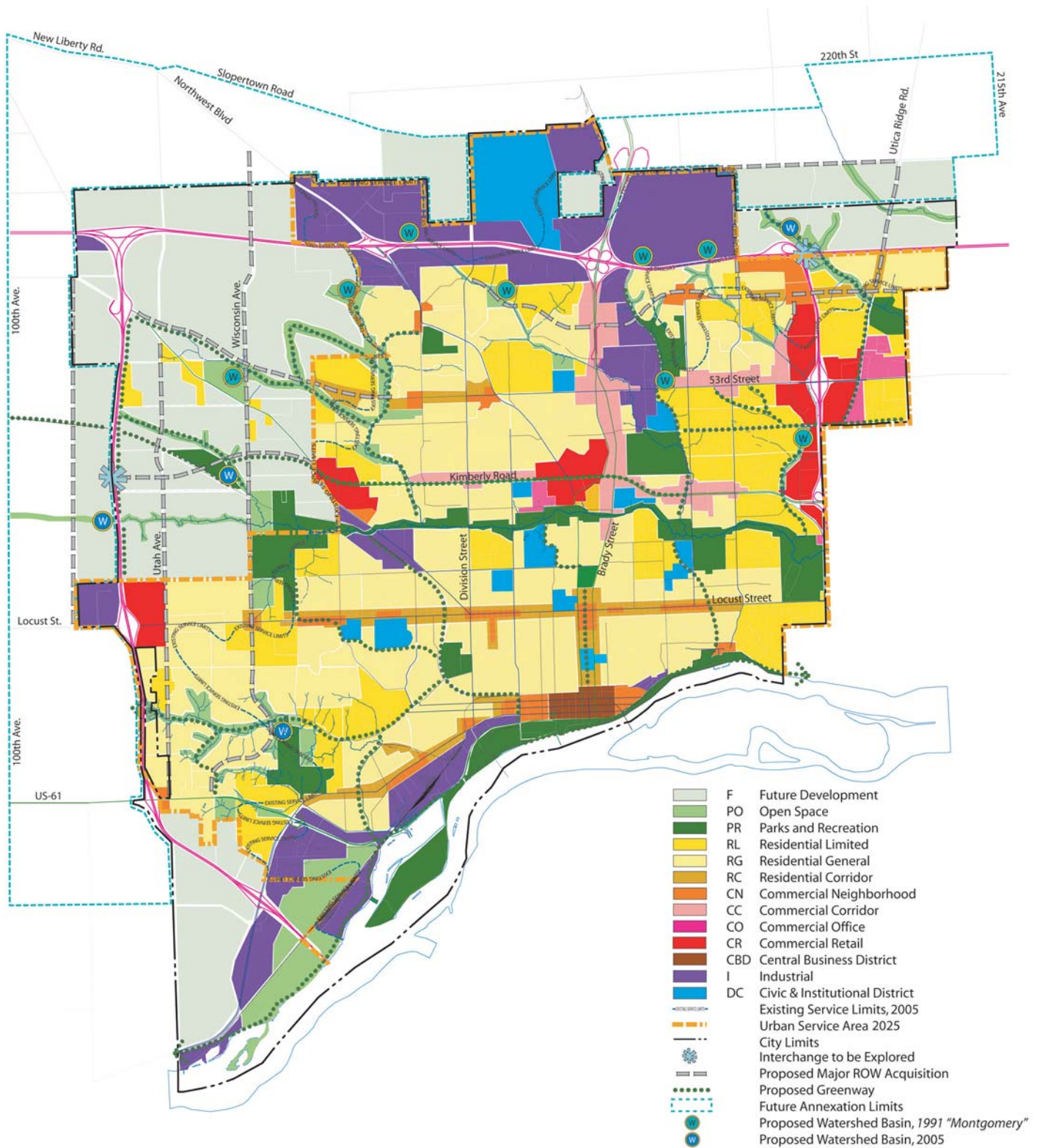


DAVENPORT 2025:

COMPREHENSIVE PLAN FOR THE CITY





PROPOSED LAND USE MAP - 2025

DAVENPORT 2025: COMPREHENSIVE PLAN FOR THE CITY

*Final CPSC Draft
July 21, 2005*

*Approved by Davenport City Council
September 7, 2005*

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FOREWORD

Following more than two years of work, the Comprehensive Plan Steering Committee (CPSC) is proud to present to the people of Davenport a twenty year plan for the future. *Davenport 2025: Comprehensive Plan for the City* is the collective work of hundreds of citizens who participated in interviews, public information meetings, group work sessions, and other presentations. Numerous opportunities were offered to add, review, discuss, and suggest modifications to the plan. Through consideration and inclusion of different viewpoints, *Davenport 2025* is a balanced document in which everyone can find ideas they support.

Davenport 2025 offers nine goals and forty-one objectives for the community, with ideas ranging from better neighborhood and transportation planning to working with surrounding communities for the betterment of the Quad Cities region. The CPSC's thorough research into fifteen aspects offered a chance for the community to learn about itself, and provided occasion to measure ideas for community improvement. Consensus was eventually reached on one hundred forty-four policies, programs, and projects the community should pursue in the next two decades.

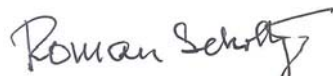
All members of the steering committee are in agreement that *Davenport 2025* will guide the community effectively during coming years. The plan offers insight into how the community should best consider issues pertaining to housing, park and recreation, transportation, utilities, and land use and development. Further, *Davenport 2025* presents a different perspective on the relationship among residential, commercial, and industrial development: while single-use districts are still permitted, the plan gives support to mixed-use development. Likely the strongest idea coming out of the plan is the notion that the plan should be regularly monitored and reviewed. The CPSC notes that planning requires an ongoing commitment, and feels strongly that the community's comprehensive plan should be evaluated on a periodic basis. Davenport is sure to change in the coming years; the comprehensive plan needs to be regularly retooled to ensure the community remains responsive locally and competitive nationwide.

Davenport 2025 is offered in two forms: long and short. The long form, hundreds of pages in length, contains research and other information of interest mainly to planners and city officials. The short form (which you are about to read) was specifically written to summarize the long form, offering highlights and summaries of the greater comprehensive planning document. It is hoped that, by making *Davenport 2025* easier to read and understand, more people will take an active interest in planning and implementing the community's future.

The steering committee and city staff have devoted countless hours to bring this document to fruition. It is paramount that everyone in the city, from elected officials and appointed boards to neighborhood organizations and individual citizens, support *Davenport 2025* and use it as an instrument to nurture future community decisions. The community's vision calls for respectful consideration of our most valued and interconnected assets: our people, land, and services. By working together to understand all areas of Davenport from many different perspectives, the community can strengthen its position as a premiere place to live, work, raise a family and retire.



David Barnhart, CPSC Co-Chair



Roman Scholtz, CPSC Co-Chair

RESOLUTION

Resolved by the City Council of the City of Davenport.

Resolution adopting *Davenport 2025: Comprehensive Plan for the City* as the comprehensive plan for the City of Davenport.

WHEREAS, the City of Davenport and community at large recognize the value of planning for future development and growth, and

WHEREAS, the City Council approved a process for updating the City's comprehensive plan in October 2000; and

WHEREAS, the Comprehensive Plan Steering Committee (CPSC), composed of members of the public, was formed to guide the comprehensive plan update in 2003; and

WHEREAS, the CPSC worked diligently over a thirty-month period to guide investigations into the community's existing conditions; and

WHEREAS, the CPSC engaged the public and solicited feedback throughout the planning process; and

WHEREAS, the CPSC developed recommendations and implementation strategies in response to its findings;

NOW, THEREFORE, BE IT RESOLVED by the City Council of Davenport, Iowa that the City of Davenport adopt *Davenport 2025: Comprehensive Plan for the City* as its comprehensive plan;

AND BE IT FURTHER RESOLVED, that specific sub-area plans previously adopted by the City of Davenport and listed as an attachment to this Resolution† are not superseded by *Davenport 2025*;

AND BE IT FURTHER RESOLVED, that the Mayor and City Council direct the City Administrator and City departments to begin implementing *Davenport 2025*;

AND BE IT FURTHER RESOLVED, that the City of Davenport shall review and update the full comprehensive plan no later than five years hence or after a five percent change in population, whichever comes first.

Passed and approved this 7th day of September, 2005 by the City Council of Davenport, Iowa.



Charles W. Brooke, Mayor

† The city should continue to follow the plans listed below, as they provide more detail and direction for these specified sub-areas than does *Davenport 2025: RiverVision*; the *Amphion Plan* for areas outside of the riverfront not addressed under *RiverVision*; the *Nahant Marsh Master Plan*; the *Streetscape Master Plan Design Standards*; the *Quad Cities River Corridor Design Principles*; the *Quad Cities Greenway Corridor Plan*; the *Downtown Strategic Plan*; and existing neighborhood plans (like *EDDC*, *City Circle*, and *LeClaire Heights*).

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1 OVERVIEW

History meets momentum: Dillon Fountain (foreground) contrasts a new parking garage, the Skybridge, and the MidAmerican Energy Building (background).



EXECUTIVE SUMMARY

The *Davenport 2025* planning process began with the identification of five phases of work: background research and issue identification, creation of a work plan, preparation of the plan, adoption of the plan, and implementation. Public comment and participation have occurred from the very beginning.

Background Research and Issue Identification

In preparation for the comprehensive planning process, the Community and Economic Development Department conducted a series of interviews with the public to identify issues which the public believed important to be addressed in the process and final product.

Beginning in October 2000 and lasting approximately eighteen months, representative members of the public were asked to participate in interviews. A total of forty-one interviews were conducted with more than sixty people participating. Following the interviews, staff compiled the data into categories of comments. Listed below are twenty-four planning issues the public believes Davenport's comprehensive plan should address:

- Distribution of Land Uses
- Infrastructure
- Traffic / Transportation
- Community Facilities
- Balance of Development
- Housing
- Neighborhood Preservation / Redevelopment
- Infill
- Sprawl
- Agricultural Land
- Annexation
- Flooding
- Brownfields
- Racial Distribution / Cultural Diversity
- Governmental Organization / Structure
- Public Safety
- Visioning
- Policies / Programs
- Regulations / Development Standards
- Design of Development
- Aesthetics / Appearance
- Population Characteristics
- Environment / Technology
- Market Opportunities / Challenges

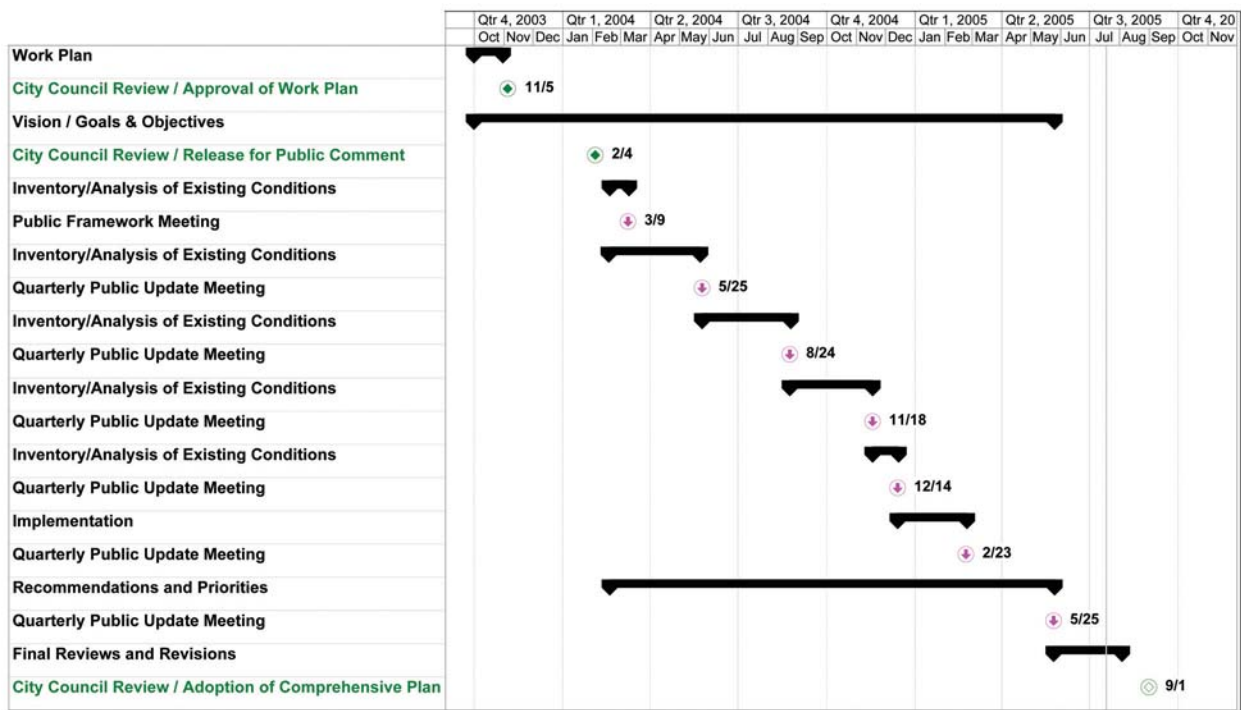
Creation of a Work Plan

The Comprehensive Plan Steering Committee

In April 2003, Mayor Charlie Brooke appointed citizens to the Comprehensive Plan Steering Committee (CPSC). The steering committee was the principal group charged with directing the comprehensive planning process. The CPSC was responsible for relating its progress back to the Plan and Zoning Commission and the City Council. At the outset, the CPSC was composed of sixteen people representing different community interests; two additional members were appointed after the planning process began, bringing the total to eighteen members. Some members served continuously, others moved away or had to resign for other reasons. All told, twenty-three people served on the steering committee.

Work Plan

In October 2003, the CPSC developed a formal work plan outlining a two-year process to create the comprehensive plan. The work plan included time to develop a framework for the plan (including a vision statement and goals and objectives), additional background research, recommendations, and plans for implementation. The CPSC reserved time for regular public meetings, scheduled at three-month intervals, to keep interested members of the public informed of the committee's progress. The committee also established a preliminary timeline for final review and approval of the draft comprehensive plan by the Plan and Zoning Commission and the City Council, estimating a September 2005 completion.



Preparation of the Plan

Framework

The work plan's first stage involved the committee establishing a vision describing the community's aspirations. The vision includes the following paragraph:

Davenport is a thriving and growing community along the Mississippi River. We prosper with respectful consideration to our most valued and interconnected assets: our people, our land, and the services we provide. We collectively apply our unique talents and resources to make our city the premiere place to live, work, raise a family, and retire.

The committee then worked to brainstorm goals and objectives for the plan. Ultimately, nine goals were drafted:

- Strengthen the existing built environment.
- Identify and reserve land for current and future development.
- Reinforce downtown as the City's recreational, cultural, entertainment, and government center.
- Create a transportation system that provides improved physical connections / access within the community for citizens and visitors.
- Establish Davenport as a place to receive a high-quality education.
- Conserve, protect, and enhance our natural resources.
- Create a positive business climate that encourages growth of existing and new businesses.
- Work closely with surrounding communities for the betterment of the region.
- Re-evaluate and update the comprehensive plan's goals, objectives, existing conditions, and trends regularly.

The goals are supported by forty-one objectives, each of which describes actions which will lead towards achievement of the goals and vision. Further discussion of the goals and objectives can be found in the Framework section of *Davenport 2025*.

Background Research

City staff then assisted the steering committee with an examination of fifteen different topics:

- Population
- History and Background
- Housing
- Neighborhoods and Districts
- Historic Preservation
- Education
- Natural Resources
- Economy and Business
- Parks, Recreation, and Open Space
- Cultural Resources
- Transportation
- Public and Social Services
- Utilities and Infrastructure
- Land Use
- Government

Staff conducted investigations and compiled “existing conditions” reports for committee review. Committee members in turn offered their perspectives on the reports and eventually reached consensus on the information presented therein. The committee sought input on the reports from the public as well, hosting more than thirty-five meetings with interested groups and organizations.

Recommendations

Following examination of the topics, the committee reviewed the complete body of research and began to develop recommendations for the comprehensive plan. More than 250 thoughts and suggestions were offered by committee members, city staff, and the public. Eventually the committee reached consensus on 144 individual recommendations, each of which directly relates to an objective. Thirteen recommendations were noted to be “critical,” and an additional sixty-two identified as “important.” The remaining sixty-nine recommendations are generally accepted as ways to improve the community.

Highlights from the recommendations, in the form of ten major themes and ideas, follow this summary.

Implementation Strategies

For each of the 144 recommendations, the CPSC outlined a priority level, a timeframe for implementation, lead and support organizations for follow-through, and referenced specific existing conditions reports where more information can be found.

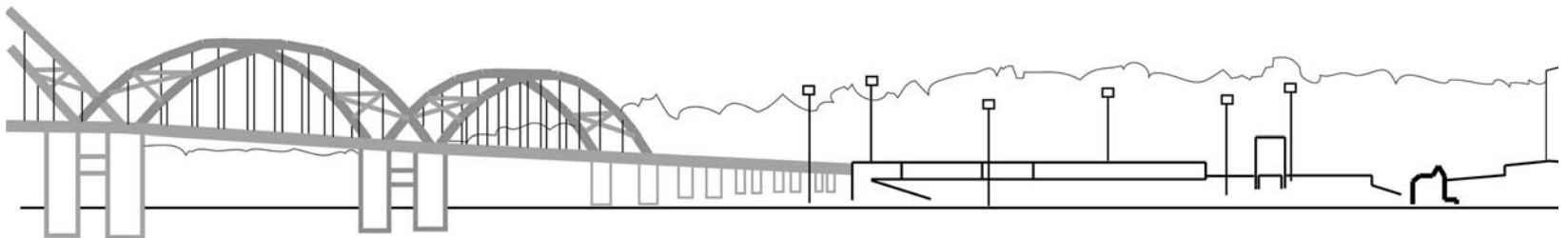
An overview of the implementation plan, highlighting the thirteen “critical” recommendations, can be found at in the “Implementation” section of this report.

Response to Issue Identification

Over the course of developing *Davenport 2025*, the CPSC revisited the planning issues identified at the outset of the process, to ensure the plan created will address those concerns expressed by the public. The following paragraphs summarize how *Davenport 2025* responds to those issues:

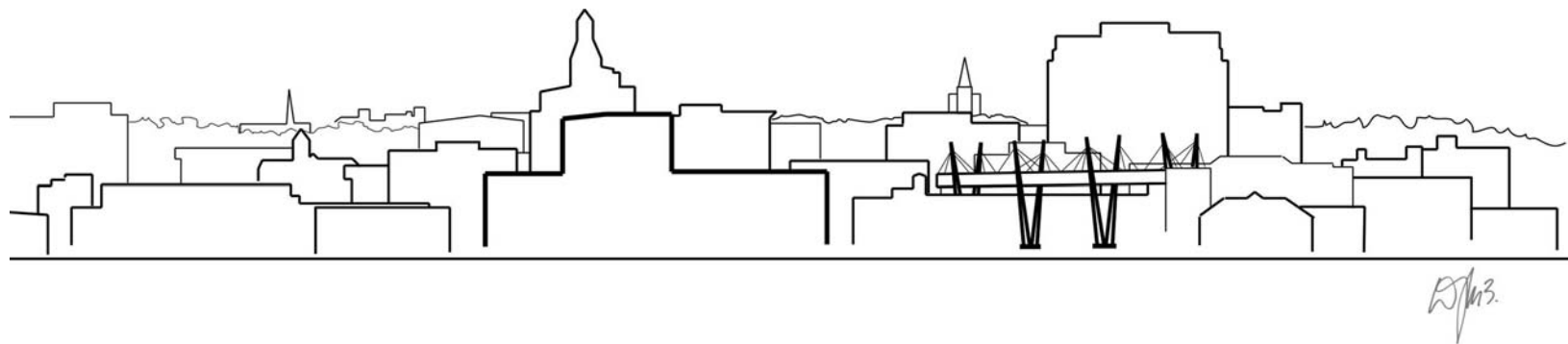
- Distribution of Land Uses – the *Davenport 2025* land use maps were updated and the land use categories were reorganized. The categories reflect the community’s desire to plan with neighborhoods, districts, and corridors in mind. References to density were eliminated from the land use maps, as negative connotations of “density” were recognized in the planning process. Whereas commercial and industrial land use categories remain relatively unchanged, new residential categories (General, Limited, and Corridor) are used to better describe the desired context, function, and physical organization of Davenport’s housing areas.
- Infrastructure – the *Davenport 2025* recommendations note the importance of developing and maintaining infrastructure throughout the community. An “urban service area” is shown on the land use maps, serving as a visual summary to the community of where infrastructure is needed to support urban-density development and is likely to exist in the next twenty years. The plan also calls for development of new infrastructure studies and master plans.
- Traffic / Transportation – *Davenport 2025* calls for a transportation master plan to be developed by the city in conjunction with the Bi-State Regional Commission and surrounding communities. It is recommended that all modes of transportation, (vehicular and non-vehicular alike) receive planning attention, and that new projects include opportunities for multi-modal (e.g., more than one type) transportation. Special attention was given to greenways, as well as new vehicular corridors.
- Community Facilities – the comprehensive plan recommends setting aside land for future park / recreation / open space areas. Trails and corridors are shown in the plan to be extended and / or connected to other corridors. It is noted that public facilities like schools and city-owned property can be used to create connections across Davenport.
- Balance of Development – The plan provides for geographic balance of new development – with new development opportunities identified on the northern, western, and northwestern fringes – as well as encouragement of central city redevelopment in addition to new fringe development. *Davenport 2025* also endorses a full range of development, including conventional, traditional, single use, mixed use, and multi-use areas, in order to bring more opportunities to everyone within the community. The related ideas of adaptive re-use and infill development are identified within the plan.
- Housing – the comprehensive plan identifies strengths and shortcomings in Davenport’s housing market. The plan calls for more attention to neighborhood issues, such as quality of housing, reinvestment in the existing built environment, and continued reliance on market demands for housing. The plan also notes that Davenport should make special efforts to influence the community’s housing market, especially through economic incentives and rehabilitation programs, to better ensure Davenport’s housing can meet the community’s physical, economic, and social needs.

- Neighborhood Preservation / Redevelopment – *Davenport 2025* calls for the redevelopment of existing areas in conjunction with new development. Historic preservation is a topic addressed in the plan, as are design and maintenance standards for targeted areas of the community.
- Infill – infill is featured prominently within *Davenport 2025* as both a need and a desire of the community. The plan encourages the community to find ways to remove obstacles to development of closer-in areas where services and facilities are already in place.
- Sprawl – the “urban service area” will act as a partial check against sprawling development, offering guidance toward timing of development, infrastructure, and transportation. The plan identifies several ways the community can encourage infill development and more efficient fringe development.
- Agricultural Land – the plan recognizes that Davenport’s agricultural lands are valuable natural resources, and should be appropriately managed using conservation and preservation programs. Agricultural land within city limits is considered a placeholder for future development: as Davenport grows, farmland will be urbanized. It is noted that land use policies at the county level effectively guard against urbanization outside of city limits.
- Annexation – *Davenport 2025* notes that annexation should be pursued when the twenty year “urban service area” eclipses the city limits. It is anticipated that just over 80% of the city’s 64 square miles will be developed by the year 2025, an increase of five square miles from the year 2005.
- Flooding – it is recommended that watershed studies be developed for creeks and streams across the city, and that stormwater management projects and programs should be developed to better control flooding within the community.
- Brownfields – several recommendations within *Davenport 2025* pertain to brownfields. It is important that Davenport begin tracking brownfields and offering them as opportunities for redevelopment, particularly through public / private partnerships and state / federal funding packages.
- Racial Distribution / Cultural Diversity – the plan highlights Davenport’s demographics and diversity within its “Population” and “Public and Social Services” chapters.
- Governmental Organization / Structure – *Davenport 2025* suggests several ways in which Davenport can become a city with progressive and proactive government and staff.
- Public Safety – the “Public and Social Services” chapter of *Davenport 2025* illustrates the challenges faced by public safety officials within the community. While no



recommendations specifically target crime, it is expected that making Davenport's built environment physically and socially stronger will keep Davenport safe.

- Visioning – during development of the work plan, the CPSC considered the form and content of the comprehensive plans of more than twenty North American communities. The vision advocated within *Davenport 2025* is tailored to the city, expressing the desire that Davenport become a great community within which to live.
- Policies / Programs – *Davenport 2025*'s recommendations offer insights into 144 policies, programs, and projects the community can undertake to improve the city.
- Regulations / Development Standards – many regulation / development standards are explored in the “Land Use” chapter; several are incorporated within the final recommendations and implementation strategies. It is recognized that Davenport's development standards need to become more uniform across city departments, thereby eliminating duplication of efforts and in turn making government more efficient. Further, *Davenport 2025* notes that the community should develop an equitable way of assigning infrastructure and development costs, especially through better communication with stakeholders.
- Design of Development – design standards are one of *Davenport 2025*'s recommendations. These standards should not be uniformly enacted across the city: each neighborhood, district, and corridor is different, and design standards should be tailored accordingly.
- Aesthetics / Appearance – design and maintenance standards address this identified issue. Attention to public spaces, civic art, greenspaces, and wayfinding are notes as ways Davenport can capitalize on its appearance.
- Population Characteristics – *Davenport 2025* explores the community's population in depth. Davenport's population is, on average, growing older, much like the rest of the nation. However, as a regional urban center, the community has a greater than average number of young people. The “Population” chapter considers the attributes of the community; other chapters offer ways the community can better plan for its diverse needs.
- Environment / Technology – the “Natural Resources” chapter explores opportunities for how the community can use Davenport's environment to its advantage.
- Market Opportunities / Challenges – regional growth and development are highlighted in *Davenport 2025*. The community recognizes that, while Davenport is the largest individual city in the region, its fortunes are closely tied to those of other regional cities. By working with surrounding communities to market the Quad Cities, Davenport can contribute to the region's quality of life.



Conclusion

Davenport 2025 tries to accommodate change by being a flexible document. There are assuredly many ways to accomplish some of the goals of the comprehensive plan; *Davenport 2025* attempts to spell out the “destination” for the community, leaving the actual road map to be charted by those driving the plan’s implementation. The comprehensive plan serves as an inclusive planning tool by coordinating other plans for the community. Plans for other areas or elements within Davenport (like storm water, neighborhoods, the riverfront, downtown, abandoned housing, etc.) can be individually updated and pursued, yet referencing them in a comprehensive plan helps ensure that the overall goals of the community are being met.

Davenport 2025 states that Davenport should re-evaluate and update the comprehensive plan’s goals, objectives, existing conditions, and trends regularly. This statement is likely the plan’s most important one, as it acknowledges that change is inevitable, and calls on the community to measure the change at a predetermined point in the future. By recognizing that change has occurred, citizens can then consider the current conditions, and make appropriate plans for the future. The end result of this cyclical process is a community in constant pursuit of its vision, to make Davenport “the premiere place to live, work, raise a family, and retire.”



“Davenport, IA - 1888” map by Henry Wellge and Company.

HIGHLIGHTED RECOMMENDATIONS

The *Davenport 2025* Highlighted Recommendations were selected by the CPSC from the complete list of one hundred forty-four recommendations to emphasize the recurring themes, key concepts, and high priority actions of the comprehensive plan. Some of the Highlighted Recommendations are programs or projects culled directly from the full recommendation list and some are reflected in several of the recommended policies. The ten Highlighted Recommendations are listed below, and individually described on subsequent pages.

1. Neighborhoods, districts, and corridors are building blocks within Davenport, and shall be identified on planning maps.
2. Make use of an Urban Service Area to identify areas where infrastructure and services will likely be available during the next twenty years.
3. Prepare for and encourage a full range of development within Davenport.
4. Reduce the number of underutilized, abandoned, or vacant buildings / properties through adaptive reuse and infill.
5. Target brownfields for infill through a citywide redevelopment / reclamation plan and economic incentive programs.
6. Enact and enforce design and maintenance standards for targeted areas of the community.
7. Take action on existing plans and continue to create new ones.
8. Improve the community's transportation systems.
9. Establish Davenport as a city with progressive and proactive government, staff, and programs.
10. Conduct regular oversight and monitoring of the comprehensive plan implementation.

Neighborhoods, districts, and corridors are building blocks.

The strength of any community lies in its neighborhoods, districts, and corridors. Davenport's comprehensive plan identifies neighborhoods, districts, and corridors as basic units of community planning, and encourages each unit to express its individuality while still being part of the greater whole.

Neighborhoods ground people: it is here that people make homes, meet friends, and raise families. Houses are often the focus of a neighborhood; although most of the world's most popular and enduring neighborhoods also feature neighborhood commerce. An excellent grocer, trendy boutique, or popular restaurant help to anchor neighborhoods. Good neighborhoods can provide the underlying support for a growing community.

Districts provide specialized functions to the community. Consequently, they rely strongly on support from the community. Districts are akin to neighborhoods in that they are distinct areas with individual character. Public space is a signature element of a district, typically found in plazas, sidewalks, and even street intersections. These spaces reinforce a sense of community, encourage pedestrian activity, and strengthen the feeling of safety.

Corridors connect neighborhoods and districts to each other, offering ways for residents and visitors alike to move throughout a city. Well-designed corridors can provide striking views of the City and its neighborhoods and districts. Corridors can be designed for everything from high volume auto traffic, to schoolchildren, to commercial freight. It is important to acknowledge the location of a corridor, its use, and its neighbors; small accommodations can allow bicycles and pedestrians to co-exist with motorized traffic.

Creation of neighborhood planning documents, the continued evolution of downtown as a unique district, and the development of greenway corridors linking neighborhoods and districts are also notable aspects of this recommendations.



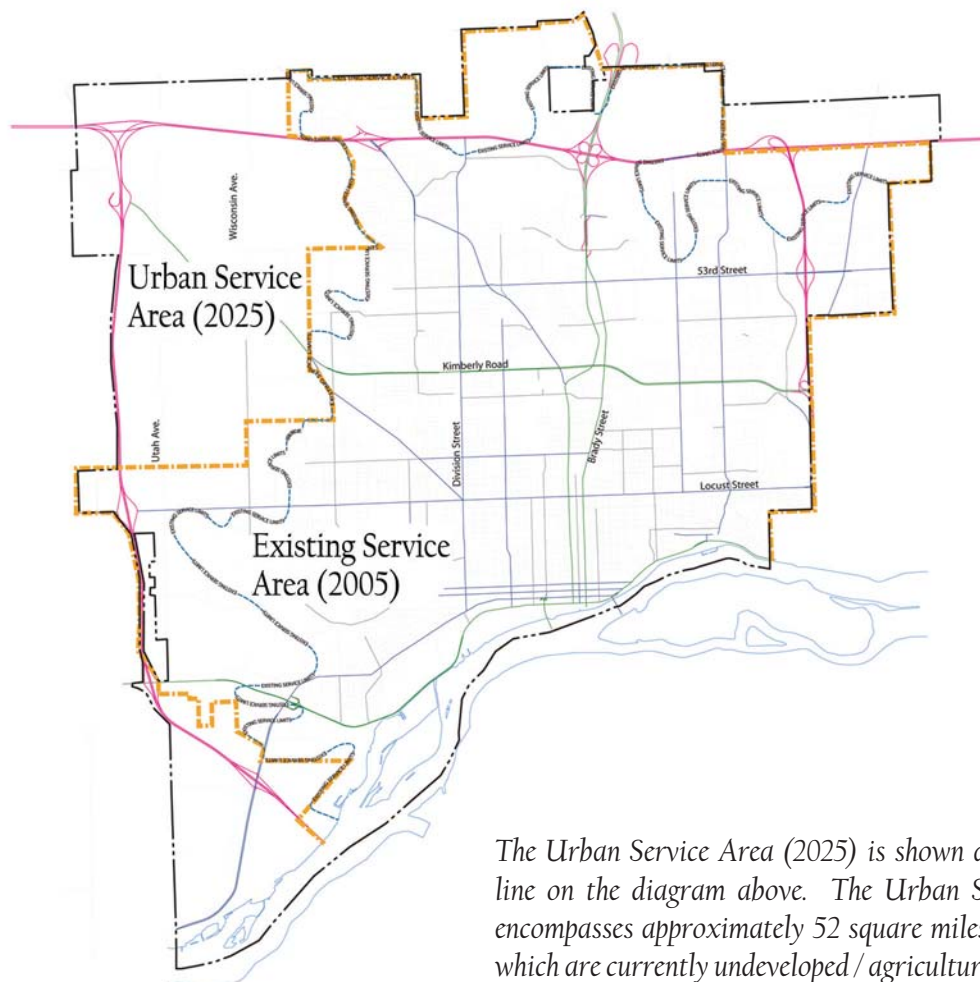
Left: McClellan Heights.
Center: The Village of East
Davenport.
Right: The Brady Street
Corridor.

An Urban Service Area identifies the availability of infrastructure and services.

City staff and developers support the creation of an Urban Service Area indicating where the City will likely study, design, and build infrastructure necessary for new and existing developments. The Urban Service Area also allows the City to guide development to areas where services can be provided most efficiently.

The Urban Service Area boundary for *Davenport 2025* encompasses approximately 52 square miles, of which about 9 square miles are currently undeveloped / agricultural land. The Urban Service Area does not specifically prohibit development outside the Urban Service Area; rather, it provides an idea of where and when urban services are planned to reach areas of the community.

The Urban Service Area is not a “line” that can be redrawn to provide services. The service area is based on analysis of existing land use and development patterns, current and anticipated infrastructure, existing and proposed schools and parks, and current and anticipated public service (police / fire / public works) ranges. Each system has its own costs and limitations. Simply changing the line does not lessen these constraints. Only changes to the underlying systems (e.g. new projects, change in funding priorities for existing and proposed projects, etc.) will result in the service area being changed.



Prepare for and encourage a full range of development within Davenport.

Davenport 2025 recognizes that a full range of residential, commercial, and industrial development will benefit our community. Conventional uses, traditional uses, mixed uses, multi-uses, and developments of varying densities are encouraged. Financial tools, such as supplementing existing housing programs with conventional financing incentives and negotiated lending agreements for areas in need of reinvestment, should be strongly considered as ways to influence redevelopment. Land use management tools should be reviewed and revised if necessary to permit these developments. In support of development, the community needs to anticipate its future infrastructure needs including plans for construction and maintenance. This includes existing infrastructure that may need to be updated or modified to increase existing capacities (e.g. the planned west side sewer diversion tunnel).

Reduce the number of underutilized, abandoned, or vacant buildings / properties.

Davenport's Community and Economic Development Department noted in May 2004 that Davenport has more than 150 abandoned residential properties, many of them in the core development area of the city. *Davenport 2025* advocates the community take steps to reclaim these and other vacant properties through re-occupancy, adaptive re-use, and infill. Adaptive re-use is when buildings or sites are renovated for a use different than originally intended. Infill is when empty, unused, or underused lots of land within an area currently receiving urban services are redeveloped and put back into use. Both adaptive re-use and infill offer Davenport significant opportunities to revitalize underutilized properties and strengthen areas of the community. It is important to establish economic and historic thresholds to help developers decide whether to stabilize, develop, acquire, rehabilitate, and/or demolish vacant buildings. It is also noted that financial reinvestment in the community, especially through conventional means, is crucial to the overall success of redevelopment.

The Petersen Building, a.k.a., "the Redstone," found new life after standing vacant for several years. The structure now houses offices, a restaurant, a coffee shop, and the River Music Experience.





Above: Taylor School stands boarded up, awaiting redevelopment.

Left: The Crescent Macaroni Factory has been reclaimed for use as urban lofts.

Target brownfields for redevelopment / reclamation.

Brownfields are properties where redevelopment is hampered because of real or perceived environmental conditions. These environmental conditions range from simple abandonment to actual contamination. The City of Davenport should continue and expand its brownfields studies, maintaining a list of brownfield properties and their environmental status. The City should also continue to pursue funding sources to reclaim and redevelop brownfields. Brownfields can be further targeted for infill using citywide brownfields planning and economic incentive programs.

Enact and enforce design and maintenance standards for the community.

Along with recognizing neighborhoods, districts, and corridors, the community has asked that *Davenport 2025* assist with improving the condition of buildings and neighborhoods through design and maintenance standards. Some general maintenance standards exist (e.g. for lawns and residential rental properties). The community hopes to enforce the existing standards and create new standards for the design and maintenance / repair of structures. These standards should go hand-in-hand with neighborhood planning, to better address these concerns at a grass-roots level. The City has standards for highway / commercial corridors and has drafted standards for the downtown district. These efforts should continue and be expanded to include historic districts and other requested neighborhoods, districts, and corridors.

Take action on existing plans and continue to create new ones.

The community is in support of planning, and eager that the ideas and visions be developed. The comprehensive plan is broad and community-wide. More detailed and focused plans are also needed. Through *Davenport 2025*, the community urges the City to work towards completion of existing plans like RiverVision and Prairie Heights. The community would also like to see plans developed for other areas of Davenport, like neighborhoods and other potential signature projects like “The Crossings at Davenport.”

Improve the community’s transportation systems.

Stating a commitment to improve and increase connections and transportation choices within the city is simple; execution will be lengthy and challenging. A complete transportation study and master plan is needed. All types of transportation need better and more clearly indicated pathways: cars, trucks, bicycles, transit, pedestrians, and others. Recommendations within *Davenport 2025* reflect the community’s desire for pedestrians and bicycles to have non-recreational transportation options (routes through the City, not just along the River or Duck Creek). Businesses and neighborhoods would also like to see better commercial transportation options (highway, rail, barge, air, etc.).



RiverVision, a consensus plan for the Davenport and Rock Island riverfront (Hargreaves Associates, 2004)

Establish Davenport as a city with progressive and proactive government, staff, and programs.

This is a recurring theme of *Davenport 2025*. Citizens and businesses are often frustrated when dealing with the City. While a key feature of government is to provide due public process, it is believed that there are ways to improve daily operations (e.g., permits, complaints, information, public participation, etc.) A specific recommendation calls for Davenport to review the structure of government (e.g., elected officials, terms, departmental organization, etc.) and seek efficiencies, competitiveness, and the ability to plan for the long term. There is also a desire to review funding capacity and mechanisms with regional and national competitors, to see if there are different ways to finance improvements and operation of the City. Most importantly, the people of Davenport want to develop a highly competitive array of economic assistance programs to better compete for agricultural, labor, and manufacturing jobs. Davenport should seek out the businesses and industries that will thrive locally and provide a strong economic base for the City.



Davenport City Hall, a classic example of Richardsonian Romanesque architecture

Monitor the implementation of the comprehensive plan.

One of the most important themes of *Davenport 2025* is the desire to act on plans that have been made. The community does not want to participate in visioning and consensus building, only to have a plan that sits on the shelf. The City's Plan and Zoning Commission traditionally uses, reviews, and monitors the comprehensive plan. The community would like to see an annual report presented on the progress and successes of the comprehensive plan. Also, the community would like to continue contributing to the comprehensive plan by reviewing and updating the comprehensive plan every five years, or after a five percent population change (from the 2005 population), through an ad hoc committee.



Downtown Davenport. (courtesy of Mike Newell)

2 FRAMEWORK

Lock and Dam 15, a Quad Cities landmark.



VISION

“And all I ask is a tall ship, and a star to guide her by...”
-- *John Mansfield*, “Sea-Fever”

Davenport is a thriving and growing community along the Mississippi River. We prosper with respectful consideration to our most valued and interconnected assets: our people, our land, and the services we provide. We collectively apply our unique talents and resources to make our city the premiere place to live, work, raise a family, and retire.

The vision presented in the comprehensive plan is an idealized narrative about a future Davenport. It describes the community's aspirations in positive, affirmative language. In December of 2003, members of the Comprehensive Plan Steering Committee composed the vision statement describing Davenport in the year 2025, along with some elaboration (below) on how Davenport's people, land and services contribute to the community characteristics we value:



Davenport residents enjoy a wintery day downtown circa 1940. (courtesy the Richardson-Sloane Special Collection Center, Davenport Public Library)

People

We will be culturally diverse, gainfully employed, and civic-minded citizens. We will be well educated. We will view each other as equal partners in our community.

We will cherish all ages. Children, teens, adults, and elders will interact at home, at work, and at play. We will respect and understand each other, we will learn from each other, and we will care for each other.

We will have a strong work ethic and take pride in our community and ourselves. We will be open and welcoming to new people, new ideas, new technology, and new opportunities. Our workforce will be strong and will meet current needs of the area and region. We will be anticipatory and agile enough to adapt and prepare for the future.

Services

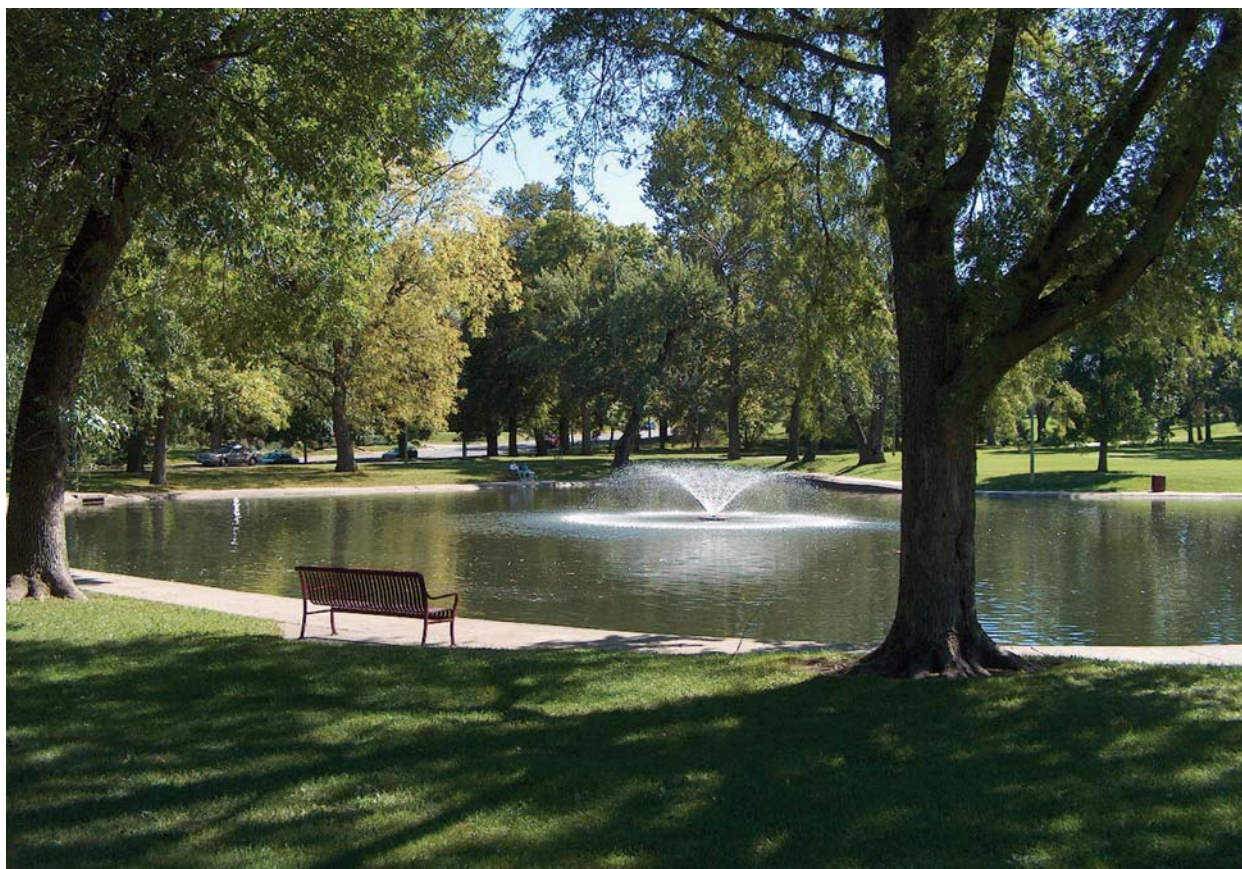
Exemplary services will be available to all. They will be coordinated across the region and throughout our city. Police and firefighters will work in conjunction with regional authorities to provide Davenport with modern and responsive emergency care. Our social programs will be community-based and targeted for specific relief. Our infrastructure will be well designed and well maintained; we will have planned for the future.

Davenport will be the regional municipality providing premiere recreational and cultural activities / facilities desired by our citizens and neighbors.

Our businesses and commercial enterprises will work together with the City to capitalize on each other's strengths.

We will have developed multiple forms of transportation connecting our community neighborhoods to each other and surrounding destinations. All modes of transportation will be convenient, accessible, affordable and easy to use. Living and working in Davenport will not require owning a car.

We will provide health care and education options that are superior in the Quad Cities region.



VanderVeer lagoon, a premiere recreational opportunity in Davenport. (courtesy Ken Oestreich)



Prime Iowa farmland. (courtesy Rebecca Lawin McCarley)

Land

We will be environmentally aware and responsible. We will preserve, protect, and sustain the best characteristics of our built and natural environment.

We will celebrate our attachment to and responsibility toward the Mississippi River and other natural resources.

Agricultural land will be an economic asset as well as a placeholder for future development. We will encourage infill development as a way to conserve our land resources. Growth into undeveloped land will occur when our physical, economic, and social needs dictate. We will support higher density development in our neighborhoods and districts to conserve our community land resources.

Our developed areas will be organized and have land uses that encourage living and working in close proximity. Creativity and flexibility will be encouraged in zoning to provide richness and uniqueness to the city and promote a diverse entrepreneurial population.

GOALS AND OBJECTIVES

“Our plans miscarry because they have no aim.
When a man does not know what harbor he is making for, no wind is the right wind.”
-- *Seneca*

One day Alice came to a fork in the road and saw a Cheshire cat in a tree.
Which road do I take? she asked.
Where do you want to go? was his response.
I don't know, Alice answered.
Then, said the cat, it doesn't matter.
-- *Lewis Carroll*, “Through the Looking Glass”

“First, have a definite, clear practical ideal; a goal, an objective.
Second, have the necessary means to achieve your ends; wisdom, money, materials, and methods.
Third, adjust all your means to that end.”
-- *Aristotle*

In January 2004, members of the Comprehensive Plan Steering Committee (CPSC) developed a list of goals and objectives they hoped *Davenport 2025* could achieve. During several brainstorming sessions, the committee produced an extensive list of ideas, which city staff then worked to organize. In February 2004, the Davenport City Council authorized the CPSC to release a draft of the goals and objectives for public comment. Over the next fifteen months, the committee revisited the list frequently as the planning process went on, refining the language and wording to reflect new information and changing perspectives on our community. In May 2005, following approval of the recommendations, the committee finalized the goals and objectives as presented here.

The goals set forth in the plan are targets for community improvement. Realistic and attainable objectives provide benchmarks to measure our progress. Specific policies, programs, and projects direct our community toward the future we envision. While *Davenport 2025* cannot definitively answer all land use and development questions, it can frame the dialogue from which we approach decisions about community development.

1. Strengthen the existing built environment.
 - a. Identify and name neighborhoods and districts.
 - b. Reduce the number of underoccupied, abandoned, or vacant buildings / properties through adaptive reuse and infill.
 - c. Target brownfields for infill through a citywide redevelopment / reclamation plan and economic incentive programs.
 - d. Increase the number of mixed-use neighborhoods and districts.
 - e. Encourage use of civic design principles and standards, greenspace, and public art within neighborhoods, districts, and corridors.
2. Identify and reserve land for current and future development.
 - a. Develop land use policies that permit development with a wide variety of building types, uses, and densities.
 - b. Delineate the area where city infrastructure and amenities will be provided to encourage and support development.
 - c. Establish guidelines whereby undeveloped / preserved areas may be opened to development.
 - d. Delineate, protect, and enhance significant land, mineral, and renewable resources, resource areas, and open space through conservation and preservation programs.

3. Reinforce downtown as the City's recreational, cultural, entertainment, and government center.
 - a. Improve housing options in the downtown district.
 - b. Increase downtown commercial and retail activity through public / private partnership programs.
 - c. Develop downtown as a multimodal transportation destination.
 - d. Develop and enact a park / open space / entertainment plan for the City's downtown and riverfront.
 - e. Expand and improve existing downtown cultural and education venues.
 - f. Improve and coordinate the visual appearance and maintenance of the downtown district.
4. Create a transportation system that provides improved physical connections / access within the community for citizens and visitors.
 - a. Develop an overall transportation plan for the community.
 - b. Renovate existing transportation systems and design standards to create a more efficient, well-designed, physically attractive multi-modal network.
 - c. Develop transportation options adjacent to or in each neighborhood and district.
 - d. Develop a series of contiguous park and open space corridors across the community for bicycle and pedestrian circulation.
 - e. Improve non-automobile connections across the Mississippi River.
 - f. Coordinate Davenport's transportation plan with regional plans.
5. Establish Davenport as a place to receive a high-quality education.
 - a. Increase and emphasize non-traditional (on-line, early learning, continuing education, job skills, etc.) education programs.
 - b. Develop and enact, with education providers, a program for internships and permanent job placement.
 - c. Promote Davenport public and private education systems.
 - d. Maintain / upgrade the existing education facilities and infrastructure.
6. Conserve, protect, and enhance our natural resources.
 - a. Delineate significant land, open space, mineral, and renewable resources and resource areas through conservation and preservation programs.
 - b. Educate the community about land, open space, mineral, and renewable resources.
 - c. Develop a best management practice (BMP) program to protect and enhance each delineated resource / resource area.
 - d. Develop contiguous park and open space corridors through existing and proposed neighborhoods.

7. Create a positive business climate that encourages growth of existing and new businesses.
 - a. Promote the opportunities, strengths, and services that complement and enhance Davenport's business community.
 - b. Retain existing and attract new business and industry.
 - c. Create an economic development plan to coordinate existing and proposed tools and incentives.
 - d. Increase opportunities to educate and train the workforce for current job opportunities.
 - e. Promote Davenport as a city with a skilled and diverse workforce.
 - f. Establish Davenport as a city with progressive and proactive government and staff.
8. Work closely with surrounding communities for the betterment of the region.
 - a. Develop cooperative marketing efforts among local governments to promote the strengths of our regional community.
 - b. Promote regional sharing, combination, consolidation, and coordination of resources, amenities, and services.
 - c. Improve and coordinate access, circulation, and wayfinding among regional attractions.
 - d. Support the Bi-State Regional Commission in its efforts to develop intergovernmental cooperation and regional programming.
9. Re-evaluate and update the comprehensive plan's goals, objectives, existing conditions, and trends regularly.
 - a. Re-evaluate the comprehensive plan at pre-determined intervals.
 - b. Conduct regular oversight and monitoring of the comprehensive plan implementation.

PLANNING MODEL AND SCALES

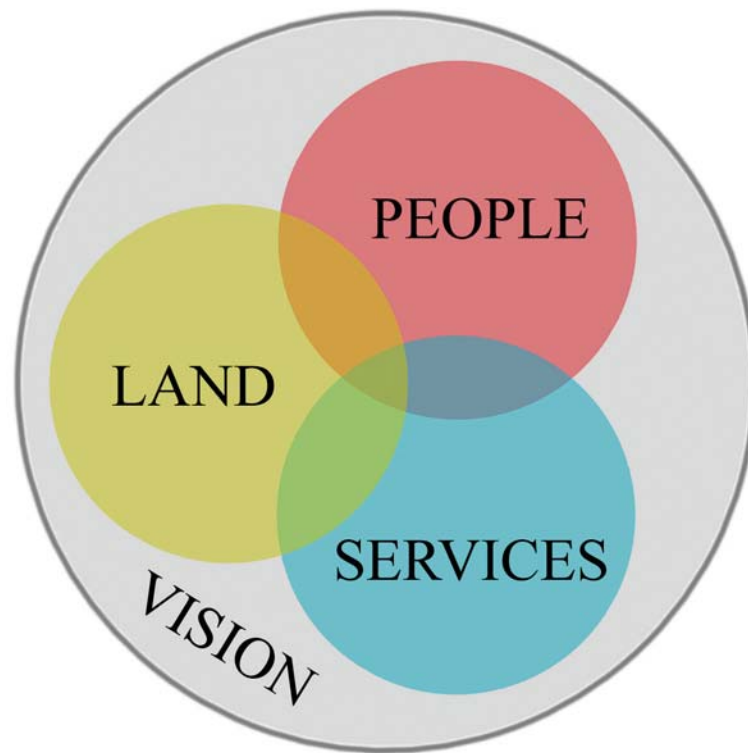
“As individuals we live cooperatively, and, to the best of our ability, serve the community in which we live. Our own success, to be real, must contribute to the success of others.”

-- *Eleanor Roosevelt*

Planning Model

Three unique elements comprise our community: people, land, and services. We recognize that these three elements are inherently connected, and decisions made for one element will influence the other two. Our planning and development efforts, therefore, must be “comprehensive” and consider the effects on the entire community, so that growth is not detrimental to one, but beneficial for all.

The diagram below illustrates the relation among these elements, and shows how the community “vision” encompasses them.



Scales of Planning

Designers note that “people,” “land,” and “service” elements interact on different levels. We can categorize these planning scales as follows:

- Regions (e.g., counties, watershed, metropolitan areas, cities, and towns)
- Neighborhoods, districts and corridors
- Block, streets, and buildings

Regional planning issues differ significantly from issues encountered at a more local scale. Every issue is related, however, in that they all deal with relationships among people, land, and services. It is important that we remember in our planning exercises to consider how ideas proposed for one element at one scale will affect the other elements and scales.



Above left: Davenport as a region.

Above : A central Davenport neighborhood.

Left: Blocks within the neighborhood.

In *Davenport 2025*, the following definitions are accepted:

- Metropolis: The Davenport-Moline-Rock Island Metropolitan Statistical Area (DMRI MSA), including the forty-seven municipalities and unincorporated areas of Scott County in Iowa, and Rock Island County, Henry County, and Mercer County in Illinois.
- Quad Cities: the central urbanized area of the metropolis, a bi-state geographical region roughly limited by the I-80 and I-280 interstate beltway and fringe.
- City: any municipality within the Quad Cities.

The following definitions are also established insofar as they relate to the City of Davenport:

- Neighborhood: residential areas of the City, characterized by similarities among building styles, limited geographic area, and sense of identity.
- District: specialized single-focus areas (commercial, entertainment, recreation, historic areas, etc.) characterized by similarities among building styles, limited geographic area, and sense of identification.
- Corridor: connectors linear in character (roads, streets, walks, paths, trails, rail, rivers, etc.) linking neighborhoods and districts.

The above three definitions are further refined by describing their essential ingredients:

- Blocks: areas of land within neighborhoods and districts bounded by streets and sited with buildings and open space.
- Streets: corridors that provide local access to blocks and link up seamlessly with other vehicular and pedestrian connectors.
- Buildings: provide shelter in a residential setting. Commercial and industrial buildings are places of business and production/service of goods. Educational buildings represent important civic nodes within the community.

Taken together, the model and scales offer a major insight into “comprehensive planning:” in a community, everything is connected, and our planning decisions must be mindful of that fact.

GLOSSARY

“A powerful agent is the right word. Whenever we come upon one of those intensely right words... the resulting effect is physical as well as spiritual, and electrically prompt.”

-- *Mark Twain*

“All words are pegs to hang ideas on.”

-- *Henry Ward Beecher*

Adaptive Re-use – Renovation of a building or site to include elements that allow a particular use or uses to occupy a space that originally was intended for a different use.

Affordable – an object (car, house, etc.) designed and developed to be within the economic and social means of many people in both the short- and long-term. The expression should not be interpreted to mean “lower quality” or “less expensive” or, in a housing stereotype, “income-assisted.” A neighborhood designed to be more mixed-use and pedestrian-friendly may be more “affordable” to a family that cannot meet the expense of a second (or third) automobile.

“Appropriately-intense” – a term that links density, scale, and aesthetics. An appropriately-intense development proposal considers and responds to the surrounding developed environment, making concerted efforts to blend the new density, scale, and aesthetics with the existing. Appropriately-intense development is especially critical when considering infill proposals, so that the character of the surrounding neighborhood / district / corridor is reinforced through compatible design.

Best Management Practice (BMP) – An engineering technique, management strategy, or routine practice voluntarily adopted to preserve and enhance the natural environment.

Brownfields – Abandoned, idled, or underused industrial or commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination.

Civic Design – the required inclusion of timeless spatial planning and design principles into the public realm. While the term itself is vague, “civic design” is promoted in many notable and enduring works such as: *City Planning According to Artistic Principles* (Camillo Sitte, 1889); the City Beautiful Movement in early 20th century America; *The Improvement of Cities and Towns* (Charles Mulford Robinson, 1901) and *Modern Civic Art* (Robinson, 1903); *The Death and Life of Great American Cities: The Failure of Town Planning* (Jane Jacobs, 1961); *The Image of the City* (Kevin Lynch, 1961); and *Charter of the New Urbanism* (Congress for the New Urbanism, 2000).

Conservation – The planning and management of resources to secure their long term use and continuity and better their quality, value and diversity. Conservation is generally accomplished through improved efficiency of use and reduction / changing of wasteful habits.

Comprehensive Plan – a written document that guides the community in prioritizing, funding, and implementing development through a public vision, realistic goals, measurable objectives, and specific policies, procedures, programs, and projects.

Conventional Suburban Development (CSD) – a land use development / zoning system characterized by residential, retail, commercial, and industrial zones, all of which are generally single-use. Mixed-use and multi-use developments often require a variance; see Planned Unit Development (PUD).

Corridor – a planning unit (with Neighborhoods and Districts) of communities. Corridors are designed connectors and separators of neighborhoods and districts, notable for their continuity. They include roads, trails, rails, highways, streams, parkways, etc. Residual “open space” is not considered a corridor.

Demolition – The total destruction or tearing down of a structure on a building site.

Density – a measure of the compactness of development, generally stated in units/acre for residential use and floor area ratio (FAR) for commercial use (an FAR of 0.5 means the built area is half the area of the lot).

Development – to improve land that has not yet been urbanized (e.g., agricultural land) to a more-intense urban use (such as a neighborhood, district, or corridor). See also Redevelopment.

District – a planning unit (with Neighborhoods and Corridors) of communities. A district is an urbanized area that accommodates and is defined by one or more special functions, e.g., downtown, college campus, theaters and museums, retail / commercial shopping, etc. Districts (like Neighborhoods) have both a “center” and an “edge” recognized by residents and visitors; a district may contain housing. However, the single-use nature of districts generally precludes the range of activities found in neighborhoods. Plazas, sidewalks, and street intersections form a public realm that reinforces a sense of community, encourages pedestrian activity, and strengthens the feeling of safety.

Efficiency – An ability to perform well or achieve a result without wasted energy, resources, effort, time or money. Efficiency can be measured in physical terms (technical efficiency) or terms of cost (economic efficiency). Greater efficiency is achieved where the same amount and standard of services are produced for a lower cost, if a more useful activity is substituted for a less useful one at the same cost, or if needless activities are eliminated.

Framework – collectively, the Vision, the Goals & Objectives, and the Model & Scales of the Davenport comprehensive plan. Also termed Plan Framework.

Infill – Developing on empty, unused, or underused lots of land within an area currently receiving urban services.

Infrastructure – Services and facilities provided by a municipality or privately provided including roads, water, sewer, emergency services, parks, etc.

Mixed-use – permitting a combination of zoning uses prescribed in other more exclusive categories. For example, a downtown block may be mixed-use, accommodating housing, retail, and commercial establishments.

Multi-use – a building or general area that accommodates compatible functions, usually through intentional combination. A house may be multi-use, combining a home-based business with the residence.

Multimodal – combining several forms of transportation in the same system. A multimodal corridor may incorporate two or more forms of transportation along the same route, e.g. a bike trail next to a road. Multimodal systems offer users the opportunity to change seamlessly from one form of transport to another, usually at shared transportation hubs. The Cincinnati airport makes use of multimodal transportation: fliers use a combination of moving sidewalks, buses, and monorails to move from check-in to terminal.

Neighborhood – a planning unit (with Districts and Corridors) of communities. Neighborhoods have a both a “center” and an “edge” recognized by residents and visitors. The neighborhood should be friendly to pedestrians in geographic size and scale of development (within *Davenport 2025*, this scale is approximately a one-half mile radius). Neighborhoods contain complementary housing and density options. Neighborhoods are multi-use and provide for other activities (shopping, work, schooling, recreation, etc.) in addition to dwelling.

Occupancy Rate – The percentage of available space that is actually in use in a given building or community.

Planned Unit Development (PUD) – A zoning category that allows innovation in development by the suspension of standard zoning to be replaced by negotiated agreements.

Preservation – 1) The action of reserving, protecting or safeguarding a portion of the natural environment from unnatural disturbance, while permitting natural events and natural ecological processes to continue. 2) Historic treatment context: The action of applying measures necessary to sustain the existing form, integrity, and materials of a historic property (Birnbaum 1996, 18).

Redevelopment – to make new use of land previously urbanized, or structures already built. Redevelopment includes adaptive re-use or infill measures; some redevelopment may involve demolition of existing structures after careful consideration of re-use and infill potential.

Restoration – 1) The process of upgrading an existing building or landscape, usually while attempting to keep the same general appearance. 2) Historic treatment context: The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period (Birnbaum 1996, 90).

Rural – characteristic of the country, with development that is mainly low density agriculture.

Suburban – an outlying part of a city, with mainly low- to medium-density residential and commercial development.

Sustainability – a long-term, integrated approach of seeking development that benefits the local environment and quality of life. Sustainable development takes comprehensive account of consequences to the environment. The approach is based on the use of resources that can be replaced or renewed and therefore are not depleted. Sustainability can be measured through use of recyclable materials, efficient and economical use of energy (especially in transportation, construction, daily use, and maintenance), preserving and maintaining the built environment for future generations, and environmentally-responsible and responsive design characteristics.

Tax Increment Financing (TIF) – A technique allowing new tax revenues generated by new development to be retained and put to use in and around the area where the development has taken place for a predetermined amount of time.

Traditional Neighborhood Development (TND) – a land use development / zoning system generally characterized by use of Neighborhoods, Districts, and Corridors as the basic units of development.

Transit-Oriented Development (TOD) – A mixed-use community within walking distance of a transit stop that blends residential, retail, office, open space, and public uses in a way convenient for pedestrian or public transportation travel instead of automobile.

Urban – Characteristic of the city, with residential, commercial, industrial, and institutional development that is of higher density.

Reference

Birnbaum, Charles A., ed. *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. Washington, D.C.: U.S. Department of the Interior, 1996.

GUIDING PRINCIPLES

“All achievements, all earned riches, have their beginning in an idea.”

-- *Napoleon Hill*

“There is nothing more powerful than an idea whose time has come.”

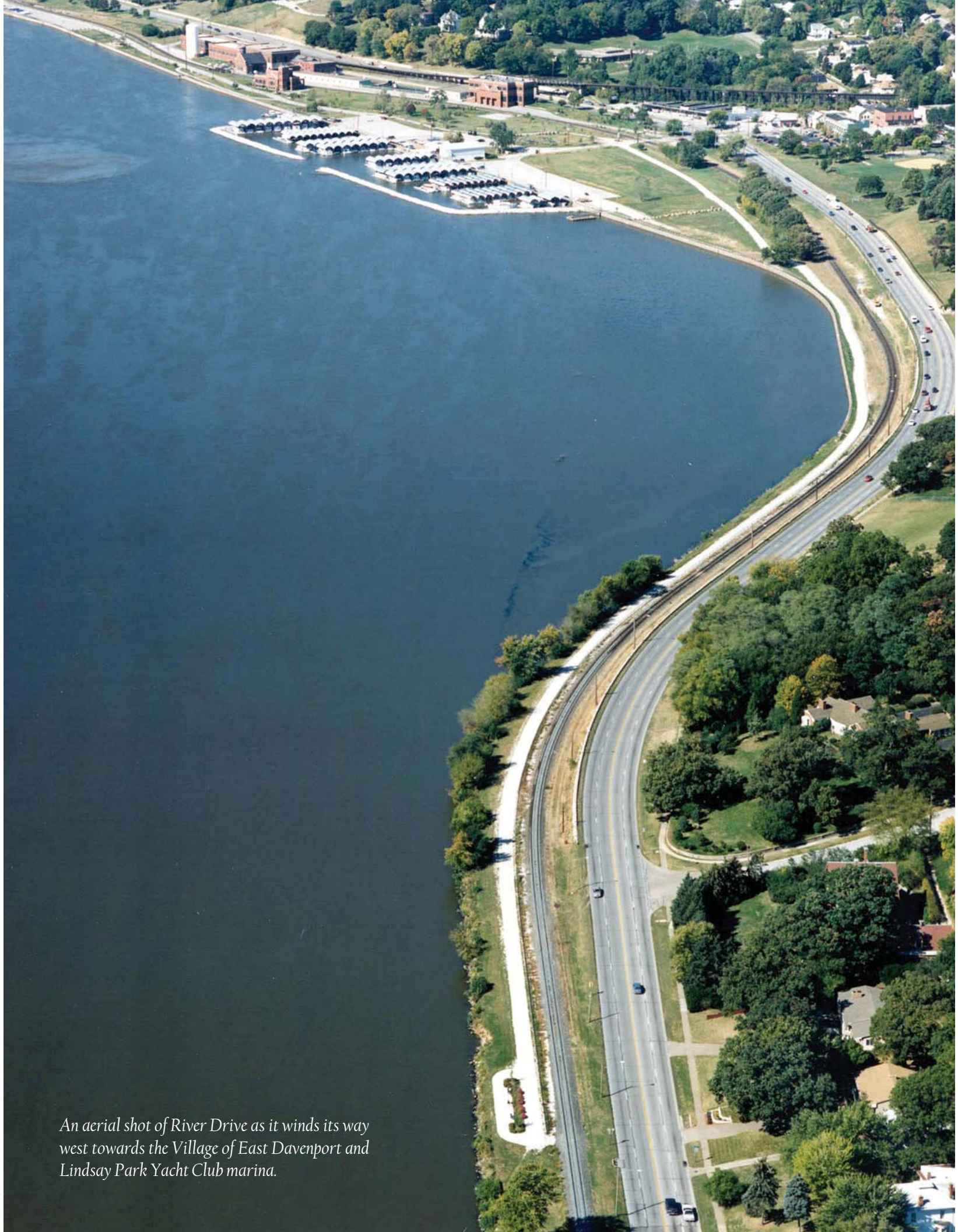
-- *Victor Hugo*

Several overarching principles complete the *Davenport 2025* Framework. These principles summarize the greater ideas found within the Vision, Goals and Objectives, Planning Model, and Planning Scales discussions. They also identify key topics investigated for Davenport's existing condition research.

Davenport 2025 advocates:

- Incorporation of **neighborhoods, districts, and corridors** into community plans as essential elements within Davenport.
- Development of a wide range of **housing** solutions for the diverse **population** of Davenport.
- Presence and interconnection of **parks, recreation, and open spaces** throughout the community.
- Enhancement of Davenport's unique **history**, character, and identity through **historic preservation, cultural resource, and natural resource** programs.
- **Government** that is open, efficient, friendly, and helpful.
- Integration of **education** options into the community to prepare Davenport's citizens for today and tomorrow.
- Creation of network of convenient **transportation** options for the community.
- **Utilities and infrastructure** systems that are modern, well-maintained, and attentive to physical and economic constraints.
- **Land use** policies that effectively integrate infill and new development to strengthen the community.
- A vibrant and thriving **economy** with small, large, traditional, and evolving businesses.
- **Public and social services** targeted and responsive to the needs of the community.

3 PLANNING PROCESS



An aerial shot of River Drive as it winds its way west towards the Village of East Davenport and Lindsay Park Yacht Club marina.

SCOPE OF WORK

Phasing

October 2000

The planning process adopted by the City Council for the update of the comprehensive plan includes the following phases of work:

- Background Research and Issue Identification
- Creation of a Work Plan
- Preparation of the Comprehensive Plan Update
- Adoption of the Plan
- Implementation of the Plan

Public comment and participation have been a goal of the comprehensive plan from the very beginning; community groups and organizations even reviewed and revised the proposed process before it was adopted by the City Council in October 2000.

Background Research and Issue Identification

October 2000 – March 2003

Once the process was approved, City staff performed background research and then conducted interviews of individuals and representatives from community organizations to ask their views on issues to be addressed in the updated plan. These interviews were intended to look for perspectives different from the City's elected and appointed officials and to ensure that the planning process would acknowledge and address the issues put forth by a sample of the community.

Each question was open-ended, and the responses to the questions often overlapped, with responses being restated as later questions were posed. In practice, many of the interviews developed into free-flowing discussions, particularly when more than one person was being interviewed. The questions were trying to uncover thoughts about:

- the quality of life in the City of Davenport
- the most serious planning problems
- topics or issues of special interest
- identification of emerging issues
- guidance on addressing the issues raised
- comments on the growth rate of the community
- the quality of community growth
- comments on policy directions for development of downtown, central city neighborhoods, and the urban/rural fringe.

As tallied by staff, the interviews revealed traditional ideas about comprehensive planning, emphasis on community specific issues, and concerns about development and implementation of the plan. Some of the categories of the desires / issues raised are listed below; a paper entitled “Issues Our Comprehensive Planning Process Should Address: Summary of Responses to Interviews” (Community and Economic Development Department, January 27, 2003) that contains a more thorough discussion of the thoughts revealed in the interviews.

- Agricultural land
- Annexation
- Brownfields
- Community facilities
- Flooding
- Governmental organization/structure
- Housing types and ownership
- Infill development
- Infrastructure
- Map of proposed land uses
- Neighborhood preservation / redevelopment
- Public safety (neighborhood crime)
- Racial distribution / cultural diversity
- Traffic / transportation

The interviews also revealed a desire for emphasis on visioning, policies / programs, development standards and regulations (design of development and aesthetics / appearance), population characteristics, environment / technology, market opportunities / challenges, citizen participation, research considerations (processes followed by other communities, our own mistakes and successes), goals / objectives, planning approaches (existing plans, regional planning, and geographic focus), and implementation (service areas, street design, and Community Development Block Grant funds)

Creation of a Work Plan

April 2003 – October 2003

The comprehensive plan update was a citizen-led process, assisted by City of Davenport staff. The Comprehensive Plan Steering Committee (CPSC) volunteered their time at nearly sixty meetings over two years. Some members served continuously, others moved away or had to resign for other reasons, and some were appointed after the process had begun. Persons who served on the CPSC are listed below:

Alderman Steve Ahrens
Bishop McArthur Anderson (April 2003-November 2003)
David Barnhart
Lolita Baker (beginning August 2004)
Alderman Donna Bushek
Michael Cervantes
Jim Connell
Rob Fick
Bill Good
Christine Hester (beginning April 2004)
Milissa Hofman (April 2003-November 2003)
JoAnn Hunigan (April 2003-June 2004)
Ralph Kelly (beginning April 2004)
Glen Keppy (April 2003-November 2003)
Chris Martens
Bob Martin
Doug Nelson
Molly Arp Newell
Bill Puck (beginning December 2003)
Roman Scholtz
Rory Washburn (April 2003-September 2004)
Cal Werner
Bob Zelsdorf

The CPSC reviewed the background research collected by City staff, and invited presentations by the Iowa Department of Transportation, the Bi-State Regional Commission, the Quad City Development Group, DavenportOne, Davenport Community Schools Superintendent, the Assistant City Administrator / Director of Public Works, and the Director of Parks and Recreation.

In September and October 2003, the CPSC created a work plan to develop the comprehensive plan and maintain a public dialogue. The work plan called for public review at every stage of work. The stages established by the CPSC included: the plan framework (vision, goals, and objectives), exploration of existing conditions, recommendations, and implementation.

Preparation of the Comprehensive Plan Update
October 2003 – June 2005

To keep the public informed over the two year process, the CPSC established regular (quarterly) dates for public updates. All CPSC meetings were open to the public, and work drafts were shared on request and regularly posted to the comprehensive planning website. In addition to quarterly updates, the CPSC sought out opportunities to inform the community about the comprehensive plan update, and to listen to ideas and suggestions. The CPSC hosted large informational meetings, as well as small group meetings which allowed more in-depth discussions. Over thirty-five community organizations and 250 individuals became involved in the comprehensive plan.

In late 2003 / early 2004, the CPSC discussed the format of the final report(s), developed the name *Davenport 2025*, and created the plan Framework (Vision, Goals, and Objectives). The *Davenport 2025* Framework was approved by the City Council in February 2004. According to the work plan, the balance of the committee's work would be presented at once for a single approval in 2005.

The remainder of 2004 was spent researching and analyzing the existing conditions of Davenport and the Quad Cities. As part of the work plan, the CPSC identified fifteen research topics, and organized focus groups to review research and report to the full committee. The fifteen research topics also provided structure for the recommendations that were to follow.

In late 2004 / early 2005, the CPSC drafted a proposed land use map, as well as preliminary recommendations and implementation strategies. Although preliminary recommendations were put forth as chapter research was discussed, final recommendations for the City were developed only after all the research was completed – to avoid recommendations that would be in conflict with each other.

The fifteen research topics of the comprehensive plan (outlining existing conditions and chapter-specific recommendations) are:

- History and Background
- Population
- Housing
- Neighborhoods and Districts
- Historic Preservation
- Education
- Natural Resources
- Economy and Business
- Parks, Recreation, and Open Space
- Cultural Resources
- Transportation
- Public and Social Services
- Utilities and Infrastructure
- Land Use
- Government

Adoption of the Plan
2004 - 2005

The CPSC worked closely with the Plan and Zoning Commission (P&Z), particularly its Comprehensive Planning Committee. Once the CPSC prepared a draft of the comprehensive plan, P&Z's Comprehensive Plan Committee brought *Davenport 2025* to the full commission. P&Z held a public hearing, endorsed the plan, and forwarded *Davenport 2025* to the City Council. The City Council conducted an additional public hearing, and adopted the comprehensive plan for use by the City.

Implementation of the Plan
2005 and beyond

The CPSC created an implementation matrix that illustrates the timing, priority, and leadership responsibility for the recommendations of *Davenport 2025*. One of the nine goals for *Davenport 2025* was to regularly monitor, re-evaluate, and update the comprehensive plan. Specifically, the CPSC calls for the Plan and Zoning Commission to compile and present an annual report on the progress of the plan. Every five years, or after a five percent change in population, the CPSC calls for an ad hoc committee to re-evaluate and update the comprehensive plan.

PUBLIC PARTICIPATION

Public participation was critical to the formation of *Davenport 2025*. From the initial sharing of the planned process, through the research phases, and particularly the recommendations and implementation, the thoughts, responses, and participation of the public formed the basis of *Davenport 2025*.

The CPSC was formed from members of the public, because it was important for the people of Davenport to lead the effort of the comprehensive plan. Assistance was provided by the City's Plan and Zoning Commission and City staff.

As noted previously, the CPSC felt that it was important to keep the City informed of their work, and to make it easy for people to be involved. The CPSC established a database where people could indicate their individual interests and receive updates on specific topics. Quarterly update meetings helped keep people up-to-date on the progress of the *Davenport 2025*. To the benefit of the planning process, many people and organizations took advantage of these opportunities.

COMMUNITY MEETINGS

The CPSC made a conscious effort to generate community discussion and input about the comprehensive plan for the future of Davenport. The steering committee sought out opportunities to inform the community about the comprehensive plan update, and to listen to ideas and suggestions. The steering committee met with representatives from the following groups:

- Center for Active Seniors, Inc.
- Churches United
- DavenportOne AM's
- DavenportOne Local Government Council
- DavenportOne Small Business Council
- Friends of Off Road Cycling
- Generations - Vietnamese Community
- Greater Davenport Board of Realtors
- Joint Transportation Committee (Bettendorf Chamber and DavenportOne)
- Keep Scott County Beautiful
- Kiwanis International
- National Association for the Advancement of Colored People (NAACP)
- Optimist International
- Palmer College of Chiropractic
- Park and Recreation Advisory Board
- Quad Cities Bicycle Club
- Quad City Housing Cluster
- Quad City Interfaith
- Quad-City Times Editorial Board
- Rotary International
- Scott County Community College
- St. Ambrose University
- St. Mary's Roman Catholic Church
- St. Paul the Apostle Catholic School
- Taylor Heights Neighborhood Coalition
- United Neighbors
- City Housing/Community Summit
- City of Davenport "Conversations with Rochelle"
- City of Davenport City Hall Employees
- City of Davenport Community & Economic Development Department
- City of Davenport Engineering Division
- City of Davenport Plan and Zoning Commission
- City of Davenport Public Works Department
- City of Davenport Riverfront Task Force
- City of Davenport Technical Review Committee

PUBLIC INFORMATION MEETINGS

The CPSC hosted informational meetings each quarter to prompt discussion, review the work of the committee, and keep people informed of the progress made on *Davenport 2025*.

March 2004

The first Quarterly Update was held at the RiverCenter in March 2004 to release the *Davenport 2025* Framework (Vision, Goals, and Objectives for the plan). The meeting featured stations for each goal of the plan, so that people could get more information on each goal and its supporting objectives. The CPSC incorporated the collected information into recommendations for the plan, and also used it as guidance for research, and revisions to the goals and objectives.

May 2004

The next Quarterly Update was held in May 2004 to release the first five chapters of *Davenport 2025* research. This meeting was also held in the RiverCenter. The featured stations represented the fifteen chapters of research so that people could offer their thoughts on important areas for research or additional sources of information. Maps of the City were also available so that people could share geographic information with the CPSC. This information was incorporated into the chapter research and often led to more detailed small group discussions.

August 2004

This Quarterly Update was held in the City Council Chambers and videotaped for rebroadcast on the City cable channels. The CPSC reviewed the work plan for *Davenport 2025* and presented ten chapters of research. The CPSC also discussed preliminary recommendations, but indicated that formal recommendations must wait for the completion of the existing conditions research. Information received at this Quarterly Update was incorporated into chapter research and recommendations.

November 2004

The November 2004 Quarterly Update was held in the City Council Chambers. The CPSC reviewed the research for *Davenport 2025* and presented basic information about land use and other land management tools. The CPSC also discussed a forthcoming land use survey which the public could use to provide its thoughts on how to best guide and manage development. Based on public discussion, the CPSC held an extra meeting in December to focus on land use.

December 2004

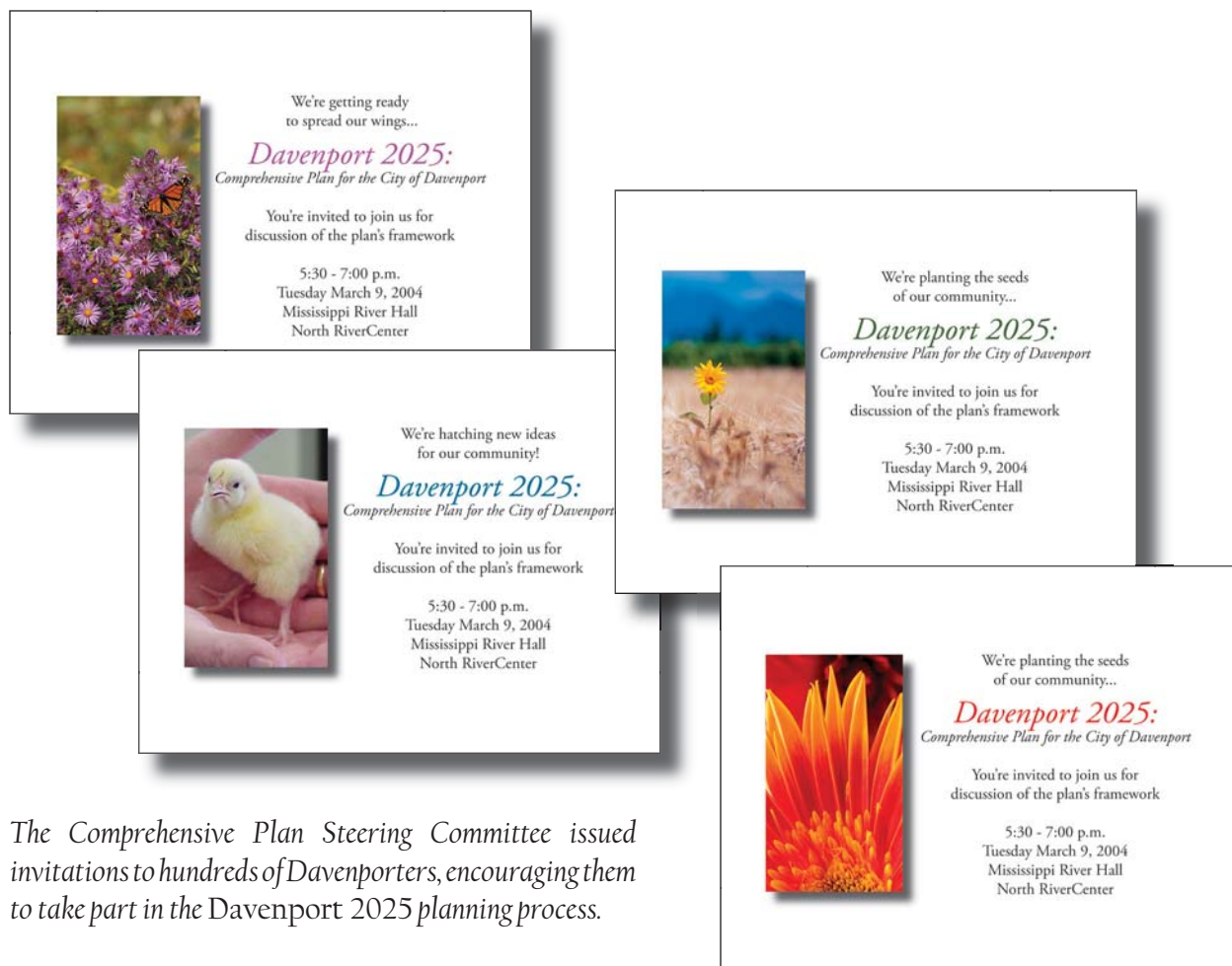
The December 2004 meeting was conducted as an open house at the City of Davenport Design Studio. Maps, reports, and reference sheets on Land Use, Neighborhoods & Districts, Parks, Transportation, and Utilities were available for people to review. They could ask questions at their own pace. Information received from the public was incorporated into the proposed land use map.

February 2005

The February 2005 Quarterly Update was conducted in the City Council Chambers. This meeting focused on land use. The CPSC presented drafts of the proposed land use map, as well as revised land use classifications. The CPSC discussed the “grain” of the map, noting it considers the land use patterns of two square block areas, as opposed to individual parcels. Comments received were incorporated into successive drafts of the proposed land use map.

May 2005

The May 2005 Quarterly Update was the last scheduled public meeting conducted by the CPSC. The meeting was held in the City Council Chambers and videotaped for rebroadcast on the City cable channels. At this meeting, the CPSC released the 144 recommendations of *Davenport 2025*, along with the implementation matrix identifying leadership responsibility, timing, and priority. The CPSC also selected ten areas of the plan to highlight and presented the proposed land use map. The CPSC reminded the public that, although the work of the CPSC was nearly complete, the Plan and Zoning Commission and the City Council would each hold public hearings before acting on *Davenport 2025*.



The Comprehensive Plan Steering Committee issued invitations to hundreds of Davenporters, encouraging them to take part in the Davenport 2025 planning process.

EXISTING CONDITIONS

4

The American Commercial and Savings Bank Building, currently home to Wells Fargo, stands as a testament to Davenport's banking history.



HISTORY AND BACKGROUND

Davenport is the largest city in the Quad-Cities region in terms of population and area. Founded as a river town, Davenport has undergone much change, both physical and economic, over the last one and three-quarters centuries. From agriculture and lumber to banking and manufacturing, Davenport has been a leader in the region.

The following discussion of the community's history explores various major trends that affected the city's development, offering insight into how Davenport became what it is (or is not), and providing a baseline for planning in the coming years. To be sure, there are many more events, places, people, and institutions that shaped Davenport. Those, however, have been discussed in detail by other authors and, for the sake of this chapter's brevity, are best left for the reader to explore in those authors' works.

1830s – 1840s: Founding and Early History

The history of Davenport began in 1832 when the United States government reached a treaty with the Fox and Sac Indian nations. In 1833, Antoine LeClaire purchased a tract of land along the north bank of the Mississippi River across from the existing military settlement of Fort Armstrong and the village of Stephenson (now Rock Island), Illinois. Speculators in turn purchased a portion of this tract from LeClaire in 1836, hoping to establish a town along the north bank. The speculators named the proposed town "Davenport" after Colonel George Davenport, at whose house on Rock Island they met to begin their business deal.

The country's expansion westward, combined with the arrival of settlers and immigrants in the mid-Nineteenth Century, was good for business in the region. Davenport, as well as Rock Island and Moline, all depended heavily on the lumber industry in their early years. From the 1850s into the early 1900s, companies such as Denkmann and Weyerhauser, Renwick Shaw & Crossett, and Lindsey-Phelps Lumber were major businesses in the Tri-Cities.

1840s – 1900s: River and Rail

Davenport's stature and location on the Iowa side of the Mississippi River proved beneficial as the town grew over the next sixty years. The river was initially the main route for long-distance transportation of people and goods, offering a water route from established areas of the country in the East and South to yet-undeveloped Midwest and Plains territories. Commerce and travel up and down the Mississippi prospered in the 1840s and 1850s even though the river was seasonally difficult to navigate.

In the 1850s, railroads reached Davenport, bringing an even greater influx of settlers and goods. Ambrose Fulton, a local entrepreneur, first proposed a bridge across the Mississippi River at Davenport in 1842. The first train rolled over the completed bridge on April 22, 1856. In May 1856, the steamboat Effie Afton went out-of-control and crashed into the bridge, setting both the boat and bridge afire. The railroads prevailed in a landmark 1862 court case over whether bridges obstructed river rights-of-way, thereby ensuring that bridges could continue to cross the Mississippi River. The 1856 bridge remained operational until replaced in 1872 with a new

double-deck bridge. The 1872 bridge was replaced in 1895 with a double-deck, double-track bridge that included a steam-operated draw; the Government (Arsenal) Bridge, with modifications, is still in place today. The Crescent Bridge, built in 1900 to serve the Davenport, Rock Island, and Northwest Railroad, is also in use today, and can often be seen with its recognizable turntable span open for passing towboats and barges.

1850s – 1950s: Growth Boom

Population in Davenport reached 6,000 by the mid-1850s, more than Moline but lagging behind Rock Island by several thousand people. This shortfall would be short-lived: while Illinois communities opposite Davenport were also blessed with the river and the railroad, Davenport benefited more, being on the shore closer to Midwestern and Great Plains expansion opportunities. Over the next seventy years, Davenport would come into its own as the region's boomtown.

The 1850s to 1900s demonstrated mixed economic fortunes in Davenport and the Tri-Cities. The early part of the decade saw the region flourishing with manufacturing and shipping. The private banking industry held sway in Davenport from early on, prospering until the nationwide Panic of 1857. The year 1859 brought stability to Davenport's banking industry with the founding of the State Bank of Iowa and its local Merchants Branch.

From 1860 to 1865, the Union military developed five encampments in and around Davenport, increasing the community's prestige and establishing Davenport as a fair-sized river city between St. Louis and St. Paul.

The city's population increased to more than 20,000 people following the Civil War, leveled off in the 1870s, and then grew to more than 35,000 by the turn of the century. Emigrants from Germany, Ireland, and Hungary comprised some of the new residents. African-American settlers were also present in Davenport, numbering 122 by the end of the Civil War.

World War I brought another economic and population boom to Davenport: Rock Island Arsenal workers found Davenport an ideal location for housing and services. Most of the influx, however, was the result of workers from the East migrating to new industrial jobs in the area. The 1910s and 1920s saw Davenport's financial industry stabilize, thanks to a strong post-World War I economy and subsequent boom; by 1929, the banks held more than \$680,000,000 in savings and investments, more than three times their 1909 holdings.

Those holdings did not spare the Davenport banks during the Great Depression. From 1930 – 33, Davenport's multitude of banks had consolidated to just five. Area businessmen Philip Adler and V.O. Figge merged three of the large banks, founding the Davenport Bank and Trust and creating a banking business which would gain national recognition. The strong local influence of the banking industry can be seen today in the community's buildings: the American Commercial and Savings Bank building (now Wells Fargo), the Union Savings Bank and Trust building (now Union Arcade), the First National Bank building (now US Bank), and the First Trust and Savings Bank building (formerly Schneff's Jewelers) are all significant landmarks along the Davenport skyline.

1930s – 1960s: Great Depression, World War II, and Postwar Expansion

According to Marlys Svendsen, noted local historian, Davenport did not feel the immediate impact of the 1929 stock market crash. With the backing of the banking industry, the community continued impressive growth for four years. However, the nationwide economic downswing eventually affected the region, forcing the layoff of thousands of workers and bringing a dramatic slowing of manufacturing.

Many unemployed workers turned to the federal government for assistance, specifically through public works programs. Citizens were employed to build Municipal (now John O'Donnell) Stadium, create parks, re-lay brick streets, and refurbish public buildings. Between 1931 and 1939, Lock and Dam 15 was constructed, as was the Iowa-Illinois Memorial Bridge (one of the spans currently used for Interstate 74), and the Centennial Bridge.



VanderVeer Fountain, a 1935 Works Progress Administration (WPA) project. (courtesy of Ken Oestreich)

World War II brought the economic rebound all had hoped for since the early Thirties. As the American war machine ramped up for confrontation in Europe and the Pacific, long-idled factories came to life in Davenport and the Tri-Cities. At the conclusion of the war, Davenport was home to more than 70,000 people. The resulting economic growth and industrial expansion were not completely pain-free, as returning veterans displaced workers, overtime hours were reduced, and an increased union presence contributed to regional labor strife. Despite the general unrest, Davenport gained nearly 23,000 people from 1940 to 1960, and hundreds of new homes sprang up to meet the needs of the growing population and shrinking family size.

1950s – 1980s: Suburban Growth and Downtown Decline

The popularity of the automobile, coupled with the burgeoning postwar economy, declining family size, and the availability of inexpensive farmland, brought about the rise of suburban Davenport in the 1950s. As the suburban housing stock grew, residences in the city's historic core, previously brimming with people, began to decline.

At the same time as post-war economics and the availability of new land encouraged migration away from the central city, periods of flooding also spurred the movement to higher ground. The "Great Flood" of 1965 proved to be worse than any previous. In Davenport, thousands of residents were displaced. When the waters finally receded in mid-May, Davenport and the U.S. Army Corps of Engineers developed a plan to control flooding. After a nearly twenty-year debate, Davenport in 1984 decided to shelve its flood wall plans, for two reasons: the costs of such a project were significant, and unimpeded access to the river outweighed the benefit of construction.

As Davenport entered the 1970s, its population had climbed to over 98,000 people. People living in the city's new suburban neighborhoods saw retail and commercial facilities follow them outward, taking hold along the Brady Street corridor. In 1973, NorthPark Mall became the largest and most successful retail outlet in Iowa. Downtown Davenport began to struggle with the impacts of the outward migration. Downtown retailers, sensing the potential for further decline, united to enact development incentives and revitalize the central business district.

Transportation in and around Davenport also evolved during the 1960s and 1970s. Between September 1958 and November 1964, Davenport residents saw construction of Interstate 80 along the northern city limits; construction of Interstate 280 was completed in October 1973, framing Davenport's western edge. Following construction of Welcome Way in the early 1980s, US 61 became a complete one-way couplet (Brady Street with Harrison / Welcome Way) from downtown to north of 53rd Street.

Davenport continued to grow throughout the 1970s, in no small part due to the agricultural equipment manufacturing industry. John Deere, Caterpillar, International Harvester, and Case all held sway in the Quad-Cities area; almost everyone seemed to be in their employ. While the presence of these major manufacturing firms strengthened the Quad-Cities' claim as the farm equipment capital of the world, the buoyant feelings would be short-lived. By the end of the decade, the agriculture manufacturing equipment industry had weakened considerably.

1980s to 2000s: Recession, Rebound, and Rediscovery

As the Quad-Cities entered the 1980s, its economic eggs were predominantly in one basket, farm equipment manufacturing. Deere and Company employed 15,000 workers at its five local plants, and both Caterpillar and International Harvester were expanding their facilities. Parts manufacturers such as Sears Manufacturing Company, French and Hecht, and Davenport Foundry all supported the larger companies. Perspectives on the new decade seemed rosy, so much so that few people could have predicted the events to come. Roald Tweet describes the economic downturn:

A government set-aside program [in 1980] idled 80 million acres of farm land, reducing the need for new machinery, and sending local manufacturers into the 1982 recession in already weakened condition. By the end of the year, more than 35,000 workers in the Quad Cities plants had been idled, sending unemployment levels above 17%. Farm equipment sales by 1984 dropped to one-third of what they had been in 1979.

As the equipment manufacturers' fortunes fell, so did those of Davenport. Many of the remaining retailers left downtown for outlying areas. Long-time local businesses folded or were acquired by out-of-state interests. Housing went through a period when few if any new starts occurred. The city's population, following a peak of approximately 104,000 in the early Eighties, dropped to late-1960s levels.

By the time 1990 arrived, the decline in demographic numbers was staggering for the Quad Cities: 33,000 fewer residents in the Metropolitan Statistical Area (MSA) as compared to 1980, a 35% drop in exported goods employment, a nearly 38% drop in durable good production (appliances, etc.), and a 60% drop in machining employment. Nevertheless, the city continued its slow rebound. Educational facilities, such as St. Ambrose University and Marycrest College, expanded their learning opportunities. The introduction of riverboat gaming in the Quad Cities sparked new potential, injecting millions of dollars into the local economy and attracting thousands of tourists to the Davenport riverfront.

Tourists and residents alike got more than they expected from the river in June 1993. Following nearly forty days and nights of rain, the Mississippi River spilled over its banks, cresting at 22.63 feet (7.63 feet above flood stage) and surpassing the 1965 flood as the worst on record. Businesses absorbed the brunt of the damage, suffering the loss of millions of dollars in revenue. Once again, the downtown businesses united to rebuild and redevelop. At least residents and businesses could take comfort that they had some warning of the pending flood. In 1990, torrential downpours caused Duck Creek to unexpectedly overflow its banks, flooding some neighbors out of their homes for weeks.

DAVENPORT - THE CITY

In the 1990s, the Kimberly Road corridor took shape, as did plans for later growth along 53rd Street. The Iowa-Illinois Gas and Electric Company constructed a new office building and parking facility downtown, the first major high-rise construction project to occur in the district in many years. In the outlying areas, development of “big box” retail occurred nearly overnight in the late 1990s following approval for plans to create offices and retail along 53rd between Elmore Avenue and Utica Ridge Road. However, for all the “new” development, there was truly not much population growth, as evidenced by census figures showing an increase of only 3,000 residents from 1990 to 2000.

The Early 2000s: Gaining Momentum

Davenport’s slogan, “The City with Momentum,” accurately reflects the community’s mindset in its efforts to attract new businesses and industry to the area. The city, in conjunction with DavenportOne and county government, developed a proposal to bring new development to downtown Davenport and the riverfront. In October 2001, Scott County voters overwhelmingly passed a referendum committing support to the \$113.5 million River Renaissance project. Fruits of this labor will include the new Figge Art Museum and the River Music Experience museum, the Skybridge, a new downtown office building, and development of the New Ventures business incubator facility.

The word “momentum” could also be used to describe the Mississippi River in 2001. In mid-April, Davenport again prepared itself for water as the river approached flood stage. Record-setting precipitation in the northern Midwest was the culprit this time, saturating Minnesota and sending the excess water draining down the river basin. On April 25, the river crested at 22.32 feet, making it the third-worst flood on record in Davenport. The waters began to recede, but not for long. A second crest, this time measuring 21.3 feet, reached the city on May 8. For the next few weeks the river remained above flood stage; it would be months before the city would finish clean-up efforts along the riverfront.

Downtown was not the only area to benefit from the new mindset. Since its inception in 1989, the Riverboat Development Authority has contributed more than \$31 million dollars to strengthen Davenport through projects such as libraries, historic preservation grants, education, and parks and recreation. Along the Interstate 80 corridor, several companies have established a presence in new industrial parks. In the year 2004, the city approved plans to extend residential and commercial development northward from 53rd Street along both Elmore Avenue and Eastern Avenue. In coming years, the city plans to improve its sewer systems and roads in northwest Davenport, thereby opening new areas to development.

ITY WITH MOMENTUM

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Editor’s Note: Refer to the “long form” of Davenport 2025 for specific citations.



The Petersen Memorial Bandshell, constructed in 1924, stands proudly along the riverfront in LeClaire Park.

POPULATION

Five of six population projection methods indicate that Davenport will experience an annual population growth over the next twenty years: 0.3 – 0.5% annually, 6 – 10% increase overall. It is likely that, as the community begins to benefit from additions to its infrastructure and amenities, the rate of population growth will project toward the higher end of the range. While this rate of growth is lower than the community has experienced in its “boom” periods, it is to be noted that Davenport is an established, stable community, and like other similarly sized, similarly aged communities in the Midwest or the “Rust Belt,” few are growing as rapidly as in the past.

Davenport (Census 2000 population 98,359) is the largest municipality in the Quad-Cities region, and the third largest city in the state of Iowa. Since 1930, Davenport has been the largest of the Quad-Cities in terms of size and population, and all indications are that the city will continue to retain both standings.

POPULATION OF IOWA METROPOLITAN STATISTICAL AREAS (MSAs), YEAR 2000

MSA	Population
Omaha/(Council Bluffs)	716,998
Des Moines	456,022
Davenport-Moline-Rock Island	359,062
Cedar Rapids	191,701
Waterloo	128,012
Sioux City	124,130
Iowa City	111,006
Dubuque	89,143

Source: United States Census 2000

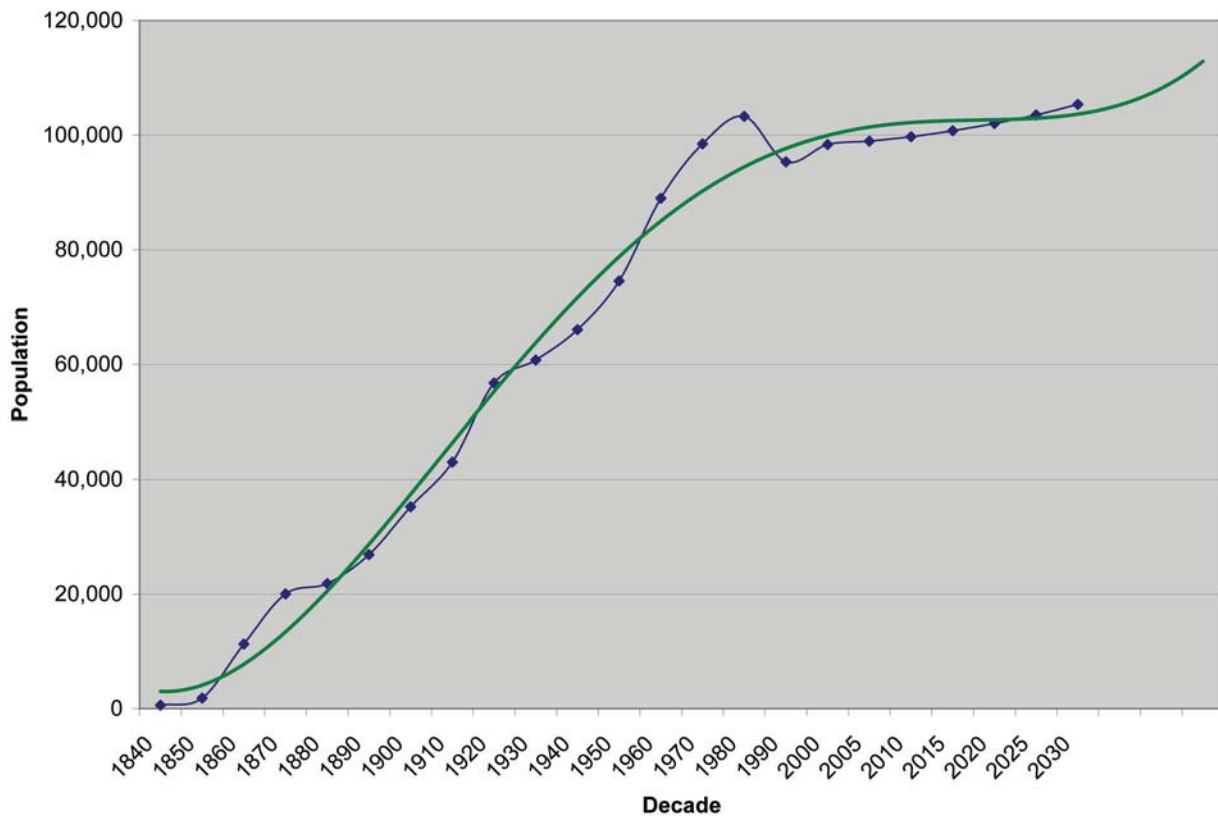
POPULATION OF CITIES IN IOWA, YEAR 2000

City	Population
Des Moines	198,682
Cedar Rapids	120,758
Davenport	98,359
Sioux City	85,013
Waterloo	68,747
Iowa City	62,220
Council Bluffs	58,268
Dubuque	57,686

Source: United States Census 2000

As the Quad-Cities region has grown, so has Davenport, with great regularity and consistency. Over the last one-hundred years, the community has added nearly 80,000 residents and expanded its land holdings to over sixty-three square miles.

HISTORIC POPULATION OF DAVENPORT



Davenport's rate of population growth has fluctuated over time. By comparing the actual population against a trend line (shown in green), one can begin to make correlations between the community's growth and national events. Consider how the graph above shows Great Depression and World War II era growth compared to that after the war. As the graph shows, Davenport's population is once again on the upswing, and later years in the projections show population projections which exceed the trend.

Many of Davenport's residents were born in the United States, but census figures from the last few decades show an increasing number of immigrants moving into the city. As a result, Davenport has become more diverse, on par with other communities in the Quad-Cities, and the leader in terms of sheer numbers. Historically, Davenport has been welcoming to immigrants: nearly one-third of residents claim German heritage, and nearly another quarter claim Irish or English backgrounds. Davenport has a greater number of non-white population than Scott County, the Davenport-Moline-Rock Island metropolitan statistical area, and the state of Iowa; the community reflects less diversity when compared to the United States.

RECORDED ANCESTRY PERCENTAGES, YEAR 2000

Ancestry	Davenport	Scott County	MSA	Iowa
German	32.9 %	35.8 %	29.7 %	35.7 %
Irish	14.9 %	15.5 %	14.2 %	13.5 %
English	7.9 %	8.9 %	9.4 %	9.5 %
United States	5.8 %	6.1 %	6.7 %	6.7 %
Swedish	3.3 %	3.5 %	6.3 %	3.3 %
French, except Basque	2.5 %	2.5 %	2.4 %	2.6 %
Norwegian	2.3 %	2.6 %	2.1 %	5.7 %
Italian	2.2 %	2.1 %	2.2 %	1.7 %
Dutch	2.1 %	2.3 %	2.3 %	4.6 %
Polish	1.8 %	1.8 %	1.8 %	1.1 %
Scottish	1.5 %	1.7 %	1.6 %	1.5 %
Scotch-Irish	1.4 %	1.5 %	1.5 %	1.4 %
Belgian	1.1 %	---	---	---
Danish	1.0 %	1.2 %	0.9 %	2.3 %
African	0.9 %	1.2 %	0.9 %	2.1 %
Arab	0.6 %	0.7 %	0.7 %	0.8 %
Armenian	0.5 %	---	---	---
Austrian	0.5 %	0.3 %	0.3 %	0.2 %
Other Ancestries	21.9 %	18.3 %	21.5 %	11.2 %

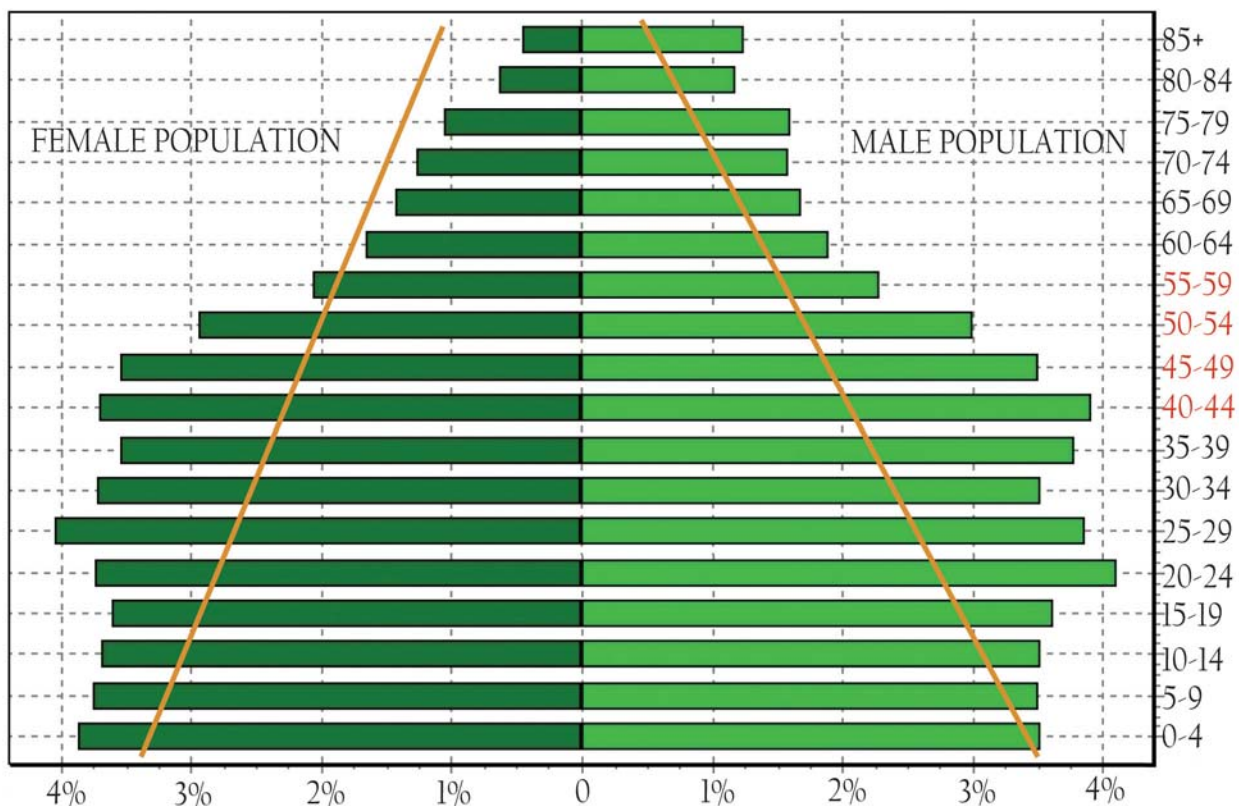
Source: United States Census 2000

Members of Generations (a Davenport agency on aging) listen to a presentation on Davenport 2025.



Contrary to popular belief and news in the media, Davenport is home to a thriving young adult population. Statistics show that Davenport has proportionally more people age 25-34 than Scott County or the state. Young people are found both in the core development areas and the third-tier residential areas of the community; the second-tier residential areas exhibit a population of greater median age. The population pyramid for the city is similar to that of the United States, plainly showing the presence of the Baby Boom and subsequent generations. The presence of great numbers of Boomers in the population creates a misperception that there are fewer young people present in Davenport, when actually the number of young people is consistent with what one might expect in a typical population pyramid.

POPULATION PYRAMID SHOWING AGE DISTRIBUTION FOR DAVENPORT



The population pyramid above shows the distribution of ages for residents of Davenport. The orange lines represent a simplified pyramid for the United States, one which does not account for the “bulge” of the Baby Boom (1946 - 1964). From this pyramid, one can plainly see the Baby Boom generation (age cohorts from 40 years to 59 years) and the Echo Boom generation (children of Baby Boomers, age cohorts from 10 years to 29 years). Population analysts predict that the form of the pyramid will more closely resemble the orange lines in coming years as Baby Boomers age and then die. Further, this pyramid shows that, contrary to popular opinion, the number of “young people” in Davenport is higher than the national norm. Figures show that the community has a pyramid-appropriate number of young people; the so-called “lack” of young people is a misperception based on a greater than normal number of people in the preceding generations.

Besides age and ancestry, education figures can be used to describe a community's population. The educational attainment of Davenport's population is on par with local, regional, and national levels. The community has nearly 30% of people aged 3 years and older in school, a significant population group that merits attention.

In regards to income and poverty, Davenport generally has lower income figures and higher poverty figures than surrounding communities and regions. While no one can say absolutely that lower incomes and higher poverty rates influence change in population, one can hypothesize that that these economic conditions will present challenges for Davenport when trying to attract new residents and retain existing ones.

INCOME AND POVERTY FIGURES FOR SELECTED POPULATION GROUPINGS, YEAR 2000

	Per Capita Income	Below Poverty Threshold	Median Income
Davenport	\$18,828	14% of Individuals 11% of Families	\$37,242 Households \$45,944 Families
Scott County	\$21,310	11% of Individuals 8% of Families	\$42,701 Households \$52,045 Families
Quad-Cities	\$20,464	10% of Individuals 8% of Families	\$40,621 Households \$50,055 Families
Iowa	\$19,674	9% of Individuals 6% of Families	\$39,469 Households \$48,005 Families
Midwest	\$21,438	10% of Individuals 7% of Families	\$42,414 Households \$51,471 Families
United States	\$21,587	12% of Individuals 9% of Families	\$41,994 Households \$50,046 Families

Source: United States Census 2000, using 1999 poverty statistics

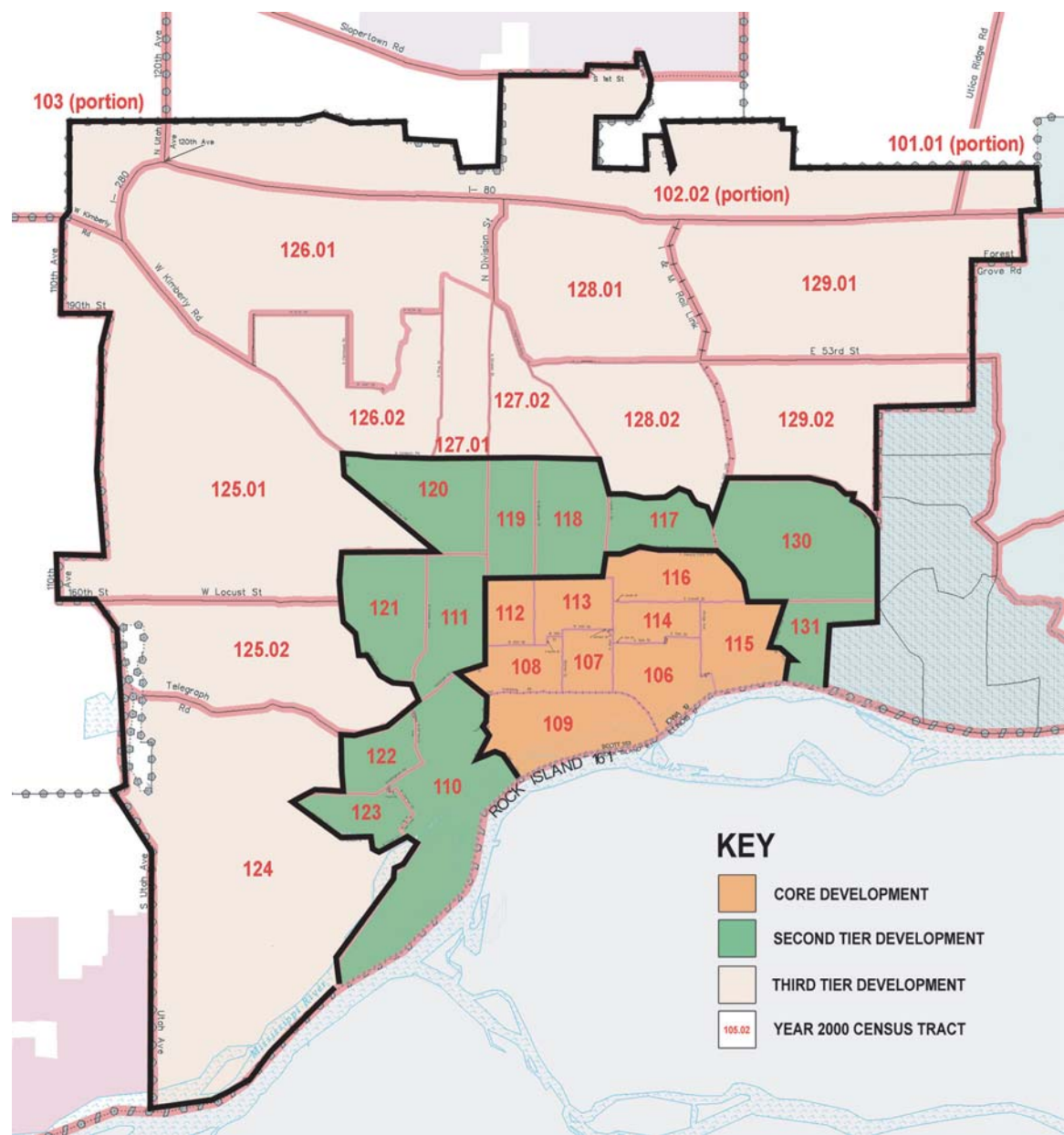
HOUSING

This section provides a brief overview of Davenport’s housing. All told, there are significant opportunities for housing in the community, and the future has great potential.

Trends

Davenport’s housing areas developed in three distinct eras: core, second tier, and third tier. For the purposes of this comprehensive plan, Davenport’s thirty-two census tracts, with portions of three others that overlap city boundaries, were categorized according to the general time period of their annexation into the city. (While annexation does not equate to period of development, it is assumed that the majority of build-out occurred post-annexation.) The following map illustrates the classification of census tracts:

DEVELOPMENT GROUPINGS CREATED FOR DAVENPORT 2025



Since 1970, most new housing has been single-family detached homes. Most have been in the third tier area of Davenport, where the number of housing units has doubled. Conversely, in the core development area, the number of housing units has declined by one-quarter. Consistent with national trends, Davenport's household size is declining, from 3.11 persons per household in 1970 to 2.51 in 2000. Since 1970, the community has added 11,656 housing units (through new construction, subdividing larger units, etc.) and lost 3,750 (through demolition, consolidation of units, etc.). Single-family housing now comprises 68% of Davenport's available units, down from 72% in 1970. A table comparing the housing characteristics of the development groupings is presented below; additional figures and tables can be found at the end of the Housing section.

POPULATION AND HOUSEHOLDS IN DAVENPORT'S DEVELOPMENT AREAS, 1970 - 2000

Core Development Housing								
	Population	Total Units	Total Households	Vacancy Rate	Persons / Household	Owner-Occupied	Owner-Occupied %	Renter-Occupied
1970	37,776	14,109	12,987	7.95%	2.91	7,298	56.19%	5,689
1980	31,580	13,243	12,061	8.93%	2.62	5,245	43.49%	6,815
1990	25,287	11,566	9,859	14.76%	2.56	4,380	44.43%	5,479
2000	25,286	10,488	9,541	9.03%	2.65	4,593	48.13%	4,948

Second Tier Development Housing								
	Population	Total Units	Total Households	Vacancy Rate	Persons / Household	Owner-Occupied	Owner-Occupied %	Renter-Occupied
1970	41,024	13,375	13,005	2.77%	3.15	10,671	82.05%	2,349
1980	38,298	14,978	14,498	3.20%	2.64	11,103	76.58%	3,396
1990	34,492	14,982	14,281	4.68%	2.42	10,520	73.66%	3,761
2000	33,446	14,870	14,317	3.72%	2.37	10,792	75.38%	3,525

Third Tier Development Housing								
	Population	Total Units	Total Households	Vacancy Rate	Persons / Household	Owner-Occupied	Owner-Occupied %	Renter-Occupied
1970	19,846	5,952	5,708	4.10%	3.48	1,580	27.68%	4,131
1980	33,701	12,019	11,573	3.71%	2.91	7,459	64.45%	4,113
1990	35,921	13,936	13,208	5.22%	2.67	7,994	60.52%	5,213
2000	39,606	16,001	15,257	4.65%	2.60	10,107	66.25%	5,150

Total Davenport Housing								
	Population	Total Units	Total Households	Vacancy Rate	Persons / Household	Owner-Occupied	Owner-Occupied %	Renter-Occupied
1970	98,673	33,436	31,709	5.17%	3.11	19,549	61.65%	12,169
1980	103,616	40,240	38,147	5.20%	2.72	23,818	62.44%	14,328
1990	95,729	40,484	37,361	7.71%	2.56	22,905	61.31%	14,455
2000	98,359	41,359	39,119	5.42%	2.51	25,495	65.18%	13,624

Source: United States Censuses, 1970 - 2000

Location of Major Housing Types

Most of the city's larger apartment complexes are congregated in either the downtown area or along Kimberly Road. Single-family detached housing predominates in the city's second tier developments and represents 45% of the city's total single-family housing. Multi-family homes (apartments, duplexes, etc.) are located mainly in the core development tracts surrounding Locust Street. Mobile home parks are primarily located in the westernmost census tracts. Homes with the highest value are predominantly east of Jersey Ridge Road, with the newest and most expensive housing in the northeast corner of the community. The central core contains most of the city's housing valued at \$50,000 or less.

Physical Condition

A 1999 housing survey by city staff and volunteers found most housing in Davenport considered in "good" to "fair" condition. Areas requiring attention were primarily in the central core development area. The United States Census has standards for adequate plumbing and kitchen facilities in homes. Nearly all of Davenport's housing meets these standards.

Davenport's housing units are generally not classified as overcrowded, defined as having more than one person per room in a unit. However, the core area has a percentage of overcrowded units nearly twice that of either the second or third-tier areas.

Affordability

Housing units in Davenport are generally affordable, as measured by variety of type and price range. However, affordability compared with income shows a discrepancy. Further, for the amount of money a homebuyer wishes to spend, one must consider whether the physical condition and size of the home truly meets one's housing needs. The Department of Housing and Urban Development has determined that spending more than 30% has negative impacts on one's ability to provide both housing and supply life's other necessities. About one-third of Davenport's households are spending at least half their adjusted gross income on housing.

The city has a strong assisted housing program to help with this situation. Private industry operates 95% of the community's subsidized housing. The City of Davenport offers support to more than six hundred households through a high-rise apartment building for the elderly and handicapped and scattered-site housing in "Section 8" housing vouchers. Davenport's concern at this time is how the community values cost, efficiency, and effect in making decisions about the future of Davenport's housing programs. The city receives close to \$3 million annually from the various Community Block, Emergency Shelter, and HOME funding programs.

Infill Development

The community has more than 150 properties listed as abandoned, many of them within the core development area of the city. A task force is currently considering appropriate re-use or demolition of these homes or place in their neighborhoods. Infill development offers opportunity to recapture vacant land and return it to viability. Four keys to successful infill development are compatible density, a balance of incomes, elements of mixed-use, and compatible architecture. Successful infill development requires involvement from adjacent neighborhoods and support of the city, as well as a commitment to financial reinvestment, especially through conventional means.

Conclusion

The future of Davenport's housing holds promise: there are opportunities for new construction and rehabilitation. It is important to recognize that different people have different housing needs, and that the housing solutions appropriate for one tier or family may not be suitable for all. To remain competitive in the region and ensure housing options are available for everyone, Davenport should support and encourage a pattern of construction, rehabilitation, and redevelopment of housing stock tailored to the needs of each tier of the city.



Historic Harrison Street houses stand along the western edge of VanderVeer Botanical Park.

SINGLE- AND MULTI-FAMILY DWELLINGS, 1970 - 2000

Single Family Dwellings							
	Core		Second-tier		Third-tier		Total
	#	%	#	%	#	%	
1970	8,044	33.34%	11,788	48.86%	4,294	17.80%	24,126
1980	7,537	26.36%	12,750	44.59%	8,310	29.06%	28,597
1990	5,671	21.58%	12,015	45.72%	8,593	32.70%	26,279
2000	5,789	20.49%	12,251	43.36%	10,216	36.15%	28,256

Multi-Family Dwellings							
	Core		Second-tier		Third-tier		Total
	#	%	#	%	#	%	
1970	6,065	65.15%	1,587	17.05%	1,658	17.81%	9,310
1980	5,706	49.01%	2,228	19.14%	3,709	31.86%	11,643
1990	5,895	41.50%	2,967	20.89%	5,343	37.61%	14,205
2000	4,699	35.86%	2,619	19.99%	5,785	44.15%	13,103

Source: United States Censuses, 1970 - 2000

HOUSING CHARACTERISTICS OF SELECTED QUAD-CITY MUNICIPALITIES

	Davenport	Moline	Rock Island	Bettendorf	East Moline
Population	98,359	43,769	39,684	31,275	20,334
Total Units	41,359	19,495	17,507	13,051	8,966
Persons / Unit	2.38	2.25	2.27	2.40	2.27
Single Family %	68.3%	71.4%	70.6%	75.8%	67.0%
detached units	27,151	13,336	11,959	9,092	5,626
attached units	1,105	577	399	804	380
Multi-Family %	28.5%	27.1%	28.0%	22.9%	29.4%
2 units	2,835	1,330	1,265	231	357
3-4 units	1,686	899	887	511	292
5-9 units	2,757	999	696	755	391
10-19 units	2,122	826	678	658	469
20-49 units	1,453	696	401	523	361
50+ units	909	535	983	301	769
Other Housing %	3.2%	1.5%	1.4%	1.3%	3.6%
Mobile home	1,323	297	224	176	321
Boat, RV, Van	18	0	15	0	0

Source: United States Censuses, 1970 - 2000

HOUSING UNIT AGE

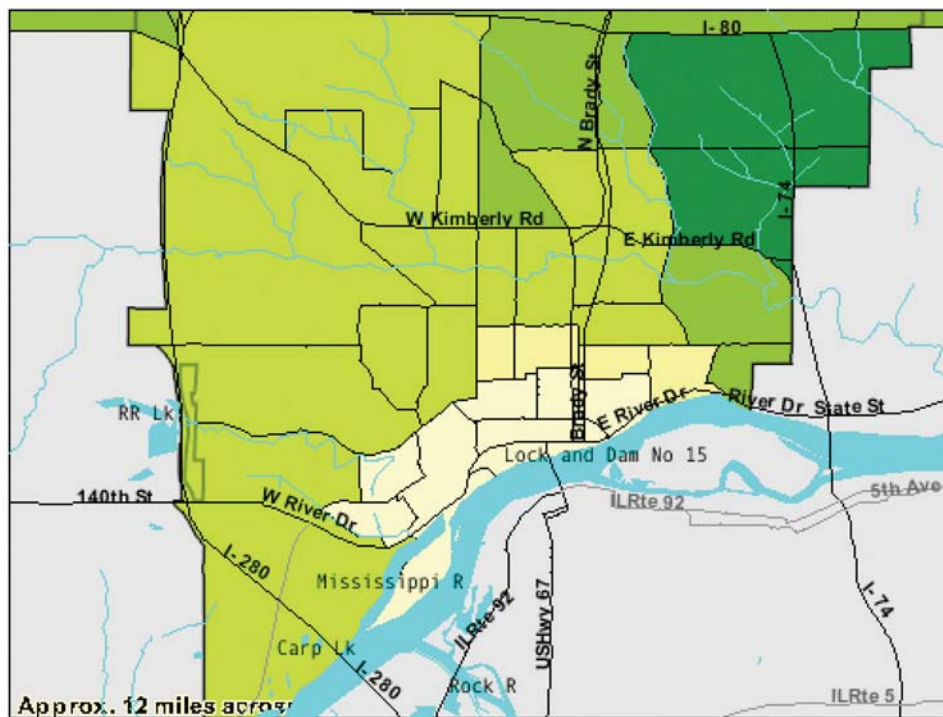
	Davenport	Moline	Rock Island	Bettendorf	East Moline	USA
Total Housing Units	41,359	19,495	17,507	13,051	8,966	115.9M
1939 or earlier	28.40%	32.20%	33.90%	5.00%	17.90%	15.00%
1940 to 1949	9.80%	15.90%	18.70%	6.00%	10.80%	7.30%
1950 to 1959	12.80%	15.40%	17.30%	11.90%	13.40%	12.70%
1960 to 1969	14.80%	15.10%	14.00%	22.90%	23.10%	13.70%
1970 to 1979	20.70%	12.70%	9.70%	23.60%	18.50%	18.50%
1980 to 1989	6.10%	5.20%	4.50%	12.80%	9.80%	15.80%
1990 to 1994	3.10%	1.70%	0.80%	8.70%	2.60%	7.30%
1995 to 1998	3.40%	1.40%	0.90%	6.90%	2.60%	7.30%
1999 to March 2000	1.00%	0.50%	0.30%	2.20%	1.10%	2.40%

Source: United States Census 2000

1999 MEDIAN VALUE OF OWNER-OCCUPIED HOUSING UNITS, BY CENSUS TRACT

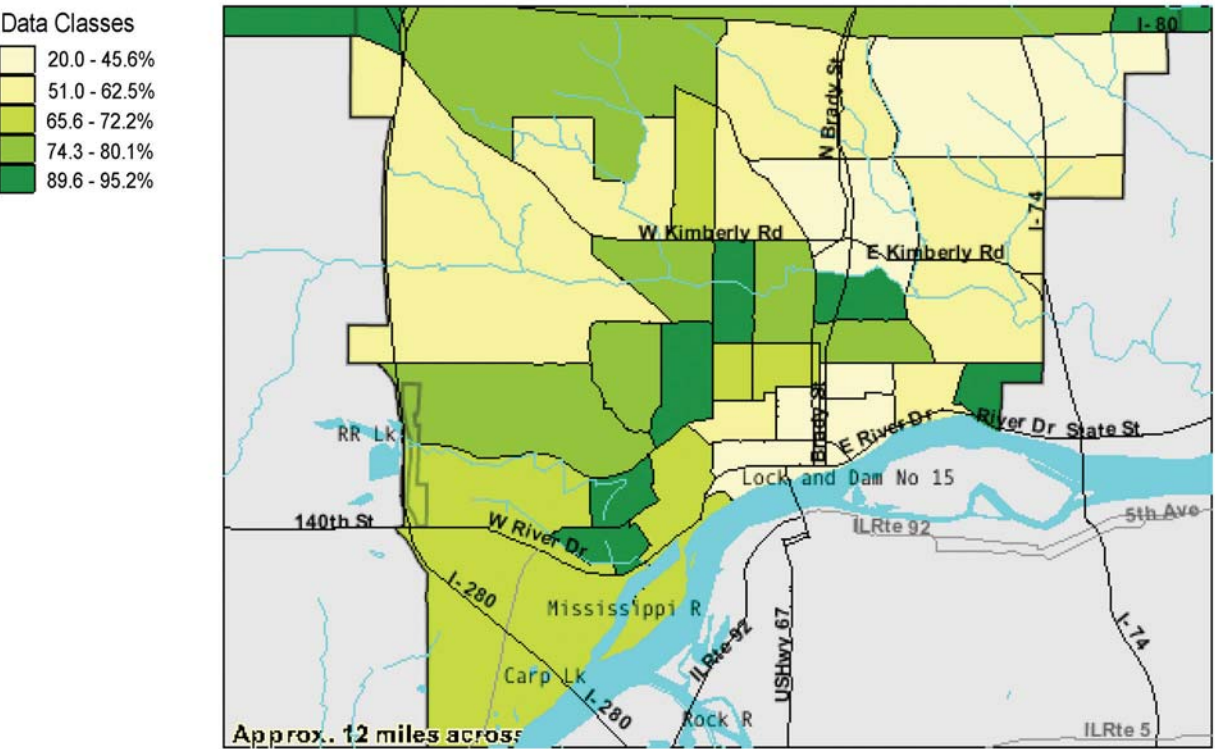
Data Classes

- \$34,700 - \$51,000
- \$55,200 - \$66,300
- \$71,500 - \$97,200
- \$107,400 - \$135,100
- \$171,400 - \$237,800

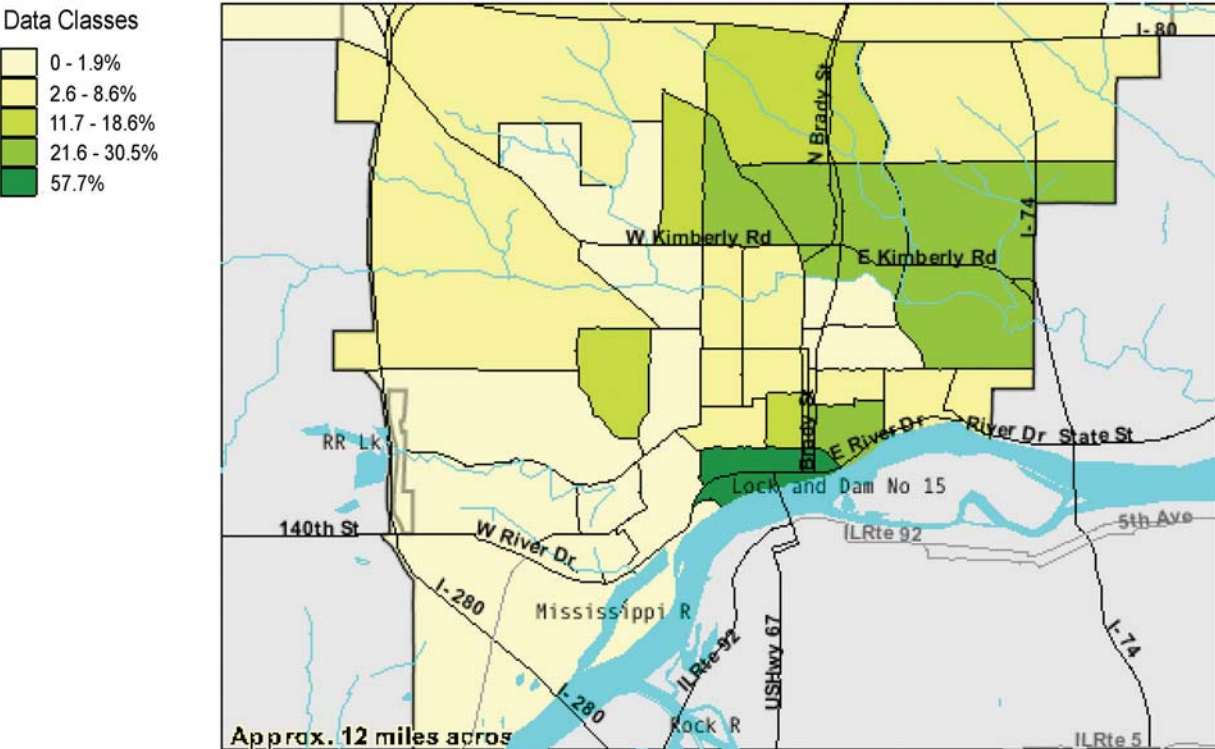


Source: United States Census 2000

PERCENTAGE OF HOUSING UNITS IN SINGLE-FAMILY DETACHED HOUSING UNITS



PERCENTAGE OF HOUSING UNITS IN LARGER (10+ UNITS) APARTMENT COMPLEXES

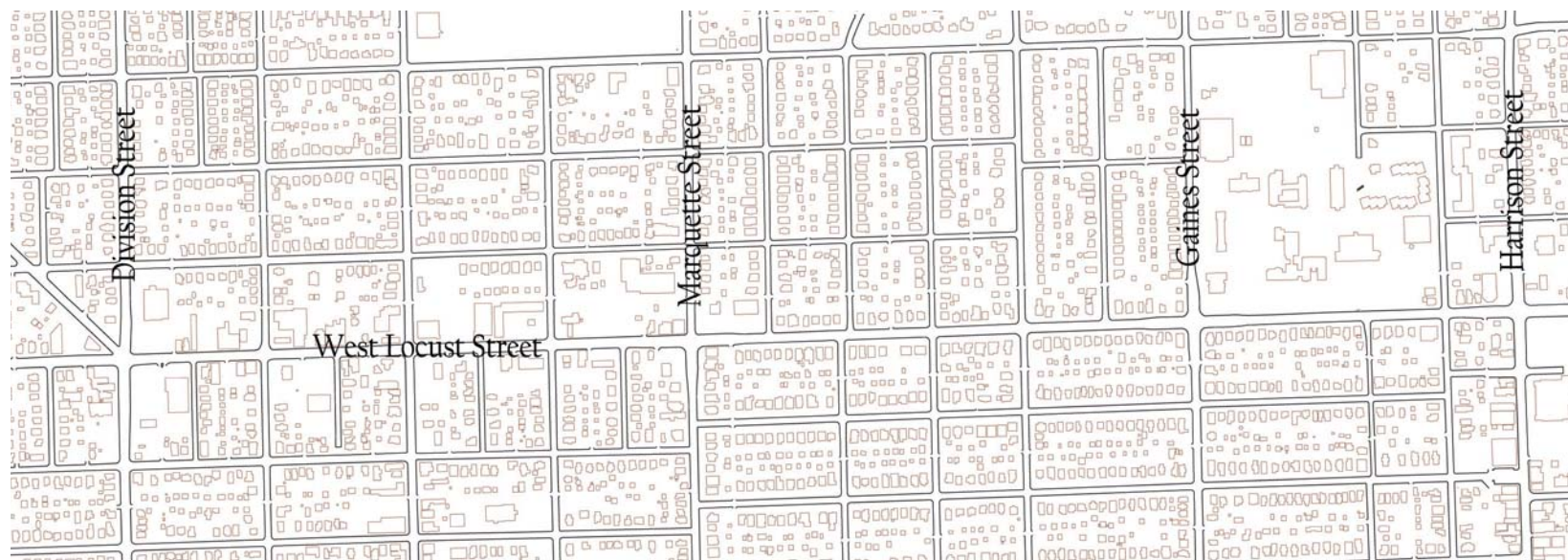


NEIGHBORHOODS AND DISTRICTS

This section explores Davenport's development patterns, proposes how they should be in our ideal community, and begins to consider ways that we can enact change for the better.

The American Planning Association's "Policy Guide on Neighborhood Collaborative Planning" (1998) notes that neighborhoods are "diverse, dynamic social and economic entities with unique characteristics, which are recognized by residents of both the neighborhood and community at large . . . (and) should be recognized as building blocks of overall community development." In pre-automobile, pre-mass transit days, mixed-use neighborhoods were regularly created, as most people needed housing, employment, and retail options within walking distance. With the advent of the automobile and mass transit, it became possible to separate industrial and retail uses, at times deemed "incompatible" with housing, by placing them distances apart and commuting between them. What had been well-rounded neighborhoods were succeeded by separate residential, commercial, educational, industrial, and other special-use districts; this arrangement is still found in the majority of municipalities today. Over time, people have come to discover the downside of such extreme separation of uses: time lost to commuting, dollars spent on extending roads and other infrastructure to distant residential areas, the decline of central city housing, and so forth. Many communities across the country, with the help of scholars, designers, and planners, are reconsidering what it means to build "neighborhoods," and how we can bring more of a balance to our patterns of development.

The strength of any community lies in its neighborhoods, and the presence thereof. Neighborhoods have recognizable "centers," their "edges" may be well-defined or blended with those of others. The ideal neighborhood is pedestrian-friendly in both geographic size and scale of development. They are also multi-use and offer other activities (shopping, work, schooling, recreation, etc.) in addition to providing a place to live. Neighborhoods ground people: it is here that people make homes, find friends, and raise families. Whereas good neighborhoods can provide the underlying support for a growing community, weak ones can undermine even the most determined efforts to create identity, character, and a sense of place.



As noted in previous sections, Davenport expanded outward in three distinct eras: core development, second tier, and third tier. These development groupings can be compared in terms of population, housing, parks and open space, employment, ethnicity, income levels, home values, and crime. The statistics reveal strengths and shortcomings in each grouping. Residential areas within the groupings vary in size and shape: some comprise a few blocks, some are linear, and others cover more than a square mile. Several of these neighborhoods are distinct and have recognizable names (e.g., McClellan Heights); others may have overlapping boundaries and less-noticeable edges. Overall, the city compares favorably to other Quad Cities and metropolitan areas of similar size in most areas except crime.

CHARACTERISTICS OF DAVENPORT'S NEIGHBORHOODS & DISTRICTS, YEAR 2000

	Core	Second Tier	Third Tier	Total
Size of zones, in square miles	5.24	10.64	33.97	65.40**
Population	25,286	33,446	39,627	98,359
Population per square mile, average	4,826	3,143	1,167	1,504
Households (occupied housing units)	9,541	14,317	15,257	39,115
Total Housing Units	10,492	14,858	15,990	41,340
% Vacant	9.07%	3.72%	4.66%	5.44%
Persons per household, average	2.65	2.34	2.60	2.51

*NOTE: agricultural land, not tallied in the third tier tracts, totals 15.55 square miles

Source: United States Census 2000



Districts are also important to the strength of a community. A district is like a neighborhood, but has the character of being a more urbanized area defined by one or more special functions, e.g., downtown, college campus, theaters and museums, shopping, other commercial uses, etc. Like neighborhoods, districts have both a “center” and an “edge” recognized by residents and visitors. Whereas neighborhoods can stand alone given their balanced range of activities, districts are usually not self-supporting due to their specialized functions and reliance on the larger community for support, e.g., a shopping mall. Public space is a signature element of a district, found in plazas, sidewalks, and street intersections. These spaces reinforce a sense of community, encourage pedestrian activity, and strengthen the feeling of safety. Transit options are also notable in districts: people may enter and leave a district from various directions via different systems.

Davenport’s commercial and industrial districts evolved in a pattern similar to that of its residential areas. The first district to evolve was the downtown area, in response to early industry and the centralization of community functions. Downtown was the predominant district from the 1850s to the 1950s, supported by riverfront industrial areas in east and west Davenport, outlying retail and commercial areas, and educational facilities such as Palmer College and St. Ambrose College. From the Fifties to the Seventies, businesses (like residential areas) began moving outward in numbers to the second tier development areas. They settled in strip developments along major roads, such as Brady Street, Harrison Street, Kimberly Road, and Locust Street. In 1973, NorthPark Mall came into being, and many retailers flocked to the new “Main Street,” free from the concerns of weather, parking, and high downtown rents. From the 1970s to present, movement was again outward, following the movement of Davenport’s population to the third tier. During the Eighties and Nineties, American malls gave way to large retail districts, with stand-alone “big box” chain stores, a variety of restaurants, cinema multiplexes, and acres of free parking. On the industrial end, many businesses are no longer tied to trains and boats for shipment of raw materials and finished goods. The emergence of interstate commerce and overland trucking has strengthened the significance of highway access for industrial locations. Furthermore, the routes of these highways through undeveloped agricultural land have supported industry’s relocation. Like commercial and retail businesses before them, industrialists recognized that moving their businesses to inexpensive open land located near traffic routes would help their bottom lines, and made the move outward.

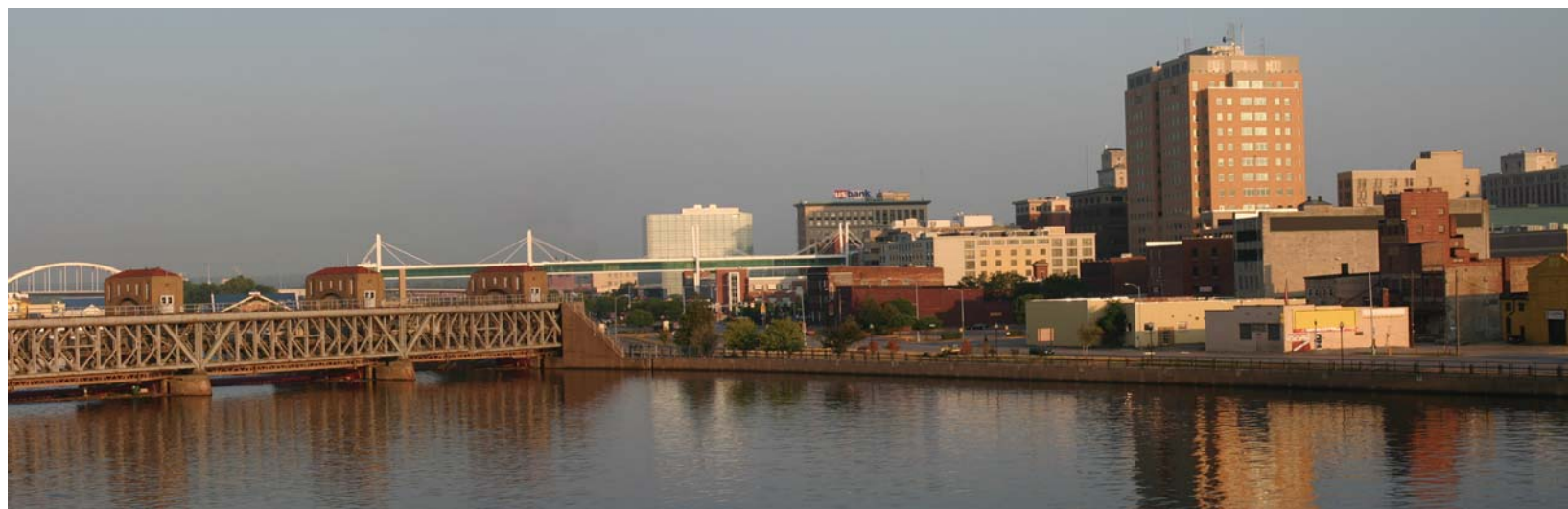


There are many public and private institutions that can assist the community in bringing its developments close to a state of well-roundedness. By encouraging growth within our existing developments through private and public means, and tailoring that growth to include opportunities for employment, shopping, education, and recreation, Davenport's residential areas will re-establish (or establish for the first time) their identity as neighborhoods able to support the daily needs of residents, and in turn become regionally attractive living environments.

It is anticipated that under *Davenport 2025*, Davenport's neighborhoods will become the focus of infill options, especially in conjunction with neighborhood planning efforts. While greenfield development will still likely occur, the community will do a better job of tapping into its existing areas for reuse.

It is also expected that more mixed use residential / commercial development will occur in addition to modern day single-use residential development. As the city's population follows the national aging trend, it will be more and more important to provide for those who cannot drive. By introducing housing into our districts and retail / commercial / employment options into our neighborhoods, the community will ensure its long-term viability.

Statistics for population and income show that Davenport is once again on the upswing. The "Population" chapter notes that Davenport will be growing at a 0.3% - 0.5% rate per year, and can expect to have approximately 6,000 - 10,000 more residents in its neighborhoods by the year 2025. Further, the chapter notes that our population is aging and becoming more diverse. These characteristics all indicate interesting changes on the horizon for our neighborhoods and districts. To be sure, the community will need new developments to accommodate some of the new population; others will find homes within existing developments. Davenport needs to ensure that both new and existing neighborhoods and districts are able to meet the needs of their residents from many different perspectives. By doing so, the community will reinforce and outwardly publicize the idea that Davenport is a quality place to live.







ETHNICITY, INCOME, & HOME VALUE IN DAVENPORT, YEAR 2000

	White	Black	Hispanic	Asian	Median Income	Average Income	Median Home Value	High School Attainment†
TOTAL	83.69%	9.24%	5.36%	2.00%	\$37,162	\$46,459	\$78,917	83.40%
Core	70.20%	18.65%	8.96%	2.75%	\$26,384	\$33,637	\$25,414	76.20%
Second tier	92.53%	2.75%	4.41%	1.12%	\$41,286	\$49,518	\$76,421	85.60%
Third tier	84.82%	8.73%	3.86%	2.27%	\$38,333	\$51,576	\$84,980	85.50%

NOTE: numbers do not add to 100.00% due to “Hispanic” not being classified in Census 2000 as a race.

† Adults aged 25 years or older.

Source: United States Census 2000

UNIFORM CRIME REPORT (UCR) DATA FOR DAVENPORT, YEAR 2003

	Core	Second Tier	Third Tier	Unclassified‡	Total
Murders	4	0	1	0	5
Forcible Rape	21	13	22	3	59
Robberies	133	40	77	1	251
Aggravated Assaults	345	151	234	2	732
Burglaries	518	456	467	6	1,447
Larceny/Theft	1,609	1,206	2,285	39	5,139
Motor Vehicle Theft	177	69	142	1	389
Arson	18	18	8	1	45
Total	2,825	1,953	3,236	53	8,067
Population (year 2000)	25,286	33,446	39,627	---	98,359
Crime Index (avg/100K pop)	11,172	5,839	8,166	---	8,202
Crime Index, violent crimes	1,989	610	843	---	1,064
Crime Index, non-violent crimes	9,183	5,229	7,323	---	7,137

‡ “Unclassified” crimes are those that cannot be geographically identified by Davenport police.

Source: Davenport Police Department UCR Report 2003

HISTORIC PRESERVATION

The historic preservation chapter (1986) of the city's comprehensive plan asks the question, "What is 'historic preservation?'" The answers provided by the authors are still true today:

Put simply, historic preservation is the national movement to conserve the human-made environment. It includes efforts to protect buildings, structures, sites and neighborhoods associated with important people, events and developments. It is a movement which draws from the disciplines of history, architecture and archaeology and links us with our heritage.

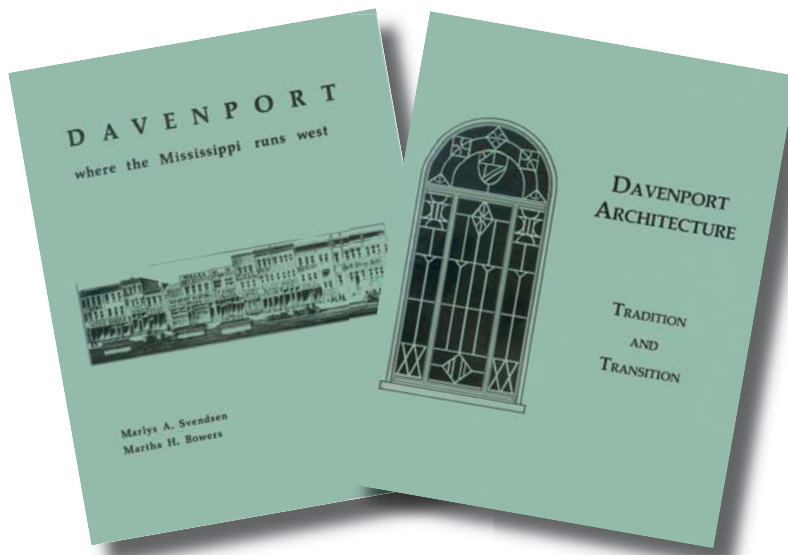
The 1986 chapter established five goals for Davenport's historic preservation efforts: protect and enhance the character of the community's significant neighborhoods and landmarks, coordinate local preservation efforts between the public and private sector, develop tools to create a favorable preservation climate, use preservation to strengthen the local economy, and increase the public awareness of the community's history, culture, and heritage to create a sense of pride, place, and continuity.

Davenport, like many communities across the country, experienced mixed preservation results over the past twenty years. In the mid-1970s, Davenport's historic preservation movement began with the purchase and renovation of the Collins House, a historic farm house near Garfield Park, for use as a senior center. Two other significant preservation projects, the Antoine LeClaire House (630 East 7th Street), and the Annie Wittenmeyer Home (2800 Eastern Avenue), kept the community's interest in preservation strong. Following these successes, other projects received preservation and renovation attention. The City Hall renovation (1979 – 1981) and the Littig House renovation (1982 – 84) demonstrated to many people that old buildings can be retrofitted to suit modern needs.



Reconstruction at the Annie Wittenmeyer Complex: from historic photos and other documentation, the arcade connecting the cottages was rebuilt.

In 1978, the community began a comprehensive survey of its neighborhoods, districts, and architecture. The Davenport Historical and Architectural Survey was conducted in three phases, the first and second from 1979 to 1982, and the third from 1982 to 1983. The survey's findings were published in two documents: Phases I and II under the title *Davenport – Where the Mississippi Runs West*, and Phase III as *Davenport Architecture – Tradition and Transition*. Completion of the phases established a historic context, which in turn allowed the city to file a Multiple Resource nomination to place its notable historic properties on the National Register of Historic Places simultaneously. Between the two phases, twelve historic districts and more than 1650 buildings on 350 parcels were nominated to the National Register by March 1985; the districts and 249 individual properties were eventually approved and listed.



In 1992, following recommendations of the action plan, the city established its Historic Preservation Commission and passed its historic preservation ordinance. By doing so, the City of Davenport became eligible and attained the status of Certified Local Government (CLG) in the state, and assumed responsibility for review of local projects

participating in state and federal preservation programs. Furthermore, with the preservation ordinance in place, the City was able to exert some control over modifications to and demolitions of historic buildings. From 1992 to November 2003, the Historic Preservation Commission reviewed 48 applications for landmark designation, 50 applications for demolition, and 133 applications for certificates of appropriateness.

The historic preservation ordinance also allowed the community to establish a local register of historic places. In 1992, the first four properties recognized as having particular significance to local history were added to the list: the Antoine LeClaire House (brick Italianate home of Davenport's founder, located at 630 East 7th Street), St. Anthony's Church Square (corner of 4th and Main Street downtown), the Claim House (the first house west of the Mississippi in Iowa, relocated in 1868 to its current College Avenue location), and the Prospect Park hillside (overlooking the Mississippi River, sited above the Iowa American Water Company pumping station). There are currently forty properties on the Davenport Register of Historic Places, sixteen of which are also listed on the National Register.

The National Register of Historic Places currently includes the following historic districts within Davenport's city limits:

- Hamburg Historic District
- West Third Street Historic District
- College Square Historic District
- Cork Hill Historic District
- E. Fourteenth Street Historic District
- Bridge Avenue Historic District
- Prospect Terrace Historic District
- McClellan Heights Historic District
- Oak Lane Historic District
- Vander Veer Park Historic District
- Columbia Avenue Historic District
- Riverview Terrace Historic District
- Marycrest College National Historic Register District
- Crescent Warehouse Historic District

An area within the national Hamburg district became a local historic district following a petition process initiated by property owners. The city's listings on the National Register tallies 249 individual properties plus fourteen districts, by far the largest in the state.

In general, in order for a property to be eligible for listing on the National Register of Historic Places, it must be at least 50 years old and possess both historic significance and integrity. Significance may be found in four aspects of American history recognized by the National Register:

- A. association with historic events or activities;
- B. association with important persons;
- C. distinctive design or physical characteristics; or
- D. potential to provide important information about prehistory or history.

A property must meet at least one of the criteria for listing. Integrity must also be evident through historic qualities including location, design, setting, materials, workmanship, feeling, and association. These guidelines are utilized in evaluating the historic resources that appear eligible for the National Register of Historic Places.

The measure of how authentically a property conveys its historical identity (e.g., integrity) and the steps one can or cannot take to protect this identity seems to frequently confound property owners. It should be noted that placement of a property on the local register carries with it both status and possible regulatory red tape. As noted previously, Davenport (as a Certified Local Government) can exert some control over modifications to and demolitions of properties deemed historic. Listing a property exclusively on the National Register of Historic Places does not restrict any actions of a private property owner (unless the owner plans to make use of federal funds on the property).

Making certain that a community's history survives is the responsibility of the entire community, including local government and its private partners. Through legislative means, economic incentives, and education programs, government can work to strengthen the philosophy of protecting our built heritage. Private entities can employ the incentives and a knowledgeable public to increase property values and tax base, fortify downtown and other established commercial districts, and connect with the tourism industry. The public and private arms of preservation should work in tandem to demonstrate the benefits of historic preservation to the community and region.



Left: The Antoine LeClaire House, circa 1880s.



Below: St. Katharine's School, circa 1940s.

*(both courtesy of the
Richardson-Sloane
Special Collection
Center, Davenport
Public Library)*

EDUCATION

This section explores the opportunities, achievements, and challenges of the community's school systems. Many high-quality educational systems in Davenport and the Quad Cities help the region rank higher than most cities in national education comparisons. The educational achievement of the City of Davenport's adult population (25 years and older) is generally better than the United States average or metro area average, and about equal with the state achievement averages.

Opportunities

There are education opportunities for everyone in Davenport: early learning, primary and secondary education, vocational and technical training programs, college preparatory work, degree programs, and lifelong learning or community education programs. There are three public school systems (Davenport, Bettendorf, and North Scott) serving Davenport, as well as a wide variety of private schools, community college classes, at least eighteen different vocational and technical or career training colleges, and a university. Some programs are also available through electronic campuses.

Several major educational institutions in Davenport offer undergraduate and graduate degrees as well as continuing and professional studies. These include St. Ambrose University, Scott County Community College (part of the Eastern Iowa Community College District), Kaplan University, and Palmer College of Chiropractic. Davenport further benefits from its metropolitan surroundings by sharing in the programs of educational institutions across the Quad Cities including the Quad-Cities Graduate Study Center, Augustana College, Black Hawk College, and the Western Illinois University Regional Center.

Some of the major career and technical colleges include Scott Community College, Kaplan University, Hamilton Technical College, the Institute of Therapeutic Massage and Wellness, Capri College, La'James College of Hairstyling, and the Davenport Barber Styling College. Davenport Community School District (DCSD) provides industrial tech labs at two intermediate schools, and plans to have industrial tech labs in all five intermediate schools.

There are over sixty primary and secondary schools in the City, public and private alike. The DCSD is centered in Davenport, providing three high schools, five intermediate schools, twenty-one elementary schools, as well as an alternative education center. Many DCSD schools offer superior programs and instruction, including early learning, wrap around childcare, a balanced academic calendar (year-round school), children's villages for learning, a state charter elementary school, and even a partnership with the Edison Schools Inc.

Achievements

Nationally, Iowa and the Davenport-Moline-Rock Island metropolitan statistical area (DMRI MSA) rank high for high school achievement and graduation. Nationally, Iowa is first in composite SAT scores, third in ACT scores, and eleventh in the percentage of adults completing high school. The 2002 American Community Survey notes the DMRI MSA ranks nineteenth nationally out of 164 United States metro areas for the percentage of adults completing high school. Davenport has a larger percentage of adults who have attended or graduated from college than the overall metro area. Within Iowa, most of Iowa's ninety-nine counties have a high school graduation rate between 80% and 90%. Scott County has an 86% graduation rate, and 25% of the adult population has at least an undergraduate degree.

The Davenport Community School District serves approximately 17,000 students; only Des Moines (32,000 students) and Cedar Rapids (17,500) are larger. Of these three districts, DCSD has the highest overall graduation rate, and graduates a greater percentage of students in each ethnic category. DCSD is nearly four times larger than the Bettendorf Community School District (BCSD), and almost six times the size of the North Scott Community School District (NSCSD).



Davenport Central High School, 2005

Challenges

One of the major challenges facing Davenport's school systems is "community perception." The Davenport Community School District (DCSD) is working to improve the public's perception of its public education system. DCSD has an excellent informational/marketing program. The community is also beginning to recognize that DCSD is able to provide "niche" and "special needs" opportunities like early learning, specialized education, and continuing education programs for students, families, and the community-at-large that other schools cannot provide.

Local educators also note that the nation's generally-low teaching salaries represent a challenge to Davenport's schools. Iowa ranks twenty-sixth out of fifty states in terms of teacher pay (though cost of living varies). A profession-wide increase in salaries is widely perceived as an improvement needed in order to attract and retain the best and brightest teachers.

Test performance and achievement gaps are concerns for communities and educators. The competition for recognition and funding based on test scores leaves many people feeling that students are learning testing skills and test material, but not engaging in or preparing for life-long learning. The Davenport Community School District notes that there is an achievement gap (e.g., lower test scores) for low-income minority students. DCSD is making great strides in narrowing this gap, particularly by offering early learning and elementary school programs to assist all students with math and reading.

Race and ethnicity of students is an unspoken concern when considering test scores and achievement indices. Davenport, as a major urban area, serves a more diverse population than surrounding rural or suburban schools. While increased social and economic diversity benefits a school in terms of cultural awareness, standardized test scores often are low. Plainly put, different students from different backgrounds with different life experiences learn at different rates. This fact works detrimentally toward school systems with greater diversity, especially if the population varies considerably in its preparedness for school. Like other urban and metropolitan districts nationwide, DCSD is exploring ways other than standardized testing to measure educational achievement, and adapt to the responsibilities of providing a universal opportunity for access to education.

Improvement for the Future

To promote education, the community must work with and respond to education partners like businesses, educators, families, and community organizations. Strong support of Davenport's schools and education corridor (St. Ambrose, Davenport Community Schools on Main Street, Palmer, and Scott County Community College) will help improve education and the city. Davenport's outstanding educational providers could further benefit from linking, publicizing, funding, and sharing resources and facilities with other partners. Finally, strong partnerships at the city and metro level will help magnify individual programs, resources, and effects of technology, as well as reinforce lobbying efforts and the influence of Davenport's educational systems.

ECONOMY AND BUSINESS

The Quad Cities' regional economy is adjusting to contemporary markets, with the area's approximately 9,000 businesses, long dominated by manufacturing, diversifying to include retail and wholesale businesses, as well as service industry companies. Davenport and the Quad Cities have rebounded from the recession of the late 1970s and early 1980s, and are strongly positioned for the twenty-first century.

Laborshed

The metropolitan laborshed has a nearly 360,000 person population base, with approximately 186,000 persons in the labor force. Several large employers (e.g., Tyson, Monsanto, HON, and Stanley Engineering) are influential within a 35-mile (commuting) radius, but are technically located outside the metropolitan area. Over the last twenty years, a significant population from Asia, Africa, and Latin America has relocated to the area.

WORKING AGE, LABOR FORCE AND PARTICIPATION RATES

US Census 2000	Population	Working Age	Labor Force	Participation Rate
Metro Area	359,062	279,470	186,410	67%
Scott County	158,668	121,570	83,927	69%
Davenport	98,359	75,506	50,903	67%

Source: U.S. Census 2000

OCCUPATION AND EMPLOYMENT

	DMRI	Scott County	Davenport
Total Employees	175,920	79,475	47,737
Management, Professional, & Related	29.4%	31.7%	28.7%
Sales & Office	27.3%	27.7%	28.4%
Production & Transportation	18.1%	16.9%	17.7%
Service	16.1%	15.4%	17.4%
Construction, Extraction, Installation, & Maintenance	8.7%	8.1%	7.7%
Farming, Fishing, and Forestry	0.4%	0.3%	0.1%

Source: U.S. Census 2000

Education

In Davenport, more than two-thirds of the work force has been to college, and 25% have at least an undergraduate degree. This statistic is important, as almost half of Davenport's employment opportunities consist of "office jobs" where education is an important pre-requisite. The area's public and private universities, as well as career and technical colleges, support the community's drive for higher education. Education itself is becoming an economic force, given the number of facilities and percentage of population employed in education.

Business Development, Redevelopment, and Expansion

Davenport has solid economic bases in the following areas: arts, entertainment, recreation, accommodation and food services; retail trade; manufacturing; wholesale trade; and educational, health, and social services. A strong agricultural base, with some of the richest farmland in the world producing corn, soybeans, hogs, and cattle, complements industry. Davenport has many programs, packages, and actions to serve and stimulate economic development. These should be coordinated into a comprehensive economic development plan.

High-tech industry is an up-and-coming economic force in Davenport. The New Ventures Initiative, with its newly constructed New Ventures Center, is a place where inventors and entrepreneurs connect to commercialize products and services. Davenport is also a regional retail and health services center: both Genesis and Trinity rank among the top five employers in the Quad-Cities, and many local employers are in business to support the health care industry.

Seventeen separate industrial centers appear on the regional map, six in Davenport alone. The Eastern Iowa Industrial Center (EIIC) is a 300-acre premium industrial park owned by the Greater Davenport Redevelopment Corporation (GDRC). The EIIC provides large parcels for industrial functions with interstate access (to I-80 and via I-80 to I-74).

New development opportunities aside, the community is also intent on making older industrial areas of the city more viable. The City of Davenport and its partners have created a Brownfields Partnership Team (BPT) to identify abandoned, idled, or underused industrial or commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination. Grants from the United States Environmental Protection Agency have funded the initial costs of identifying and assessing properties in the West Davenport Revitalization Study Area. The BPT works to publicize the opportunities revealed through the assessment program, and continues to seek and apply for grants to restore properties to business and recreational use.

Quad City Trades

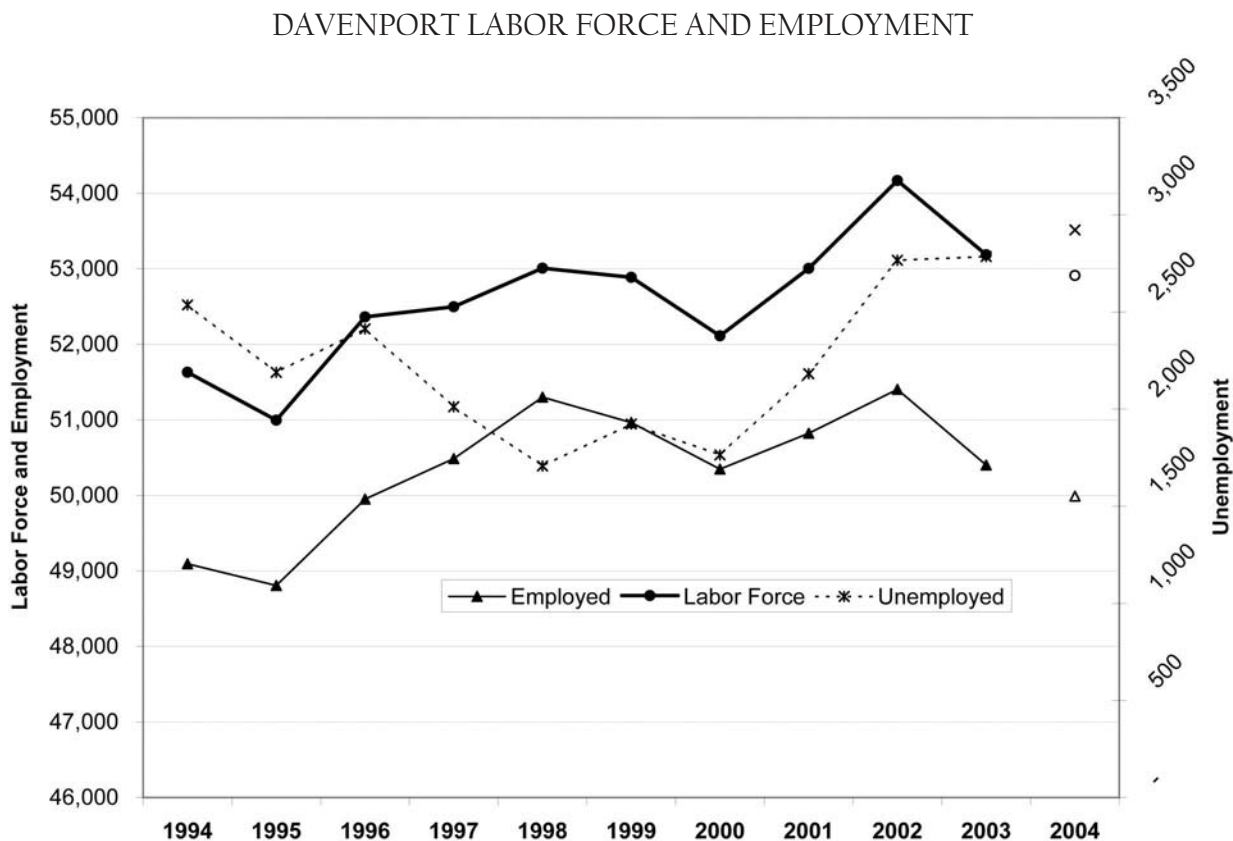
There are more than thirty-two trade unions in the area, with over 9,000 members. Trade unions have elaborate three- to five-year apprenticeship programs that are approved by the US Department of Labor. The unions estimate their return to the Quad Cities to be more than \$468 million, coming through community service, earned wages, healthcare contributions, and apprenticeship education. The Illowa Construction Labor and Management Council has been promoting union construction and contractors through IMPACT (Increasing Market Productivity and Construction Teamwork) project labor agreements, which provide assurance that labor will not strike or be “locked out” by employers during a project.

Taxes & Incentives

In Davenport, many types of business assistance programs are available. Many of the programs are state or federally funded. The number and variety of programs can be overwhelming and confusing, especially for those businesses not used to applying for assistance. Under *Davenport 2025*, the community has an opportunity to make its programs more proactive and responsive, especially through streamlining processes and ensuring that many are interconnected. Cross-communication among different government departments will promote a better understanding of the community's programs.

Resources

There are many additional resources for economic development and businesses. Davenport makes use of several state and local incentive programs to assist business and development. Local business organizations, like DavenportOne (Chamber of Commerce, Economic Development, Downtown Partnership), and the Quad City Development Group (QCDG) create strong connections among local businesses. Finally, many groups, like the Small Business Development Center, the Institute for Social and Economic Development, the Service Corps of Retired Executives, and Iowa Workforce Development cater specifically to smaller or “niche” businesses that form an integral part of Davenport's economic and business community.



NATURAL RESOURCES

“Natural resources” are defined as materials that are obtained from the Earth or its environment and are essential or useful to humans. They are classified as either “renewable” (able to be restored or replaced through natural processes within acceptable time limits) or “non-renewable.”

Davenport has a strong reserve of natural resources, with water and agricultural land being the two most significant. Davenport’s fifteen-plus square miles of land zoned “agricultural” are some of the most fertile in the country, ideally suited to row crops. The Mississippi River, its valley and flood plain, and surrounding upland bluffs played a key role in the development of our community, and are recognized as important in future planning efforts.

Natural resources are managed under either conservation or preservation methodologies. Conservation involves careful and efficient use of the resource, whereas preservation aims to protect the resource from anything other than natural depletion. Both methodologies are used in tandem across the country. Here in southeast Iowa, Scott County uses both conservation and preservation to manage the county’s agricultural lands.

“Ecological footprinting” is one way people can measure their impact on the environment, particularly their levels of consumption, disruption, and ecological enhancement. Davenport recognizes that sound guidance and well-informed decisions will minimize adverse impacts on the environment. Use of renewable energy resources (such as solar heat, seasonal winds, and geothermal energy), improving the life cycle design of community products, services, and systems (i.e., making them longer-lasting and less resource-intensive), and various programs aimed at both preservation and conservation of the environment, are all in the community’s interest and will help protect and improve the community’s natural resources.

Federal initiatives strive to establish standards for quality, enforcement measures, management policies, and funding sources for protection and improvement of natural resources. These initiatives are not intended to hamper business or stymie growth; rather, it is hoped that commerce and industry can continue to grow while at the same time minimizing harmful effects and reducing the number of environmental incidents requiring corrective action. Management of natural resources is important to the community: future industrial expansion is tied closely to Davenport’s ability to accommodate new growth while keeping the environment clean.

Several resources exist to help the community with its natural resource plans and issues. The Iowa State University Extension offers assistance with crops, forestry, biotechnology, horticulture, and wildlife, and the quality of watersheds. The Iowa Department of Natural Resources manages the state’s natural resource holdings, and is potentially a valuable source of assistance. The federal government, particularly the Department of the Interior and the Environmental Protection Agency, offers insight and assistance with natural resource issues.

Four changes in the community’s approach to natural resources are desired: identify, delineate, and plan to protect natural resource areas; improve natural resource education programs; develop Best Management Practice programs for each identified natural resource area; and publicize the community’s natural resource areas as places of which Davenport should be proud.



Sunrise in Nahant Marsh. (courtesy of RiverAction)



Prime Iowa farmland, a prized natural resource. (courtesy of Rebecca Lawin McCarley)



Sailing on the Mississippi River's upper basin. (courtesy of Greg Albansoder)



A birdseye view of Davenport circa 1930s, showing downtown, the Mississippi River, the Crescent Bridge, Credit Island, and farmland in the distance. (courtesy of the Davenport Levee Commission)

PARKS, RECREATION, AND OPEN SPACE

The Davenport Comprehensive Parks and Recreation Plan (Dunbar / Jones Partnership, 1998) represents the community's vision for its recreation and open space facilities, and is the most-detailed resource on the conditions of parks, recreation, and open spaces in Davenport. The Dunbar / Jones plan, as it explores in-depth the status and plans for Davenport's parks and recreation programs, should be considered the main source for the community's parks and recreation planning until such time as it is superseded.

Davenport's public greenspace resources can be broken down according to the National Recreation and Parks Association (NRPA) classification system: mini-parks, neighborhood parks, community parks, urban parks, sports complexes, greenways, special use areas, school-parks, and open space (undeveloped natural resource) areas. It is evident that, considering the community as a whole, the amount of park and open space is generally adequate save for mini- and urban parks. However, when one considers the distribution of parks across *Davenport 2025*'s three development tiers, both the core development area and the third tier development area exhibit significant shortcomings. Most of the community's neighborhood and community parks are found in the second tier development area, meaning residents of the core and third tier must travel a fair distance to take advantage of these resources.

Davenport has a number of "alternative" park, open space, and recreation resources. Private schools, private parks, and commercial enterprises offer recreation opportunities to the community and region at large.

The Dunbar / Jones plan call for four ways to better link the community: park development, trail system development, "green street" development, and capitalization on other green space opportunities. The plan identifies possible locations where new park, open space, and recreation facilities should be developed in order to better serve the community. Notable in the opportunities identified are Davenport's existing transportation corridors, cited as places that could be used to both increase the community's greenspace holdings and better connect larger park and open space resources through a connected network of walks, trails, and "green streets."

The community has many resources available to help plan and develop park, open space, and recreation areas. These include local, regional, and national organizations specializing in park and open space design and development. Even golf courses and zoos have special resources upon which the community can draw to ensure high-quality recreational experiences are in place.

The Dunbar / Jones plan lists steps the community should take to improve its existing park and open space resources. Development of community centers and sports complexes are deemed crucial to the overall success of recreation programs. The plan notes that community recreation preferences evolve over time, hence periodic recreation surveys and a changing menu of recreational activities for children, adults, and seniors would benefit the community.

Davenport 2025 anticipates that Davenport's slow projected growth rate will afford park and recreation planners the opportunity to catch up with the community's recreation needs. Existing facilities are in need of maintenance in order to keep them viable. New facilities can be planned for areas of Davenport that are recognized as being underserved in terms of park and open space.

Efforts can be directed toward educating the community about how its members can strengthen and protect Davenport's recreation resources. A regional recreation marketing program might create a cycle of positive reinforcement that will bring recognition to Davenport's rich and varied recreation resources. Finally, revisiting and evaluating the parks comprehensive plan regularly will help the community determine its current and future needs.

PARK AND OPEN SPACE OPPORTUNITIES IN DAVENPORT, YEAR 1998

	Core		Second Tier		Third tier	
	Parcels	Acres	Parcels	Acres	Parcels	Acres
Park Space (Developed)	27	188.6	36	1,449.7	21	684.0
Mini	2	1.5	1	1.0	0	0.0
Neighborhood	9	37.2	8	73.9	5	56.3
Community	1	9.0	5	240.4	1	45.0
Urban	0	0.0	3	471.0	0	0.0
Sports Complex	0	0.0	0	0.0	1	40.0
Greenway	1	25.0	1	260.0	0	0.0
Special Use	7	72.9	3	230.0	2	213.0
Schools	7	43.0	15	173.4	12	328.7
Open Space (Undeveloped)*	4†	128.5	1†	37.8	4	390.5
Population (year 2000)	25,286		33,446		39,627	
Size of Tier (acres)*	3,354		6,810		21,741	
Park Space (ac / 1000 people)	7.5		43.3		17.3	
% of Tier is Park Space	5.6%		21.3%		3.1%	
Open Space (ac / 1000 people)	5.1		1.1		9.9	
% of Tier is Open Space	3.8%		0.6%		1.8%	

*Note: agricultural lands (approximately 10,000 acres) are not included in the above figures and calculations.

† Crescent Park straddles the core and second tier areas; the park and half its acreage is recorded in each column.

DAVENPORT'S PARK LAND PROJECTIONS, 2000 – 2030

Population			
2000	2010	2020	2030
98,359	100,000	104,000	108,000

Park Type	Acreage	Acres Needed			
Mini (0.25 - 0.50 ac / 1000)	2.5	24 - 49	25 - 50	26 - 52	27 - 54
Neighborhood (1.0 - 2.0 ac / 1000)	163.9	98 - 197	100 - 200	104 - 208	108 - 216
Community (5.0 - 8.0 ac / 1000)	805.4	490 - 784	500 - 800	520 - 832	540 - 864

DAVENPORT PARK LAND SURPLUS / DEFICIT BY DEVELOPMENT AREA, YEAR 2000

	Core	Second tier	Third tier
Population	25,286	33,446	39,627

Park Type	Acreage	Needed	Acreage	Needed	Acreage	Needed
Mini (0.25 - 0.50 ac / 1000)	1.5	6 - 12	1.0	8 - 16	0.0	10 - 20
Neighborhood (1.0 - 2.0 ac / 1000)	33.7	25 - 50	73.9	33 - 67	56.3	40 - 79
Community (5.0 - 8.0 ac / 1000)	9.0	125 - 200	240.4	167 - 267	45.0	200 - 317

CULTURAL RESOURCES

Cultural resources are those community assets which encourage the growth and remembrance of social and intellectual pursuits. The term “culture” is oftentimes defined two different ways: one way synonymous with “ethnicity,” the other way with “arts.” Both definitions are correct when considered from the planning perspective, as both contribute similarly to a vibrant community. In short, cultural resources are those things a community embraces in order to remember its achievements and history.

Davenport and the Quad Cities have numerous cultural activities to offer. From fairs and festivals to museums, shows, and exhibits, the city and region are doing exceptionally well at putting together interesting activities for residents to enjoy in their spare time. Annual events, such as the Great Mississippi Valley Fair, the Quad City Air Show, and Bix Fest, attract people from all over the Quad Cities and the greater Midwest. The community is also very supportive of the arts, as is evidenced by the number of events and groups dedicated to making studio and display space available to those seeking creative outlets. Continued dedication to development of cultural resources, as evidenced by construction of the new Figge Museum of Art downtown and a new northwest library branch, shows Davenport residents believe culture is an important part of community.



The Figge Museum of Art, still guarded by construction fence in July 2005, itself becomes art as it reflects the downtown skyline.

Museums and Galleries

Davenport is home to several renowned museums and galleries. The Davenport Museum of Art has assembled fine collections of American, Mexican, Haitian, Asian, and European art, a strong Midwestern Regional collection, and several works by noted contemporary artists. The Museum of Art was founded in 1925 following a gift of 334 paintings from Charles August Ficke. In 2003, the Museum broke ground on a new 70,000 square foot downtown building. The Figge Art Museum, designed by the renowned British architecture firm of David Chipperfield and Associates and opening in 2005, will allow more of the community's art works to be on permanent display, and serve as a new cultural anchor in downtown Davenport.

The Putnam Museum of History and Natural Science is a cultural destination located on Museum Hill. Established in 1867, the Putnam offers visitors the chance to explore more than 160,000 artifacts and specimens in permanent and changing exhibits. The Putnam also offers public programs, live interpretations of history, and Iowa's only 3D IMAX Theatre. The 115,000 square foot facility is the largest museum in the Quad Cities. The Putnam is accredited by the American Association of Museums, placing it among an elite group of cultural facilities (only 750 of 3,100 institutions) whose operations are recognized as being the best in the country.

The River Music Experience, located at the corner of Second and Main Streets, is the latest addition to Davenport's cultural offerings. Founded in 2004 as a place celebrating the growth and development of blues, jazz, and early rock and roll music, the RME offers visitors the chance to take in the music first-hand, through live performance, photography and artwork, and interactive displays. The museum occupies nearly half of the historic Petersen-Harned Von Maur department store (Redstone) building, aspires to become as recognized as Cleveland's Rock and Roll Hall of Fame for connoisseurs of "roots" music, and contributes strongly to existing regional jazz, rhythm, and blues events like BixFest and the Mississippi Valley Blues Festival.



Outdoors at The River Music Experience. (courtesy DavenportOne)

The Palmer College of Chiropractic adds to Davenport's list of museums through its Museum of Chiropractic History. The museum, dedicated to the history of the chiropractic profession, covers more than 1,900 square feet and includes more than 6,000 artifacts, including 3,000 skeletal elements, among its holdings.

The Bucktown Center for the Arts, located on Second Street south of the RiverCenter, is being developed as an “arts warehouse” in downtown Davenport. The facility once housed the Petersen-Hagge furniture business, and measures more than 25,000 square feet over four floors. MidCoast Fine Arts, proprietors of the project, hope to combine gallery space with offices and condominiums to create a mixed-use, multi-use outlet for area artisans.



The German American Heritage Center is the repository for artifacts and information regarding the German influence in the development of Iowa. The facility is housed in the rehabilitated Germania Haus / Miller Hotel at the foot of the Centennial Bridge (corner of Second and Gaines Streets). The GAHC is notable in the region and nation, as it memorializes the immigrant experience which shaped the Quad Cities region in the mid- to late nineteenth century. Opportunities exist for visitors to explore Davenport's German culture through museum pieces, a library, archives, and a genealogical / historical research center.

The Antoine LeClaire House has been undergoing restoration since 1976, and is beginning to contribute strongly to telling the story of the region's founding. The house's namesake, Antoine LeClaire, acted as chief interpreter between Chief Keokuk and General Winfield Scott at the conclusion of the Black Hawk War. LeClaire's house, located on the hilltop at Seventh and Grand, fell into disrepair over the years, until the City and the Scott County Historic Preservation Society took an interest in it and began the long process of restoring the property. The house currently serves as both an interpretive center and community center for the LeClaire Heights neighborhood and Davenport at large.



Sports, Recreation, and Entertainment Facilities

Municipal Stadium, renamed John O'Donnell Stadium (JOD) in 1972 in memory of the noted Quad City Times sports editor, was constructed in 1931 as a public works project to house the Davenport Blue Sox. Currently, JOD is the home of the Swing of the Quad Cities, the Single-A minor league team of the St. Louis Cardinals. The stadium, located along River Drive at the foot of the Centennial Bridge, was refurbished in 2003 according to plans developed by Missouri-based HOK Sport (noted for designing Baltimore's Oriole Park at Camden Yards and San Francisco's SBC Park), and currently seats more than 5,000 people. JOD has become a premiere minor league stadium in the Midwest. When not hosting baseball, the facility can serve as an outdoor concert venue, attracting prominent musical acts to the banks of the Mississippi.



Artist's rendering of John O'Donnell Stadium. (courtesy HOK Sport)

The Quad City Sports Center, immediately west of the Centennial Bridge along River Drive, offers affordable recreational opportunities to Quad City youth and their families. The facility hosts recreational hockey and competitive figure skating on its ice surfaces. The non-profit corporation notes that it contributes over \$100,000 in services annually to disadvantaged youth.

The MARK of the Quad Cities, located in Moline, offers residents of Davenport and the region an arena capable of hosting hockey, indoor football, and concerts. The Quad City Mallards, affiliated with the United Hockey League, play more than seventy regular season games at the MARK. The Quad City Steamwheelers belong to the arenafootball2™ league, a minor league variety of indoor football composed mainly of smaller-market franchises. When the circus comes to town, the MARK transforms itself into a big top. The MARK also acts as a regional music and stage venue for mainstream country singers, rock groups, and notable vocalists, hosting 10-15 major concerts per year.

Davenport's RiverCenter features two large exhibit/banquet halls, ten breakout rooms and an executive boardroom. When combined with the Adler Theatre, the RiverCenter boasts 100,000 square feet of meeting space. The facility's staff offers support services such as event coordination, catering, and decorating.

Music, Festivals, and Events

The Mississippi Valley Blues Festival, sponsored by the Mississippi Valley Blues Society and the Riverboat Development Authority, is typically held the first weekend in July in LeClaire Park. Each year, more than thirty blues bands and musicians gather to provide entertainment to blues lovers in the region. The MVBF has been held annually since 1985, and is a popular draw on the Davenport riverfront.

The Bix Beiderbecke Memorial Jazz Festival (Bix Fest) is sponsored by the Bix Beiderbecke Memorial Society, has been held annually since 1972 to celebrate the musical accomplishments of a Davenport native son. The event is typically held the last weekend in July, and features concerts, clinics, and other jazz-related activities. The Bix 7, sponsored by the Quad City Times, is a road race held in conjunction with Bix Fest. The prestigious event is seven miles long and winds through southeast Davenport, attracting professional and amateur runners from across the region, country, and overseas.

The Festival of Trees is a ten-day, ten-night event held annually in November at Davenport's RiverCenter. The festival is the major fundraiser for Quad City Arts. Holiday decorations are created by local artists and then either raffled off or sold. Activities such as the Holiday Pops Concert, the Jingle Jam, and the Sugar Plum Ball help bring people together from all over the Quad Cities to celebrate arts and the winter holidays.

Viva Quad Cities, a local non-profit organization celebrating Hispanic culture, hosts a yearly Fiesta in September to raise scholarship money for higher education. The Fiesta attracts notable performers to the area, and offers Quad City residents the chance to partake in the Latino music, food, crafts, and culture.

The Col Ballroom, built in 1914, replaced the original Coliseum on Fourth Street. Notable entertainers such as Tommy Dorsey, Frank Sinatra, The Beach Boys, B.B King and Jimi Hendrix have played at the facility. Revenues from the Col's bingo nights, concerts, and dances are used to support Quad-Cities Mexican American Organization scholarship and education programs.

The Quad-City Symphony Orchestra, founded in 1914, is one of oldest orchestras in the nation and performs six pairs of subscription concerts and two or three pops concerts annually, including one on the riverfront with booming cannons and colorful fireworks.

The Quad City Air Show is an annual event held in early summer at the Davenport Municipal Airport. Military and civilian aircraft, as well as skydivers and an occasional hot-rod or monster truck, make an appearance at the airfield. The event is a regional attraction, drawing thousands of people to Davenport to see the planes and enjoy the thrilling airborne stunts.

The Mississippi Valley Fairgrounds is home to stock car races, motorcycle races, demolition derbies, horse shows, dog shows, and flea markets. Each year, the facility hosts the Great Mississippi Valley Fair, attracting people from eastern Iowa and western Illinois to its crafts competitions, livestock contests, midway rides, and grandstand concerts.

Theater

The 2,400 seat Adler Theatre opened in 1931 as the RKO Orpheum Theatre, showing first-run movies on its large screen. The Orpheum operated as a movie theater until 1973, when it closed due to competition from suburban cinema multiplexes. In the early 1980s, the Davenport Chamber of Commerce purchased the Orpheum with the intent of making it part of the River Center for the Performing Arts. Following an extensive restoration, the renamed Adler Theatre, in honor of local philanthropists and publishers E.P. and Philip Adler, became Davenport's main outlet for Broadway-caliber shows, musicians, and symphony performances. A stage expansion project is underway (as part of Davenport's River Renaissance package) which will allow the Adler to accommodate larger shows.

The 1,543 seat Capitol Theatre was constructed in 1920 and came to be known as one of Davenport's most elegant movie houses. The facility, originally 2,500 seats, still contains the original organ which was used to provide sound for silent films. In the early 1970s, Spanish language films were screened; in the 1990s, the facility was used for country, jazz, and other touring concerts, as well as local productions of ballet, community, and college theater. The theater is currently owned by Scott Community College, which rents the facility for lectures, concerts, and theater productions.

Saint Ambrose University operates the Galvin Fine Arts Center, which provides creative outlets for the student body and community at large. The 1,200 seat Allaert Auditorium hosts the university's music and theater performances; galleries within the Center provide display space for artwork.



Theatre-goers at the Adler. (courtesy of the Adler Theatre)

Arts and Literature

Quad City Arts is a regional arts program based out of downtown Rock Island. Quad City Arts supports the performing arts, visual arts and literary arts locally and from across the nation. The program works with schools to ensure the arts are introduced to students through a variety of subjects and classes. Quad City Arts also supports the display of public art pieces throughout the Quad Cities.

MidCoast Fine Arts is an artist-run non-profit arts agency focusing on regional artists and cultural organizations. MidCoast sponsors regional art activities such as film festivals, Art Stroll, the Great Mask Auction (Halloween), BASH!, Gallery Hop, Art-o-Mobile, and the Riverssance Festival.

The Davenport Public Library, in conjunction with the Quad-City Libraries in Cooperation, provides local residents with access to the written word. The main branch is located at the corner of Main and Fourth Streets in downtown Davenport. A new western branch, replacing the branch housed at the Annie Wittenmeyer complex, stands at 32nd and Fairmount Streets. The library has more than 300,000 items in its collections, including magazines, periodicals, tapes, CDs, DVDs, and microfiche.



The Davenport Public Library offers residents access to books, CDs, DVD, computers, and more. The downtown facility (above) was designed by renowned architect Edward Durrell Stone in 1968 as a replacement for the city's Carnegie library building.

The new westside branch on Fairmount Street was designed by local architecture firm Downing Architects, and is slated for completion in 2005. (courtesy Davenport Public Library)



TRANSPORTATION

Transportation Elements in Davenport

Mississippi River

The Mississippi River creates a natural physical boundary between the Iowa and Illinois Quad Cities. The Mississippi River is part of the 25,000 miles of navigable rivers and canals that make up the Inland Waterway System. The river links the area to the Gulf of Mexico, the Great Lakes, and other tributaries of the Mississippi River.

Flooding events and weather conditions along the length of the river influence the tonnage that comes by barge through the Quad Cities each year. Over the last five years, the QCA locks have handled between twenty-five million and thirty million tons on average per year.

In the Quad Cities, five bridges carry automobile and truck traffic across the Mississippi River: three interstate bridges (I-80 on the east, I-74 in the center, and I-280 on the west) and two local bridges (the Government and Centennial Bridges, both connecting Davenport and Rock Island).

Interstates, Highways, Trails, and Scenic Byways

Four interstate highways are available in the Quad Cities, three of which run through Davenport. I-74 is a primary north-south regional interstate bisecting the region. I-80 runs across the northern edge of the Quad Cities. I-280 forms a beltway around the western edge of Davenport. I-88 runs east from the Quad Cities toward the Chicago area. In addition to interstate highways, the region is served by five U.S. highways; three of these run through Davenport: U.S. 67, 61, and 6.

Four scenic trails and byways also pass through Davenport. The Great River Road is a 3,000 mile network along both sides of the Mississippi River, running from Canada to the Gulf of Mexico. The American Discovery Trail (ADT) is a proposed 6,356-mile multi-use recreational trail designed to run entirely off-road from coast-to-coast of the United States, passing at least 10,000 sites of historic, scenic, cultural, or national significance. The Mississippi River Trail (MRT) is a developing ten-state cycling route, covering over 2,000 miles between the headwaters of the Mississippi River and the Gulf of Mexico. The Hiawatha Pioneer Trail, while no longer well publicized, meanders through Iowa, Minnesota, Wisconsin, and Illinois.

Rail

There are three active rail companies in the Quad Cities: the Iowa, Chicago, and Eastern; the Burlington Northern Santa Fe; and the Iowa Interstate. In 1998, a study to re-develop passenger rail connections between Chicago and the rest of the Midwest was conducted in partnership with nine states, Amtrak, and the Federal Rail Administration. The Quad Cities would be served by a line from Chicago to Omaha. This line would not be a high-speed line, and may enter the preliminary engineering and design stage in the next few years.

Air

The Federal Aviation Administration's "certified air carrier" for the region is the Quad City International Airport (MLI), in Moline, Illinois. This airport provides daily commercial flights to major hub airports in the United States. The airport handles general aviation activity and is a US Customs Port of Entry. Since 1998, the air passenger traffic at the airport has been strong, with approximately 700,000 trips. Freight traffic seems to have peaked from 1994 to 2000 with nearly 20,000 tons shipped in 1998.

The Davenport Municipal Airport (DVN) is a primary general airport for Iowa. The airport is owned by the City of Davenport and operated through the Davenport Airport Commission. The airport can support business jet aircraft, as well as small general aviation aircraft. The airport's master plan (2000) shows outlines an alignment improvement for the primary runway. Carver Aero, the fixed base operator, provides fuel services, flight training, aircraft rental, aircraft maintenance, and charter operations.

Street Network

The City of Davenport organizes its street network using a standard classification system of highways and principal arterial, minor arterial, collector, and local streets. One significance of the classification system is that federal funding can be spent only on roadways classified as collectors or higher. The City of Davenport and Bi-State Regional Commission periodically review the city's classification system and make adjustments as needed so as to make certain streets and roads eligible for construction and maintenance funds.

Bridges

The City of Davenport is responsible for constructing and maintaining local roadway bridges within city limits. The city participates in a federal program for bridge replacement and rehabilitation. The City of Davenport has thirty-nine bridges eligible for this program. Bridges that carry railroad traffic are the responsibility of railroad companies.

Public and Private Transit

CitiBus service in Davenport utilizes twenty buses over twelve routes. The system is regionally linked to the Bettendorf and Illinois Quad Cities systems with transfers at Duck Creek Plaza in Bettendorf, and Centre Station in Rock Island. These buses carry about one million passengers each year, are ADA compliant, and offer bike racks. The routes run Monday through Friday from approximately 6:00 AM to 6:00 PM. A limited Saturday service is offered on some routes. When Saturday service is available, it typically begins around 9:00 AM and runs until 6:00 PM. The system itself is being reviewed as part of the “Iowa Quad Cities Transit Alternatives Analysis Study,” which will review the areas of the city with access to transit, and areas of the city that show a need for transit. The “Iowa Transit Consolidation Study,” completed in 2004, recommended the consolidation of Davenport, Bettendorf, and River Bend Transit Systems into a single entity.

The Ground Transportation Center in downtown Davenport serves the local and long distance bus systems traveling through Davenport (CitiBus, Trailways, and Greyhound).

Paratransit services are required by the Americans with Disabilities Act for those unable to access fixed-route transit services. Bettendorf, Davenport, and Scott County contract for paratransit from River Bend Transit (RBT).

Private transit exists in the form of taxis, shuttles, and hired cars, though arrangements must typically be made in advance. The water taxi service in the Quad Cities is operated through the MetroLINK Channel Cat. This is a seasonal service with scheduled crossings of the Mississippi River connecting Moline, East Moline, Bettendorf, and Davenport. MetroLINK also coordinates a vanpool service for business or neighborhood commuters.

Community Defined Issues

Davenport residents note many concerns with existing transportation networks, including lack of connections, the desire for congestion relief, and the need for traffic calming measures. There is interest in an overall street hierarchy plan, as well as design of frontage roads, design of parking lots, planning for phased development of streets, right-of-way concerns, and beautification of gateway streets. Many citizens want consistent development policies for streets and transportation infrastructure. Citizen desire for the City to open up land for development through construction of arterials and bridges over creeks is also apparent.

There were also requests for other modes of transportation: increased attention to pedestrians, trail system improvements, trolleys, light rail, and bus transit. There was also a request to link the transit system to land development opportunities. Interview participants suggested requiring medians and boulevards within city streets, and requiring walks and paths in all residential neighborhoods.

Anticipated Short-range Improvements

The planning process revealed three immediate transportation-related concerns of the community: widening of the Kimberly Road arterial, the decline of commercial establishments along the Davenport's arterial one-ways, and the decreased vehicular connectivity resulting from the creation of cul-de-sacs.

Kimberly Road

Kimberly Road is parallel to and located between Locust Street and 53rd Street. It is designated as a "principal arterial," or a road intended to provide travel for many vehicles across the city or to destinations further away. The "Kimberly Road Study" was commissioned by the City of Davenport, and performed by Wilbur Smith Associates, Inc., in 1999. The road was originally designed with extra space between traffic lanes for future improvements. In the coming years, it is proposed that Kimberly Road be widened to relieve congestion on Locust Street.

In addition to design and capacity improvements, several additional improvement alternatives were suggested within the study. Transit improvements, such as a new transit transfer center and retail shuttle running the length of the road, were suggested. The addition of sidewalks has been explored, along with a combination bicycle / pedestrian path, to allow for non-motorized traffic to use the corridor. Pedestrian bridges and tunnels, as well as multi-use paths and trail spurs, were also suggested at key points along the corridor. Finally, the study calls for access management, improved traffic counting, and intelligent transportation monitoring systems.

One-Way Streets

There are many examples of one-way streets in Davenport. The January 2003 comprehensive planning issues paper (mentioned earlier in this report's "Scope of Work" section) notes that two particular sets of arterial one-ways (the Brady Street–Harrison Street / Welcome Way pair running north-south from I-80 to downtown, and the Third Street–Fourth Street pair running east-west through downtown) are a concern to city residents.

These one-ways were created in the 1970s as a way to ease traffic congestion through the City by allowing increased traffic volumes and timing of traffic signals. Planning professionals and stakeholders along these Davenport corridors now believe that this un-congested traffic may also contribute to the decline of commercial establishments along these corridors (faster-moving traffic from only one direction resulting in fewer business opportunities compared to people who park on both sides of the street and wander through a commercial area).

Arguments can be made for and against one-way streets, mostly pitting safety and efficiency of traffic against business opportunities and the safety and experience of pedestrians. It must be recognized that there are tradeoffs to any traffic management solution. The "correct" solution may change as the community and priorities change. If Davenport's priorities have changed for these

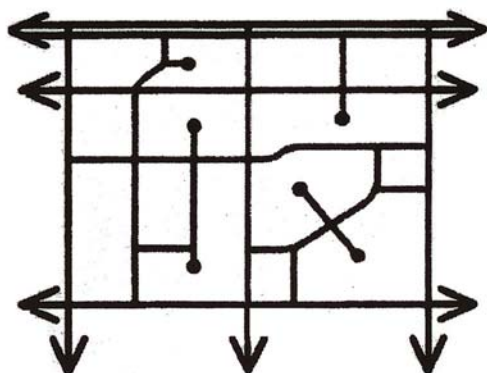
arterial corridors in question, the community should reassess existing conditions and develop a traffic management solution that addresses current needs and desires. Traffic should be routed to best serve the community, and need not be inflexible as times change.

Cul-de-Sacs

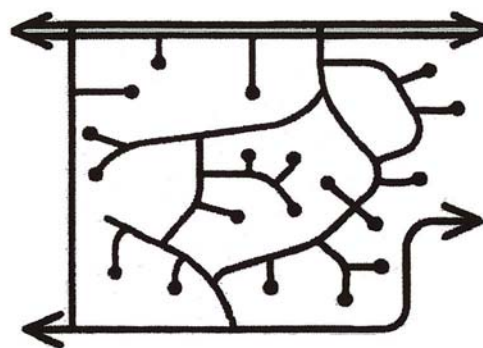
As with one-ways, there are numerous examples of cul-de-sacs in Davenport, particularly in residential areas developed in the third-tier areas of the community. And, as with one-ways, arguments can be made both for and against cul-de-sacs. Cul-de-sacs eliminate through-traffic, which some people prefer for neighborhood civic and gathering places. This may create a sense of exclusivity or additional safety for residents along the street.

Cul-de-sacs also create dead-end streets that hamper the efficiency of a grid-like street network. A grid system allows traffic to flow along a variety of different corridors, keeping any one corridor from being oversized or overly congested; if there is congestion, traffic can simply turn-off onto another corridor. Persons living on cul-de-sacs or dead-end streets may enjoy reduced traffic; conversely, those living along through streets will see an increase in traffic. Cul-de-sacs increase the distance that persons have to drive between houses or businesses that are relatively close “as the crow flies.” They also require a large amount of paving to permit fire engines and garbage trucks to turnaround. This additional paving creates additional pavement maintenance as well. Further, cul-de-sacs can prohibit or discourage connections between adjacent neighborhoods, creating enclaves of housing instead of a linked residential area.

Cul-de-sacs have a place in city and neighborhood design, and may continue to be preferred in certain residential settings. If a community desires more connected roads, and neighborhoods, reducing dead-ends and encouraging connections of streets should be the preferred design alternative.



Grid Pattern Street Layout



Cul-de-Sac Pattern Street Layout

As is evidenced by the diagrams above, greater connectivity occurs when streets are laid out in a manner that reduces the number of dead-ends.

Anticipated Long-range Improvements

Quad City Area Long Range Transportation Plan

The Bi-State Regional Commission is preparing the 2035 update to the Quad City Area Long Range Transportation Plan. The current plan analyzes four networks for the region: roadway networks, public transit networks, intermodal and accessibility networks, and multipurpose/pedestrian networks. The updated plan will provide guidance to the City of Davenport on these networks, and describe how Davenport's systems should mesh with those of surrounding communities.

After modeling and forecasting travel demand, the current plan illustrates nearly \$340 million worth of priority projects in the area over the several decades; twenty-six projects valued at nearly \$68 million are proposed for Davenport alone. The plan acknowledges financial constraints, available revenue sources and forecasts, projected maintenance expenses, and regional transportation priorities.

The Bi-State Regional Commission, in cooperation with the Iowa Department of Transportation, performed travel demand forecasting for the Quad Cities long-range transportation plan. Computer modeling, generated from land use and population data for the Quad Cities, allows for analysis of vehicle trips and predictions for the roadway network. Typically, this modeling is performed in two stages: current traffic levels on existing roads, and future traffic levels on the same roads. The model created for the year 2025 anticipates that several roads (53rd Street, Hickory Grove Road, Locust Street, Kimberly Road, River Drive, Brady Street, Northwest Boulevard, Telegraph Road, and Central Park) will likely be at or over capacity.

Intelligent Transportation Systems

The long-range plan also considers Intelligent Transportation Systems (ITS). ITS refers to a wide variety of tools and techniques that improve the efficiency and use of transportation systems. ITS technologies can help monitor and manage traffic flow, reduce congestion, advertise alternate routes, enhance productivity, and save lives, time, and money.

The future of ITS is promising. New applications and technologies are being developed every day. Better-known examples of ITS technologies include: on-board navigation systems, crash notification systems, electronic payment systems, roadbed sensors, traffic video/control technologies, weather information services, variable message signs, and fleet tracking and weigh-in-motion technologies.

Mobility and Multi-Modal Systems

One of the best means to ensure mobility (freedom or ability of movement) is to create adequate travel choices, and places to change travel modes. A multi-modal transportation system allows different means of traveling (or modes) throughout the city.

Multi-modal systems can be more difficult to design and maintain than single mode systems, because of the inherent conflict between motorized and non-motorized vehicles. Yet in many instances, people, animals, and bicyclists already cross and sometimes travel along high traffic volume streets not designed for their use. Restricting roadways to motorized vehicles means that cars and trucks drive without expecting to share the road (typically at faster speeds), though there is no guarantee that a pedestrian or bicycle will not appear. Shared pavement mixes faster, heavier, vehicles with slower, more lightweight modes of travel and may require all modes to slow slightly to observe and coordinate with other forms of travel.

City-wide Comprehensive Transportation System Planning

One of the unfinished recommendations of Davenport's 1978 comprehensive plan was to provide arterial streets or primary routes through the city in a parallel grid system. This system allows connections at different levels and locations, and automatically provides alternate routes when needed for accidents, construction, weather, or daily congestion. Paired with the 2005 URS Corporation transit alternative study, a detailed roadway network study for the City of Davenport will help prioritize projects to add vehicle capacity and create bicycle/pedestrian opportunities. Planning for a secondary network of streets, below the primary network addressed by the Bi-State Regional Commission, will strengthen the overall transportation system.

A transit study can also lead to evaluation of the role of public (and private) transit services in Davenport. As transit service in Davenport is re-evaluated, there could be a new or additional hub for local transit. Other transit questions can begin to be evaluated with more data. How is transit best utilized in a city like Davenport? Who is the community trying to serve with transit? Where are we trying to take them, how many at a time, and how often?

Updated Design Standards

Iowa State University is developing Statewide Urban Designs and Specifications (SUDAS) Manuals. The manuals are intended to include design and construction details unique to specific state Department of Transportation (DOT) jurisdictions, including available materials and soil conditions. The manuals are an attempt to update existing central Iowa standards, standardize the state, and reference federal, state, and local specifications. The City of Davenport has long had its own standard construction and design specifications, and is generally opposed to adopting the SUDAS guidelines wholesale.

PUBLIC AND SOCIAL SERVICES

Public and social services encompass a variety of facilities important to communities. In fact, some of the facilities (fire department, police department, public health department, etc.) are critical to the very idea of community: creation of institutions whose purpose is to address the needs of the public. Public services are those created by communities, usually as a function of local government, that address the health, safety, and welfare of the general population. Social services are those created by the community, usually as a function of private industry or through public/private partnerships, which address the needs of a specific subset of the community who merit special attention.



Davenport, like most incorporated municipalities, has both a police department and a fire department. Both are suitably equipped, generally well-trained, and prepared to handle public safety incidents. Both departments rank below the national averages for responders per capita; regarding funding per capita, the fire department ranks below the average, the police department above. Number of responders and funding aside, both the police and fire department note that they are within nationally-recognized standards for service call response times. Members of the fire and police department make significant use of technology in their daily routines, and both departments recognize that keeping their equipment up-to-date is critical to their abilities to continue to provide the expected levels of service, both now and in the future.

Davenport is the Scott County seat, and thus is home to the sheriff's office, the county jail, and the public health department. The sheriff's office is responsible for evidence collection at all Scott County crime scenes outside of city jurisdictions. The office also oversees an "emergency services" detail, members of whom are trained to use diplomacy, strategy, and special weaponry to handle unique emergency situations. The sheriff's office also performs community outreach, particularly through education programs directed at the community's youth and seniors. The county jail handles incarcerations of up to one-year in length. Jail staff is trained to handle the unique emotional and social issues of inmates in addition to their physical care.

The Scott County Health Department concerns itself with public safety, environmental health, clinical services for the needy, and other community outreach services. The health department coordinates the county ambulances, distributes information regarding safety, health, and wellness programs, conducts health inspections, and investigates health complaints in the county. Other community services are provided through partnerships with local organizations like Friendly House and the Edgerton Women's Health Center at Genesis East.

Davenport residents have access to two regional hospitals, Genesis and Trinity at Terrace Park. The main organization for mental health care is Vera French Community Mental Health Center. Independent practitioners (doctors, nurses, and medical staff) comprise the majority of Davenport's health care provider options; specialized services such as retirement and managed care facilities are available through various providers.



Genesis Medical Center, east campus. (courtesy of William Taylor)

The city has strong assisted housing programs to help those with housing needs. Private owners operate 95% of the community's subsidized housing units. The City of Davenport offers support to more than six hundred households through a high-rise apartment building for the elderly and handicapped, scattered-site housing, and "Section 8" housing vouchers. Davenport's Community Development Block Grant (CDBG) program, Emergency Shelter Grant programs, and HOME fund program are the community's most visible effort directed toward improving housing conditions in the city, with a total funding approaching \$3 million.

Homelessness is a growing problem in America, with both short- and long-term costs and impacts. Residents and social service organizations recognize that homelessness is present even in the Quad Cities; Davenport, the largest community in the region and the one with the most financial and social resources, attracts many persons who find themselves without a home and in need of care. Homelessness can be temporary, episodic, or chronic; each situation requires a different level of care. Communities need to undertake planning and programming for the homeless in order to effectively address the issue. The Quad Cities Shelter and Transitional Housing Council guides the "continuum of care" process locally. Members of the council cooperate to provide an integrated system of support designed to help homeless people, end the homeless condition, and ensure a return to homelessness is avoided.

Davenport is recognized nationally as a quality community friendly to immigrants. Persons new to the United States, especially those for whom English is not their native language, likely experience the need for some sort of transitional help upon their arrival, to better acclimate them to available public services, acquaint them with social customs, and help them overcome the language barrier. Davenport has several organizations whose mission is to help newcomers, and it is likely that the need for this social service will continue into the future.

Other organizations (churches, social service groups, housing and shelter providers, and even private citizens) provide valuable public and social assistance to the community, especially in cases where gaps in the social fabric occur. Again, the need for these services will likely continue into the future; the community will have to consider how it values these organizations and work to incorporate them into planning and development discussions.

Probably the greatest improvement that could be effected among all public and social service groups is in their ability to respond more quickly to change. For this to be accomplished, the public must take a larger role in identifying and administering public and social services, in order to remove some of the all-too-common political and social barriers to change. Continued development and refinement of public input and participation processes will help establish a common understanding of the issues facing the community.



The First Presbyterian Church stands as a Davenport landmark along Kirkwood Boulevard.

UTILITIES AND INFRASTRUCTURE

Utilities and infrastructure are central to improving Davenport's existing built environment and preparing for new development. The following paragraphs provide a brief overview of Davenport's wastewater, stormwater, solid waste, water, electric, and communications infrastructure. (Transportation infrastructure is addressed in the "Transportation" section.)

While some aspects of Davenport's infrastructure have been recently studied (solid waste and wastewater), other aspects should be comprehensively reviewed as well (transportation networks, roadways, and stormwater management). It should be noted that not all utilities and infrastructure are provided by the City of Davenport. Developers are often aware of what the City provides, but sometimes property owners do not understand which services are privately provided and which are provided by the City.

Wastewater

The City of Davenport wastewater collection and treatment systems are maintained and developed according to a 2001 master plan. Wastewater is water, other liquids, and waterborne refuse carried by sewers. Davenport sewers are generally aligned with the natural topography of the land, allowing sewers to run "downhill." At the bottom of the hill is the Davenport Water Pollution Control plant, where the wastewater is treated before it is released into the Mississippi River. The treatment plant serves Davenport, Bettendorf, Riverdale, and Panorama Park.

Typical wet weather flows can cause the plant to exceed permitted operations by nearly 60%. When this occurs, the wastewater must be detained and treated over time. In exceptional circumstances (nearly double the permitted flow and over three times the dry weather flow), the plant cannot detain enough water and will release some water after one treatment (instead of two) as permitted by the Iowa Department of Natural Resources. The Davenport treatment plant currently has enough capacity to handle typical wastewater flows and some new development. It is recommended that, along with additional studies of plant capacity, additional wet weather improvements (like equalization basins) be constructed to help store and treat wastewater flows in wet weather.

Several improvements to the wastewater system will be required in coming years. The West Side Diversion Tunnel is needed to resolve capacity issues with the Jersey Ridge Tunnel. The new tunnel will redirect flow from the western Duck Creek and tributary basins, thereby freeing capacity in the Duck Creek interceptor extending farther east. Construction of the diversion tunnel also requires construction of the equalization basins that have not been sited, designed, or funded. The Jersey Ridge Tunnel also requires upgrades for future flows as the community grows to the north and northeast. In addition, parallel sewer lines will be needed in certain basins where current collector lines are at capacity.

Stormwater

Stormwater is water (rain, melted snow, or melted ice) collected as it “runs off” impervious surfaces, including buildings, roads, parking lots, and fields. In undeveloped areas of Davenport, stormwater naturally flows across the ground and is either absorbed by the ground or runs into creeks. In developed areas, the stormwater is channeled across roofs, gutters, parking lots and streets; into basins and creeks; then overland or through pipes to the Mississippi River. Stormwater management revolves around three main issues: drainage, water quality, and flooding.

In Davenport, the drainage system includes more than one million linear feet of pipe, more than 10,000 catch basins, hundreds of culverts, miles of ditches, and more than 100 miles of streams. Not counting the Mississippi River, approximately 2.2 square miles (over 1,400 acres) of Davenport is devoted to surface water (creeks, ponds, etc.).

The City created a Stormwater Management and Drainage Systems Utility in 2005 to better study, enforce, separate, and treat stormwater. Currently, staff is working with local engineering firms to create a non-residential stormwater management and treatment program. The new stormwater utility will manage permitting, creek maintenance, flood control projects, and the funding for additional stormwater studies.

Flooding has been a historical concern of Davenport residents. The community works to manage flood events, rather than control them by engineering means (e.g., flood walls and levies). Flood protection occurs through guided construction in flood plains, and requiring floodways (channels used to divert floodwaters) to maintain or increase their carrying capacity. The City has a flood response plan in place, listing procedures to minimize flood damage as the water rises. The procedures vary and are dependent upon the projected flood elevation.

In 1991, James M. Montgomery Engineers, Inc. completed a stormwater plan for Davenport, covering management of the upper reaches of Pheasant, Goose, and Silver Creeks. At the time, these basins contained the majority of new development. The recommendations included regulatory programs, creek maintenance, flood control projects, regional detention basins, and a stormwater utility.

The City has implemented portions of the Montgomery study. Many of the improvements desired for creek flood control come from the study. Green infrastructure design and practices (versus stormwater pipes and culverts) should also be explored along with the practice of retaining greenways along creeks for open space and recreation. Duck Creek and Blackhawk Creek are significant creeks that need to be studied. The City also needs to move forward on regional stormwater reservoirs. Additionally, the City should pursue drainage easements along the creeks.

Solid Waste

The Waste Commission of Scott County was formed in 1990 to plan, site, build, and operate the Scott Area Solid Waste Landfill, the Scott Area Recycling Center, and the Scott Area Household Hazardous Material Facilities. The programs and facilities are supported by use fees. The City of Davenport provides residential solid waste collection (deposited at the Scott Area Solid Waste Landfill) and operates the Davenport Compost Facility in conjunction with the landfill. The compost facility has reduced landfill volume by more than 25%; it handles yard waste, utilizes biosolids from the wastewater treatment plant, and produces mulch and compost that can be sold to gardeners, landscapers, and contractors.

The City is currently required to reduce waste and provides recycling to its customers. Private providers could be required to uphold the same waste reduction requirements and to provide recycling.

Water, Energy, and Communication

Water, energy (electric and natural gas), and communications services are privately provided. The service companies are regulated by the Iowa Utilities Board. The private utility companies (Iowa American Water Company and Mid-American Energy Company) partner with the City, and are able to keep pace with development, though they support more compact development as a way to reduce expansion costs that are passed on to new developments.

The City is exploring and should continue to explore partnerships with other municipalities to acquire and manage data. The City should also explore the use of wireless networks for intracity communications. Many applications would both increase the productivity of remote units (police, fire, inspections, etc.) and reduce the cost of private communications service bills.

LAND USE

Development Patterns Over Time

Davenport's residential, commercial, and industrial developments have evolved over time, and can especially be seen as occurring in "tiers:" core development (1840s – 1940s), second tier development (1940s – 1970s), and third tier (1970s – present). Each tier exhibits characteristics which can be used to better define the period of development and differentiate one tier from the others.

Prior to the 1940s, Davenport developed around a commercial / industrial core located adjacent to the Mississippi River. The pattern of development was urban in character and form. Downtown served as the major commercial node, and the riverfront was dedicated to a mixture of commercial and industrial uses. Residential areas evolved in support of this core, radiating outward from the urban center. The "core" style of development is very traditional and was prevalent in American cities until after World War Two.

From 1945 to the 1970s, Davenport began a shift away from the traditional "core" pattern of development. There was a need for new homes to serve the fast growing population. Increased use of the automobile contributed to the success and viability of new suburban neighborhoods: people found that they could commute to the commercial and industrial centers from their new suburban homes. Commercial businesses were quick to recognize the outward shift in population, and began expanding their presence in fringe areas of the community.

From the 1970s onward, Davenport has continued to shift away from the traditional urban center form to one that is certainly more polycentric (e.g., having more than one center). The predominant style of this "third tier" of development is more district-oriented, with a strong separation of commercial, industrial, and residential land uses throughout the tier. These districts are connected via a hierarchy of roads, which serve both as transportation corridors and commercial arteries.

Davenport's Current Land Use System

Davenport's basic land use regulatory system identifies and groups community activities into categories (e.g. residential, commercial, industrial, and agricultural). This system is commonly referred to as "zoning," placing categories of uses into separated zones. Activities deemed compatible are allowed to exist in close proximity, while those deemed incompatible are intentionally separated. At the root of any zoning system is the public's desire to exclude certain types of activity from certain areas of a community, in the name of health, safety, and welfare.

The Plan and Zoning Commission, a fifteen-member body appointed by the Mayor with consent of the City Council, oversees planning and zoning activities in Davenport. The subdivision regulations and zoning ordinance are tools used by the Commission to review proposed development and zoning changes requested by the public or City. A separate body, the Zoning Board of Adjustment, is established by the zoning ordinance to hear appeals of and consider variances to zoning applications, regulations, or interpretations.

Persons or companies wishing to develop land, i.e., create individual parcels for sale and construction, must follow the processes outlined in the subdivision regulations and zoning ordinance. Generally, the proposed development should conform to the community's land use vision set forth in the comprehensive plan. Petitioners must develop their plans in accordance with the subdivision regulations and submit their plans to a "plan and zoning" review process. If the Plan and Zoning Commission is satisfied that the petitioner has met certain predetermined development requirements, the Commission sends the proposal to the City Council for review and potential approval.

Proposed Land Use Map

The Proposed Land Use Map is the document most people think of when they hear the words "comprehensive plan." While it is true the map is a strong graphic representation of how and where a community proposes to develop, it is but one part of the larger comprehensive plan document.

The map provides a picture of what the community's desired land use patterns will be at the completion of a planning horizon. To arrive at the future pattern, planners begin with an accounting of existing conditions, and then refine the map to include changes such as new roads, new parks, anticipated development, and potential physical expansion (e.g., annexation). Ideally, policies, programs, and projects found within the comprehensive plan strongly influence how the map is drawn. The map can be used to guide planning decisions toward what the community ultimately expects to happen on parcels of land. The map can also assist developers in gauging potential community acceptance and/or support of projects.

The City of Davenport uses the Proposed Land Use Map as an indicator of desired development, especially through the planning and zoning process and capital improvements proposals. Monthly, city staff compares proposed developments against what the map says would be the desired land use. On each request for a zoning change, Plan and Zoning Commissioners receive a report from city staff about the proposed project. Within the report is a statement of whether the proposal conforms to the map of proposed future land use. While commissioners are not bound to follow what the map calls for as the community's planned development, the map does provide a guide against which the commissioners can begin to craft a decision.

The map can also be used by city staff in support of capital improvement decisions. With the map as a guide toward a desired future, the community can begin to prioritize funding for improvements such as roads, sewers, and parks. In theory, the comprehensive plan (with the map as its most visible illustration) can serve as a guide for proposed improvements. Some projects more than others support the future vision; both city government and private citizens need to turn to the plan when development proposals are presented.

Coming out of the *Davenport 2025* planning process, it is understood that citizens want the map to include more information than "land use." Showing the location and orientation of proposed major roads, proposed watershed retention basins, and proposed greenway / open space corridors make the land use map more "comprehensive" in scope.

Land Use Classifications

Davenport 2025's Proposed Land Use Map uses land use classifications that differ slightly from those in previous comprehensive plans. The following paragraphs describe the land use classification system, offering insight into the type of development intended in each area noted:

- Future Development (F) acknowledges that most agricultural or undeveloped property within Davenport will eventually be developed. Under the *Davenport 2025* planning horizon, the eventual use of these areas is undefined.
- Open Space / Public Land (OS) reserves undeveloped open space for use as either preserved natural areas or future park development, in response to the community's desire to increase the number of natural, green, and open spaces in the city.
- Parks and Recreation (PR) designates major developed parks, recreation areas, golf courses, cemeteries, etc. Park or recreation properties can be located in any zoning district. *Davenport 2025* is trying to emphasize and increase park and recreation spaces in the city. Smaller parks may not appear on the map because of the more general nature and scale of the map. But, it is implied in the residential classifications that small neighborhood parks are included.
- Residential Limited Neighborhood (RL) designates neighborhoods that are composed of primarily residential uses; commercial and other uses are generally prohibited. These uses are commonly "stand-alone" subdivisions or neighborhoods. Some RL neighborhoods are close or adjacent to commercial (and other neighborhood) land uses, but are separated by a natural or infrastructure barrier. Additionally, neighborhoods are typically designated as a whole. For all Residential land use classifications, *Davenport 2025* encourages the creation of neighborhood planning documents to guide development appropriate for each neighborhood.
- Residential General Neighborhood (RG) designates mixed-use neighborhoods that are mostly residential but include, within one-half mile walking distance, scattered neighborhood-compatible commercial services. Other neighborhood uses like schools, churches, corner stores, etc., can be found within an Residential General area. As with Residential Limited areas, it is note that neighborhoods are typically designated as a whole, and that *Davenport 2025* encourages the creation of neighborhood planning documents to guide development appropriate for each neighborhood.
- Residential Corridor (RC) is a mixed-use designation, intended for areas that are a) a blend of residential and commercial, and b) oriented toward a major vehicular corridor. While residential properties within an RC area should be oriented toward the adjacent corridor, they should not have direct access to the corridor. While commercial developments may be present, they must maintain residential structures and character (e.g. adaptive compatible commercial use of existing houses, commercial first floor and residential above, etc.). Neighborhood planning documents are again encouraged for developments within this classification.
- Commercial Neighborhood District (CN) is a mixed-use commercial designation that partners with RC (Residential Corridor). CN identifies major nodes of neighborhood-

scale commercial development generally along Residential Corridors or adjacent to residential areas the CN district serves. These areas are often found near the intersection of two arterial streets.

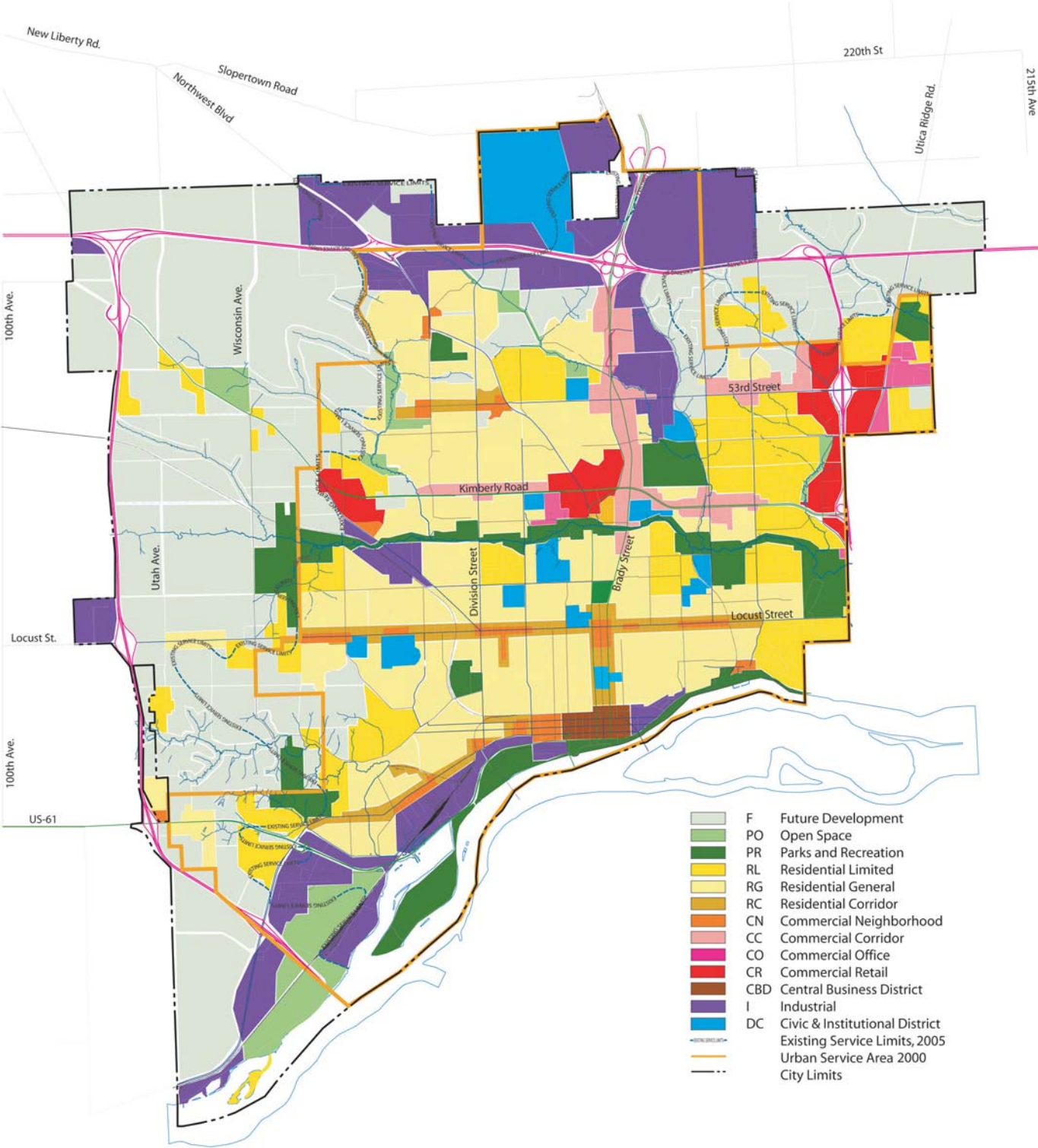
- Commercial Corridor (CC) identifies areas which are a) generally commercial in nature, b) oriented toward a major corridor, c) more intense than CN – Commercial Neighborhood, and d) less intense than CR – Commercial Retail. This category can be considered a transition between a “residential corridor” and a “commercial district.” Higher density commercial uses are allowed with limited residential uses.
- Commercial Office District (CO) provides for a mixture of commercial uses, generally more office than retail. Retail in CO can be best described as being of smaller scale and less intensity than CR.
- Commercial Retail District (CR) provides for a mixture of commercial uses, primarily retail. Retail in CR can be best described as being the most intense retail development, like shopping malls, supercenters, and “big box” retail sites, which service a large metropolitan area.
- Industrial District (I) designates industrial uses including research, assembly/fabrication, warehousing, storage, and associated commercial/office uses.
- Civic / Institutional District (DC) designates major developments for government, education, religion, medical, and other cultural or non-profit organizations.
- Central Business District (CBD) is truly a mixed-use designation, and includes residential and commercial uses of the highest density.

Land Use Maps

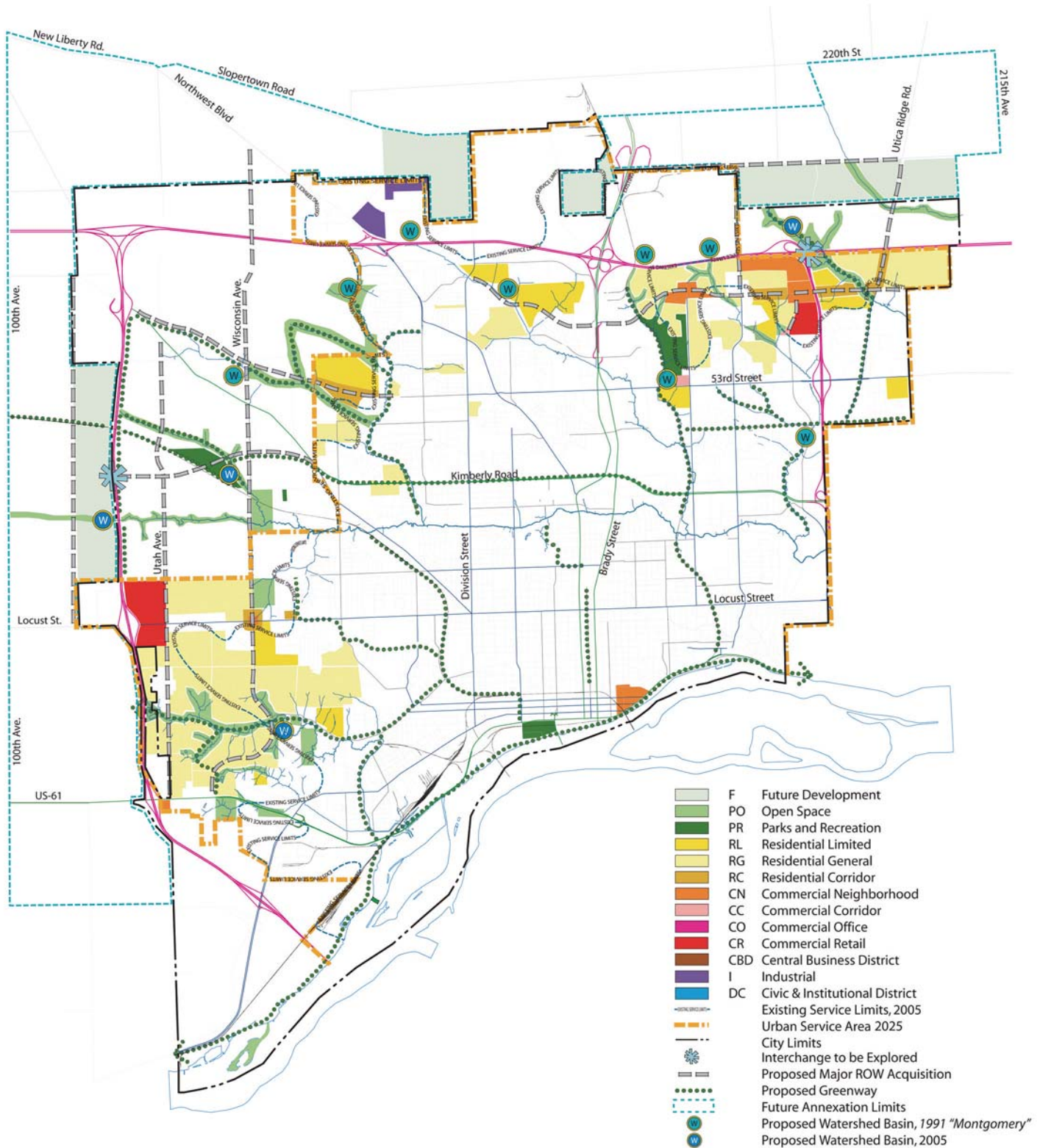
The land use maps presented on the following pages were developed by the steering committee using the best available land use information from City of Davenport and Scott County sources. The maps went through more than a dozen revisions over a six-month period, in response to changing ideas about future growth and also to correct discovered inaccuracies.

It is important to understand the “grain” of the maps: land uses are recorded in roughly two-block by two-block areas, as opposed to individual parcels. The committee did not attempt to show or predict the future land use for each parcel in the community. Mapping of existing uses parcel-by-parcel is possible but more detailed than appropriate for *Davenport 2025*. Decisions about the future use of parcels of land will be made by the owners and by the City as new development and redevelopment proposals are considered. Further, the committee felt it more appropriate to consider the future land use at a scale where the more general character of an area would be the focus, in keeping with the generalized land use descriptions.

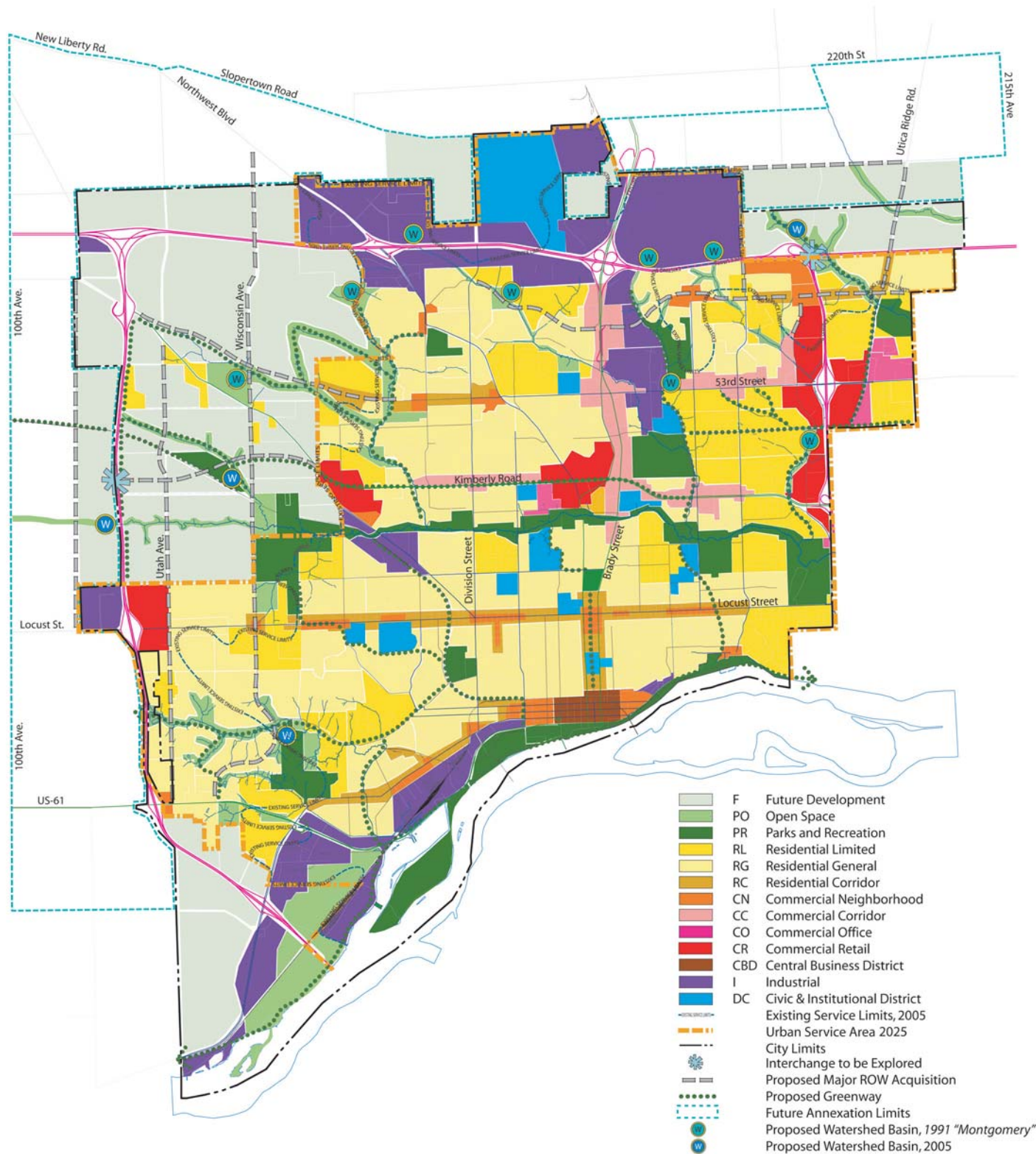
The “Existing 2005 Land Use Map” shows existing land use patterns within the city. The “Changes to Land Use: 2005 – 2025” depicts land use patterns that are expected to change over the next twenty years. The “Proposed 2025 Land Use Map” combines the existing conditions and anticipated changes into an image of what Davenport’s land use pattern is proposed to be in the year 2025.



EXISTING LAND USE MAP - 2005



CHANGES TO LAND USE: 2005 - 2025



PROPOSED LAND USE MAP - 2025

Land Use Management Responses

To assist decision-makers and help the community achieve the comprehensive plan's vision for land use, land use management tools are employed to guide where and under what conditions development may occur in a community. Communities may use a combination of many such tools, from zoning and subdivision regulations to open space requirements and economic incentives, to best achieve the desired land use vision and provide guidance toward the future.

Listed below are some management systems communities across the country and globe use when planning for and regulating land use and development:

- Zoning
- Subdivision Regulations
- Impact & Development Fees
- Growth Boundary
- Urban / Rural Service Area
- Annexation
- Tax & Economic Incentives
- Open Space / Conservation Requirements
- Purchase / Transfer of Development Rights

Some of the tools listed are familiar to Davenport: conventional zoning and annexation, to name two. Others, such as purchase / transfer of development rights and service areas, are management techniques used elsewhere. It should be noted that, depending on a community's land use vision, some tools are more appropriate than others. Further, some tools may or may not be permissible under current state legislation. Concerns over financial outlay (public and/or private), the set-aside of land that might otherwise be developed, and support of new development at the expense of redevelopment are all matters that must be considered when crafting a community's collection of land use management tools. In the end, the collection should be developed to include those tools which will help the community achieve its vision.

Davenport's land use management program strives to establish an equitable blend of infill and new development, and leans toward incentive programs as opposed to enacting strict growth limits. *Davenport 2025* identifies several land use management tools the community may use to better manage its growth and development: an Urban Service Area, Tax and Economic Incentives, Annexation, and Open Space / Conservation Requirements. Impact and development fees and development rights programs are additional examples of tools Davenport could use to direct community growth.

Urban Service Area

Davenport's Urban Service Area identifies where a full complement of urban services is likely to exist within the next twenty years. The service area is an important land use management tool, in that it can help infrastructure stay coordinated and in balance with development. The service area is based on a variety of factors, including existing land use patterns, existing schools and parks, existing and anticipated utility service, existing and anticipated sanitary sewer capacity, and anticipated future land needs.

The Urban Service Area (2025) is an area of approximately 52 square miles. Of this total, 9 square miles are currently vacant or agricultural land suitable for development. This area can more than adequately meet projected land use needs to the year 2025.

With this tool, development can be allowed anywhere, but restrictions on service tend to guide or limit where development is likely to occur. It is intended that the Urban Service Area line be reassessed and, if necessary, redrawn as growth moves outward.

It is generally accepted that urban services (such as garbage collection, snow plowing, sanitary and storm sewers, etc.) should be provided in urban (developed) areas, so long as there exists a sufficient population density to support such services. It is also recognized that cities incur costs in providing and maintaining these services, costs that may not be fully funded by the development.

One way to effectively manage costs is to ensure efficient systems of delivery and maintenance. It is intended that the Urban Service Area will provide guidance to the City in where urban services can be most effectively and efficiently provided and maintained over the next twenty years, so that development efforts can be encouraged (or even discouraged) accordingly.

The Urban Service Area does not specifically prohibit far-flung peripheral development. It does, however, provide public decision-makers with strong infrastructure and maintenance arguments against such development: the community may not be able to physically or economically support development outside the identified service area over the next two decades (or beyond, depending on the case). Infrastructure development and maintenance costs, therefore, should be shouldered by the developer. Further, the City should provide guidance as to how the developer's infrastructure needs to be designed, to allow for integration with public systems as the Urban Service Area expands over the years.

Finally, the Urban Service Area is not a "line" that can simply be redrawn to then provide the expectation of urban services. The service area is a function of many different systems, all of which have their own costs and limitations. Simply changing the location of the line does not alleviate these constraints. Only changes to the underlying systems (e.g. new projects, change in funding priorities for existing and proposed projects, etc.) will result in the service area being changed. It is not anticipated that these underlying systems will change dramatically over *Davenport 2025's* twenty-year planning horizon.

Tax and Economic Incentives

Tax and economic incentives indirectly affect a community's land use and development patterns. Incentives can make it easier to develop or redevelop certain areas of a city.

One incentive most people are familiar with, at least in name, is "tax increment financing," or TIF. TIF is a program that may be used to induce development to occur where it would not otherwise take place, in turn creating employment opportunities and generating additional tax revenue. This additional tax revenue is then used to pay for improvements and incentives in the TIF district.

People are also familiar with, at least in name, the principles of special taxing districts, revolving loan funds, and tax credits. Self-Supported Municipal Improvement Districts, or SSMIDs, are special taxing districts, the revenue from which is then spent on improvements in that district. In SSMIDs, the owners will pay more taxes but these additional revenues are assured to be of direct benefit to properties within the district.

Davenport has established several loan programs and incentives to aid business, industry, and residents alike. Tax exemptions and credits are post-improvement incentives (in the form of reductions in the amount of property tax owed) offered through various programs at the federal, state, and local level. Either the taxpayer pays less or gets indirect financial benefits for having made a targeted investment.

Economic programs like these are important land use management tools within most communities, because the programs can be tailored to attract or guide specific development. With any pool of tax and economic incentive programs, they must be carefully managed to ensure they are relevant to today's desired development and still working effectively. They also need to be competitive with those offered by nearby and regional communities pursuing similar economic strategies and development.

Open Space / Conservation Requirements

Many communities include open space / land conservation provisions in their collection of land management tools. Briefly, developers are required to set aside a portion of land within their development for open space, potentially for additional development in the future, park land, or construction of public facilities (like schools, libraries, fire stations, etc.). In other instances, the city may act to acquire portions of land or rights-of-way for similar reasons. Additionally, some provisions may allow cash payments to be made, with the local government pooling the payments to fund the public projects.

In Davenport, the city passed in 2004 an ordinance permitting the development of conservation subdivisions, which allow developers to develop at higher densities than otherwise allowed in exchange for setting aside open space. This ordinance is intended to preserve open space, and may allow for utilities, greenway corridors, and roads to be run to the development more efficiently.

Annexation

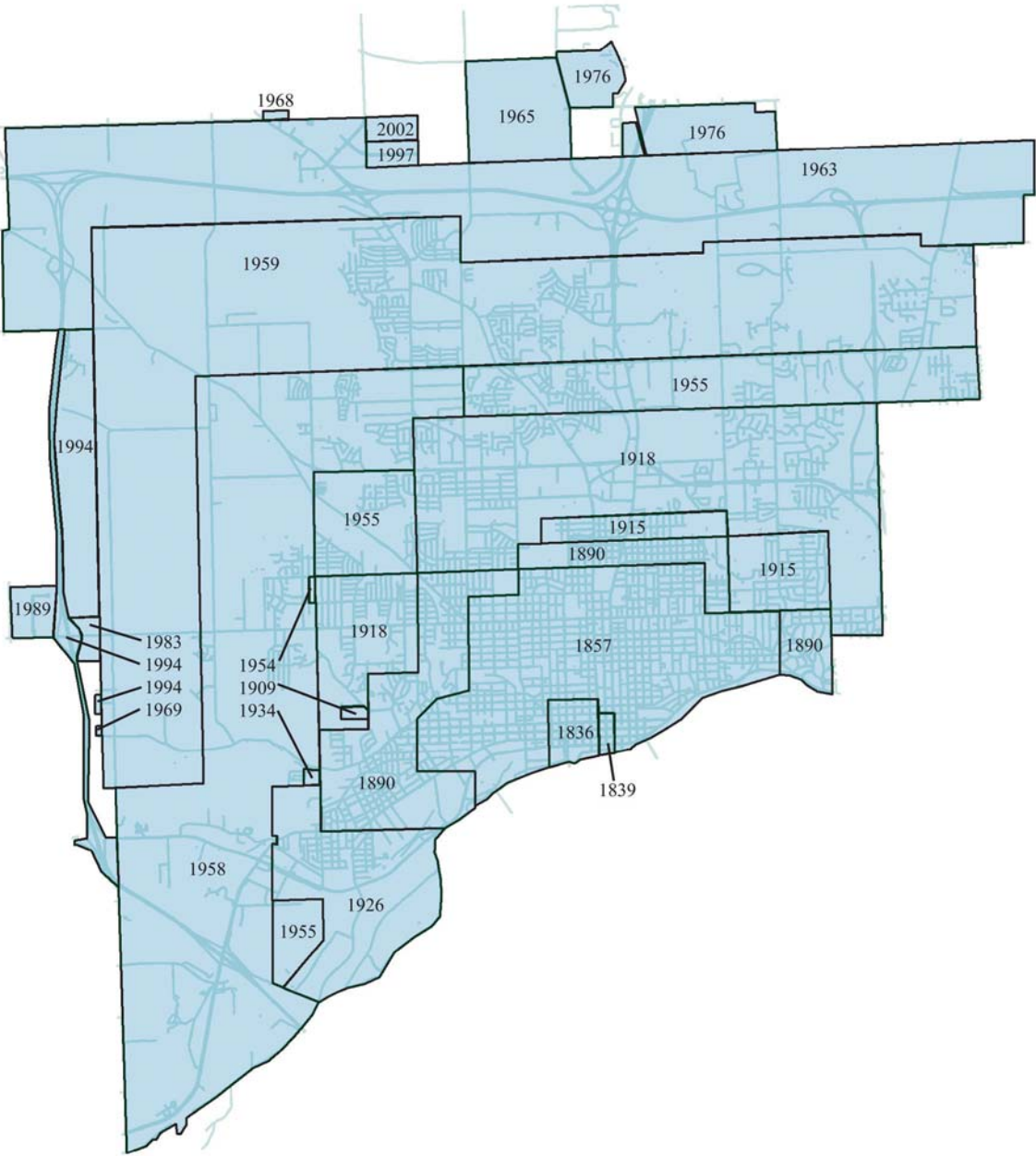
Davenport has experience with land annexation, historically expanding its corporate limits in response to significant increases in population or to capture new businesses. At a basic level, annexation is one way a community can gain the ability to control future development. Communities eventually reap the tax base and revenue with that control; at the same time, the community incurs obligations to provide urban services according to some schedule. In Iowa, annexation is easiest if landowners want to be annexed. It is more difficult to forcibly annex property, and perhaps even more difficult if two communities are eager to annex the same land.

It is anticipated that Davenport will want to annex land along its periphery in coming years, not necessarily because it needs more land for development, but rather to gain the ability to manage development in these areas in the future. When a community considers annexation, the questions have to be asked “Why does the community need the land?” “How much land is desired?” and “How much land can the community reasonably assume responsibility for?” While it might be impressive for Davenport to control land all the way to Blue Grass, Walcott, Eldridge, and LeClaire, is the community ready to commit funds for new roads, fire stations, police patrols, and bus routes? Those are issues the community needs to consider when deliberating whether annexation is in its best interest.

DAVENPORT’S POPULATION COMPARED TO ANNEXATION 1840 - 2005

Year Ending	Population	Area	Persons / mi ²
1840	600	0.4	1,667
1850	1,848	--	5,133
1860	11,267	5.1	2,218
1870	20,038	--	3,944
1880	21,831	--	4,297
1890	26,872	8.4	5,290
1900	35,254	--	6,940
1910	43,028	8.4	8,470
1920	56,727	16.8	3,369
1930	60,751	19.0	3,194
1940	66,039	19.0	3,468
1950	74,549	--	3,915
1960	88,981	48.5	1,836
1970	98,469	59.6	1,652
1980	103,264	60.6	1,704
1990	95,333	61.2	1,558
2000	98,359	62.8	1,566
2005	(est.) 97,500	62.9	1,550

DAVENPORT ANNEXATIONS – 1840 TO PRESENT



Land Use Decision-Making Process and Consultation

Feedback provided during the course of *Davenport 2025*'s research reveals the community is generally content with the process of making land use and development decisions, so long as adequate notice is given and stakeholders are included in the process. It is observed that the greatest single complaint about the current system is that notice of proposed development occurs too late in the design and planning process for new development projects. Concerned citizens are too often put on the defensive by having to react quickly to a proposal. Elected officials receive appeals when development proposals or actual construction surprise neighbors. From a community planning perspective, a system which brings these citizens into the process at the earliest convenience is desirable, as it allows all parties the opportunity to work together and resolve differences rather than begin on adversarial terms. Such a system must balance desired public involvement with the development industry's need to act privately.

Change to the Proposed Land Use Map and Zoning Code

It is anticipated that changes will eventually be made to the Proposed Land Use Map, to reflect desired growth and development. It should also be changed as the community's goals, objectives, and desires for the future change. These, however, should not be expected to change quickly or easily. *Davenport 2025* establishes in its Goals and Objectives section language which requires the plan be re-evaluated every five years or whenever a five percent shift in population is realized. At either of those times, it is anticipated that background information will be updated, a new existing conditions "snapshot" of the community will be crafted, and thought will be given to the direction Davenport wants to take over the next planning horizon.

City staff and the community have explored the comprehensive plans and zoning categories of many other communities in the United States and Canada. Based on the information collected through research and public discourse, the community has reorganized some of its land use classifications to better address development conditions which are in place today. Changes in the supporting zoning code may be needed to ensure the vision set forth in *Davenport 2025* can develop as intended.

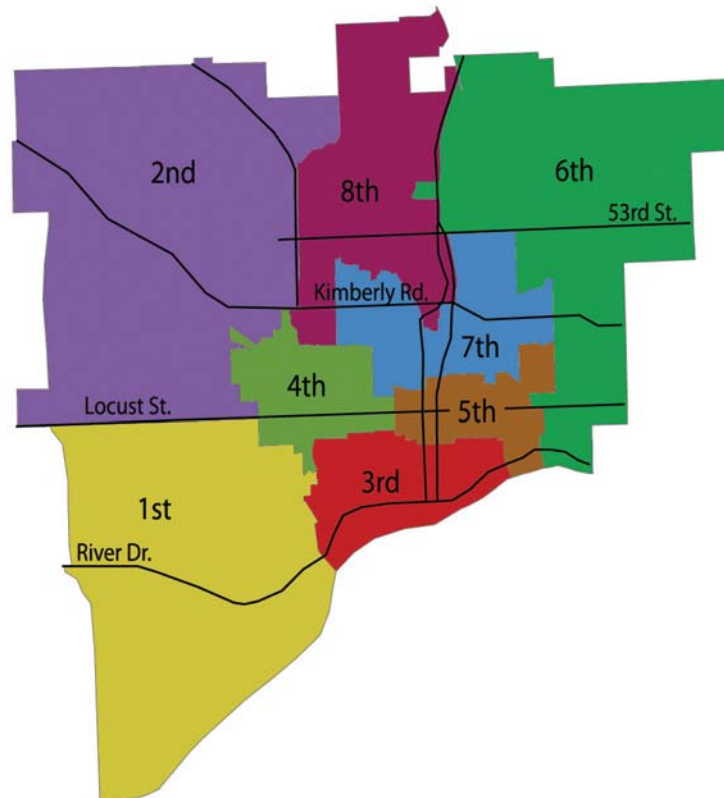
GOVERNMENT

Davenport was founded in 1836, and incorporated in 1839 as a Special Charter City in the Territory of Iowa (prior to Iowa becoming a state). In short, this means that the community has special rights in regards to its governmental operations, especially in regards to its ability to tax and issue bonds independent of the state.

Davenport currently operates under a strong council - weak mayor system, with administrative duties handled by a professional city administrator. Approximately 50% of US cities with populations of 25,000 or more, and 47% of US cities with populations of 5,000 or more have adopted this council-city administrator form. The City Council is responsible for setting policy, approving the budget, determining the tax rate, and formulating broad long-term policies that outline the City's public function. The City Council is composed of ten individuals, eight elected from eight wards within the City and two elected city-wide. The Mayor acts as the deciding vote in the event of a tie.

The community employs more than 800 full-time and more than 100 part-time employees. These employees are spread among ten major departments: civil rights, community and economic development, finance, fire, human resources, legal, library, parks and recreation, police, and public works.

CITY OF DAVENPORT WARDS, YEAR 2005



In 2004, the city's property tax rate was \$14.96 per \$1,000 of taxable value, resulting in \$576 in city taxes (accounting for the 48% residential rollback, and not including state and school taxes) being paid each year by the Davenport household with the median home value (\$80,200 in 2004). This rate is one of the lowest among comparable cities in the state. Davenport's low tax rate, coupled with its somewhat low housing values, means that the community receives comparatively less tax revenue with which to operate.

ILLINOIS AND IOWA CITY TAX RATES, YEAR 2004

Community	Population, Year 2000	Median Home Value, Year 2000	Taxable Value†	City Tax Rate per \$1,000 Taxable Value‡	City Taxes Paid on Median Home
Rock Island	39,684	\$70,600	\$23,533	\$25.40	\$598
Moline	43,769	\$80,500	\$26,833	\$19.93	\$535
East Moline	20,334	\$78,100	\$26,033	\$18.88	\$492
Bettendorf	31,275	\$118,400	\$56,800	\$12.35	\$701
Des Moines	198,682	\$81,100	\$38,900	\$17.05	\$663
Council Bluffs	58,268	\$78,200	\$37,500	\$16.75	\$628
Cedar Rapids	120,758	\$95,200	\$45,700	\$13.12	\$600
Waterloo	67,747	\$65,400	\$31,400	\$18.90	\$593
Sioux City	85,013	\$74,800	\$35,900	\$16.43	\$590
Davenport	98,359 (3)	\$80,200 (5)	\$38,500 (7)	\$14.96 (8)	\$576 (8)

† Iowa's residential taxable value is linked to agricultural land values. In 2005, this "residential rollback" pegged the taxable value of residential land at approximately 48% of assessed value, in order to ensure growth in urban areas does not exceed growth in rural areas statewide. In comparison, the State of Illinois mandates residential taxable value at one-third market value, as gauged on a county-by-county basis.

‡ Iowa communities are permitted to a general fund levy of \$8.10 per \$1000 taxable value.

The City of Davenport operates on a budget of approximately \$135,000,000 per year. Of that, more than \$16 million is allocated to debt service, and \$42 million is applied to capital improvements. The remaining \$77 million is the city's operating budget, which covers the day-to-day expenses of government. City taxes account for roughly \$58 million of the operating budget revenue, with the balance coming from licenses and permits, intergovernmental grants, service fees, and investments. City administration notes that the community is dealing with a "structural imbalance" in its budget, whereby growth in revenue is not keeping pace with growth in expenses.

As Davenport continues to grow and develop, government services must adjust to meet citizens' evolving needs and desires and, at the same time, remain effective and efficient. The physical makeup of Davenport government (e.g., number of council members, departmental organization, etc.) has been generally stable the past several decades (save the occasional department-division reorganization), even though there have been significant swings in the community's population, physical development, and economic fortunes. It is anticipated that this physical makeup will have to change in the near future to ensure Davenport's government remains effective and

responsive. Elected officials will have to decide how much change in government (via departmental restructuring, taxes, employment levels, etc.) is appropriate and necessary for Davenport to become the community everyone envisions.

Residents likewise must adjust to these changes. It is logical that a community approaching 100,000 in population needs a certain sized government capable of providing a certain level of service. Compared to communities of similar size across the region, Davenport generally has fewer employees and a lower city tax rate. It is anticipated that Davenport will have to take a critical look at how its current level of taxation and community services correlates to the community it desires to become and make adjustments accordingly.

Further, it is desired that residents of Davenport will take a more active role in city government. An informed and active populace is one of the foundations of strong, efficient, and effective local government. Throughout the comprehensive planning process, one comment frequently received was that citizens need more input into government processes. This is true, especially insofar that, for as many opportunities provided by the city for public input into government, the citizens must choose to participate. Recent design and planning efforts have shown that there is a limited pool of activists who faithfully partake in the public decision-making processes. It is hoped that the positive community changes anticipated will inspire more people to take part in making Davenport a better place to live.



Seal of the City of Davenport, Iowa.

5 IMPLEMENTATION

*The newest addition to Davenport's skyline,
the Skybridge. (Courtesy Genesis Health Care)*



IMPLEMENTATION

In May 2005, the Comprehensive Plan Steering Committee (CPSC) considered how best to implement the one hundred forty-four (144) recommendations identified in *Davenport 2025*. The committee reviewed each recommendation for timing and priority, identified who in the community would lead and support the implementation efforts, and noted how each recommendation related to one or more areas of the committee's research.

The CPSC created *Davenport 2025* to do more than simply collect dust on a shelf: the plan should be used to guide the development and redevelopment efforts of the community. *Davenport 2025* describes the community vision and provides the community with a way to track progress. The plan will help Davenport communicate, complement, and coordinate with neighboring municipalities. It can be a marketing tool, a guide for developers, an information/education tool, and support for entrepreneurs. *Davenport 2025* is designed to stay current and flexible, guiding what can be foreseen without restricting the unimaginable.

Monitoring the Plan

It is expected that City officials and administration will direct City departments and divisions to build *Davenport 2025* recommendations into their annual budgets and work plans, as well as multi-year capital budgets. The City should also encourage community organizations to prioritize and act on the recommendations of *Davenport 2025*. Each year, the Plan and Zoning Commission is charged with delivering a report to the City Council, reviewing the progress of *Davenport 2025*.

Implementation Matrix

Davenport 2025's recommendations are composed of policies, programs, and projects. A policy is a governing principle that guides City action and decisions pertaining to an issue. Nearly half of the recommendations are policies. Policies can be adopted in a brief time, though they may take more time to be incorporated into the culture and operations of the City. A program is a series of sustained activities directed toward achieving a recommendation. Approximately one-third of the recommendations are programs, indicating a desire to develop lasting or ongoing effects. The remaining recommendations are specific projects. A project is usually a single activity directed toward achieving a recommendation. Some projects require primarily staff time and materials, while others are more exhaustive and require significant capital funding.

To assist the implementation of *Davenport 2025*, the CPSC suggested priorities, timing, and leadership responsibility for the recommendations identified in the plan. The committee also indicated how the recommendations related to the committee's existing conditions research. The matrix allows the recommendations to be searched by priority, topic, timing, or leadership. In turn, the community can locate, cross-reference, and clearly communicate with elected officials and City staff on the recommendations. The priority, timing, and leadership categories of the implementation matrix should provide enough flexibility to allow continual progress on the recommendations of *Davenport 2025*. The complete matrix, covering all one hundred forty-four (144) recommendations, can be found in the "long form" of *Davenport 2025*. Thirteen critical recommendations are included at the end of this section.

Priority

The CPSC reached consensus on all the recommendations, and identified three tiers of priority. Critical recommendations, identified with two stars in the matrix, are the most urgent, or are required before other recommendations can be implemented. There are thirteen critical recommendations, less than ten percent of the total recommendations. The balance of the recommendations are split between important and consensus recommendations. Important recommendations are identified with one star in the matrix and the consensus recommendations have no stars. Important recommendations indicate a greater community need than the consensus recommendations that are commonly accepted as additional ways to strengthen the City.

Timing

The CPSC also estimated the time required to enact the recommendations. These are indicated on the matrix with an “S” for short, (within a year) “M” for medium (less than five years), and “L” for long (more than five years). The community is eager to enact new policies and begin new projects and programs. There are no long-term recommendations called out, although some more substantial programs and projects are indicated with medium to long timing. The majority of recommendations encourage short or short to medium implementation.

Leadership Responsibility

The CPSC identified people and organizations responsible to lead the implementation of each recommendation. The committee also identified entities likely to assist on specific recommendations (other groups are not excluded from assisting). Leadership responsibilities are placed mainly with the City of Davenport, although school systems have lead responsibility on eight recommendations, and the “other” column is indicated as the lead for two recommendations involving the cultural district and cultural education. Within the City, the Community and Economic Development Department has responsibility for leading the implementation of approximately half the *Davenport 2025* recommendations, with the leadership for others divided among Public Works, City Administration, elected officials and boards, Parks and Recreation, school systems, and “others.”

Related Topics (Existing Conditions Research Chapters)

Another section of the implementation matrix cross-references the topics or chapters that relate to each recommendation. More information can be found about existing conditions, trends and projections, anticipated and desired changes, related goals/objectives, and available resources that can help with the development and implementation of the recommendations. Summaries of the existing condition chapters are contained within this “short form” document; expanded discussion can be found in the “long form” document.

The Critical Recommendations

The following pages highlight those recommendations deemed to be of critical importance, either as stand-alone recommendations or as ones that need to be implemented before others can be addressed. These critical recommendations are related to the ten highlighted recommendations, have a short to medium time frame for implementation, and require leadership by the City.

Five critical recommendations seek to strengthen the built environment. As Davenport approaches the two-century mark, it is recognized that the community has areas that are well-established, others that are recently developed, and a range somewhere in between. While most buildings and infrastructure are designed for a long service life, technology, community needs, and aesthetics change over time. These recommendations indicate a commitment to the existing city and its history, recognizing that while new development can certainly address today's needs, adaptive re-use and infill can do likewise, especially for businesses and citizens that value locations within established areas of the community. The recommendations describe the importance of mapping neighborhoods, identifying redevelopment opportunities, developing economic and historic thresholds for vacant historic structures, encouraging infill, and redeveloping brownfields.

Three more critical recommendations are associated with reinforcing downtown as the City's recreational, cultural, entertainment, and government center. Over the last fifty years, communities have become more polycentric, with business, commerce, and industry shifting away from downtowns to create their own districts. While in the past this outward migration has created an identity crisis for downtowns, this no longer needs to be the case. More and more people are once again discovering the value of downtown, this time as a major recreational, cultural, and entertainment district. In the case of Davenport, the CPSC recognizes that downtown has been the center of government for nearly two centuries, and that tradition should continue. The associated recommendations reference connections, park and entertainment planning, and enacting existing plans.

Along with improving the existing city, one of the critical recommendations focuses on the use of the City's urban service area to plan for development and infrastructure. The Urban Service Area can help the community understand where infrastructure is likely to exist over the next twenty years so that development plans can be made accordingly.

Three more recommendations advise creating a positive business climate for new and existing businesses through better government and encouragement of business growth. The final critical recommendation suggests the community regularly re-evaluate and update the comprehensive plan. These recommendations will hopefully ensure the community remains competitive, efficient, and responsive through better planning and focused action.

KEY					
<u>Time</u>	<u>Priority</u>	<u>Entity Responsible</u>			
S: Short (0-1 years)	★★: Critical	L: Lead Role			
M: Medium (2-5 years)	★: Important	S: Supporting Role			
L: Long (6+ years)	(none): Consensus				
Goal	Objectives	Recommendation	Time	Priority	Housing Neighborhoods and Districts Education Natural Resources Economy and Business Parks, Rec., and Open Space Cultural Resources Transportation and Circulation Public and Social Services Utilities and Infrastructure Land Use Government
Create a positive business climate that encourages growth of existing and new businesses.	Retain existing and attract new business and industry. Establish Davenport as a city with progressive and proactive government and staff.	Project: Implement the provisions of the most-recent downtown / riverfront planning document(s), e.g., RiverVision (2004). Policy: Encourage growth and addition of business and employment opportunities. Policy: The City of Davenport and its staff will strive to be progressive and proactive in all manners of government.	M S S	★★ ★★ ★★	Elected Officials / Appointed Boards City Administration Community and Economic Development Finance Parks and Recreation Public Works Public Safety School Systems Business Community Neighborhood Organizations Non-Profit Organizations Other
Re-evaluate and update the comprehensive plan's goals, objectives, existing conditions, and trends regularly.	Re-evaluate the comprehensive plan at pre-determined intervals	Policy: An appointed commission should re-evaluate the comprehensive plan every five (5) years at a minimum, or b) for every 5% change in population.	S	★★	

Burnham and Bennett's *Plan of Chicago* (1909) is the standard against which comprehensive plans are measured. The *Plan* describes Chicagoans as civic-minded people not afraid to plant the seeds of a "City Beautiful" and nurture the vision to fruition. Burnham advised "make no little plans, they have no magic to stir men's blood..." Today, nearly one hundred years later, one can see the fruits of the vision: networks of greenspace, well-designed urban neighborhoods, a vibrant downtown, and likely the world's greatest lakefront.

True to Burnham's words, *Davenport 2025: Comprehensive Plan for the City* is no little plan. It aims high, aspiring to follow in the *Plan of Chicago*'s footsteps: outline the community's vision for the future, and inspire civic-minded residents to pursue the vision with passion.

The planning process for *Davenport 2025* lasted for more than five years, and included interviews, research, design sessions, public meetings, many drafts, and hours upon hours of volunteer's time. The result is a document that tells us a bit about our history, where we are today, and where we want to be in years to come.



Community & Economic Development Department
City of Davenport, Iowa