LARRY F. DEEDS
A PLANNING STUDY OF
THE MISSOULA
C.B.D.
A PLANNING STUDY OF THE MISSOULA C.B.D. 
Missoula, Montana

Part I of a

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By

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TABLE OF CONTENTS

I. INTRODUCTION 1

II. BACKGROUND FOR PROJECT 3

A. Community Studies 4
   1. Regional Natural Situation 4
   2. Population 5
   3. Economy of the Area 7
   4. Man Made Conditions 13

B. CBD : Unfavorable Existing Conditions 16
   1. Circulation 16
   2. Parking 18
   3. Existing Land Use 19
   4. Influences Upon the City 20
   5. Aesthetics 21

III. PLAN CONSIDERATIONS 22

A. Growth Prospects 23

B. Projections 24
   1. Population 24
   2. Circulation 25
   3. Parking 25
   4. Floor Space 26

IV. OBJECTIVES 27

A. Goal 28

B. Criteria 28
   1. Accessibility of the CBD 29
   2. Convenience Within the CBD 29
   3. Appeal 30

C. Proposals 31
   1. Accessibility 31
   2. Convenience 33
   3. Appeal 34

V. DISCUSSION OF SOLUTION 36
<table>
<thead>
<tr>
<th>Illustration</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>A-1</td>
<td>Climatic Conditions</td>
<td>41</td>
</tr>
<tr>
<td>A-2</td>
<td>Population 1930-1970</td>
<td>42</td>
</tr>
<tr>
<td>A-3</td>
<td>Metropolitan Area Population</td>
<td>43</td>
</tr>
<tr>
<td>A-4</td>
<td>Metropolitan Area Population Projections</td>
<td>44</td>
</tr>
<tr>
<td>A-5</td>
<td>Population Projections</td>
<td>45</td>
</tr>
<tr>
<td>A-6</td>
<td>General City Map W/OBD Relationships</td>
<td>46</td>
</tr>
<tr>
<td>A-7</td>
<td>City Existing Major Streets and Highways</td>
<td>47</td>
</tr>
<tr>
<td>B-1</td>
<td>CBD Existing Traffic Circulation</td>
<td>48</td>
</tr>
<tr>
<td>B-2</td>
<td>CBD Traffic Volumes</td>
<td>49</td>
</tr>
<tr>
<td>B-3</td>
<td>Parking Space Inventory</td>
<td>50</td>
</tr>
<tr>
<td>B-4</td>
<td>CBD Curb Parking Map</td>
<td>51</td>
</tr>
<tr>
<td>B-5</td>
<td>CBD Parking Lot Map</td>
<td>52</td>
</tr>
<tr>
<td>B-6</td>
<td>Land Use in CBD</td>
<td>53</td>
</tr>
<tr>
<td>B-7</td>
<td>CBD Ground Floor Occupancy Map</td>
<td>54</td>
</tr>
<tr>
<td>B-8</td>
<td>CBD Condition of Structures</td>
<td>55</td>
</tr>
<tr>
<td>C-1</td>
<td>Floor Area Requirements for Selected Activities</td>
<td>56</td>
</tr>
<tr>
<td>C-2</td>
<td>CBD Present and Projected Floor Space</td>
<td>57</td>
</tr>
<tr>
<td>D-1</td>
<td>Proposed City Major Traffic Circulation</td>
<td>58</td>
</tr>
<tr>
<td>D-2</td>
<td>Proposed CBD Traffic Peripherals</td>
<td>59</td>
</tr>
<tr>
<td>D-3</td>
<td>Proposed CBD Traffic Plan</td>
<td>60</td>
</tr>
<tr>
<td>E-1 to E-5</td>
<td>Photos of Buildings to Retain</td>
<td>61</td>
</tr>
<tr>
<td>E-6 to E-15</td>
<td>Photo Display of CBD</td>
<td>61</td>
</tr>
</tbody>
</table>
Introduction
The word 'downtown' conveys several meanings to the urban dweller, depending, of course, upon who he is and what he does. To the merchant, the word means competition, higher rent and a probable higher volume of sales per square foot of space, and possible spending by out-of-town shoppers. To an office worker, it connotes joining his colleagues in fighting the traffic to render business and professional services to the population. To the shopper, downtown is a wide selection of goods and a chance to compare brands and prices at retail stores within walking distance of each other. Together, these meanings give a working definition of the Central Business District, or the nucleus of employment and retail activity in an urban area. The economic success of the CBD mirrors the attractiveness of that area for investments as well as the economic well-being of the community.

In Missoula, Montana the CBD is fast becoming a depressed area and retail business' downtown are gradually moving out to the "strip" areas. The reasons for the declining CBD in Missoula are commensurable with those of other communities with like problems, such as insufficient parking, poor pedestrian and automobile circulation, ancient and delapidated buildings, and generally unattractive surroundings.

The problem then is to investigate existing conditions in downtown Missoula, gather pertinent data concerning these existing conditions, analyse this data as well as possible future trends, and, on the basis of this information, present a solution of an ideal Missoula Central Business District.
Background for project
Any proposal for a planning system can serve its purposes only if it is based upon a thorough study of past and present conditions. Problems, both present and future, can be identified and then solutions formulated to correct or prevent them.

Missoula and its urbanizing fringe has an area of slightly over 100 square miles with a population of some 54,100 persons. Its strategic location has made the area the principal business and employment center for a large portion of western Montana and parts of Idaho. Its primary area of influence extends throughout Missoula County and into the five adjoining counties of Granite, Lake, Mineral, Ravalli, and Sanders. This six-county "Missoula Region" is used to provide a frame of reference for statistical information used in the paper.

1. Regional natural situation:

The Missoula area lies in a wedge-shaped basin surrounded by sharply rising mountains. It has an elevation in the CBD of about 3200 feet. Its location has made it a natural transportation focus and the major east-west and north-south routes of Western Montana come together here. It is the "hub of 5-valleys", the Blackfoot, Upper Clark Fork, Bitterroot, Lower Clark Fork, and Flathead Valleys.

The Blackfoot River joins the Clark Fork River just above Missoula and the Bitterroot just below Missoula. Rattlesnake Creek (main water supply for Missoula) and Pattee Creek flow through Missoula to the Clark Fork. Many other creeks flow through the valleys. The ground water supply is enormous.
The Missoula area is known as the "banana belt" of Montana. Climatic conditions are very mild as is reflected on the chart A-1 in the appendix.

Physical limitations: The city of Missoula and its urbanizing fringe covers a total land area of 69,500 acres. Figures taken from the Missoula Urban Transportation Study reveal that 10,054 acres or 14.4 percent, are in developed land; 1,128 acres, or 1.6 percent, in water areas, and the remaining 58,355 acres, 84.3 percent, is in vacant land. Of the vacant land, 27,744 acres, located mostly to the north and west of the city, are marginal land with slopes in excess of 25 percent; 3,930 acres on both sides of the Clark Fork River below the Russell Street Bridge, are marginal land susceptible to flooding. The current vacant land suitable for development comprises 26,681 acres or 38.4 percent of the area. This is located largely to the south and west of Missoula with smaller amounts near East Missoula and along Rattlesnake Creek. A general map of Missoula, A-6 in the appendix, shows the relationships of the different parts of the city and especially the relation of the CBD to other parts of the city.

2. Population:

Total numbers; vital statistics: Population in the six-county Missoula Region grew from 51,000 in 1930, to more than 99,000 by 1970. (Table A-2). Since 1940 the Region's share of State population has increased slightly and its growth rate has been somewhat higher.

The net gain in the Region's total population has been entirely within Missoula County. Evidence of the centralization of population which has been occurring is shown by Missoula County's increasing share of the
Regional total. This has gone from less than 40 percent to more than half since 1930.

The remaining counties of the Region actually lost people in the 1950-1960 decade and the 9,100 persons that Missoula County added in this period were responsible for the Region's net gain. About 2,400 of Missoula County's increase was due to in-migration. Contrasting, the other five counties lost almost 4,900 persons through out-migration. The 1960 Missoula County population was 44,665. By 1970 it had increased to 58,157.

This centralizing trend has also been evident within the County. The Missoula Area has been responsible for the population increase shown by the County for some years. Between 1930 and 1960 the Missoula Area's share of County population grew from three-fourths to almost 90 percent. The Missoula Area experienced a gain of 23,400 persons in contrast to a loss of about 500 in the balance of the county in this period. 1970 figures show that the Missoula Area again accounted for the entire gain of 14,494 for the county, whereas the balance of the county lost again.

Within the Missoula Area itself, the trend has been exactly the opposite with a marked suburbanization of population, (see Table A-3). Approximately 90 percent of the 18,400 persons in the Missoula Area in 1930 lived in the city limits. By 1960 this had decreased almost to two-thirds and in the last decade only one half. The suburban growth has been considerably higher than the City's and in the 1950-1960 decade it grew by 46 percent while Missoula had a 21 percent population increase. This trend continued, only more so, through the 1960-1970 decade with the suburban growth at 99.4 percent and the City's at only 8 percent.
The population of the unincorporated fringe area was almost 13,000 in 1960. The City of Missoula contained another 27,090 and the entire Missoula Area a population of approximately 40,000. The current, 1970 population of the Missoula Area is 54,100 people. The gain since 1960 has amounted to more than 16,350 persons and the Missoula Area is responsible for the County's net gain. In the past 10 years there has been an average annual increase of 4.4 percent, higher than the 3.6 percent per year of the 1950-1960 period.

The substantial growth of population in the Area in the recent past reflects the increased employment opportunities in Missoula and its urban fringe. Most of the population gain has been the result of in-migration of people seeking to take advantage of these opportunities. Current information on in-migration for the area is not available, but the 1960 census indicates the importance of this element of growth to the County as a whole. In the prior decade, the County's net in-migration, some 2,390 persons, was responsible for approximately one-quarter of the population increase.

3. Economy of the Area:

Timber is the most important natural resource in the Missoula Region, and the foundation on which its economy has been built. Over 80 logging companies were listed as operating in the region in 1968, according to the State's Manufacturing Guide. In addition to these operations directly supported by the timber resources, there were 32 active sawmills with a combined capacity of 2,900 million board feet per day, employing more than
2,500 workers in that year. Missoula County also had 20 of the region's 26 other wood products industries which rely on the area's timber supply. The Missoula County plants include nine wood products or plywood manufacturers, nine fabricators of furniture or fixtures, one pulp and one paper operation.

The mineral resources of the region include gold, silver, copper, lead, zinc and manganese. Deposits of sand and gravel are also of commercial importance. In order of economic value, the most important mineral products in Missoula county are sand and gravel, barite, lime, gold and silver. Production only amounted to 2 percent of the State's total mineral production.

Another of the Region's resources and one which will play an even more important economic role in the future is its scenic environment and outdoor recreation potential. The region lies between two of the nation's most visited National Parks, Yellowstone and Glacier, and the City of Missoula has long served as an overnight stop for tourists visiting the two. Within the Region itself, there are more than 3 million acres of national forests offering a wide variety of outdoor activities. This includes 85 developed recreation sites.

Although the number of farms and farmers is declining, the value of surviving farms, and of acreage and products, is increasing in Missoula County as a result of advanced technology and specialization. Agriculture is still a definite factor in the area's economy.

With an emphasis on production of lumber and wood products, manufacturing
is becoming increasingly more important. In 1960, one out of every seven workers living in Missoula was employed in manufacturing. Now it is estimated to be about one out of every 5.8 worker. In both the City and County, the number of residents engaged in the manufacturing segment of the economy almost doubled in the twenty years between 1940 and 1960. An analysis of trends in employment covered by Unemployment Compensation indicates a gain of 35 establishments, 1,507 jobs, and over 14 million dollars in wages in manufacturing in the county during the 1950 to 1965 period. This emphasizes the importance of manufacturing growth to the local economy. County manufacturing employment increased by 88 percent in contrast to a gain of 55 percent for all categories. That of the State as a whole was only 21 percent. Missoula County was responsible for 40 percent of the State's added manufacturing employment in this period.

The Missoula Region is an important wholesale market in Montana. The growing importance of the area as a wholesale market is seen by its increasing share of State-wide sales and employment. In 1948, the Region had 4.8 percent of the State's sales and 9.6 percent of its employment in wholesale trade. By 1965, the share of sales and employment had increased to 8.5 and 11.4 percent, respectively. The Region accounted for approximately one-fifth of the State's 1948-1963 change in sales and almost half of its increase in employment. The greatest part of the region's wholesale activity is concentrated in Missoula County. About two thirds of the Region's establishments, 85 percent of its sales and employment and 90 percent of the wholesale payroll were located here in 1963. Between 1948 and 1963, the County share of Regional wholesale outlets went from 48 to 64
percent of the total. The number of establishments in the County almost doubled in this time. All but five of these additional wholesalers located in the City of Missoula. The importance of the City of Missoula as the center of wholesaling activity in the County and Region is evident. Its 1963 sales amounted $54 million, over 80 percent of the County total and over 70 percent of the sales in the six-county Region. The city's sales increased almost $33 million in the 1948-1963 period and made up about four fifths of the sales change in the county in these years. The city's rate of growth was surpassed by the unincorporated area, however, where sales increased by more than 270 percent. In answer to a government questionnaire the most common reason given for locating in the Area was its centrality with respect to potential customers and transportation facilities. Twenty-one of 25 firms considered that Missoula's wholesale trade area was expanding. Of the 18 respondents indicating their major competitor, 12 stated that the strongest competition was located within the Area. Spokane was indicated in three responses; Butte, Great Falls and Salt Lake City were also cited. While the trade areas varied considerably among the 25 firms answering, all but three indicated that they did a substantial portion of their business beyond the Missoula County line. Thirteen of the remainder considered Eastern Montana within their sphere of influence. Eastern Idaho was also noted by four firms. Only three firms reported out-of-state business, and two of these reportedly did more than 40 percent of their volume outside Montana.

The selected service group of businesses include such activities as hotels, motels and other transient accommodations, commercial amusement and rest-
reation places, and establishments rendering personal and repair services, as well as services to other businesses. Nationwide, this particular group of functions has had a significant growth in recent years, reflecting rising income levels and the increased attraction of the consumer dollar to expenditures of the sort. Locally, selected service sales contributed almost $8.5 million to Missoula's economy in 1965. The growing importance of these service functions can be seen by the growth in the number of establishments. Missoula County and City had 327 and 259 establishments, respectively, in 1965. Although the balance of Missoula County had a faster growth rate in the 1954-1965 period, more than twice as many of the new establishments located in the City than outside. Receipts of the service establishments increased at a much greater rate than the number of establishments in the 1954-1965 period. In the area, the change amounted to $5.4 million, a 73 percent gain. The fact that the Missoula Area is located at the junction of major east-west and north-south routes and is a logical stopping place for tourists as well as salesmen, helps to account for this growth and the relatively high receipts among the State's cities in hotel-motel sales per establishment. In other tourist-oriented sales, including service station and eating and drinking sales, Missoula ranks first among Montana's major cities.

Missoula is the retail center for a trading area which extends into Granite, Lake, Mineral, Missoula, Ravalli and Saunders Counties. The attraction exerted by the City's retail facilities draws people from throughout this six-county region. The six-county region had a total of 1,013 retail establishments in 1963. Of this total, 370 were located within Missoula.
Over the 24 year period from 1939-1963 the region lost 337 retail outlets. This was half of the decrease recorded in the entire State. The loss occurred in the other five counties of the Region however, and Missoula County experienced a substantial increase. This trend toward fewer establishments and concentration within the retail center of the trade area is in line with nationwide trends. The 1963 census of business credited Missoula with a total retail sales volume of over $70 million. This sum represented a growth of $56 million over 1939 sales and $27 million gain since 1954.

This rate of increase in the City amounted to 64 percent, in contrast to 49 percent for the balance of Missoula County and 14 percent in the Region. The State experienced a sales increase of 24 percent in this time. Missoula attracted some $10.3 million more in retail expenditures than was generated by its own population in 1954. In 1963 the City drew more than $24.4 million in outside sales. An interesting sidelight shows that CBD general merchandise outlets were doing a volume in 1964 of $115 per square foot of gross floor space, a figure almost three times higher than that usually found in such unplanned center.

From a questionnaire circulated by Clark, Coleman & Rupeiks, Inc. 14 out of 149 respondents indicated a poor business level, citing lack of parking and poor appearance of the business area as the major reasons. Sixty of the respondents stated a willingness to move from their present location, giving the lack of parking, poor traffic pattern, and condition of streets as their complaints. More than half of these dissatisfied merchants are located in the CBD. Despite these complaints, only six CBD respondents considered this area unsuited for future investment.
4. Man Made Conditions—Land and Buildings:

To provide a realistic guide for shaping future development, a plan must consider the existing patterns of land use and floor space. A knowledge of the amount of land occupied by the various uses is a necessity, as are the physical limitations of the land itself and the condition of improvements on and under the land.

Existing Land Use: Public use is the largest single consumer of developed land. In the total area, 32 percent, is in public use. Of the public use land, public schools utilize a total of 12.2 percent, a third of which is occupied by the University. Parks use 6.8 percent and the remaining 81 percent is occupied by Federal, State, County, City and other public Agencies. The largest single user in this category is the Missoula County Airport. Other large users are Fort Missoula, and the University of Montana Nursery.

The streets and highways category is the second largest land use category, occupying 28 percent of the developed land. This high percentage reflects the excessive use of the gridiron street pattern.

Residential land uses 26 percent of the developed land and ranks third in the developed land total. Of importance is the varying degree of residential density depending upon the proximity to the center of the city. Single-family land is found throughout the area, while multi-family uses are concentrated around the central business district and near the University.

A total of 315 acres or 3.2 percent of the developed land in the Missoula Area is in commercial use. The figures indicate that most of the commer-
cially used land is found outside the downtown area. (See map A-6).

Only 51 acres, or 16 percent of the commercial land is within the CBD. Most of the remaining 84 percent is found in two areas, the Highway 93 "strip" and along Highway 10, west of the CBD. These two areas account for more than 47 percent of the total Missoula Area commercial land. Approximately 7 acres are found in East Missoula. Railroad and power line rights-of-way account for most of 497 acres utilized for transportation, communication and utilities while the numerous processing firms and sand and gravel operations comprise the larger portion of the 600 acres occupied by manufacturing uses.

Utilities: The existing sanitary sewer system serving Missoula is located primarily within the present city limits. The sanitary system consists of a primary treatment plant and a series of pumps and mains of various sizes. The treatment plant, which began operation in 1963, is located about two miles west of Missoula on the Clark Fork River. It has a capacity of 9 million gallons per day with an average daily flow of 5.0 mgd. The sewage network consists of some 75 miles of pipes and four lift stations.

Water for the Planning Area is provided by the Montana Power Company. The source for the Montana Power Company is in the Upper Rattlesnake region which consists of several thousand acres of watershed. A recent bulletin published by the Montana Bureau of Mines and Geology indicated that there is an adequate supply of good quality water.

Street and Traffic Condition: Major highways and streets serving Missoula are shown on Map A-7 in the appendix. Missoula is situated at the crossroads of U.S. Highways 10, 12, and 93. Highway 10 connects Missoula with
Butte and Billings on the east and Spokane, Washington on the west. Highway 12 connects Missoula with Helena and Miles City on the east and with recreational area of North Central Idaho on the west. Highway 93 serves as a commercial and recreation route between Kalispell and central Idaho. I-90 passes through Missoula linking Boston on the East Coast and Seattle on the West Coast.

Federal aid Primary highways in Missoula include parts of Broadway, Brooks, Madison, Middlesex, Orange, Stephens, South Fifth, South Sixth, and Higgins Ave. The primary system has a total length of 23.4 miles in the Missoula Area.

The primary system includes all the high volume streets within the Area. The highest average weekday volume is found on the short section of Higgins Ave. from Broadway south to Brooks. Broadway which coincides with U.S. 10 and 93 west of Higgins and with U.S. 10 east of Higgins also carries high volume.

The Federal-Aid Secondary Highways have a total length of 32.7 miles in the area. Within the city, sections of Russell, Van Buren, South Third, Higgins, South, and S.W. Higgins comprise the secondary system.

Together the Federal-Aid Primary and Secondary systems for the basic street network in the Missoula Area. With city and county arterials, this network carries the major flows of traffic in the area.

Heavy traffic volumes are found on streets radiating from the CBD and on the U.S. numbered highways. The highest 24-hour traffic flow is
21,500 vehicles on a short section of Higgins Ave. in the CBD. Broadway is the principal east-west route averaging in excess of 20,000 vehicles. (this is since the inter-state system went through).

3 CENTRAL BUSINESS DISTRICT: Unfavorable Existing Conditions.

This section summarizes the current situation within the CBD. In the appendix there is a photo account of the Central Business District that characterizes a general impression of the situation in the present CBD. Most of the unfavorable existing conditions and the few favorable conditions that exist can readily be summarized by a view of these photos.

The Missoula Central Business District is bounded by the Northern Pacific Railway on the north and west, Rattlesnake Creek on the east and the Clark Fork River to the south and contains a total of 308 acres of land. This is less than one-half of one percent of the Missoula Area total.

The growth of the CBD, in terms of retail sales volume, bank deposits, etc., has been slower than in the suburban commercial areas.

1. Circulation:

Central Business District activities such as retailing, government, finance, offices, entertainment and transient accommodations compete with each other for ease of traffic access and for convenient and economic parking. Through traffic, having both origins and destinations outside the central area, competes with local traffic for street space. Pedestrian movement and vehicular movement are the two main methods of
circulation in the CBD. The two are poorly separated with the consequence being reduced speed, efficiency, and convenience. With respect to vehicular transportation only, there is poor separation between the different modes of service vehicles, transport vehicles, and the auto.

The primary traffic carrying facilities in the CBD are orange street, Higgins Avenue, Madison Street, and Broadway. (Map B-1 in the appendix).

Other streets perform more of a collector and local access street function. At present, Broadway, Higgins Avenue and Madison street are designated U.S. Highway routes and carry substantial number of through trips. U.S. Highway 10 is routed along Broadway, U.S. Highway 12 follows along Madison street and east along E. Broadway, and U.S. Highway 93 follows Higgins Ave. and West Broadway. Orange Street, as part of the State Primary Highway system, does not carry a U.S. Highway designation but it is a main connector between I-90 and other U.S. Highways. The Orange Street exit and Van Buren Street exits are the two main exits of the Interstate serving Missoula. Although the Interstate has routed a large proportion of through traffic away from the CBD, the location of these two exits still funnel a large proportion of traffic through the CBD. Two other exits are located in East Missoula and at Reserve Street.

The other major traffic carrying streets in the CBD are Front, Main, Spruce, Ryman and Pattee. Front and Main streets operate as a one-way couplet between Orange and Madison streets. Spruce street is functioning as an east-west collector while Ryman and Pattee Streets provide primarily local access to commercial and governmental establishments. Map B-1 in the appendix shows main traffic arteries in the CBD.
Most intersections in the CBD cannot handle the volume of traffic at peak volume times. These intersections and the percent over capacity volumes are shown on map B-2. These figures are 1965 figures furnished by the State Highway Department. Since there has not been any development of any consequence since 1965 to alleviate circulation problems in the CBD, the situation is even more acute now.

The ridged gridiron arrangement of streets has made pedestrian circulation highly irritating and undesirable. Although no figures are available, the City Police Department reports there is a high rate of pedestrian accidents in the CBD area.

2. Parking:

An adequate supply of well-located parking is vital to the economic health and continued prosperity of the CBD. In this auto oriented age, the CBD that lacks such a supply can never realize its economic potential and is likely to see many of its functions transferred to outer locations where abundant land for parking is available. In order to provide guidelines for determining existing and future parking needs, I took a survey of all parking lots, private alley parking spots and curb parking in the CBD. The survey encompasses approximately forty blocks and contains all the densely developed area of the CBD. This is shown on chart B-3 presented in the appendix. Maps B-4 and B-5 in the appendix show an inventory of all present parking places.

It was beyond my capabilities to determine what the shortages of parking spaces were and what locations had the shortages, but according to the Missoula Comprehensive Development Plan there was a shortage of 514.
spaces needed in 1965. This meant there was a need in 1965 of 5,647 spaces compared to the 5,030 available. The study estimated a need for 1967 of 6,000 spaces or an increase of 20 percent over available spaces. As shown in my survey for 1971 there were still only 5,151 spaces.

Curb parking impedes the traffic lanes and renders the street obsolete as a channel for movement. Land prices exceed any economic value for surface parking. The availability of economical off-street parking is a critical necessity.

3. Existing Land Use in the CBD:
The Missoula CBD contains 308 total acres of land. Fifty-six acres are in commercial use, or 16.6 percent of the total. Streets and alleys, using one-third of the CBD land area, and residential, taking up another 23 percent, are the two predominant land uses. The CBD is restricted in growth with boundaries consisting of the Northern Pacific Railway on the north and west, Rattlesnake creek on the east and the Clark Fork River on the south. The allocation of land by use in the CBD is given by acreage in chart B-6 and shown pictorially on map B-7 in the appendix.

Condition of Structure:
A condition of structures survey presents an indication of the relative quality of structures within a community. The survey is an exterior evaluation of the age, maintenance and general condition of the structure. This exterior evaluation of the condition of structures has value in that it ranks each structure in respect to the other buildings in the community. It gives an indication of the number of structures, which should be removed
or in need of repair. Map B-8 indicates the overall condition of structures and location of generally depressed areas versus newer and more desirable areas.

As map B-8 in the appendix illustrates, those blocks along the Northern Pacific right-of-way, and a few along the river have the largest percentage of structures in below average condition. Although this percentage is generally from 50 to 79, it does run as high as 80 to 100 percent in those blocks between Harris and Ryman streets along the railroad and between North Higgins and Washington along the riverfront. The predominant commercial areas along Broadway, Front and North Higgins are the blocks with the fewest structures in below average condition.

The land in the CBD is used primarily for retail outlets, professional services and government facilities combined with an assortment of residential buildings. There is no separation of the different land uses. This arrangement of the CBD causes confusion and more vehicular and pedestrian movement than is necessary.

4. Influence upon the City:

Considering natural barriers, Missoula's CBD probably is as well located in relation to other parts of the city as it could be. The basic problem is a lack of control in the growth of commercial areas.

Encouraged by the dual forces of relatively cheap rural land and inadequate zoning, many of the shopping and other commercial facilities of the CBD following their customers, have moved outward, leaving the CBD deterior-
ated and void of any definition.

Despite an indication that improvements in the commercial area are not in line with the high value of the land itself, the Central Business District of Missoula is still the City's center for retail merchandising. In face of a marked decentralization of retail activity in recent years, particularly along highway approaches to the CBD, the core area as yet, retains a bulk of the Missoula area shopping facilities. About 40 per cent of the 2 million square feet of retail space in the Missoula area in 1963 was in the CBD. In the primary shoppers goods category, one-half of the primary floor space in the Missoula area is still found in the core area.

The importance of the CBD as a retail trade center is enhanced by the large concentration of employment and non-residential floor space found there. Almost 6,000 workers were employed in the core area in 1968, excluding employees in educational services, representing one-half of the total areas employment. Non-residential floor space is about one-third of the Missoula Area total.

5. Aesthetics:

The Aesthetics of the CBD is not encouraging. Its visual qualities are -- ghastly. It is by habit a place where buildings are orientated rigidly by streets, where signs are visually more important than the structures they advertise and space is inevitably left out. There is almost a complete lack of landscape greenery in the center area.
III

Plan Considerations
The development of any plan is properly founded on a detailed estimate of future conditions which is determined by the population and economic activity of the area. The forecast of socio-economic activity, land use and circulation are presented in this section, accompanied by a discussion of the assumptions and procedures on which these forecasts are based.

The Missoula of history has exhibited a stable and steady rate of growth both of its economy and of its population. Typically, because it is an urban area and because such areas tend to grow more rapidly, Missoula has come to hold a larger share of the State of Montana and of Missoula County. These established trends toward urbanization and centralization are expected to continue in the future.

If Missoula experiences any major economic advances then the population can expect to increase further. Since Missoula lies in a prime crossroads of transportation, has an abundance of water and electrical potential and is surrounded by immense opportunities for recreational pursuits, major economic advancements are programmed for the Area. Based on these factors any design solution must anticipate a sizable increase in population.

No major changes are foreseen in the economy of the Missoula Area during the immediate future, but as stated above economic advancements are programmed for the future. Expectations are that those factors, which have stimulated and sustained the Area's economic growth in the recent past, will remain operable thru 1985.
Those industries that rely upon the timber resources of the Missoula area will probably continue in their growth, although at a slower rate than recently experienced. An employment surplus could be created through reduced manpower requirements in the forests themselves, but greater utilization of forest products and by-products is expected to alleviate any slack in employment.

The City's role as the Regional commercial and business center of the area extending throughout the six county region is expected to grow even stronger. Finally, the additional enrollment forecasted for the University is substantial and future economic growth will be sustained by the expected increase.

B PROJECTIONS:

1. Population:

A-3 thru A-6 in the appendix summarized population history, trends, and projections. An increase of 204,000 persons over 1970 for a total of about 887,000 persons is anticipated for the State of Montana. The six county region share of this, 13.6 percent by 1985, would amount to 120,700 persons. Missoula County's estimated 1985 population is 78,200 an increase of 20,970 over 1970. The 1985 figure means an increase to 65.2 percent of the region and to 8.6 percent of the State.

Assuming a continuation of the trend toward centralization of population within the county, the Missoula Area will likely increase to 73,500 persons by 1985. The forecast figure represents an average annual gain
of 1,350 persons, or 2.9 percent per year.

These figures were obtained from the Missoula Urban Transportation Study which predicts only to 1985. On charts A-5 and A-6 using a straight line projection assuming no major economic changes, it can be anticipated that the Missoula Region can expect a population of 150,000 by the year 2000; Missoula County a population of 105,000; and the Missoula Area about 100,000 persons by 2000; or an increase of about 100 percent.

2. Circulation:

Daily travel is increasing at a faster rate than population. The projected 1985 daily travel in Missoula projected by the Missoula Urban Transportation Study is about twice that experienced at present.

3. Parking:

The motorist wishes to park as near his destination as possible, and surveys have indicated that he will accomplish this in many instances, at the expense of illegal parking. Surveys have also indicated that the motorist entering the downtown district for business or shopping does not wish to walk from his parking place a distance of more than 1,000 feet.

Considering the environment through which one must travel, it is no wonder the shopper dislikes to walk in the downtown area. It can hardly be expected that people will wish to walk about a business district filled with every disagreeable feature and lacking convenient shopping and business facilities.
There is already a shortage of parking spaces in the CBD at present. The Urban Transportation Study estimates that by 1985 about 660 additional short term parking spaces are needed for a total of 1,000 more than at present, and an increase of 1500 long term spaces more than the present demand for a total of 2200 additional spaces. This means a total of 3200 additional parking spaces are needed in 1985. Compared to the 5,150 available in 1971, 1985 will need between 9,000 and 10,000 parking spaces or almost 100 percent increase.

A rule of thumb recommends that in the Central Business District that two automobile spaces per 300 square feet of gross floor area be available if rapid transit is not used. Based on this and the estimated gross floor area from C-2 in the appendix the CBD would require parking for 13,000 automobiles by 1985.

4. Floor Space:

As travel time and traffic increase and as new competitive shopping centers are built, the sales attraction of the CBD is expected to decline slightly. An additional 750,000 square feet of retail floor space will be required in the area in 1985. A little less than one-third of this is expected within the CBD. Table C-2 in the appendix presents an estimate of the gross floor area in all categories that would be needed in 1985. These estimates, to a large extent are based on the data presented in table C-1.
Objectives
A GOAL

What can be done to restore the central city to its former social, economic and physically dominant position as the hub of the metropolitan wheel? Before any major reversal of present trends can occur, the CBD has first to become once again a drawing force that can bring to downtown the buying power and business of the suburbs. The CBD must again as in the past, compete successfully in range of merchandise and services offered, in excitement and in appeal (Aesthetics included). In particular, it must compete successfully with all the centers on the fringe. Such a situation must, it seems, precede or at least be part of the redevelopment of the blighted in town residential areas and the restoration of the economic balance of the city's population. A successful core will tend to push for the renewal of the immediately surrounding areas and add strength to the reversal of the outward population trend.

As an objective, I would like to establish a basic framework of circulation patterns, and orientation of functions and open spaces; to see beyond a single building and look at a design for an entire city center; to relate buildings and open spaces to each other and in turn, effectively relate these to the pedestrian. The design would be a framework of relationships for the different packages of the CBD that meets all the requirements necessary to return the CBD to its dominant role in the community, but all individual buildings and spaces would be designed by the eventual owners of the various development packages.

B CRITERIA

An analysis of what is needed to bring the suburban buying power back into the CBD will focus on these simple criteria:
1. Accessibility of the OBD

Intown traffic congestion has been a potent factor in speeding the outward migration of population and its accompanying commercial needs. Optimum vehicle alignments to insure excellent accessibility to the OBD from the entire region and convenient routes of bypass for through destinations is essential. The question is in what way to provide this accessibility. The hub of a wheel, in theory, has the most convenient access from all points within the circumference of the wheel. There seems then, for smaller cities at least, to be little doubt that arterials leading directly into the OBD offer the most convenient as well as most economical solution.

A method of easing traffic congestion could be achieved by providing multiple occupancy conveyances, such as mono-rail transportation.

2. Convenience within the OBD:

After accessibility, the next criterion of importance for bringing the suburbanite shopper back into the OBD is that of convenience. Without convenience, the customer, whether from the urban area or from the suburbs will not shop downtown. It has been statistically proven that today's customers are willing to drive all the way to distant rural locations or even halfway around a city just to enjoy convenient shopping. And this convenience involves many facets. It includes ease of parking; it means the creation of a desirable pedestrian environment by weather protection and short walking distances to stores or offices, by eliminating conflict with moving vehicles and by providing areas for rest and relaxation. It means climatized shopping malls—cool in summer, warm in winter. Stores close to each other for easy cost comparison of merchandise; stores quick to find and convenient to enter. It may mean covered bridges over
downtown streets so that one need not face inclement weather or traffic hazards throughout the day. In sum, it must become as easy and comfortable to shop downtown as to shop elsewhere.

3. Appeal:

Appeal is the next criterion, and it also includes a wide range of factors. Variety of merchandise in various types of shops—from major department stores with every conceivable type of merchandise to botiques, catering to special customers—from expensive specialty shops to five and dimes. Restaurants of all types are essential, not only for the shopper but especially for the office building tenants. Expanded and equitably distributed areas for open space and parks, and preservation of existing water and landscape courses adjacent to the CBD for future generations. Selected optimum locations for community services such as fire stations, medical facilities, library, museum, city hall, post office, convention and civic centers, to best satisfy public need. There also must be a preservation and interrelation of existing buildings that have historic or commercial desirability. And last but not least are the amusement facilities, the cinemas, nightclubs, bars and sport centers. To compete with the accessibility and convenience of the suburbs, there must be downtown an excitement of personal experience, a glamour of surroundings. Special things to do and see, whether elaborate shows or just the glittering scene of lights and crowds. Aesthetics is paramount. There must be a variation in horizontal and vertical spaces, presence of natural greenery and a display of good design principles.

Shopping facilities, however, can have difficulty supporting themselves if alone and dependent on a gradual winning over of the outlying population. A major part of the downtown renewal should, therefore,
begin with the construction of related facilities such as office build-
ings, hotels and medical centers. If a downtown hotel is easily accessible,
ey easy for parking, and glamorous, it should prosper—for in addition to these
advantages it has the convenience of being at the hub, related to the
largest possible complex of commercial and entertainment space. The
same applies with office buildings which, in turn provide clientele for
the restaurants, shops and amusement facilities.

C PROPOSALS
The intent of this section is to state proposals for possible solutions
to some of the major problems now existing in the Missoula CBD.

1. Accessibility:
Todays circulation network will undoubtedly be insufficient. Methods other
than personal automobiles will have to be added for circulation to and
from the CBD, and also within.

There are five major problem areas affecting the CBD requiring solution.
These areas are the crossings of the Northern Pacific Railroad tracks
and the Clark fork River, access to Interstate Highway 90, access to the
CBD, and circulation near the University of Montana. Map D-1 in the
appendix shows a proposed city major traffic circulation.

Railroad crossings: The grade separated crossings now in existence at
Orange, Van Buren and East Broadway, and the additional one at Reserve
Street, are not adequate to meet future demand. In view of the location
of Interstate Highway 90 on the northern side of the tracks, an additional
facility is needed in the vicinity of Orange Street to facilitate highway
oriented travel and in the area between Orange Street and Reserve Streets
for local travel from residence to areas of commerce and industry. In
the vicinity of Orange street, construction of an undercrossing para-
lIlel to the existing structure would prove feasible. The probable closure of the Van Evan crossing limits access to the area north of the railroad tracks and west of the Rattlesnake valley and an additional crossing is necessary. The capacity of Van Buren Street between the Interstate and East Broadway can be increased through extension of Van Buren south across East Broadway, requiring construction of ramps on the north end of Madison street Bridge or a new crossing of the Clark Fork River.

River Crossing: Through past development, the Clark Fork River has emerged as a natural barrier between the commerce and industry of the north side and the predominantly residential use of the south side. Most automobile trips between home and business have thus come to involve crossing the river. The four existing bridges at Higgins Avenue and at Madison, Russell and Orange Streets are expected to increase travel 75 percent by 1985. Obviously, an additional bridge must be built or, since total capacity is dependent upon the capacity of bridge approaches, access to the present bridges must be improved. Among the various river crossing alternatives are a crossing of the Clark Fork River west of the confluence with the Bitterroot River, a crossing of the Clark Fork in line with Scott Street and a parallel structure on either side of the Orange Street Bridge or widening of the present facility. Improved access to the Madison Street Bridge at both approaches would be feasible. Finally, a crossing of the Clark Fork River in line with Van Buren Street might be considered.

Interstate Highway access: Because construction of Interstate Highway 90 required such a large capital investment, every effort should be made toward maximum utilization of the facility. Through the four interchanges, located at Grant Creek Road, Orange Street, Van Buren Street and East Broadway, the Grant Creek and East Missoula interchanges are probably
capable of handling future volumes, but the other two are not. A parallel structure along the present Orange Street Bridge, probably on Scott Street would improve conditions there. At Van Buren Street, improved accessibility requires a new bridge or direct access to Madison Street Bridge. In any case, the four interchanges should be fully integrated with a primary arterial system into the OBD.

Central Business District Access: As the largest single traffic generator in the immediate area, the OBD requires congestion free arterial street facilities to and from the central businesses, as well as by-pass facilities. East-West traffic should be isolated to allow rapid circulation for those not wishing to enter the OBD. Arterial access to the OBD should be provided such that access from any portion of the city is readily available. Maps D-2 & D-3 in the Appendix show proposed routes.

University of Montana: Natural land formations, such as Mt. Sentinel, control and channel traffic flows, so that the corridor of east-south traffic affecting the OBD passes adjacent to the University of Montana campus. Also Campus oriented traffic to a great extent must presently pass through the OBD. To maintain unity within the campus, a major arterial route serving both the University and east-south traffic generally should be located west of the campus.

2. Convenience:

A major proposal is to develop a desirable pedestrian environment. Vehicular and pedestrian traffic is to be isolated. This is to be accomplished by providing grade separations between the two and/or a street loop system around the perimeter of a central pedestrian core. Parking structures are to be located to provide easy access and convenient pedi-
A system of pedestrian movement such as moving sidewalks or slow speed miniature trains will aid the pedestrian in traversing longer distances within the central and related areas of the CBD.

Some means will be provided to allow persons to remain under cover if weather conditions demand. This should be provided for access from any portion of the core area to any other portion of the core area.

Another proposal to aid in convenience would be a method of assembling and storing a person's goods at a point near his transportation for collecting at the end of his shopping tour.

3. Appeal:

Most retail sales areas will be located within a pedestrian environment and concentrated to allow shorter distances between shops. There may be separate condensed areas of shopping malls that would be connected by motivated sidewalks or other pedestrian movement aids. Service and Professional businesses would be distributed throughout the core area so they could utilize the parking, and pedestrian environment enjoyed by the retail shops. Some may be concentrated in certain areas within the core for desired proximity with other businesses and financial institutions.

State, Federal, and City Governmental facilities are to be confined to a governmental center. This would aid in interaction between different governmental agencies and offices and provide a center of reference for those seeking government assistance.

Single-family residential designations will be eliminated. Multi-family housing located on the peripheral edge of the CBD will provide convenient
living areas for people wishing to live close to downtown. The desire is to restrain residential growth and develop interest in the CBD.

Existing Buildings shown in photos E-1 thru E-5 in the Appendix are buildings that have significant historical or economical desirability that demand that they be retained in any design effort. Some of the historical and older buildings would keep some of the old character of the city and add interest and orientation points within the CBD.

A primary proposal is a concentration of facilities in the core area, not only for the ease of pedestrian movement and convenience, but also to vacate land for use as open space and landscaping. The integrating of natural greenery and open space would be a prime factor in adding appeal to the core area.
VI

Discussion of Solution
The heart of the OBD is designed around four major centers of Activity; (1) A public square, (2) A linear shopping arcade for retail sales, (3) Two concentrated commercial centers incorporating professional businesses, offices, resturants, and entertainment etc. (4) A defined Government center. From this evolves a compact urban core. Outside the core, land areas are zoned for the best use in relation to the central core and other areas of the OBD.

The OBD is surrounded by a system of peripheral roads and by-passes. The purpose of the system is to provide quick and convenient routes of passing the OBD for all traffic wishing to do so. This will not only be more convenient for them, but will also remove a large volume of unneeded traffic which is currently crouding the OBD. A core loop road bounding the central core will provide easy access to and from convenient parking facilities.

The building masses are the least real aspect of the design. All of the buildings will be designed by other Architects, working for the eventual buyers of the various development packages. The primary aspect of the plan is the framework which holds the core development in place.

Vehicular and pedestrian traffic have been separated in the core and some peripheral areas. Part of the framework lies under the buildings to accomodate autos, buses, trucks, and mechanical services. This leaves most of the sore surface areas for pedestrians. Under ground lies three levels of two large parking structures, each of which is readily accessible directly from four major arterials leading into the OBD. One additional parking structure is provided and consists of five levels, three of which are underground. East-west through traffic is also placed underground to allow rapid east-west circulation for those people not desiring to enter the OBD.
In the concentrated areas atop the parking structures, is a platform that serves as an additional "ground level". Upon parking in one of the parking structures the shopper or businessman can move freely and easily from place to place in pleasant surroundings. They will walk along well lit garage walkways and take escalators up through open light courts to the surface. Pedestrian overpasses across the core loop road that bounds the core, will connect the platforms and hence the core with the rest of the CBD. Public rest areas and small concessions can be easily provided for the pedestrians convenience and enjoyment.

Supplies will be delivered from the special streets penetrating the core to common unloading areas and freight elevators.

The parking structures are located so as to provide easy walking distances from any portion of them to the center line of the retail sales and business areas. Space in the parking structures is provided for both private and public parking. Besides serving predominantly the core area, the structures will serve the convention center, government buildings and other areas surrounding the core. Parking requirements for the remaining portion of the CBD will be grouped in various parking lots throughout the CBD. Curb parking will be provided only on collector streets mainly in residential areas.

The parking structures are six levels each for the larger two. They consist of three levels below grade, one at grade (primarily for private parking and access to service locations) and two above grade. The level at grade near the approaches will contain auto service facilities. Directions to parking spaces will be given at the entrance to the structures.

The two large parking structures have 600 spaces per sub-grade level, 125 spaces on grade level and 225 spaces on each upper level for a total of
approximately 2,375 spaces per structure. The single smaller structure has 100 cars per level or 500 total spaces. This provides parking for 5,250 automobiles or about 53 percent of the total CBD requirements.

Along the linear shopping arcades is developed a system of pedestrian side walks joining at each end with a terminal for monorail transportation that would traverse to other parts of the city.

The major focal point is the public square, from which the network of pedestrian walkways, covered shopping malls, and arcades radiate. Ringing the square are the 'gateways' to the concentrated commercial area, entrances to the linear shopping arcades, a major department store, library, ice skating rink and the terminals of two CBD entrance streets. Walkways precisely define building locations, and continue through prescribed arcades which would have to be incorporated in the design of the building.
Appendix
### CLIMATIC CONDITIONS

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<th>month</th>
<th>ave. mean. temp.</th>
<th>ave. max.</th>
<th>ave. min.</th>
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<td>APR</td>
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<td>JUN</td>
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<td>JUL</td>
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<td>50.5</td>
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<td>AUG</td>
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<td>41.4</td>
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<td>SEP</td>
<td>45.4</td>
<td>57.9</td>
<td>32.9</td>
</tr>
<tr>
<td>OCT</td>
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<td>41.4</td>
<td>24.7</td>
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<tr>
<td>NOV</td>
<td>25.3</td>
<td>32.4</td>
<td>18.1</td>
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<tr>
<td>DEC</td>
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<tr>
<td>Annually</td>
<td>44.7</td>
<td>56.8</td>
<td>32.8</td>
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Average rainfall 13.87 inches per year
May & June each average 2 inches

137 growing days with last spring freeze middle of May
### POPULATION 1930 to 1970

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<tr>
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<th>City</th>
<th>County</th>
<th>Region</th>
<th>State</th>
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<td>14,657</td>
<td>21,782</td>
<td>51,969</td>
<td>537,606</td>
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<td>1940</td>
<td>18,446</td>
<td>29,038</td>
<td>67,968</td>
<td>559,456</td>
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<td>1950</td>
<td>22,458</td>
<td>35,493</td>
<td>74,266</td>
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<td>1960</td>
<td>27,090</td>
<td>44,663</td>
<td>83,059</td>
<td>674,767</td>
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<td>1970</td>
<td>29,252</td>
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<td>682,133</td>
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<td>1985 UTS.</td>
<td>Estimate</td>
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<td>78,200</td>
<td>120,700</td>
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<td>CITY</td>
<td>UNINC. AREA</td>
<td>MET. AREA TOTAL</td>
<td>BAL. OF COUNTY</td>
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<tr>
<td>----------</td>
<td>------------</td>
<td>-----------------</td>
<td>---------------</td>
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</tr>
<tr>
<td>1930</td>
<td>14,657</td>
<td>18,368</td>
<td>5,414</td>
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<td>1940</td>
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<td>1950</td>
<td>22,458</td>
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<td>1960</td>
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<td>1970</td>
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<td>1985 UTS. Estimate</td>
<td>33,500</td>
<td>73,500</td>
<td>4,700</td>
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METROPOLITAN AREA POPULATION PROJECTIONS

1985 UTS Estimateassuming no major economic changes
GENERAL MAP

KEY:
- Predominate Strip Commercial Activity
- Declining Areas of Major Residential Development
- University
- Major Industrial Area
- Areas of over 25% Ground Slope

CBD LOCATION & RELATION TO PARTS OF MISSOULA

EAST MISSOULA
CBD EXISTING TRAFFIC CIRCULATION

PRIMARY ARTERIALS
SECONDARY ARTERIALS
COLLECTOR STREETS
LOCAL ACCESS STREETS
## Parking Space Inventory

**Curb Parking:**

- Restricted: 1,116
- Unrestricted: 815
- Loading Zones: 102
- **Total:** 2,033

**Off Street Parking:**

- Customer Free Lots: 448
- Customer Pay: 200
- Customer lease (long term): 318
- Municipality Free Lots: 773
- Private: 879
- Vacant spaces where cars park but are not designated parking spaces (est.) 500
- **Total:** 3,118

**Current Total:** 5,151

**Estimated present Need:** 6,000

**Estimated 1985 Need:** 10,000
**LAND USE IN THE CENTRAL BUSINESS DISTRICT**

<table>
<thead>
<tr>
<th>Category</th>
<th>Acres</th>
<th>% of OBD</th>
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<tbody>
<tr>
<td>Commercial</td>
<td>51.3</td>
<td>16.7</td>
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<tr>
<td>Non-Commercial</td>
<td>122.9</td>
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<tr>
<td>Public &amp; Quasi Public</td>
<td>24.9</td>
<td>8.1</td>
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<tr>
<td>Utilities</td>
<td>3.7</td>
<td>1.2</td>
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<tr>
<td>Industrial</td>
<td>13.8</td>
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<tr>
<td>Vacant</td>
<td>11.7</td>
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<tr>
<td>Residential</td>
<td>68.8</td>
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<tr>
<td>Single Family</td>
<td>45.1</td>
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<td>Multi-Family</td>
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<td>Hotel-Motel</td>
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<td><strong>SUBTOTAL</strong></td>
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<td>Railroads</td>
<td>13.0</td>
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<tr>
<td>Streets &amp; Alleys</td>
<td>100.5</td>
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<td>Water Areas</td>
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<td><strong>TOTAL</strong></td>
<td>307.5</td>
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FLOOR AREA REQUIREMENTS FOR SELECTED ACTIVITIES

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<tr>
<th>Activity</th>
<th>sq. ft. area per capita, pop.</th>
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<td>Retail</td>
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<tr>
<td>Office</td>
<td>10 to 15</td>
</tr>
<tr>
<td>Parking</td>
<td>4 to 16</td>
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<tr>
<td>Public</td>
<td>1 to 3.5</td>
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<tr>
<td>Quasi-public</td>
<td>1 to 3.5</td>
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<tr>
<td>Services</td>
<td>30 to 50</td>
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<tr>
<td>Wholesale</td>
<td>5 to 15</td>
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<tr>
<td>Industrial</td>
<td>2 to 15</td>
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<tr>
<td>Residential</td>
<td>200 to 400</td>
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Source: "Space for the OBD's functions" by Larry Smith, Journal of the American Institute of Planners
### 1970 - 1985 Floor Space Requirements

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<th>ACTIVITY</th>
<th>1970 Estimate</th>
<th>CDP 1985 Estimate</th>
<th>Design Estimate</th>
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<tbody>
<tr>
<td>Residential</td>
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</tr>
<tr>
<td>Single</td>
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<td>880</td>
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<tr>
<td>Multi-family</td>
<td>733</td>
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<td>Community Facilities</td>
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<tr>
<td>Public &amp; Government</td>
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<td>359</td>
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Interstate System
Primary Arterials
Secondary Arterials
Limited Access
Grade Separated

R R Crossing
INDEX OF PICTURES

E-1 Buildings to Remain in Design
   St. Francis Catholic Church
   Sacred Heart Academy
   Buildings on Catholic Block
   St. Patrick's Hospital Nursing School

E-2 Buildings to Remain
   Carnegie Library
   County Court House
   Methodist Church
   Federal Building

E-3 Buildings to Remain
   St. Patrick's Hospital
   Courthouse Addition
   CBD Fire station
   City Hall

E-4 Buildings to Remain
   Medical Center
   Western Bank Building
   Executive Inn
   Mountain Bell Building

E-5 Buildings to Remain
   1st. National Bank Building
   Western Federal S&L Building
   Higgins Building

E-6 River Front Area

E-7 Front Street

E-8 Front Street

E-9 Main Street

E-10 Broadway

E-11 Broadway

E-12 Broadway
   Pine Street

E-13 Higgins Ave.

E-14 Higgins Ave.

E-15 Railroad District
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Mr. Joe Durham, Missoula Building Inspector

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