in 1933					
					Good	Fair	Poor							
g children: one (name)	Sex				Incidence and dates of communi- cable diseases*									
		a	b	c	d	e	f	g	h	i	j	k		
		a	b	c	d	e	f	g	h	i	j	k		
		a	b	c	d	e	f	g	h	i	j	k		
		a	b	c	d	e	f	g	h	i	j	k		
		a	b	c	d	e	f	g	h	i	j	k		
		a	b	c	d	e	f	g	h	i	j	k		
		a	b	c	d	e	f	g	h	i	j	k		
		a	b	c	d	e	f	g	h	i	j	k		

\*Encircle letter designating particular disease shown below and indicate year of incidence, as (30) for diphtheria in 1930.

- a. Diphtheria. b. Scarlet Fever. c. Measles. d. Whooping Cough. e. Poliomyelitis. f. If case was reported to local board of health or local health officer circle letter f. g. If child had medical attendance circle g. h. If child has been given diphtheria preventive treatments (toxin-antitoxin, toxoid (2 dose), or toxoid (1 dose) circle letter h on line with child's name. i. If child has been vaccinated against smallpox circle letter i on line with name. j. After preventive treatments have been given, if child has had Schick test (immunity test of diphtheria) circle letter j on line with name; if this test was positive, circle letter k.

Number of persons.

Another family .....

Total others living with family..... Relatives, non-family .....

Regular lodgers .....

Number children living away from home..... Number children dead.....

Month mother consulted physician during last pregnancy.....

Is baby breast fed..... bottle fed..... Does baby sleep alone..... In separate room.....

How many quarts of milk does family use: daily..... or weekly.....



## V. Garden

1. Garden space with house..... 2. Does family raise its own vegetables:

a. Summer all..... part..... b. Winter all..... part..... c. Garden on other tract.....

3. Approximate number of bearing small fruit bushes.....

4. Quarts of fruits and vegetables canned from garden.....

## VI. Landscaping

	Present Condition			Notations
	Good	Fair	Poor	
1. Surface drainage				
2. Lawn slopes away from house				
3. Shade trees				
4. Shrubs				
5. Flowers and vines				
6. Walks and drives				
7. Lawn arranged for enjoyment of family				
8. Neatness of yard				

## VII. Leisure Time Activities

What do members of the family like most to do for recreation:

Husband .....  
 Wife .....  
 Children .....

Remarks: 1. General attitude of family

2. Housing

3. Economic and social conditions

4. Health

a. Have malformed children been born..... number.....  
 History of malformation in antecedents of husband and wife.

b. Apparent undernourishment, etc.

Record obtained from: Man..... Woman..... Both.....

Record checked by.....

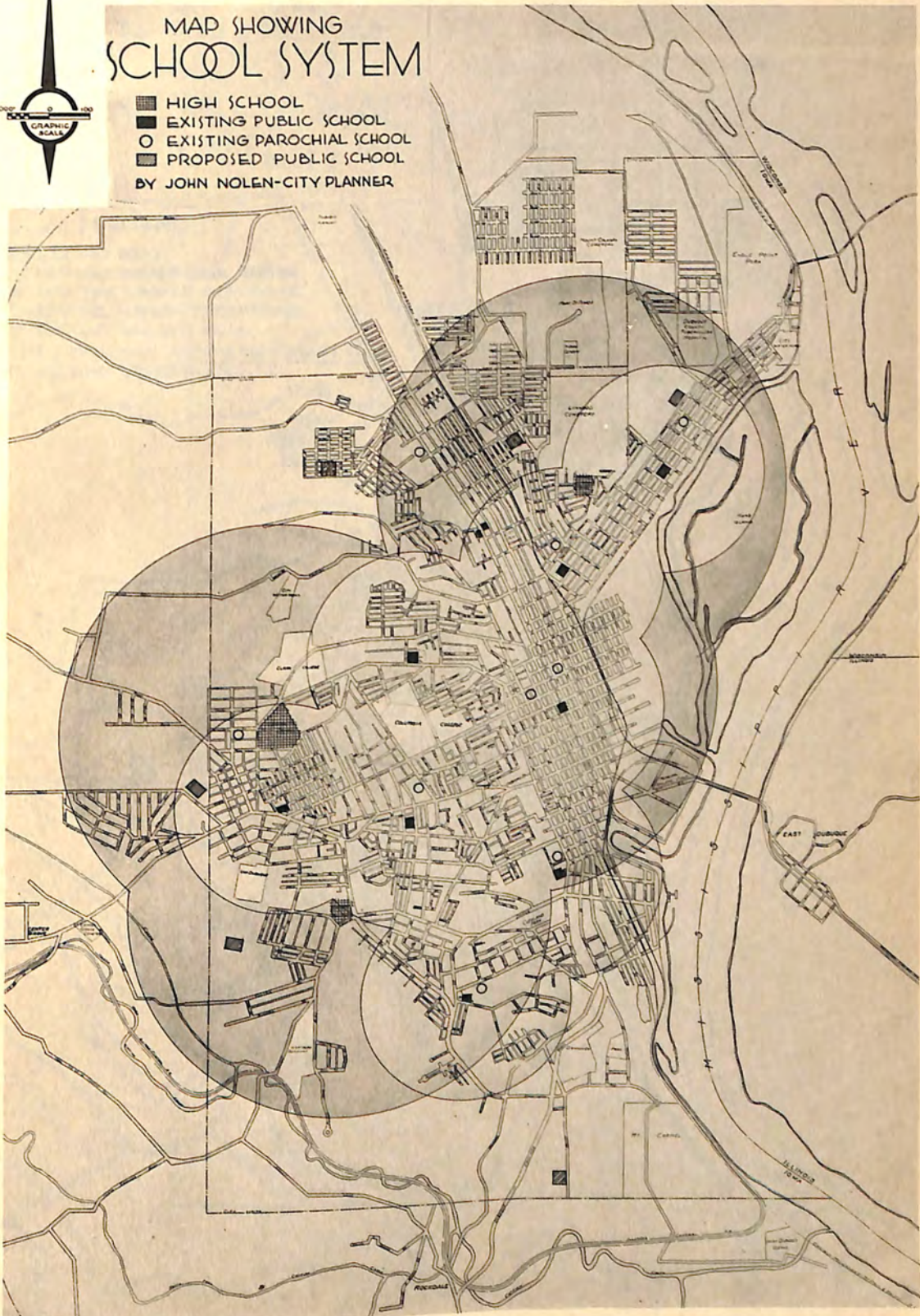


# IOWA STATE PLANNING BOARD DUBUQUE, IOWA



## MAP SHOWING SCHOOL SYSTEM

- HIGH SCHOOL
  - EXISTING PUBLIC SCHOOL
  - EXISTING PAROCHIAL SCHOOL
  - PROPOSED PUBLIC SCHOOL
- BY JOHN NOLEN-CITY PLANNER





# IOWA STATE PLANNING BOARD DUBUQUE, IOWA



MAP SHOWING  
EXISTING & PROPOSED  
PARKS &  
RECREATIONAL  
CENTERS

## LEGEND

- EXISTING PARK
- ▨ PROPOSED RECREATIONAL CENTER
- FULL TIME SUMMER PLAYGROUND
- EXISTING NATURAL PLAYGROUND
- ⊗ EXISTING ATHLETIC FIELD
- ⊕ EXISTING PARK USED FOR PLAY EVENTS
- ⊙ EXISTING SWIMMING FACILITIES





## A graphic scale bar with a vertical arrow pointing upwards. The bar is horizontal and has a checkered pattern on the left end. It is labeled with "0", "100", and "200" in feet. The text "GRAPHIC SCALE" is written below the bar.

A detailed historical map of the city of Portland, Oregon, showing the city grid, the Willamette River, and surrounding areas like East Portland and the Airport Cemetery. The map is oriented with North at the top. The city grid is dense in the center, with streets radiating outwards. The Willamette River flows along the right side of the map. Key landmarks include the Airport Cemetery in the upper right, the East Portland area to the east, and the Willamette River flowing through the city. The map is a black and white line drawing with various labels for streets, landmarks, and geographical features.



# IOWA STATE PLANNING BOARD DUBUQUE, IOWA



SPOT MAP SHOWING  
TUBERCULAR  
CASES  
DURING PERIOD FROM  
NOV. 1, 1921 TO AUG. 15, 1934

