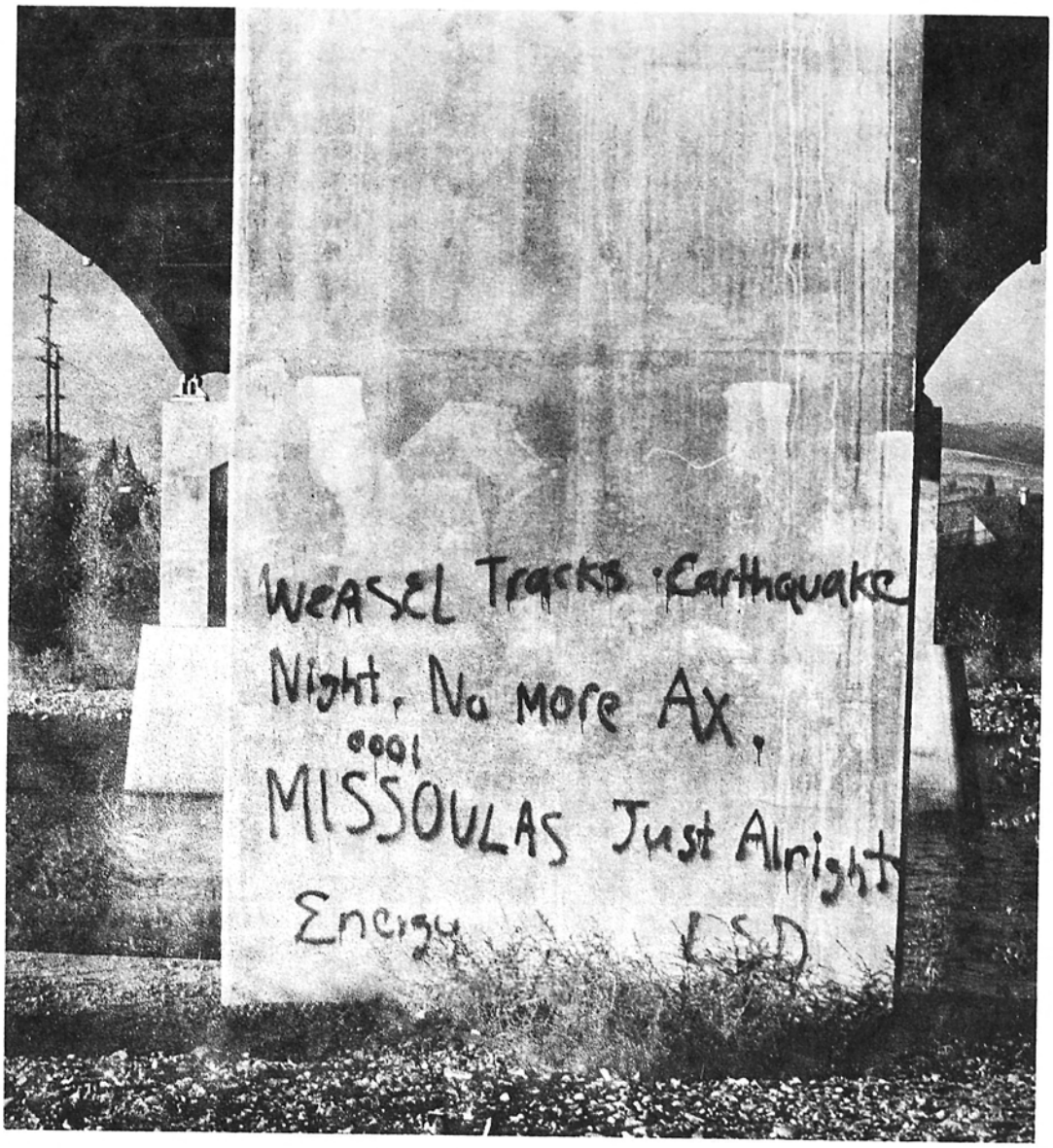

RUDAT MISSOULA MONTANA

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ERRATA

PRINTERS NOTE

Due to the time and equipment limitations to produce this book you will notice some pages out of sequence — This is because the pages with photographs were printed separately and inserted just before binding — We apologize for any inconvenience.

In the fall of 1977, the Missoula City Spirit Program was formed by a group of interested Missoula area residents as a part of the National Endowment for the Arts City Spirit Program. The purpose of the program was to create a catalytic community organization to further cultural organizations and activities within the community. With the aid of a $10,000 grant from the National Endowment for the Arts City Spirit Program and matching local contributions, the Missoula City Spirit Committee was able to study the facilities presently being used by the community's various art and performing groups. Soon it became apparent that one of the major concerns of the community with regard to cultural activities was a simple lack of space and usable facilities. As it was discovered that other local organizations were also faced with similar space problems and were looking into the possibilities of building their own facilities, a community-wide facility/space meeting was held. All organizations interested in space and facilities presented their needs and it became clear to everyone present that the community could not possibly support nor finance so many separate facilities.

A Facility Steering Committee was established and through a series of meeting and Task Force studies, the Steering Committee established their priorities, listed problematic space needs and identified major and support spaces. The major facility needs were defined as the athletic and recreation area, the fine arts area, and the convention and tourist area.

In order to obtain the much needed expertise to evaluate the feasibility of developing a shared facility, the Steering Committee applied to the National Endowment for the Arts Design Arts Program for a grant to help finance a feasibility study and later, if proved feasible, a design competition. With the receipt of a $30,000 grant from the Design Arts Program and matching contributions from the community, application to the American Institute of Architects was made for a Regional/Urban Design Assistance Team. The R/UDAT application was approved, the R/UDAT team selected and the visit set for the weekend of October 16-20.

In response to requests for assistance from local communities the Urban Planning and Design Committee of the American Institute of Architects has been sending teams of design professionals to various American communities since 1967. Each team includes people from a variety of disciplines. The number of team members and their areas of specialization vary as each team is carefully assembled to address those issues facing the community to be visited. Fundamental to the program is the concept of public service. Team members are selected for their particular expertise in specific problem areas and serve without remuneration and agree not to accept commissions for work resulting from their recommendations. Their general charge is to acquaint themselves with the community and its people, to analyze the existing conditions from a fresh perspective, and to offer recommendations for urban design frameworks and concepts.

The objectives of the R/UDAT program are: to improve the regional/urban condition in the nation; to support local A.I.A. chapters and their efforts to improve the physical design of their communities; to illustrate the importance of the urban design framework for community development and regional planning; and to stimulate public awareness and action and focus efforts toward improving communities through citizen involvement in urban design and planning issues.

The Missoula metropolitan area is situated in a valley that was home for Flathead, Pend d'Oreille and Kootenai Indian people. Jesuit missionaries established the valley's first settlement in the 1840's; by 1850 this had become a trading post, which remained the county's only white settlement until 1860.

The area was opened to white settlement by an 1855 treaty with the area's Indian peoples. Transcontinental railroad surveys through the area and the construction of the Mullan Road in 1862 brought increased attention to the Clark Fork Valley. Missoula's first structures were built during this period. Sawmills and general stores were built to service the gold rush Montana experienced during the 1860's. The 300 residents of 1870 Missoula lived in a poorly developed town situated in the North Higgins avenue area.

Area mining activity declined during the 1870's but construction of Fort Missoula helped maintain the town's economic base. Missoula's permanence was assured in 1883 by the construction of the Northern Pacific Railroad through town. Missoulians gave the railroad a substantial amount of downtown property as an incentive to develop the railroad division point within the town. The railroad became the city's major employer, and the city began a period of rapid development.

More important than the railroad itself, however, was the trade made possible by improved transportation facilities. Missoula quickly became the commercial center for western Montana, and the area's substantial timber resources began to

be exploited. This lumber industry continued to expand, and has been the city's primary employer for decades.

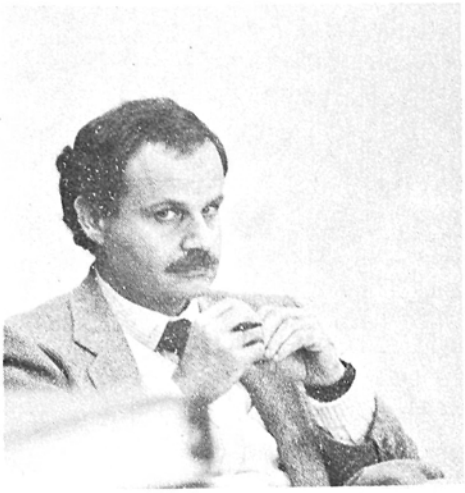
Missoula began to expand south of the Clark Fork during the last years of the 19th century, a pattern encouraged by the 1895 opening of University of Montana, construction of the Chicago, Milwaukee, St. Paul & Pacific Railroad in 1908, and an improved local transportation network. This southward pattern of growth has continued, and in the past 20 years has become a major factor in the city's development.

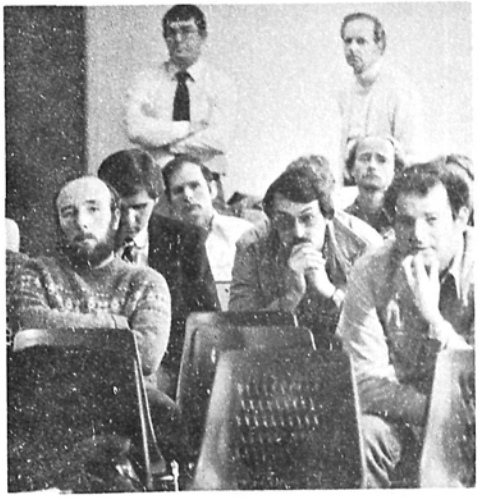
The 20th Century has been an area of slow, stable evolution for the city. The University has joined the lumber industry as being a major area employer, and has been a strong influence on Missoula's social and cultural development. Growth has accelerated in recent years, as more and more people are attracted by the Western Montana lifestyle. The Missoula valley today is home for nearly 70,000 people.

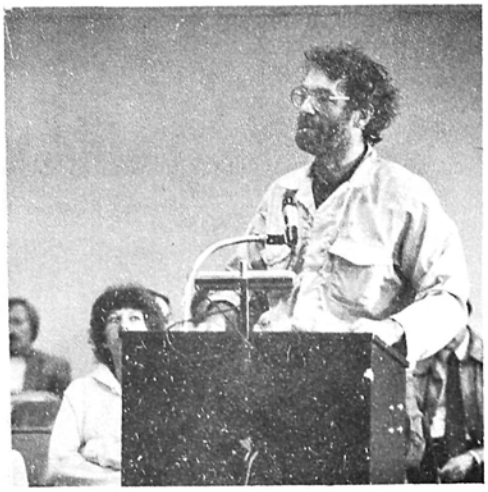
Citizen participation is the very essence of the R/UDAT program and is an important part of all urban design work. Team members could never begin to understand the problems and needs of the Missoula community without coming into contact with the community's residents and the representatives of the various concerned local organizations. For these two reasons, two meetings, one of the public sector and one of the private sector, were held to allow Missoula residents to present their problems and suggestions to the R/UDAT team.

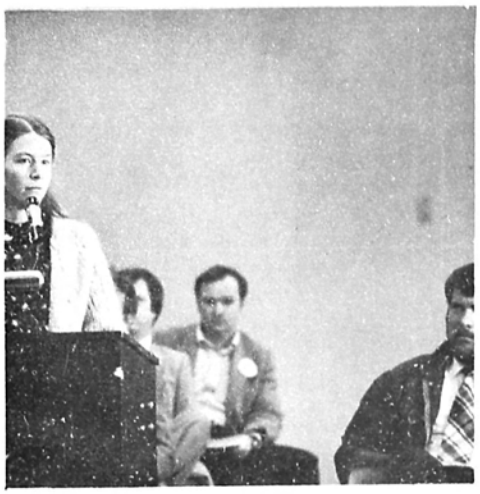
Testimony was heard from such diverse people as a Missoula representative of the American Kennel Club, a bicyclist, a realtor, a representative of the Missoula Children's Theatre and the city engineer. As can be imagined, much of the testimony was in the form of figures and facts--seating capacities, stage widths, operating budgets, attendance records, and tax mills. Much of the testimony was also of a qualitative nature and described the problems being encountered--lack of playing fields, scheduling conflicts, inadequate performing areas and a lack of convention and meeting facilities.

The team also heard many similar suggestions and concerns. Frequently mentioned suggestions were for indoor recreational facilities, such as ice skating and roller skating, bicycle routes, access for the elderly and handicapped, and the









revitalization of the downtown. Despite the appearance of general consensus on problems, there were several areas of conflict that surfaced during testimony. Most obvious, several suggestions had been made to locate the facility in the river corridor; however, much concern was also expressed about such a location because of the corridor's special view, its diverse vegetation and wildlife, and its importance as a place of quiet retreat. Also, proponents of convention business as a "pollution-free industry" were balanced by those concerned with Missoula becoming a "convention town." The desire for a water-based, high-intensity-use park to be located on the riverfront was opposed by those who want to see the Clark Fork River remain free flowing.

Not only did the meetings provide the team members the opportunity to listen to the community's concerns, but the meetings also allowed the team to ask questions of the community. Some matters such as the organization of the school system into two districts were obviously confusing to some of the team members. Questions and statements, such as "Why didn't the high schools build a football facility ten years ago?" and "You did build something you didn't support—your downtown," were intended to raise issues important to the planning of such a community facility.

Lastly, the meetings were important because they

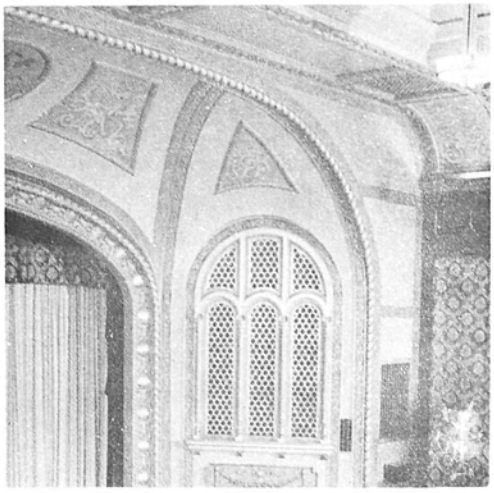
provided the team with information about the community that probably could not be obtained from any document or map, for example, the cooperation between the community groups and the University in terms of usage of facilities had been mentioned several times. But testimony was also given concerning the friction that resulted from community tax payers paying bills that had been passed back and forth between the University and the high schools for use of various facilities.

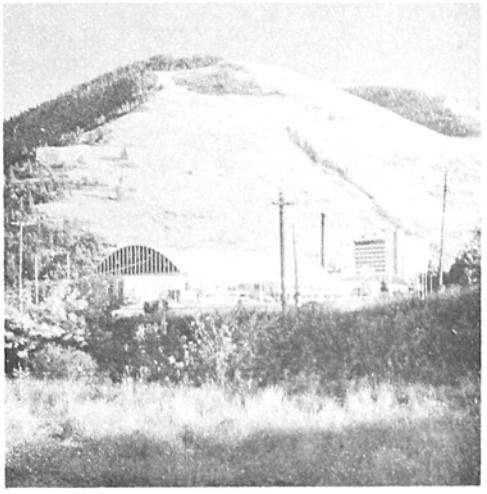
Also, the structure of the county and city governments has been mentioned several times but the statement "inter-local agreements aren't always agreements to get things done" was most descriptive.

The most positive and fiery testimony was given by the business manager of the Missoula Civic Symphony when she described how her organization had been setting aside fifty cents from every ticket to build a new civic center. "But the real reason I'm so enthusiastic is not only because of the prospect of this dream coming true...it's because of the people. We've gotten together the million dollars and the fifty cents a ticket!"


ROLLIN FIELD
ADMISSION
ADULTS
HIGH SCHOOL
GRADE SCHOOL


FOX






DOCTOR
ZHIVAGO
WILLIE & PHIL

CITIZEN EXPRESSED FACILITY NEEDS

In the written material received by the R/UDAT Team as well as that expressed in public testimony, the wants of the community varied as much as the number who testified.

These wants accumulated would create an unaffordable complex that would consist of a 2500 seat theatre, 20,000 sq. ft. exhibit hall, museum of art, 20,000 seat stadium, ice skating facilities for 1500+ conventioneers, small theatre (500 seats) with shops and classrooms, and keep it all in one location - preferably close to downtown. There was also a stated need for more athletic fields.

The R/UDAT team has tried to address this multi-million dollar want with an affordable compromise.

FACILITY NEED AREAS TO BE CONSIDERED

Athletic and Physical Recreation

* 1. High school Football (S)(a)
* 2. High school Basketball (S)(a)
** 3. High school Baseball (S/P)(B)
** 4. High school Wrestling (S)(a)
** 5. High school Swimming & Diving (S/P)(B)
** 6. High school Track & Field (S)(a)
** 7. High school Gymnastics (S)(a)
* 8. University Basketball (S/P)(a)
* 9. University Football (S)(a)
** 10. University Womens Basketball (S)(a)
** 11. University Wrestling (S)(a)
** 12. University Swimming & Diving (Women only)(S/P)(B)
** 13. University Gymnastics (Women)(S/P)(B)
** 14. University Track & Field (S)(a)
** 15. Adult Baseball/Softball (S/P)(a)
** 16. Adult Soccer (S/P)(a)
** 17. Adult Basketball (S/P)(a)
** 18. Youth Soccer (S/P)(a)
** 19. Youth Baseball (S/P)(B)
** 20. Youth Football (S/P)(a)
** 21. Youth Track & Field (S/P)(B)
** 22. Youth Football (S/P)(a)
** 23. Youth Basketball (S/P)(B)

Musical

* 1. Symphony - Civic (P/S)(a)
** 2. Orchestra - High School (P/S)(a)
** 3. Orchestra - Elementary (P/S)(a)
** 4. Recitals - (P/S)(a)
* 5. Touring Artists - (S)(a)
** 6. Band Concerts - (S)(a)

Theatre

* 1. Childrens Theatre (P/S)(a)
* 2. Montana Repertory Theatre (P/S)(a)
** 3. University Drama Dept. (P/S)(a)
** 4. High School Drama Depts. (P/S)(B)
* 5. Touring Companies (S)(a)
* 6. Small Resident Companies Drama/Dance (P/S)(a)
7. Lecture Series (S)(a)

Convention/Civic

** 1. Civic Meetings (P/S)(a)
** 2. Civic Banquets (P)(a)
* 3. Exhibit Shows (P/S)(a)
** 4. Group Meetings (P)(a)

* High Spectator
** Low to Medium Spectator

(a) Discussed in Report
(B) Not considered in Report

(P) Participant Activity
(S) Spectator Activity

UNIVERSITY AND HIGH SCHOOL FOOTBALL

In the Missoula area at present, there are no public high school-owned spectator football facilities. There is one 1,700-seat football field that belongs to a local parochial high school. The high schools at present must use the University field on the days that the University is not using it. This forces the high schools to play during the day on school days, or to double up on Saturdays. Since the University field has no lights, this creates an even more crowded situation when all teams are playing at home on any given Saturday. This should be remedied if they are going to have any kind of spectator activity whatsoever.

The problem again is compounded when the weather changes in November and the field becomes muddy. With heavy usage, the turf simply cannot hold up under four football games in a given week. There is not enough recovery time in between games for the grass to get any kind of rootage, and the field becomes a mudhole. This creates a lot of conflict between the high schools and the University, because the University sensibly demands that the high schools stay off the field when the weather turns.

UNIVERSITY AND HIGH SCHOOL BASKETBALL

High school basketball seems to have enough gymnasium space throughout the community. The problem arises only when there is multiple-game use and high spectator

attendance, such as a tournament or a double-header during the holidays. This is alleviated somewhat by the use of University basketball facilities at the Field House, but there is also a problem there when the University is playing any type of game during this period.

HIGH SCHOOL MINOR SPORTS AND TRACK AND FIELD

There is no inter-school baseball or sponsored play by the high schools in the state of Montana. This is all handled by the American Legion and will not be discussed in this report. There seem to be adequate facilities for them to have their games not only from a spectator's standpoint but also from a participant's standpoint. High school wrestling, very much like basketball, seems to have adequate facilities and is mostly a participant sport, with light to medium spectator participation.

High school swimming and diving is of only medium success for spectators but has good participation by swimmers and divers. This is also true at the University.

Attendance at high school track and field events varies with their own facilities or those at Dornblazer Field. The track and field facilities seem to be adequate for the Missoula area. The high school fields take care of the two-way, three-way meets that are held on a weekly basis with very few spectators (usually between 200 and 400). Any time there is a major track and field meet, they move to

Dornblazer Field where there are ten 440 lanes, a very adequate facility. This type of activity is usually held in the spring or early summer months and results in extremely good spectator participation, with anywhere from 1,000 to 6,000 spectators for major state meets. Like high school wrestling, the weekly meets have limited success with spectators but are a rising spectator sport and someday must be addressed the same as high school basketball is now.

UNIVERSITY BASKETBALL

University basketball, one of the most popular spectator athletic events in the Missoula area, is presently drawing somewhere in the 8,000 plus area. Using the Field House, the number of spectators increases to 9,300. At present, this facility seems more than adequate to take care of their basketball needs.

UNIVERSITY FOOTBALL

University football has a very distinct problem created by the lack of high school football fields. The scheduling of football in the Missoula area, discussed earlier, is a serious problem. Dornblazer Field was built as a temporary facility after losing an older field. In going through the facility, it was obvious that it was built for temporary use. The old scaffolding with wooden seats and wood walkways is totally inadequate for a University-type activity. It is a very inadequate facility

for usage by the participant and a very uncomfortable stadium for the spectator. It presently seats approximately 12,500 and is rarely sold out.

WOMEN'S SPORTS AND SOCCER

Other sports at the University, such as the University women's basketball (which is a growing activity in the Missoula area as well as the rest of the United States), are emerging very quickly as major spectator sports.

UNIVERSITY MINOR SPORTS AND TRACK AND FIELD

University wrestling still comes under, I think, the term minor spectator sport with very limited drawing for spectators. University swimming and diving, in the Missoula area, at the University of Montana, is for women only and has very, very limited spectators. University gymnastics, also for women only, has mixed attendance and, with some of the major meets, draws well. University track and field, like their football, will draw according to who is participating in the track and field activity. If it is a major meet, then the spectators range all the way up to six or seven thousand. Minor meets go down to less than a thousand. Adult baseball and softball, on inspection in the area and through evaluation, seem to have adequate facilities, with more on the drawing board, which should bring them to a very comfortable level of participation.

SOCCER

Probably the activity that needs more space is adult soccer, not only for participants, but for spectators as well. There is a very active adult soccer program in the Missoula area which, in time, along with youth soccer, could create more soccer activity in the high schools and University. There seem to be, at this time, an adequate amount of soccer fields, but again this needs a lot of coordination as to the usage of the fields. Throughout the United States, there is a growing need for soccer fields, and both the demand for and the amount of soccer fields available have not yet matched the need but should do so within the next three to five years.

Soccer is becoming very popular in America and the need for spectator facilities will have to be dealt with in the next few years. With better scheduling of the high school and University football fields, I think that youth soccer could move into the spectator facilities as the sport grows. Adult basketball has very limited spectators and seems to have enough facilities to take care of its needs. Youth baseball, football, track and field, and basketball all seem to be adequately taken care of as far as the spectator and participant are concerned.

MUSIC AND DRAMA

It is very difficult to talk about musical programs and

theatre as separate entities in the Missoula area, because most of the facilities, at present, are used by both the musical community and the performing arts community. For the sake of this report, we will break them down and discuss music first.

MUSIC

There are six different music entities that demand facilities for the performer and the spectator. The Civic Symphony at present has a six-concert series. Each concert is held on a Sunday night at 7:30 P.M. and the symphony varies from 85 to 95 players. They are presently using the University Theatre, which they, along with everyone else, consider totally inadequate when it comes to musical performances. The high school and elementary school orchestras are using their own facilities at present. For major performances, they move into some of the high school auditoriums which seat between 800 and 1,000. Recitals in the community, as a whole, seem to be fairly well taken care of by the University Music Department's Recital Hall, as well as the high school facilities, elementary school facilities, and some of the facilities found in churches and civic buildings throughout the city.

Touring artists create another problem. Most of the touring artists either perform at the University Theatre, Hellgate High School Theatre, Wilma Theatre, or, in some

instances, at the Field House at the University. All seem inadequate for the music lover when it comes to acoustics and comfort. Band concerts in the city are usually held within the high school that is sponsoring the event; the University Theatre, if it is a University function; or an elementary multi-purpose room, if it is an elementary school activity.

DRAMA

Theatre facilities in the community, for dramatics, seem to be narrowed down, due to the backstage facilities, to the University Theatre and the Wilma Theatre. The University's 1300-seat theatre gets the most use. It is the home for the University Drama Department, is fully equipped, has the widest proscenium of all of the houses, and is by far the cheapest facility to use for any group wanting to present drama or performance-type presentations. The entities which make up the drama community in Missoula, who have testified before the R/UDAT team, have very much the same problems with few distinct differences. The Children's Theatre does four to six major performances annually in a large house (the Wilma Theatre or University Theatre) and seems to prefer the Wilma Theatre. However, it is economically impossible for it to use the Wilma on a sustained basis. Most of its usage is in the four to five hundred-seat house and, in most instances, does not need any

loft stage. It does, however, have a very serious problem of lacking a home with a shop, storage, offices, and teaching facilities. Montana Repertory Theatre has very much the same problems as the Children's Theatre, with the exception, of course, of classrooms. The University Drama Department also has inadequate facilities with which to work. The facilities for the presentations, which run between 50 and 60 nights annually (not counting their tech nights, etc.), are spread throughout the campus, with shops and storage on one side of the campus and the theatre on the other. It is hard to consider these theatres resident companies when they do not even reside in their own theatres.

High school drama departments were not discussed in the hearings. Touring companies find it very difficult to come into Missoula because of the scheduling problems between the University Drama Department and all of the musical groups that must use the University Theatre.

TOURING GROUPS

The scheduling of a touring group is very difficult at best. Touring into the Wilma Theatre, at its present rate structure and some of the inadequacies that are there, make it almost impossible for the touring company to economically use the Wilma Theatre. Small resident companies, such as drama and dance companies, really have no home here in

Missoula. There are no storage, teaching areas, etc., provided for small permanent theatres--there is no place for them to call home.

CONVENTIONS/GROUP MEETINGS

Lecture series are almost exclusively held at the University lecture halls and the University Theatre, as well as the Music Department's Recital Hall. Convention and civic meetings right now are spread throughout the city, using University facilities, churches, schools, hotels--almost any place a room large enough can be found to take care of the activity. This group includes, of course, civic meetings, civic banquets, exhibit shows, and group meetings. Missoula is highly handicapped when it comes to having any size civic banquet or civic meeting that needs a space that holds more than eight or nine hundred. I think it would be almost impossible to accurately measure needs without some type of in-depth market analysis, of not only the exhibit shows, the group meetings, and conventions that could meet in Missoula, but of the number of hotel rooms there are and the amount of meeting space that exists.

ANALYSIS AND R/UDAT RECOMMENDATIONS

To do a total analysis of the assembly and participant facilities in the Missoula area, the R/UDAT team had to take an overall look at not only the spectator usage but also the participant usage of facilities. There is an unusual imbalance in the Missoula area, because it seems there are more participants than spectators.

That many of the facilities seem crowded in the Missoula area is caused by facilities being used by participants rather than being used as spectator facilities. It was not unusual in the short period we were here to see large facilities with performers and/or participants using large spectator areas with few or no spectators at all; while at times there is a high demand for all of the spectator areas on any given day by more than one group.

Even though many of the controversies could be overcome with more cooperation and scheduling, there is still an acute need for certain types of facilities here in Missoula. We have attempted to break this down into four areas: athletic and physical recreation, musical, theatre, and convention/civic activity.

ATHLETIC AND PHYSICAL RECREATION FACILITIES

Athletic and physical recreation facilities are the hardest ones to schedule because of the high participant-type activity in Missoula. Because of the weather in winter, too many teams using the field make maintenance impossible.

While the activity demand here in the Missoula area is undoubtedly moving towards some type of indoor or covered athletic facility, such a facility, standing by itself and used by any one agency, is economically impractical.

A more realistic look at uses for this type of facility, considering the cooperative attitude that is now prevalent in Missoula, would be to construct a multiple-purpose, fabric and air-supported, domed stadium that could be utilized by University, high school, and civic organizations. This type of facility, because of the large expanse of floor, creates very quickly a two and a half acre exhibit hall or recreation area.

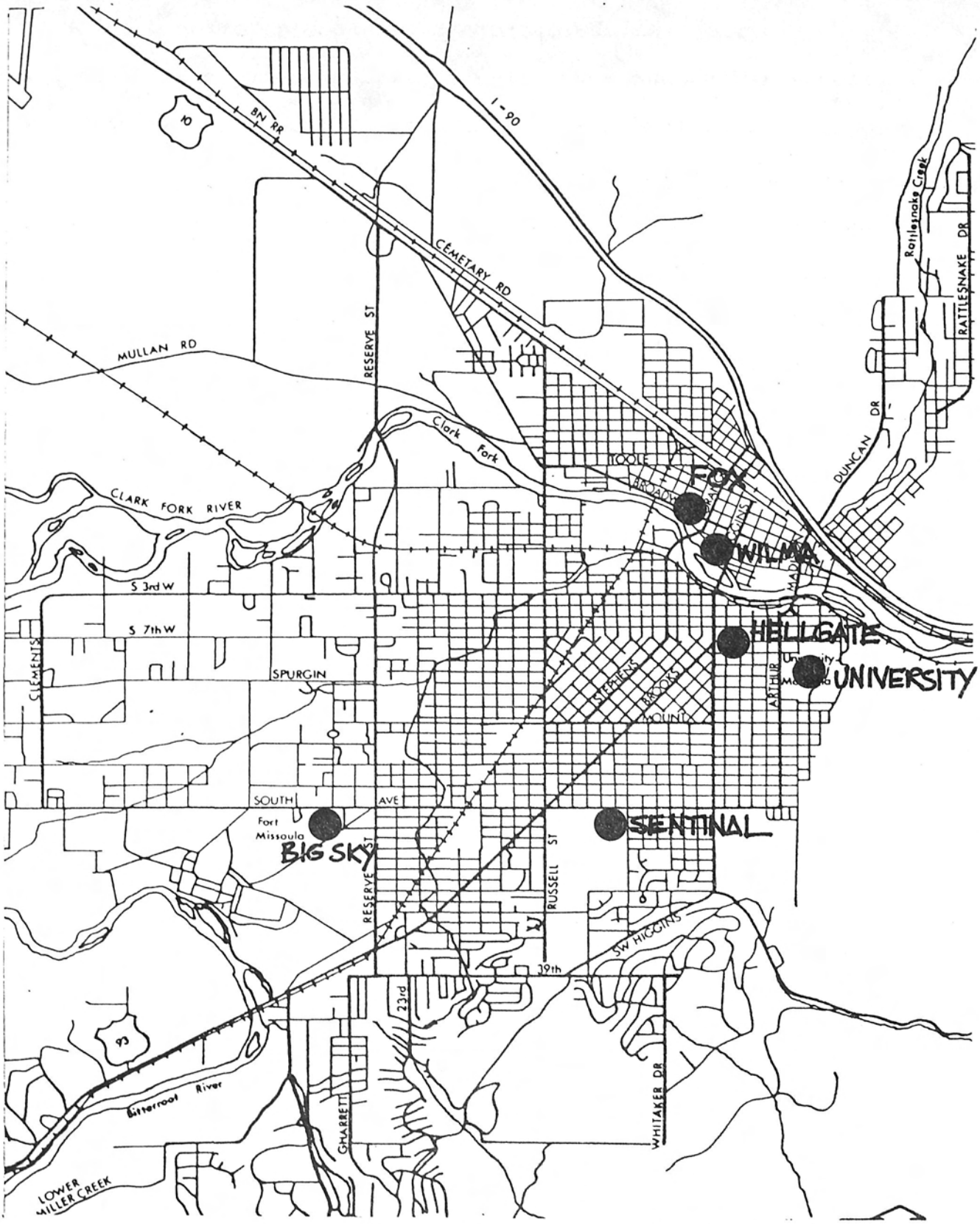
A multi-use type facility would not only enhance the sporting events during the winter but would also be an outlet for civic and convention groups who could use larger space.

This type of facility could be used (with good scheduling) for as many as ten or fifteen field activities weekly during rainy seasons without any appreciable wear and tear on the playing surface.

Programs that heretofore have not been offered in Missoula with success during the winter months could now become a reality. Activities such as track and field meets, basketball, football, and the new future giant, soccer, could be played all within a week's period in the same facility. Economically, it has been proven that most facilities of this type can easily pay their own way with the revenue generated from usage.

Other facilities in the Missoula area, such as playing fields for participant sports were reviewed and the gymnasiums, swimming and diving and track and field facilities seem adequate at this time.

One area that kept coming up during the hearings was lack of soccer facilities, which I think should not be a problem since much of that open space exists. Soccer throughout the United States, because of the many, many participants that are getting involved, has become a nightmare. As a band-aid, most communities have solved this with better scheduling and a more cooperative attitude between elementary schools, high schools, recreation departments, YMCA's, etc. The burden of maintenance of these facilities is obviously going to have to be absorbed by the participants since they are, mainly, recreational-type activities. With the growth of soccer and the financial demands for playing fields growing daily, it is impossible for any of the government agencies to keep up with the demand.



MAJOR PERFORMING ARTS FACILITIES

MULTI-PURPOSE, FABRIC AND AIR-SUPPORTED, DOMED STADIUM

The construction of a multi-purpose, fabric and air-supported, domed stadium should be located as close to the University as possible to take advantage of the existing facilities. The first choice of location would be on four playing fields between the abandoned Milwaukee railroad tracks and the existing Field House, as illustrated on page ____.

The stadium should be constructed to be as multi-purpose as is economically feasible. Seating capacity should be in the 18,000 to 22,000 range with the flexibility of increasing the seating for basketball as compared to football. Even though facilities should be spartan in design, all of the comfort facilities should be included in the construction with the exception of air-conditioning and heating.

It would be our recommendation that every consideration be given to having individual padded seats throughout the complex with public comfort facilities as well as concession stands located conveniently.

Egress and ingress for large trucks at one end of the stadium should be included as well as electrical hookup and air and gas outlets to facilitate the use of this complex as a major exhibit hall.

Lighting should be of an intensity appropriate not

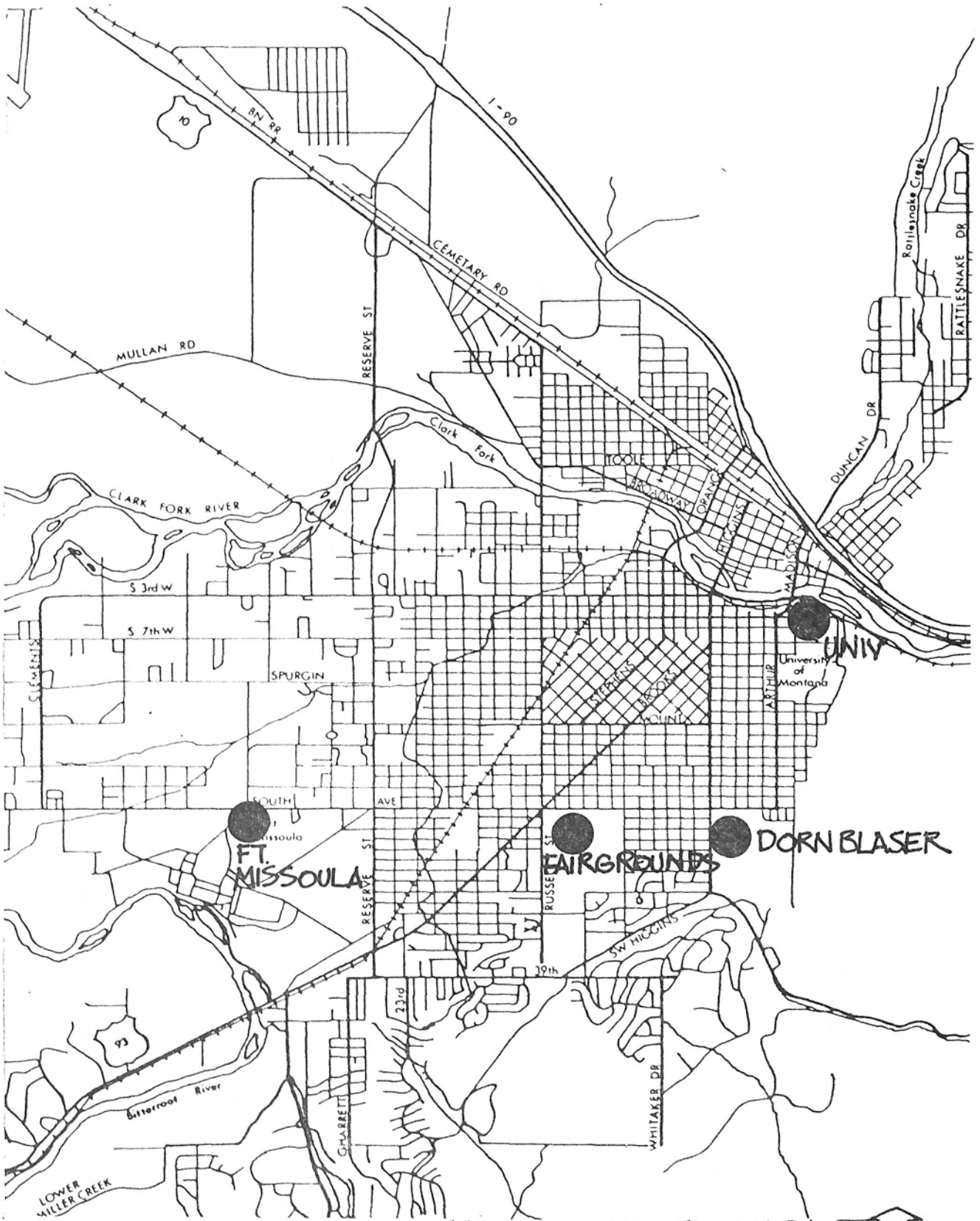
only for exhibit shows but also for the televising of football, basketball, and other sporting events.

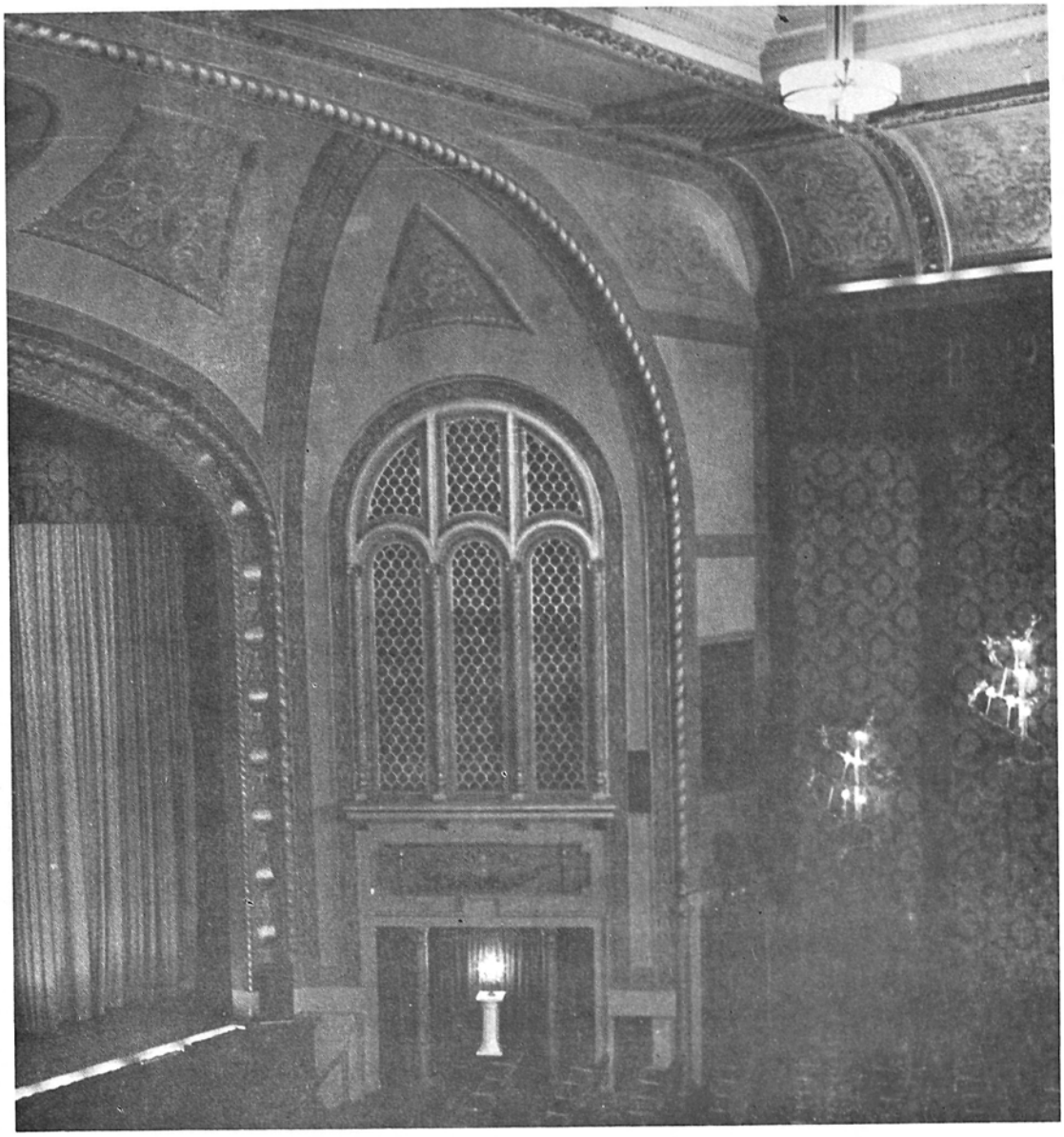
Facilities for the press, radio, and announcer should be of first-class quality. Areas beneath the seating area should be retained for future expansion of meeting rooms. Dressing facilities to be included in the facility should only be for home and visiting teams; and, if more are needed, the University Field House facilities can be utilized.

The base floor should be of a surface that can be utilized for not only tennis, but would also allow for the dumping of large quantities of dirt on the floor for rodeos and horse shows. Major family traveling shows should be consulted to make sure that facilities are included for the production of ice shows (without a permanent ice floor) and for the setting up of a circus. Over this surface artificial turf should be able to be rolled out with not only football but soccer markings.

Alternate sites that should be considered for this facility are next to Dornblazer Field or the County Fairgrounds. Access by the community, traffic flow and parking were considered in assessing these locations. It was felt by the R/UDAT team that the location of the multipurpose stadium next to the Field House and across the river from the downtown area and hotels would make it

convenient for exhibit shows and conventions as well as convenient to the students at the University while retaining the flow of facilities along the river corridor.


I-90
BN RR
CEMETARY RD
MULLAN RD
RESERVE ST
Clark Fork
CLARK FORK RIVER
TOOLE
BROADWAY
ORANGE
PINE
MADISON
DUNCAN DR
Rattlesnake Creek
RATTLESNAKE DR
S 3rd W
S 7th W
SPURGIN
STEPHENS
BROOKS
MOUNT
ARTHUR
University of Montana
UNIV
SOUTH
AVE
Missoula
FT. MISSOULA
RESERVE ST
RUSSELL ST
FAIRGROUNDS
DORN BLASER
SW HIGGINS
39th
23rd
GARRETT
WHITAKER DR
Bitterroot River
LOWER MILLER CREEK
MAJOR ATHLETIC FACILITIES



MUSIC HALL - FOX THEATRE LOCATION

After touring most of the facilities in the community, it was quite obvious that a first-class musical facility (or even anything close to that) with a seating capacity of more than 500 did not exist. Two days of public testimony reaffirmed this conclusion--that Missoula in fact did not have adequate facilities for musical productions.

The team again toured all available facilities along the designated river corridor, staying on the downtown side of the corridor. In the evaluation of all the facilities on both sides of the corridor, all were about the same in seating and, with the exception of two, had poor acoustics.

In evaluating the Wilma Theatre for musical events, the stage size was found to be too shallow. The proscenium opening is narrow as well and its concrete construction precludes widening. It was also decided that to try to change the proscenium would destroy much of the flavor of this beautiful building.

The last facility to be evaluated was the Fox Theatre located at Orange and West Front Street. The team was pleasantly surprised to find this 1,300-seat house in such good condition on the interior. Preliminary evaluation of the acoustics proved to be excellent for this size of house and the sight lines were excellent as well. The construction and configuration of the stage would allow enlargement.

An acoustical shell could be readily accommodated, which would turn the hall into a fine instrument. The front of the house is constructed so that expansion of the present lobby would be economically feasible.

One of the shortcomings of the facility was inadequate restrooms and no dressing room facilities. After the architects of the R/UDAT team evaluated the building, it was decided that expansion of the restrooms would not be that difficult, lobby expansion was economically feasible, and the addition of dressing rooms at the back of the hall was possible. The theatre also fit in with the corridor plan and would be the most westerly focus of the corridor.

The interior of the theatre, with very little refurbishing, could be made ready in a short time. It is a single-level building, allowing for easy elderly and handicapped entrance. With a large area at the back of the seating there is room for wheelchair rows and with its 1,300 seats it easily fulfills most of the needs of the musical community in Missoula. In fact, it is the finest music hall the team visited.

PERFORMING ARTS THEATRE - WILMA THEATRE LOCATION

On our initial tour of the Missoula area, we viewed approximately six theatres with varying seating capacities but all hovering around the 800 to 1,300 seating capacity. After two days of testimony it was obvious that there was a need for more theatres by the public and performers as well as a need for varying sizes of theatres.

It is very difficult at best to mix music with dramatic productions in a single theatre setting. In visiting all of the theatres most were found to be inadequate in backstage facility. Some had poor sight lines and most were substandard acoustically.

In using the R/UDAT criteria of staying on the corridor and on the north side of the river, preferably in the downtown area, the final evaluation of the Wilma Theatre was made and it was determined that the seating capacity was good, sight lines were good, and the acoustics for drama productions were excellent. It has an extremely good loft that, with refurbishing, would have enough lines to hang almost any show.

Because the theatre was built in the vaudeville days it is an excellent design for theatrical productions. Most of the character of the historic building has been retained and the refurbishing and use of it as a performing arts theatre would mean the retention of a good facility.

The lobby would become adequate with slight modifications and removal of the present small theatre that has been cut into it. It would become an excellent lobby area with modifications that would open it to a walk on the south side of the theatre and enclosing this elevated walk would create a glass enclosed lobby overlooking the river.

The location is excellent, good parking surrounds it, and it is along the river corridor designated by the R/UDAT team. The integration with hotels and elderly housing and the other facilities is perfect. With a reasonable amount of expenditure, this could become a first-rate performing arts theatre, convention, and civic meeting facility.

CONVENTION AND GROUP MEETING FACILITIES

By far the hardest evaluation of facilities has been in trying to evaluate convention and group meeting facilities in the Missoula area. Since this type of analysis is based upon people coming from the outside, it is almost impossible to evaluate with only local testimony.

The convention usage is impossible to pinpoint without some type of comprehensive marketing study. For any more concrete plans for expansion of convention facilities in Missoula, a marketing study must be formulated, a marketing program established, and a well-financed bureau must create the need for those facilities. There are many meeting rooms for local usage scattered throughout the Missoula area. An

ideal location for small- and medium-sized meeting rooms is the existing Central School, which is well constructed, in good repair, and has most of the existing facilities needed for small meeting groups. Tying these meeting rooms together with the Village Motor Inn and the proposed Sheraton makes good economic sense as a convention facility until marketing studies are completed.

While those marketing studies are being completed, a marketing program initiated, and new facilities constructed, the Central School makes a perfect local group meeting facility and an excellent site for temporary usage by convention groups.

It is felt by the R/UDAT team that the Kiwanis Park area should be retained as a future convention facility site so that as the demand creates the need for expansion of convention facilities the concept of tying all facilities together along the corridor will be reinforced.

CHILDREN'S THEATRE - SMALL RESIDENT DRAMATIC COMPANIES - SMALL LOCAL DANCE COMPANIES

The smaller performing companies in the Missoula area have a unique problem in that there are many, many areas that they can use but obviously cannot afford. Other than giving them outright grants to rent property, there is probably no other way for them to find a home. The more lucrative ones will always survive and those that are struggling, as in all cities, will fall by the wayside.

The ideal situation would be for the Missoula Children's Theatre and the small dance companies to be able to afford to move into vacant store fronts on the south side of Front Street between Ryman and North Orange. This would be conducive to the corridor-type plan of R/UDAT and also would create a theatre atmosphere to enhance their programs.

Until that property is developed by commercial entities, Missoula should make every effort to help these groups settle in these store-front properties. New development should be encouraged to provide ground floor commercial space on the street and along the pedestrian link and that space should be suitable for continued accommodation of the Children's Theatre.


FINE ARTS

REALITY SANDWICH

After comprehensively identifying its needs for cultural, recreational, and civic facilities, the Missoula community repeatedly asked the R/UDAT to answer the following question: Which of the needs can the community afford? We cannot answer it. Even though answering the question is the most fundamental task of the entire exercise, the answer cannot come from us--it must come from the community itself. Through its political institutions and process, the members of the Missoula community--city residents, county residents, and the students, staff and alumni of the University--must weigh the importance of each need and determine the collective willingness to pay for each facility. The R/UDAT can only help the community proceed through the process.

The first step toward this end is to argue emphatically that the community has no needs for cultural, recreational, and career facilities. No element of the above list of needs must be built because it is essential to the community's survival and general well-being. Instead, it has wants. The community would like to have the facilities, but only if the price were right. Thus, for each wanted (needed) facility, we estimate the price, determine if the community appears willing to pay it in return for the services the facility will provide, and evaluate the extent to which the community will compromise its wants to obtain the "right" price.

the "right" price.

The list of wants boils down to five facilities. The following table summarizes each and shows its estimated construction cost. Following the table we discuss each item separately.

TABLE 1 : FACILITIES WANTED BY THE COMMUNITY, AND THE ESTIMATED PRICE OF EACH

FACILITY	PRICE
1. A new performing arts complex including a 500-seat theatre with shops and storage; and a 2000-seat music hall with a separate rehearsal hall.	$22.2 million
2. A new 20,000 sq. ft. convention center to accommodate 2200 delegates, with a kitchen; banquet facilities for 15-1700; six meeting rooms for 50-500 people; furniture, equipment, and storage.	7.8 million
3. A new 20,000-seat domed sports stadium for football, basketball, ice skating, concerts, family shows (e.g., a circus), exhibitions, and recreational use.	11.0 million
4. 2000 parking spaces centrally located to serve 1-3.	4.0 million
5. Development of the downtown riverfront.	Unknown
TOTAL	$45.0 million

Performing Arts Complex: The testimony from the community indicated it wants a new theatre and music hall both to accommodate a growing demand for spectator space and to provide better facilities for performances. In fact, the latter desire--quality--appears stronger than the former--quantity. The residents of the Missoula area are predominantly participants rather than spectators with respect to the arts and, as a result, they place great value on having high-quality performance areas. For a few events, the community also produces large crowds of spectators. However, the number of these events is few--too few to justify the great costs necessary to build a hall large enough to hold the peaked demand. This conclusion seems especially valid when multiple performances offers a relatively inexpensive alternative for accommodating the large crowds.

The demand for improved facilities for the performing arts is widespread, but not wholly unified. Currently, the general public uses the University's facilities, forcing considerable congestion and frustration between the University and the rest of the community. Hence, members of the University community want to see a new facility for non-University performances rather than for use by faculty and students. Non-University groups want new facilities for their own use.

Convention Center: Much of the testimony at the hearings and several of the documents we reviewed expressed the

view that Missoula should develop a large, publicly supported convention center to complement the facilities of the existing on proposed hotels and motels. We are not so sure. The community should build such a facility only if doing so enhances the public interest, i.e., only if the benefits to the community from the center will outweigh its costs. The evidence offered in support of the center is inconclusive on this point and, hence, we recommend that community initiate a thorough, objective market study for a convention center before proceeding with any plans to develop it.

Most of the evidence supporting a new center is anecdotal, telling of opportunities for large conventions the city has had to forego because of inadequate facilities. Stories of "the one that got away" can be seductive, but they provide little conclusive indication of the likelihood that similar opportunities will arise in the future with sufficient frequency to warrant investment in a new convention center. Estimating the likelihood with sufficient reliability will require a fairly extensive analysis.

A market study is imperative because several indirect factors seem to indicate that there probably exists insufficient demand to warrant the development in the near future of a large convention center in Missoula. The first factor is the very low probability that Missoula, even with an outstanding center, will attract national or regional conventions with more than 1,500 delegates. Market studies

conducted for communities elsewhere unanimously conclude that it is nearly impossible for small communities to attract these very large conventions away from major metropolitan areas such as Seattle. Certainly, there exist some large statewide groups, such as loggers, for which Missoula could compete effectively but they are too few to support a facility built solely or even primarily to serve their conventions.

The demand for an intermediate-sized center, holding 500-1,500 delegates, is undoubtedly greater but unquantified. A recent market study conducted for Eugene, Oregon,[1] concluded that a new convention center could enable that city to attract about 37 medium-sized conventions annually, as show in the following table

1 Economics Research Assocaites, FEASIBILITY ANALYSIS: Eugene Community Center, 1978

TABLE 2 : PACIFIC NORTHWEST CONVENTIONS WITH 500-1,500 DELEGATES

Type	Total Number	Number Eugene Could Capture
State	60	20
Regional	134	13
National	76	4
Total	270	37

Without evidence to the contrary, Missoula likely would do less well than Eugene. Montana and the surrounding states have less population that Oregon and the Pacific Northwest and hence, the total number statewide and regional conventions should be lower. With a smaller pool of potential conventions upon which it can draw, Missoula should realize fewer than 37 conventions annually with 500-1,500 delegates. With such small numbers, the community should approach a new convention center with caution.

Domed Sports Stadium: Almost all elements of the community seem willing to pay for larger and better facilities--for both participants and spectators--for organized, group sports during the late fall, winter and early spring. Existing playing fields for football are wholly inadequate and, with new high schools in the future the inadequacy will

worsen. The current facilities for basketball are not so bad, but evidence from the community and from communities which have built a domed stadium indicates conclusively that attendance should increase dramatically if a new stadium is built here.

A domed stadium would serve other users also, including ice skating and hockey enthusiasts. Furthermore, it would provide adequate, indoor space for the exhibition of major conventions such as boat shows, and accommodate special entertainment events such as rock concerts and circuses.

Parking: Most of the community's testimony indicated a desire for locating the performing arts complex, the convention center, and the sports complex near each other and the downtown. Although the community did not express a separate want for a new parking lot, the other new facilities must be accompanied by additional parking. The configuration described above would require about 2,000 additional parking spaces, most of which would occur in surfact lots.

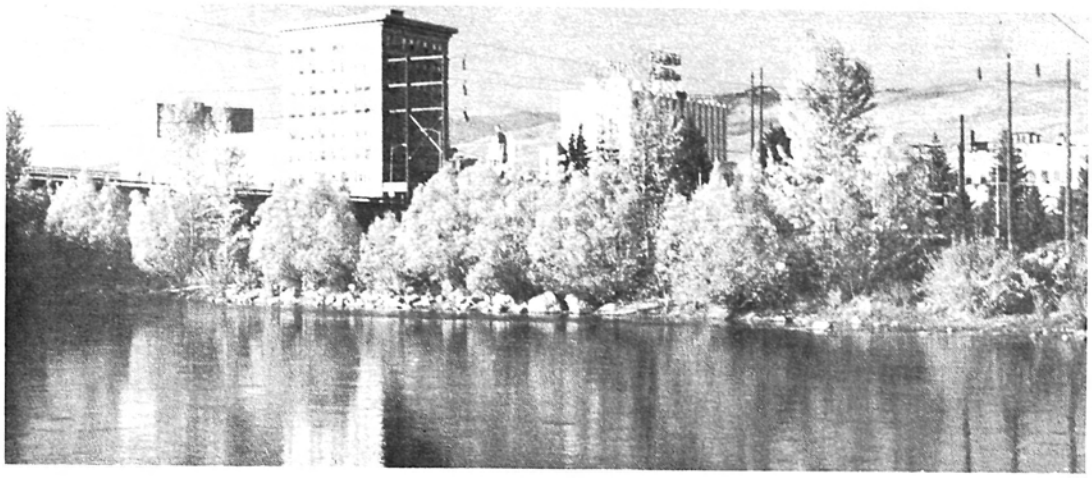
Riverfront: There exists a seemingly unanimous recognition that the Clark Fork River is a unique resource for Missoula. There is considerably less agreement about how to integrate it with the downtown area. Most sentiment seems to indicate a desire to increase the public's access to the riverfront while retaining the river's natural character.

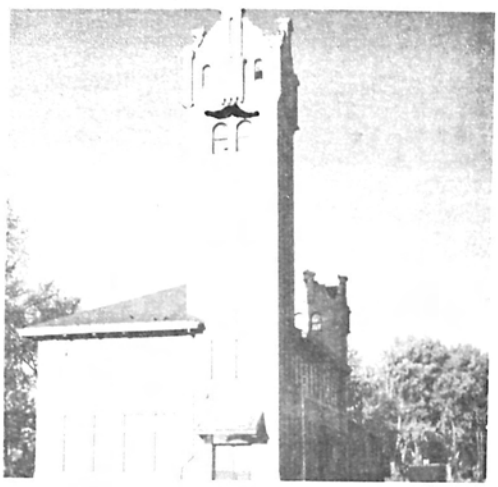
PROPOSAL CONCEPT

Highest priority for the R/UDAT concept has been given to the enhancement of the natural river development. Continuous pedestrian, bicycle access is to be provided on both sides of the river from Hellgate Canyon to McCormick Park. A river crossing for bicycles and pedestrians is proposed under the Madison Street bridge for access to both sites.

Adjoining one end of this linear park system would be the Events Arena located near the University of Montana's Adams Field House generating an increase of off street parking of approximately 1200 spaces. The Arena could be an air supported, fabric domed structure seating 18,000 plus spectators. It would be partially sunken in the ground with its overall height held below fully matured trees in the area. A new vehicular access spur would provide access to the new facility and parking from the Madison Street bridge.

The other terminous of the linear park would be the new Missoula Musical Events Center to be housed in the refurbished Fox Theatre building. A new strong commercial, residential development should be encouraged to be built on both sides of Front Street. A pedestrian esplanade on two levels would connect the Wilma Theatre Dramatic Arts Center in its present location with the Missoula Musical Events Center. Along the south side of the Front Street esplanade would be the refurbished Missoula City Commons with space for such events





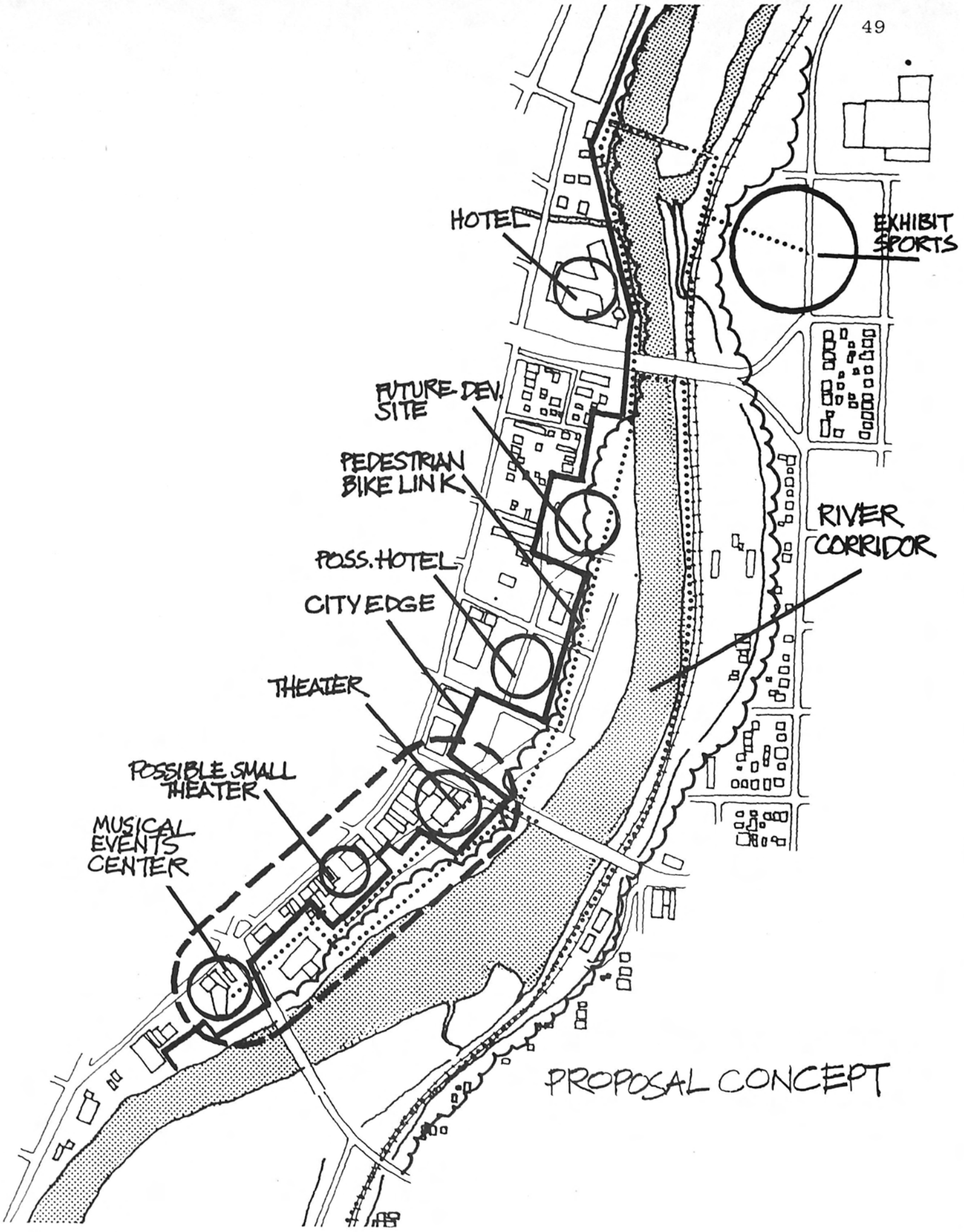
as an open air farmers market and water edge park at the foot of Ryman Street. Every effort will be made to provide continuous pedestrian covered access on an upper level along the esplanade--in essence forming the linkage between cultural events.

Both the covered walkway and the river edge quay would be accessible to the handicapped and the elderly and bicycle paths would be continued under the Orange Street bridge.

For the foreseeable future there will be approximately 1200 existing and proposed hotel rooms in the area.

In order to achieve the 1200 hotel rooms, the site adjacent to the Sheraton Hotel is proposed for hotel usage. Portions of Kiwanis Park along with the hotel site adjoining would be used for the new convention facility and would be more central to the expanding Edgewater/Red Lion Motel complex to the east. Some events associated with convention activities might also be held in the Events Arena which could be reached on foot on the pedestrian bridge proposed to be built as part of the Madison Highway bridge.

Enhancement of the essential concept of a naturalistic treatment of the Clark Fork River as it passes through Missoula should also be achieved by the consolidation of utility/power lines in conduits under the various existing bridges.



PROPOSAL CONCEPT

CONCEPT

Organization

The current structure of political jurisdictions in the Missoula area virtually dooms before it begins any proposal for the coordinated, comprehensive development and operation of cultural, recreational, and civic facilities. The community is extensively fragmented into adjacent and overlapping political jurisdictions. Each bears the responsibility for meeting just the desires of its own constituents and provides facilities accordingly. However, users of each jurisdiction's facilities come from throughout the area, crossing political boundaries without notice. Hence, there are too many Indians and no chief. Each jurisdiction acts independently with only its own limited perspectives and responsibilities, trying to meet only its internally generated demand. The demand stemming from the community as a whole goes unrecognized and frustrated.

The facilities we recommend aim to serve the demand which has an area-wide nature. Thus, as an integral component of our recommendations, we also urge a major rearrangement of the political responsibility for the development and the management of all facilities which serve the entire community. Specifically, we recommend the establishment of a single entity with decision-making authority for capital investment, operation, and maintenance

for each of the facilities recommended above and for other existing or future facilities requiring coordinated management. To make the controlling entity truly effective, we further recommend that it have complete control over the raising and the disbursement of its revenues.

State laws offer only one possibility for establishing the new entity: A special taxing district similar to the Mountain Line Urban Transportation District. A special taxing district is the only type of jurisdiction which can have its own revenue-generating authority and cut across existing political boundaries. Existing statutes do not permit special taxing districts specifically for the management of public facilities. Hence, establishing the recommended entity will require successful lobbying in the forthcoming legislative session to amend the statutes. Many local public officials feel such an effort can be successful IF ALL LOCAL JURISDICTIONS WORK TOGETHER. We strongly encourage that they do so.

The new district's primary functional responsibilities would be setting policies for and coordinating the usage of the various facilities. We do not recommend the district establish its own staff for maintaining and operating the facilities. Rather, it should contract other entities for these services: the University for the sports stadium; the City for the music hall and theatre; and the City or the school districts for the civic center.

TABLE 3 : Recommended Facilities and Their Respective Costs

	Facility	Estimated Cost Low	Estimated Cost High
1.	Theatre (Wilma) 1000 seats	$500,000[a,b]	$1.5 million[a,b]
2.	Music Hall (Fox) 1300 seats	200,000[a,b]	1.5 million[a,b]
3.	Group Meeting Facility (Central School)	850,000	1.2 million
4.	Domed Sports Stadium	10 million	11 million
5.	Parking	0	0
6.	Riverfront Parkway	110,000	420,000
	TOTAL	$11,660,000.	$15,620,000.

[a]Estimated cost does not include the cost of purchasing the existing facility.

[b]Cost is contingent upon obtaining the results of fire and building inspection.

URBAN DESIGN GUIDELINES FOR MISSOULA RIVER CORRIDOR

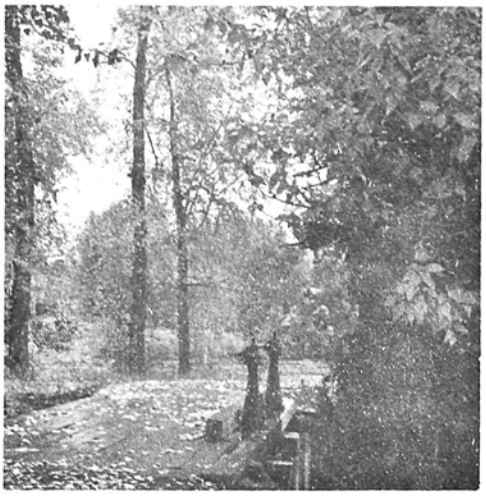
In general guidelines for the treatment of landscape elements of the proposal will be found in the landscape section. In one respect, at the city's edge, a different approach is suggested. Here at the city market, where the city commons meets the water's edge, a more controlled man-made design approach is recommended. The possibility for public events, direct access to the river's edge, and a general feeling of civic focus suggest a change of design criteria at this important focus.

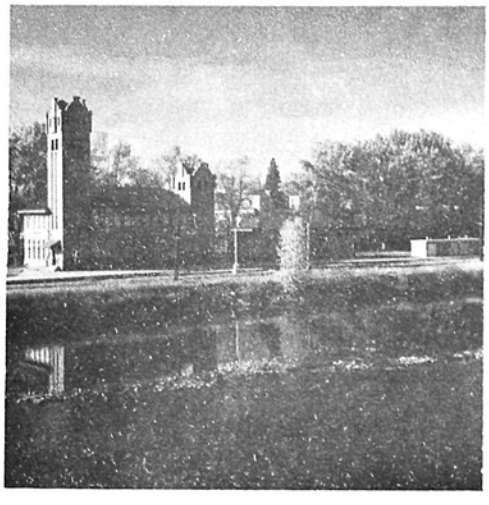
Orientation along the river's edge would suggest that buildings not be located parallel to river views especially to the south, with a moderate height limit of 60' and with breaks between buildings sufficient to open vistas from the city's interior.

Bulky double loaded corridor buildings should be avoided especially for residential uses. It is suggested that skip-loaded residential units be encouraged permitting cross-ventilated through units over and under corridors.

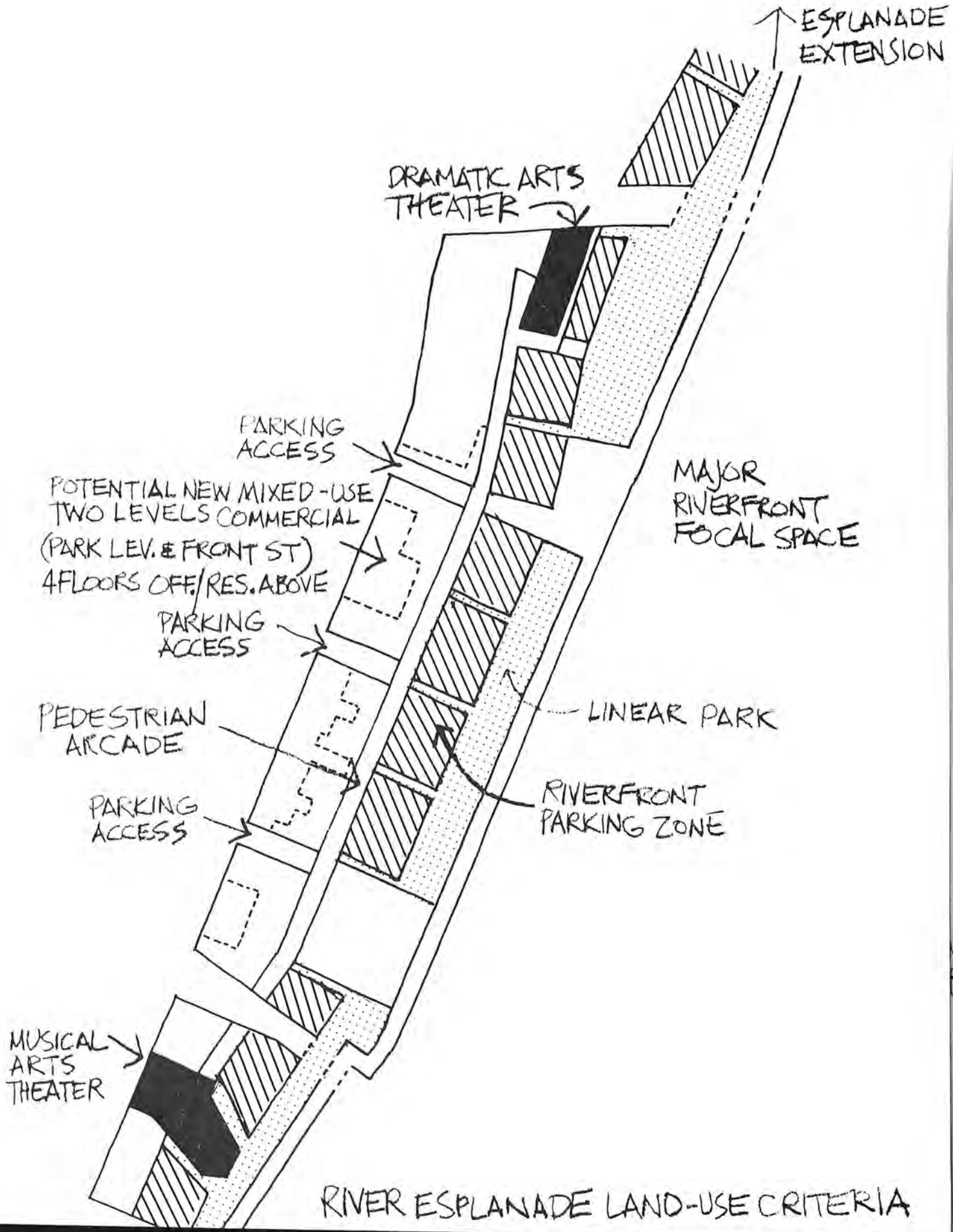
The bulk required for the Events Arena demands the lowest possible profile, with the dome height under the crown height of mature trees in the area. Exotic, mirrored or otherwise inappropriate materials should be avoided. Every effort should be exerted to remove or consolidate the many utility lines in less obtrusive locations.


PEDESTRIANS
AND BICYCLES
ONLY

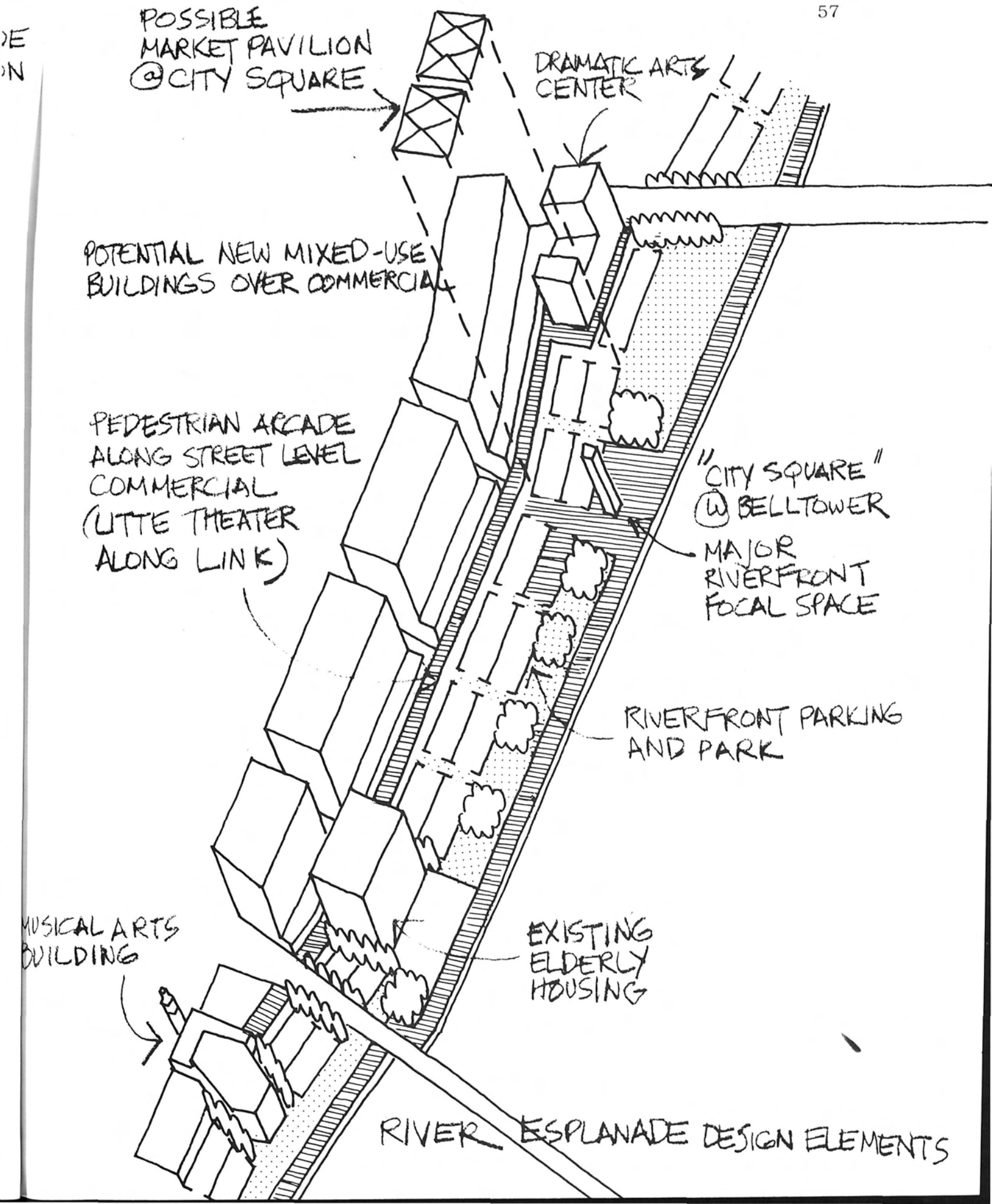




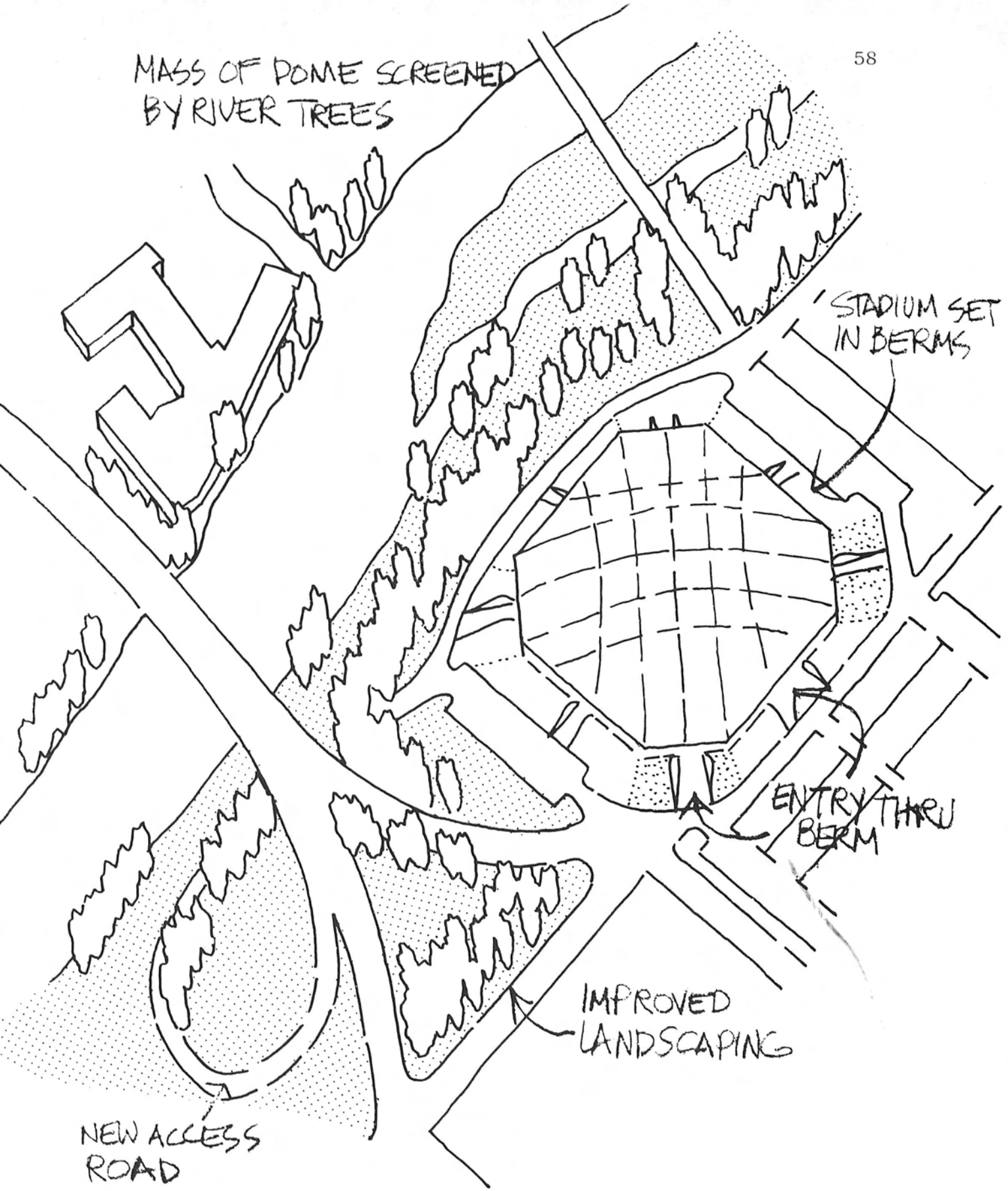
Missoula is a city set in a bold landscape contrasting dramatic mountainsides to relatively small man-made objects, contrasting a city grid against a wild and scenic river. Further proliferation of low density sprawl not only lessens the amount of natural land, but lessens the visible comparison of man-made objects with the breadth of unspoiled nature.



RIVER ESPLANADE LAND-USE CRITERIA

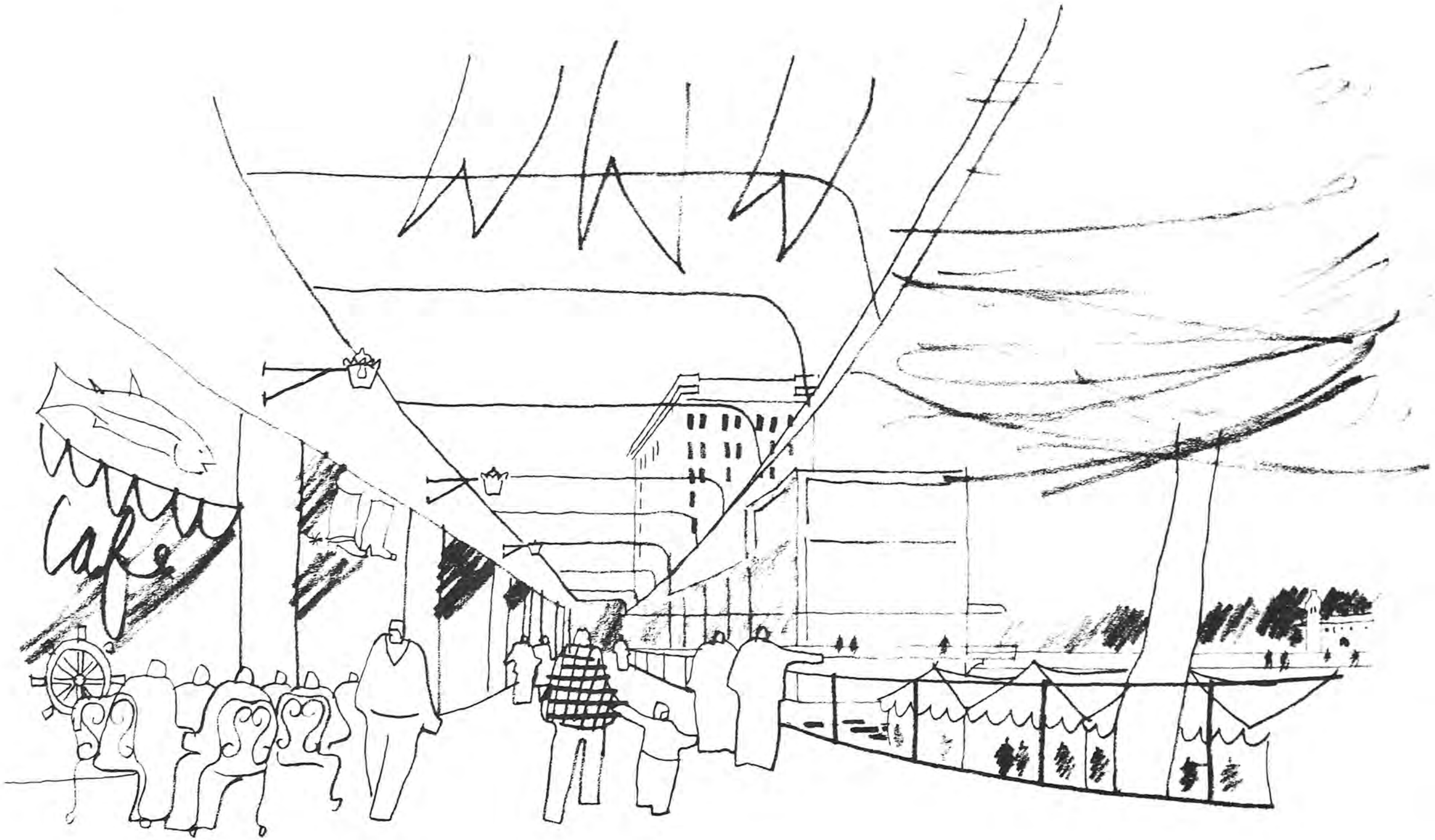


RIVER ESPLANADE DESIGN ELEMENTS



SPORTS/EVENTS ARENA DESIGN CRITERIA

THE RIVER ESPLANADE



THE PEDESTRIAN ARCADE AND ESPLANADE
LOOKING TOWARDS THE DRAMATIC ARTS CENTER

VIEW ACROSS RIVER TO NEW STADIUM

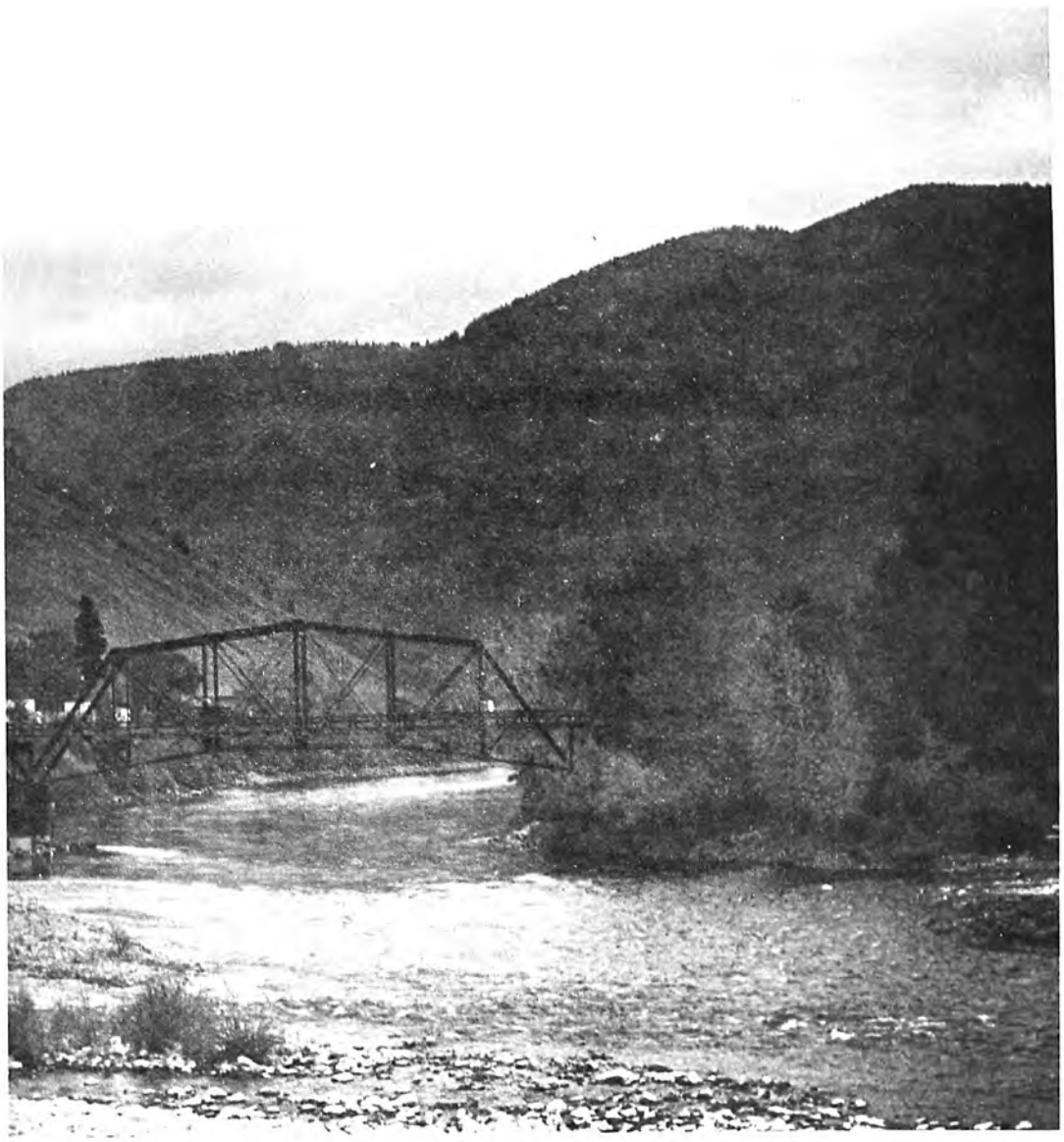
SITING AND GROWTH PATTERNS

The study site lies along the banks of the Clark Fork River which rushes out of nearby Hellgate Canyon and etches its sinuous channel into the urban north-south grid fabric of the town.

Tremendous visual excitement results from the siting of the town center up against the soaring mountain slopes to the south and east. A pleasing aesthetic contrast is had looking at the long-range panorama of the Bitterroot Valley in the west and Clark Fork Valley to the north.

Climatic conditions make this valley semi-arid which means most trees and shrubs cannot compete with grasses. All mountains surrounding Missoula are mostly barren of trees and appear softly rounded and sculptured to the eye. Trees and shrubs only occur in the valley along streams or in urban areas in the towns and yards that are irrigated during drought seasons. It is common for airborne smoke to collect in the valley and give a filtered effect or a graying of colors when viewed from afar. In moderation it is aesthetically pleasing for this to happen.

Unfortunately, many vistas that are seen by travelers approaching the town or traveling across town are only attractive from afar. The I-90 approach to Missoula from the north is blighted all the way along the highway edge on the city's side. It is especially unattractive using the Orange

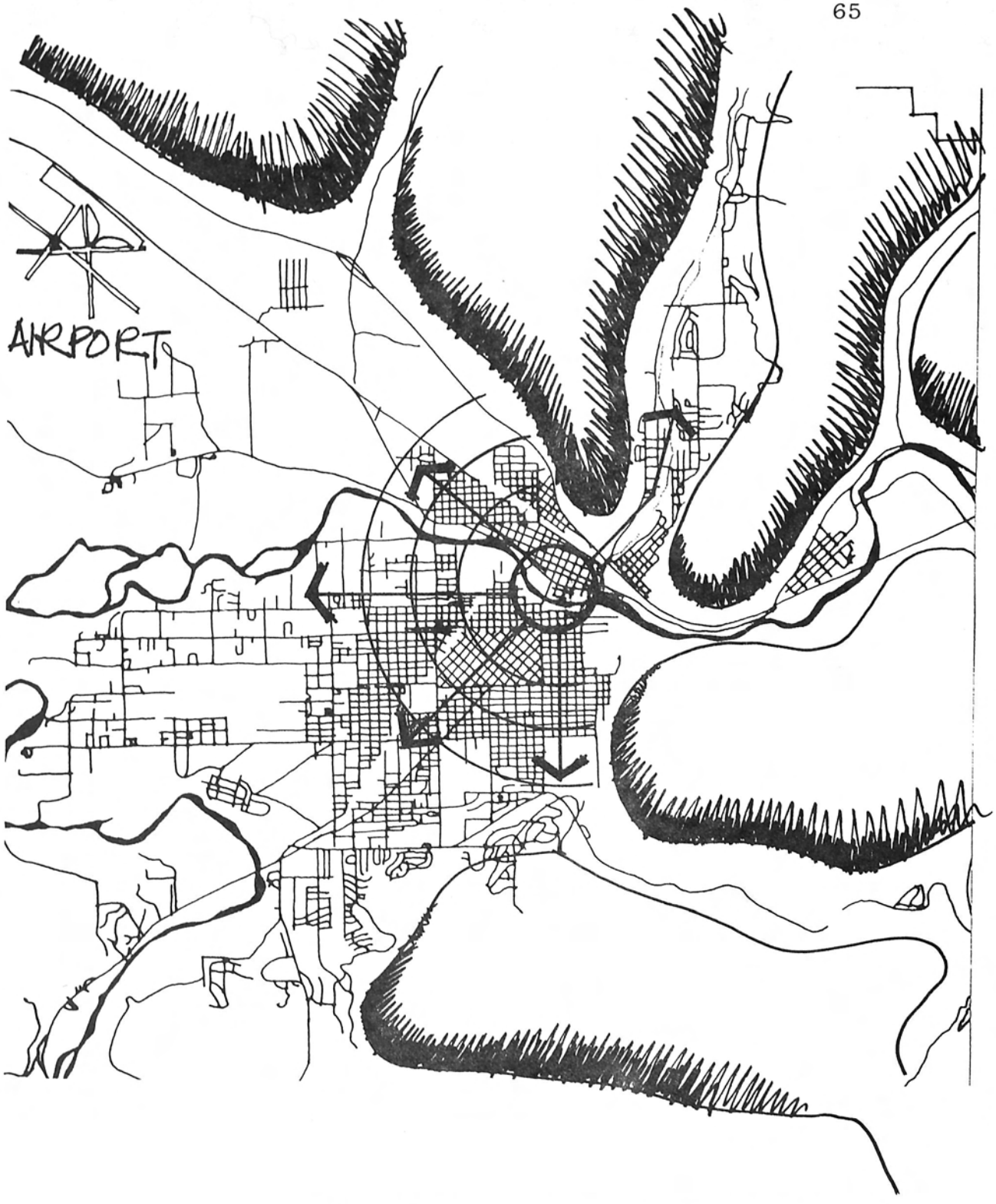


Street exit and underpass into downtown. (See landscape criteria, page 66.)

Happily the views from the bridges over Clark's Fork River entering the town are quite attractive looking up and down the river corridor. Every effort to improve the relationship of town development to the river's edge is to be encouraged. Therefore, this study is meant to encompass the entire valley corridor and downtown Missoula.

Several important aesthetic recommendations need to be made regarding concerted efforts to protect the visual environment of the valley.

1. No development should be allowed to mar the grassed hillsides that surround the valley in any way. If any area is endangered, a concerted effort must be made to acquire permanent easements to protect the mountains.
2. Years ago a program of street trees and garden development made Missoula a garden city. New public energy is required to maintain the existing trees and to plant new trees of maple varieties to define the orderly grid street pattern of Missoula.
3. The downtown core has anchored the radiating growth up against the mountains as Missoula has expanded to the west and north in an orderly fashion. Urban sprawl away from this orderly visual development pattern must be discouraged in any future planning.



SITING • GROWTH PATTERNS

LANDSCAPE CRITERIA

As the region is semi-arid, there are only two basic native types of plant communities in the study area. One is the flood plain-forest type comprised of Poplar and Ponderosa pine and the second is prairie-grassland type. The area would be mostly the grassland type without the influence of the rivers and related ground water.

All exotic trees and shrubs, with some exceptions, i.e. Russian olive, require irrigation during periods of drought. They must also be able to withstand the severe winter conditions of the region.

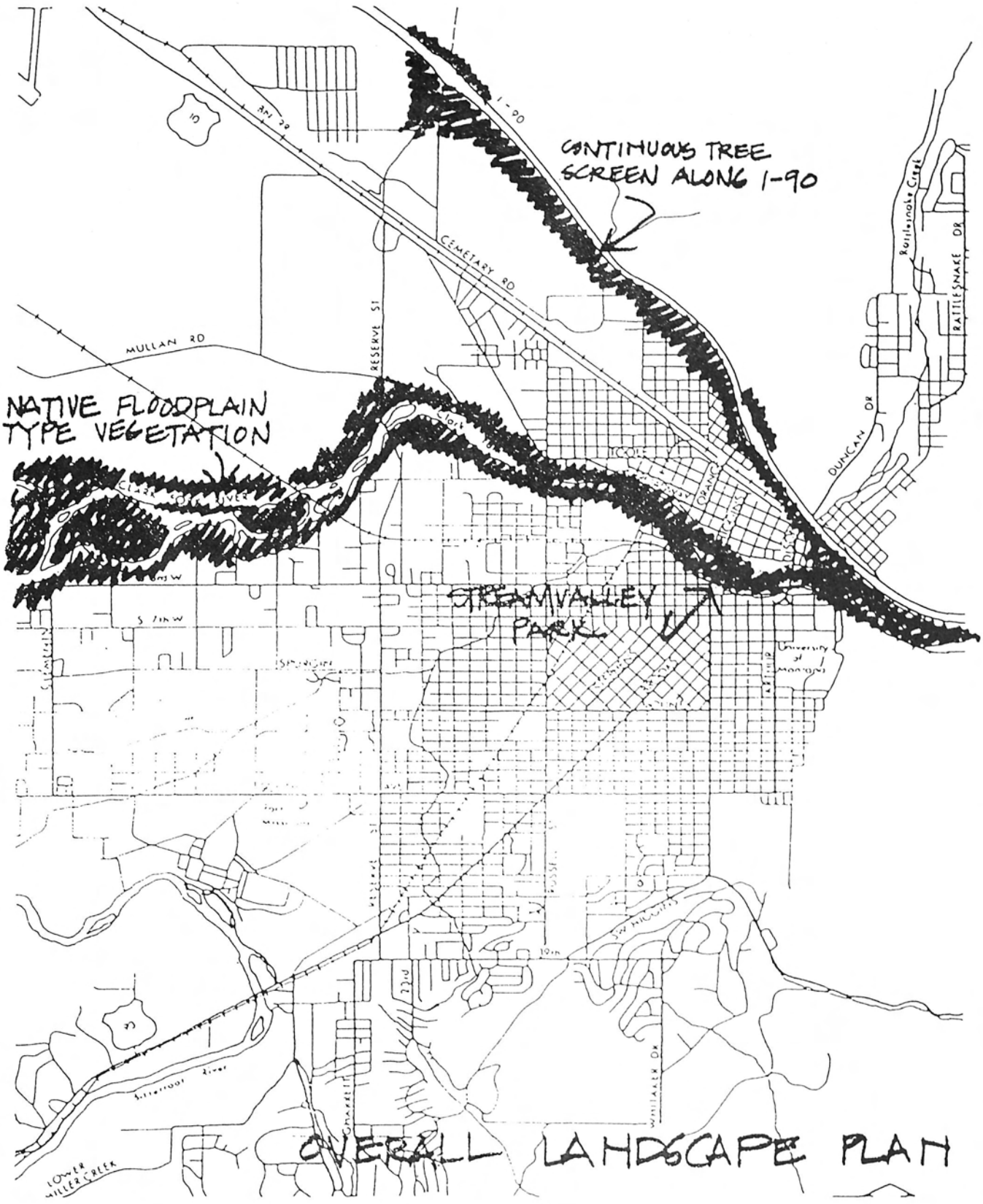
While some planting of trees and shrubs is desirable along the river valley corridor, much of the aesthetic enjoyment it now provides is due to its open nature and the low growing vegetated margins. For that reason, we recommend that all development in the stream corridor show restraint in any plan for changing the natural vegetation by attempting to densely plant the area.

However, tree planting to enhance the I-90 entrances into the city is recommended. The planting should start along the city side of I-90 at the Reserve Street interchange in a continuous forested edge between the embankment and the adjacent land use down to the Van Buren Street exit.

Enjoyment of the view of the city skyline from I-90

would be heightened by an evergreen forest that would screen out unsightly adjacent industrial storage activities from the driver's view. Closer in, the city home owners at the base of the barren I-90 embankment would be screened from the highway passing above their homes. The tree planting will require irrigation to survive. This can be provided by drip method irrigation serviced by shallow wells in the area.

The city should seek Federal Highway funding for beautification along the highway. It is authorized under the Federal Highway Act of 1973.


CONTINUOUS TREE SCREEN ALONG I-90
NATIVE FLOODPLAIN TYPE VEGETATION
STREAMVALLEY PARK
I-90
CEMETARY RD
MULLAN RD
RESERVE ST
DUNCAN DR
RATTLESNAKE DR
Rattlesnake Creek
CLARK FORK RIVER
Clark Fork River
Lower Miller Creek
OVERALL LANDSCAPE PLAN

TRANSPORTATION CONSIDERATIONS

The purpose of this analysis is to detail the potential impacts of the facilities on the transportation system of Missoula, and to identify strategies to mitigate negative impacts. Objectives of the transportation strategies associated with the facilities include:

- Minimization of the impact of the major new traffic generators on the city's street system,

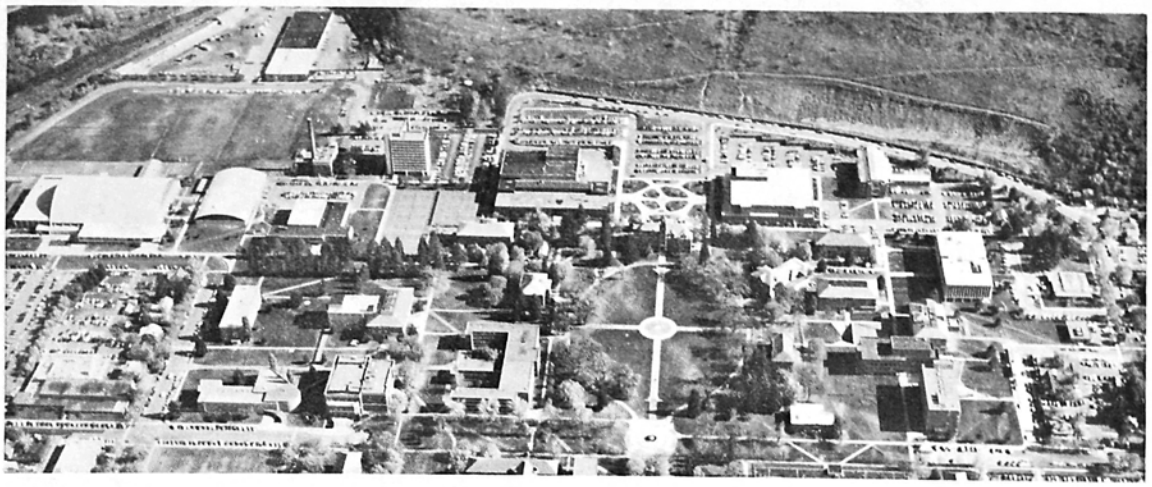
- Development of low cost management oriented transportation strategies rather than capital intensive solutions.

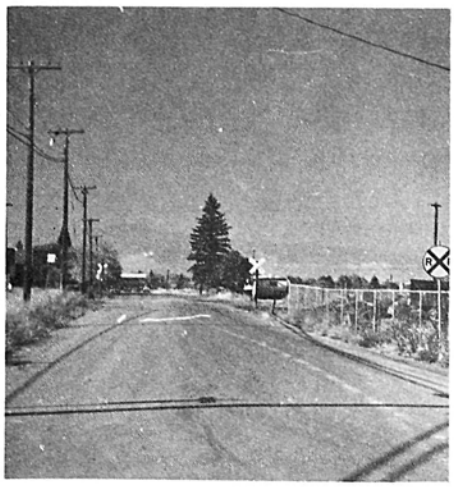
This section of the report contains the following discussions:

- The Transportation Setting - a description of the the transportation system in the study corridor,

- The Impacts - a description of the anticipated impacts associated with the facility development proposals, and

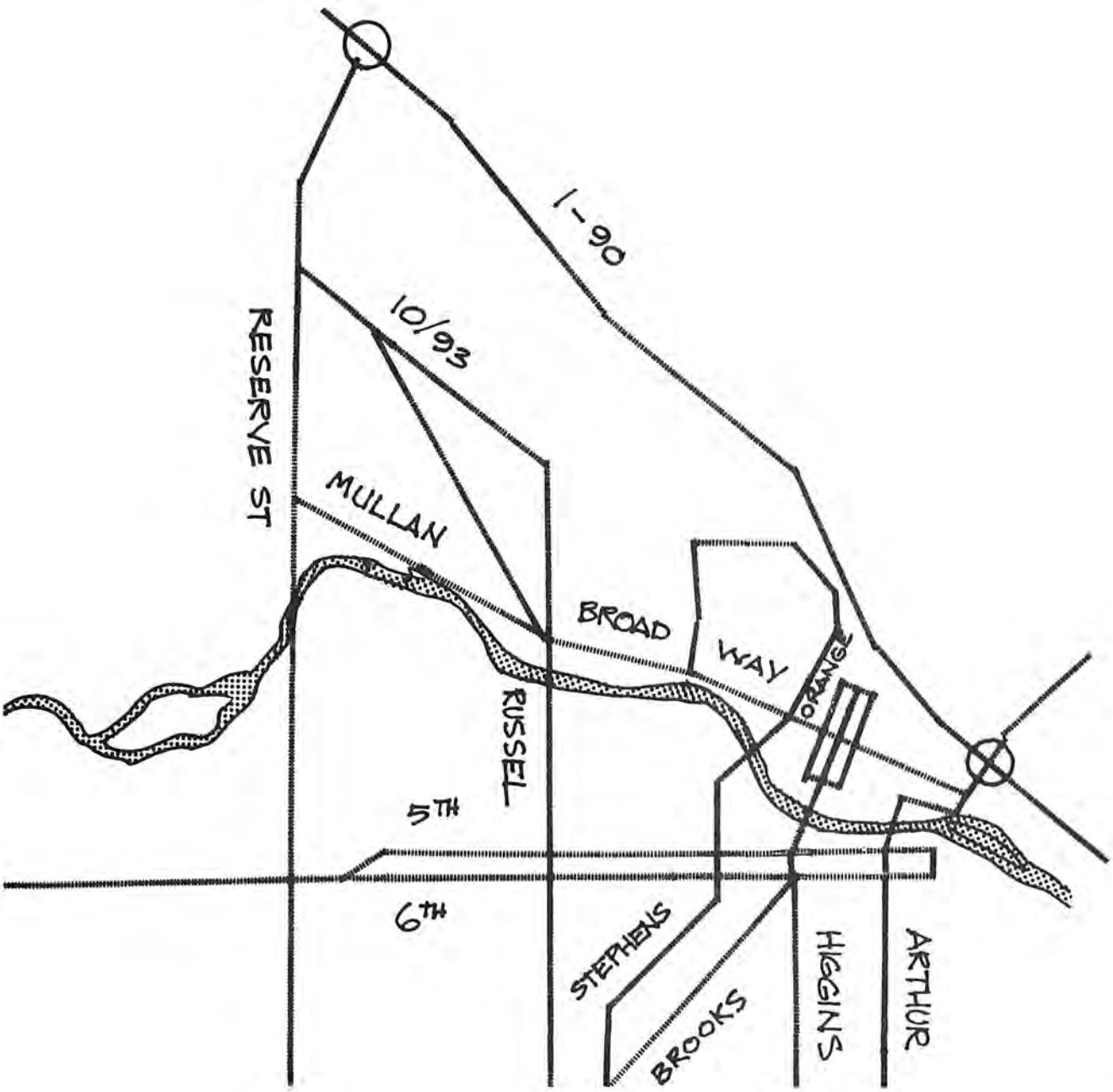
- Meeting the Needs - a discussion of actions to mitigate the impacts.



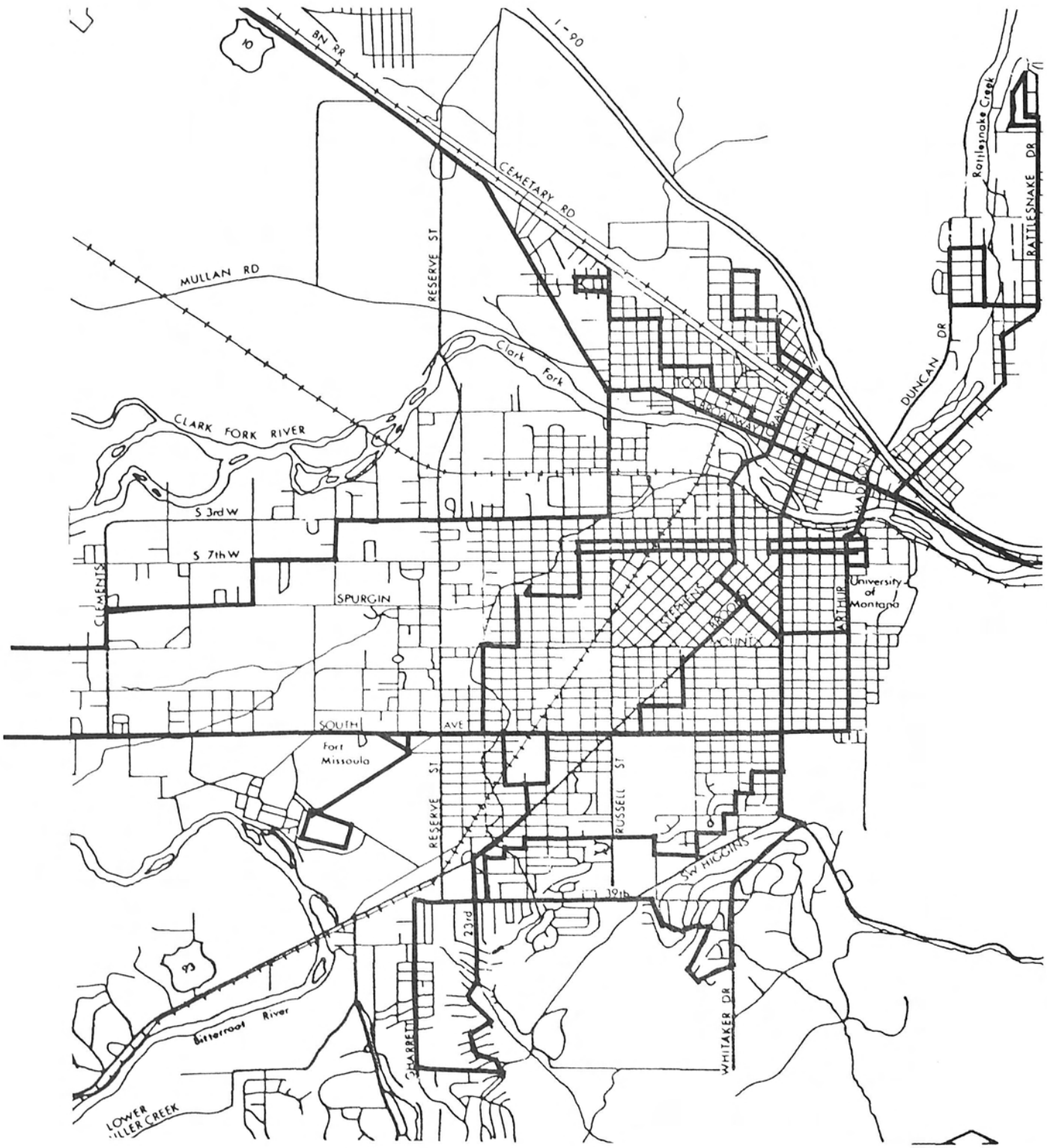


The Transportation Setting

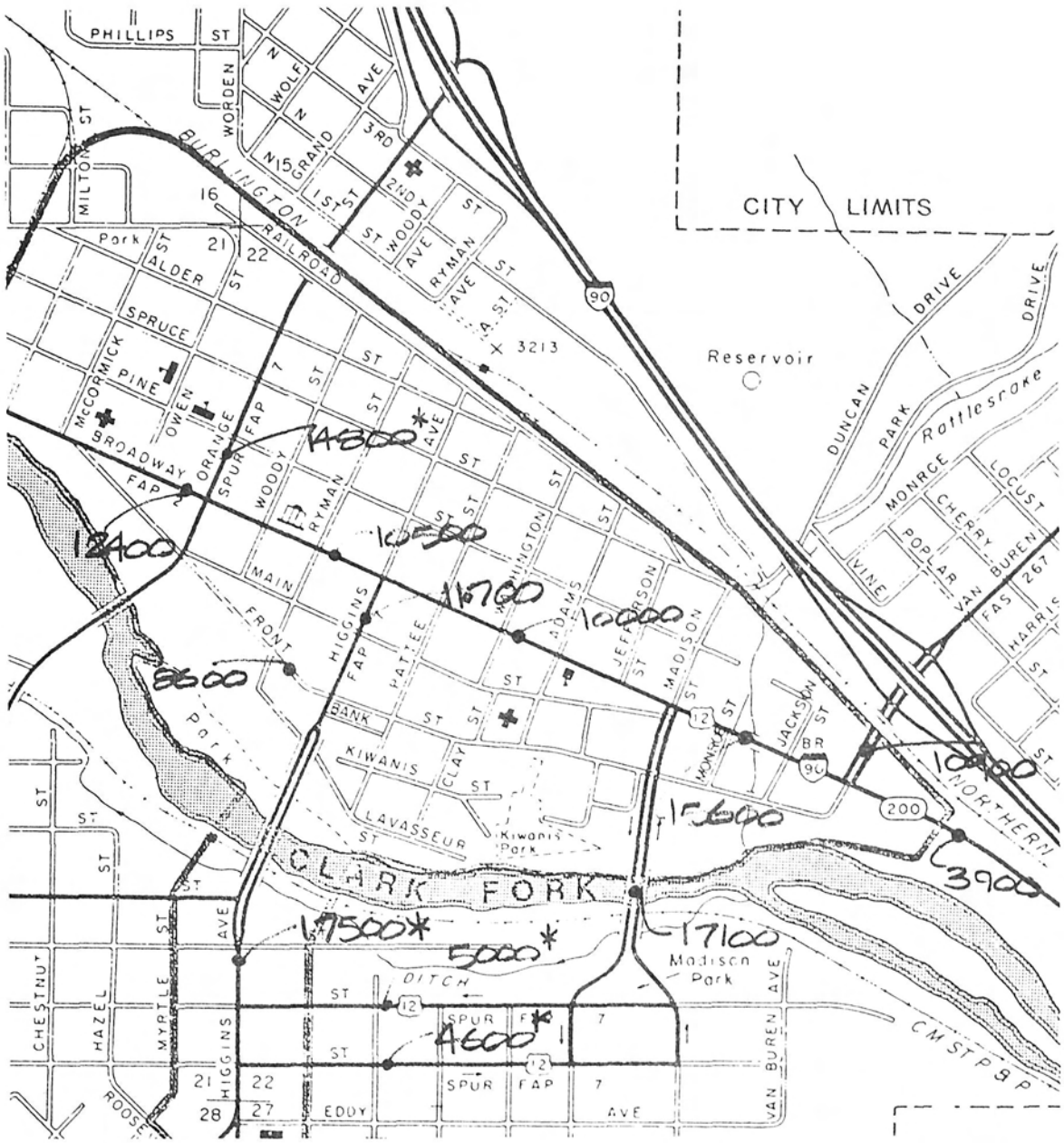
The proposed developments are generally served by the core system of arterials consisting of Orange, Higgins, Madison, Broadway, Fifth and Sixth Streets. Figure 1 illustrates these streets as they relate to the overall arterial street system of Missoula.

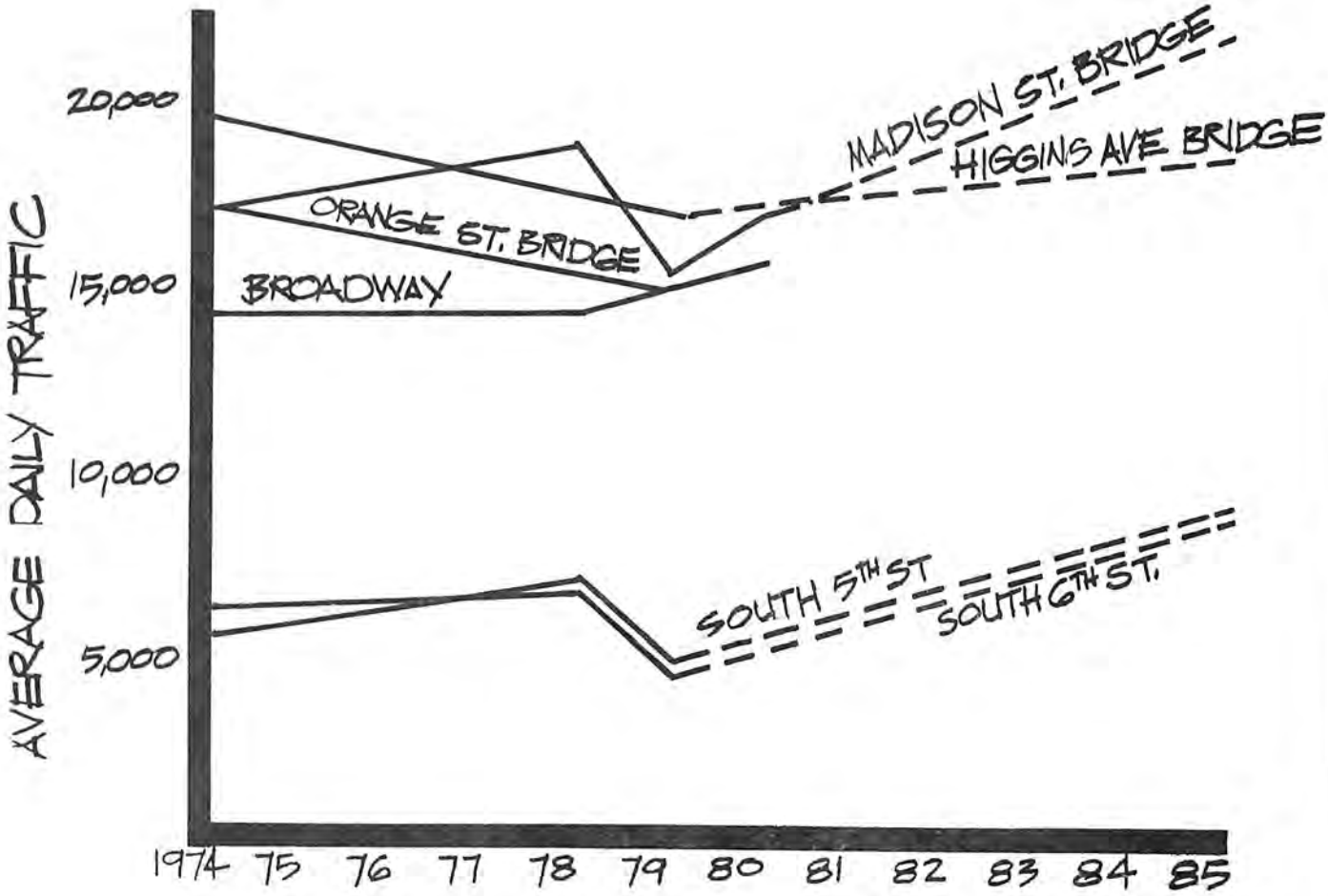


In addition to the automobile oriented system, the study area is served by public transportation, all routes of the Mountain Line, Figure 2.



Present day, 1980 estimated daily traffic volumes on the major street system generally serving the study area, are depicted in Figure , while Figure 3 presents the historic growth of traffic volumes and future traffic volume projections on these streets.





TRAFFIC GROWTH TRENDS FIG # 4

The Impacts

The proposed development program and associated automobile traffic is estimated at:

Facility	Vehicle Trips/Peak Event
Central School	Less than 200
Fox Theatre	350
Wilma Theatre	250
Stadium	6,400

The estimates presented in the table represent the anticipated "worst" case traffic impact associated with the facilities. Through an aggressive program to develop pedestrian, bicycle, and scheduled and special transit linkages these impacts may be reduced by as much as five to ten percent on the average. Greater reductions might be realized through special efforts.

An analysis was prepared of the estimated directional attraction of the proposed new stadium facility. (Traffic attraction generated by the theatres and school is not anticipated to create significant traffic impacts on the existing CBD street system.) This estimate was based on population growth projections and classical transportation planning techniques.

These trip attraction projections provide a basis to estimate the traffic volume and parking impacts that could

be expected to be created on streets in the vicinity of the stadium during ingress and egress at major events. This worst possible scenario assumes an auto occupancy of three people per car, based on data from current use of Dornblaser Field and Adams Field House. Presently, a full house of 9,300 spectators in Adams Field House generates a parking demand for approximately 3,100 vehicles. During this event approximately 2,200 vehicles are accommodated on University property, while the remainder overflow into the local neighborhoods both north and south of the river.

While the "worst" possible case scenario for the proposed new stadium estimates an approximate parking demand for 6,600 vehicles, or an approximate doubling of the impact, in reality a much reduced demand will probably be experienced for a number of reasons.

It is estimated that by the time a new stadium is completed there will be approximately 1,000 motel rooms in the CBD within a one-mile walking distance of the stadium. Through the development of a pleasing river corridor pedestrian system, combined with a parking pricing strategy at the stadium, there is a potential to reduce parking demand at major football games by the 1,000, motel-hotel parking figure. This would accommodate nearly 50 percent of the estimated 6,000 out-of-town spectators at a "full house" football game of 20,000 spectators.

Mode shifts from auto to public transit on the Mountain Line have the potential to reduce automobile travel to the game if special service is properly developed and marketed. Careful attention must be made in planning this service to avoid "overselling" the service. With adequate capacity, an objective of carrying 5 percent of the total spectators by bus is reasonable. This could reduce parking demand by 330 vehicles.

These two strategies, both readily implementable, have the potential to reduce net parking demand by 1,300 to 1,400 spaces, leaving a net of 5,000 vehicles to park at the peak event.

There currently exists 4,100 parking spaces available for use on University property that can be effectively used for stadium events with parking operations management. There also exists approximately 1,000 on-street spaces within a two block walk of the University grounds, bringing the total supply to 5,100 spaces on campus and within two blocks of the boundaries.

It is recognized that the overflow of approximately 1,000 vehicles will impact the community. It is estimated that this event will not occur more than the five Saturdays of scheduled home football games, while the impacts of parking from basketball games could be eliminated with improved development of on-campus spectator event parking.

Meeting the Needs

The preceding discussion has identified that major events in the stadium appear to be the only cause of significant traffic impacts associated with the proposed developments. Impacts associated with Central School and the theatres are anticipated to be minimal and confined to an area already established for high intensity uses.

Impacts associated with the stadium are generally associated with increasing traffic flow and parking demand in the vicinity of the north end of the University. It is anticipated that these parking impacts will be felt on an additional five days over what is currently experienced. Traffic flow impacts will be minimized due to the fact that utilization of the stadium and Field House will usually occur in the evening and on weekends when traffic flow is normally diminished.

There do exist a number of measures that can be undertaken to mitigate potential impacts during the relatively few peak "full house" days and during average use events. These include:

- Development of motel facilities in the CBD should be encouraged in the areas generally west of Higgins to reduce walking distance between areas of lodging and the stadium. This policy could have significant effect on change of mode from auto to pedestrian

for stadium and Field House oriented trips by out-of-town visitors.

- Accompanying the above policy should be the aggressive implementation of the river corridor design plan to reinforce the experience of walking to the events.
- Special transit service should be established to carry people by bus during special events. Adequate size coaches, 30 to 45 passengers, should be utilized to keep operating costs down. Transit waiting facilities and amenities should be provided to encourage the transit experience.
- A minimum of 2,500 parking spaces should be developed on the north end of the campus to be used for stadium and Field House events. These spaces, in conjunction with the above mentioned recommendations, should provide for average attendance events at these two facilities.
- A plan for the management of parking at peak events should be established that identifies traffic flow strategies into and out of the identified parking areas which maximizes the parking space available, controls parking in the surrounding neighborhoods, and establishes a pricing policy and strategy.

ECONOMIC IMPLICATIONS

In this section we examine various alternatives for financing the development and the operation of the facilities we recommend. We also discuss policies for pricing and for allocating the costs of the facilities to encourage their efficient usage. Finally, we estimate how the facilities could affect local taxpayers.

We do not discuss the facilities' likely impacts on employment, income, or other general economic indicators. The particular facilities we recommend generally accomplish two functions: They add new facilities and they replace existing facilties. Only the former impact alters the community's economic structure and, hence, has a lasting impact on its economy; the latter merely transfers economic activity from one location to another. Quantitatively distinguishing between the two is nearly impossible, hence, any analysis of the facilities' impact would undoubtedly have little accuracy.

In the financial analysis, we identify separately the expenditures necessary for capital investment and those associated with annual operations. As a general rule, each set of expenditures should be paid for with revenues having corresponding lifetimes. Thus, long-term debt (e.g., bonds) should cover the cost of durable investments, while operating receipts and a current-fund tax levy should support operating costs.


EVAhboda-Goin-TA
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LUCK-KEY Brought
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—I Guarantee It!


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FORECLOSURE
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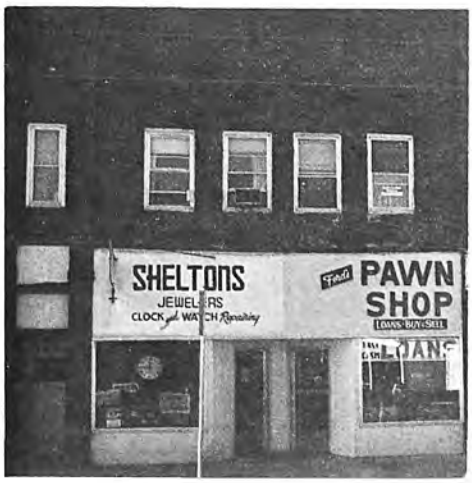
SHELTONS
JEWELERS
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Fred
PAWN
SHOP
LOANS-BUY-SELL
LOANS


JACKSONS
TOURISTS
VACANCY
PARKING

CAPITAL INVESTMENT

Development of the public facilities described in this report will bring the people of Western Montana important cultural and economic benefits, but substantial public and private expenditures, of course, will be required for the development. This section provides a brief summary of selected possible sources of funding. More detailed information will be found in an appendix.

Various agencies of the federal government provide a multiplicity of financial support programs. Funds are available for capital acquisition, construction and development costs, and start-up administrative costs. Most are programs of the Department of Housing & Urban Development, although numerous other agencies, including the Economic Development Administration, offer potentially appropriate assistance programs.

The Montana state government has a limited number of revenue sources which could be tapped by Missoula. The most important of these is the University, itself, through which the state can contribute land, funds for capital development, and resources to cover operating expenditures. One source unique to Montana is the trust fund generated by revenues from the state coal severance tax. Loan agencies could provide substantial revenue through numerous municipal bonding mechanisms, and through tax-increment financing.

Private support of Missoula's new civic facilities can provide major assistance. The residents of Missoula and Montanans in general have expressed a strong interest in the development of facilities such as those described in this study. People in Missoula, both as individuals and as groups, will receive the primary benefit from the developments and, therefore, it is reasonable to assume that they will contribute toward a portion of construction costs. Montanans outside Missoula, especially those associated with the University, also will benefit and, hence, should contribute. The contributions could take several forms: money, land, equipment, technical expertise, and labor.

Although no commitments have been made at this early stage of planning, interest in this form of aid has been expressed by several facets of the private community. Similar civic facilities elsewhere have been able to finance 15% to 20% of total development cost in this fashion, and it is feasible that Missoulians and Montanans could generate a like amount of aid.

OPERATIONS

It is important that those who use the facilities pay for the operation and maintenance costs they generate. Otherwise, if prices are too high, the facilities will be underutilized; if too low, the usage will be excessive.

Table 4 shows the expected usage of each facility, based on the current usage of existing facilities. If current behavior continues, and if the district allocates operating costs according to usage, the University, the high school and civic groups will share the costs as shown in the final column. We caution that these data are illustrative only.

Table 5 compares the projected revenues and the operating/maintenance costs for each facility. The data show the sports stadium will generate a surplus of $170,000 annually. This amount will nearly offset the deficits produced by the other facilities but, in total, all the facilities will yield a net operating deficit of $20,000.

The data in Table 6 show reasonable--and necessary--rental rates for each facility. Based on our cost estimates, the district should charge these rates to manage the facilities efficiently and equitably. If actual costs should differ greatly from our estimates, the district should adjust the rates accordingly. Regardless of costs, the district should employ a professional facilities manager to ensure that the rates are set appropriately.

TABLE 4

FACILITY USAGE

Facility	Total # of use/days	Usage by various groups--percentage of use/days		Annual operating costs per group
STADIUM	200-250	High Schools	15%	$ 37,500
		University	55	137,500
		Civic, Conventions	30	75,000
			100	250,000
WILMA THEATRE	150	High Schools	5	5,000
		University	15	15,000
		Civic	80	80,000
			100	100,000
FOX THEATRE	150	High School	10	10,000
		University	10	10,000
		Civic	80	80,000
			100	100,000
CENTRAL SCHOOL	265	Civic	100	75,000
Total Annual Operating Costs				$525,000

TABLE 5

PROJECTED ANNUAL MAINTENANCE/OPERATING COSTS AND INCOME

STADIUM			
Rent	$320,000		
Concessions	100,000		
Total Projected Revenue		$ 420,000	
Operating Costs		(250,000)	
Net Annual Income			$170,000
WILMA THEATRE			
Rent	50,000		
Concessions	30,000		
Miscellaneous	10,000		
Total Projected Revenue		90,000	
Operating Costs		(100,000)	
Net Annual Income			(10,000)
FOX THEATRE			
Rent	30,000		
Concessions	30,000		
Miscellaneous	10,000		
Total Projected Revenue		70,000	
Operating Costs		(100,000)	
Net Annual Income			(30,000)
CENTRAL SCHOOL			
Rent	20,000		
Total Projected Revenue		20,000	
Operating Costs		(75,000)	
Net Annual Income			(55,000)
Misc. Administrative Costs			(95,000)
Total Revnues	$600,000		
Total Expenses		$620,000	
PROJECTED NET ANNUAL INCOME			$(20,000)

TABLE 6

STADIUM RENTAL INCOME (Based on Maximum Use)

Concerts	12 @ $10,000	$120,000
University Football	5 @ 2,000	10,000
High School Football	20 @ 2,000	40,000
Civic	10 @ 5,000	50,000
Position usage (trade shows, meetings, etc.)	100 @ 1,000	100,000
TOTAL STADIUM RENTAL INCOME		320,000
Concessions		100,000 (net)
TOTAL STADIUM INCOME		$420,000

RENTAL RATES

Stadium

for-profit organizations	$2,000 or 12% of gross
non-profit organizations	2,000

Note: cost includes janitorial services--all event personnel and ticket sales are extra.

Central School

25% of comparable commercial office (monthly) approximately 25¢/sq. ft. or (daily) 5¢/sq. ft.

Wilma or Fox Theatre

for-profit organizations	$ 500 or 10% of gross
non-profit organizations	400

Note: Specific use breakdowns and complete income estimates are impossible without much further research primarily since there are many deverse groups which would use these facilites and there is no complete inventory of these uses.

LOCAL FISCAL IMPACTS

The data in the previous section show the annual operating deposit for the facilities will total only $20,000. This amount will affect local tax rates negligibly. Thus, local fiscal impacts will stem primarily from the issuance of bonds by the special taxing district governing the facilities.

There will be two types of impact, direct and indirect. The direct effect will come from the reduced purchasing power of taxpayers who must pay for the district's bonds. By levying a tax on its residents, the district will alter existing spending patterns and, hence, local governments throughout the area.

The indirect effect will arise if bonds issued by the district limit the ability of the city, the schools, and other entities to issue their own bonds. This effect is quite unlikely; unless the district issues substantially more bonds than we contemplate, the bonding ability of other local governments should remain unaffected.

What can the taxpayers expect? We cannot provide a wholly accurate answer because, lacking a crystal ball, we cannot anticipate how much of the capital costs will be covered by grants, contributions, and other sources. We can give a rough indication, though, by making alternative assumptions about the magnitudes of these other sources and simulating what the resulting tax levels would be.

The total capital cost likely will range between $11.7 and $15.6 million. Contributions should cover between 15 and 25 percent of the total, and federal grants may account for up to 50 percent. With state contributions of land, student fees, or other resources, the local portion of the total potentially could be quite small.

The data in the following table show what the tax liability would be if the district included all of Missoula County and if its bond issue ranges between $1 and $15 million. In the first instance, the taxes for a $50,000 house (average for the county) would increase by $3.91 per year. In the latter case, if there are no outside resources for the facility the taxes would increase by $58.60 per year.

TABLE 7 : IMPACTS OF BOND ISSUES ON LOCAL TAX LEVELS

Amount of Bond (Million)	Annual Levy (Million)	Tax On $50,000 Home
$ 1	0.12	$ 3.91
3	0.35	11.72
5	0.59	19.53
10	1.18	39.09
15	1.76	58.60

APPENDIX

Alternative Funding Sources

Federal Government Sources

HUD (Housing & Urban Development)

1. Urban Development Action Grants (UDAG), provide funds, on a competitive basis, to "severely distressed cities." The proposed facilities probably would not receive a UDAG grant because Missoula already has one and likely will receive another, and because the facilities might not leverage enough private investment.
2. CD (Community Development) Block Grants. This HUD program specifically permits the use of funds to capitalize "Local Development Corporations" as well as refinancing of existing debt on residential or commercial properties to be rehabilitated. CD Block grants may be used to match local funds for restoration grants. CD Block grants may be used with urban renewal projects which are funded "principally" by other means. Projects using CD Block grants must: 1) aid in the prevention of slums and blight, 2) benefit low or moderate income persons, or, 3) meet urgent community development needs.

EDA (Economic Development Administration)

EDA potentially could fund 50 percent of the capital cost. It gives priorities to those projects which also use State funds and "local projects which have significant State actions associated with them." Because the proposed facilities would involve the University extensively, there are obvious possibilities for EDA assistance.

Department of Interior Heritage Conservation Service

1. Land/Water Conservation Funds. This program distributes money on a competitive basis for the creation of recreation opportunities and facilities. The funds are awarded on a 50/50 matching basis. The proposed facilities may qualify for this program. However, only about 1 million dollars are available statewide for 1981.
2. Historic Preservation Funds. This program provides funds for the preservation and rehabilitation of "historically or culturally significant buildings, sites, objects, and geographic districts." However, the funding level for these programs has been minimal in recent years. The State of Montana was allocated only about $100,000 for 1980, the bulk of which was distributed for historic surveys.

Additional Federal Sources

Other applicable federal programs may have been overlooked in this brief study. The 1980 Catalog of Federal Domestic Assistance (Office of Management and Budget, Washington, D.C.) should be studied thoroughly to determine if any other Federal programs are available.

State Government Sources

State School Trust Lands

Sale of Montana school trust lands is administered by the State Land Board under the direction of the State Legislature. Sale of school trust lands could be used to generate monies for school facilities, especially the proposed stadium.

State Highway Department

Urban and primary highway systems may be funded by funds administered by the State Highway Department. The State Highway Department maintains state highway routes through municipalities. Access routes to all the proposed facilities utilize state primary or secondary systems. Transportation improvements for the facilities may, thus, possibly utilize State Highway funds.

Montana Coal Tax

Montana collects a 30% severance tax on all coal mined in the state. This severance tax is a major funding source for many state programs. Total tax revenue was

about $75 million in fiscal 1980. Of this total sum, 2.5% (approximately $1,875,000 in 1980) is put in a trust fund for parks acquisition and art protection. Two-thirds of the interest from this trust fund is allocated to the Parks Division of the Department of Fish, Wildlife and Parks. Some of these funds might be available for development of the river corridor park. The other one-third of the interest from the park and art trust fund is allocated for various artistic, cultural, and aesthetic projects. Applications for art protection money are screened by the Montana Historical Society and require legislative approval. Partial funding for restoration of the Wilma and/or Fox theatres might be available from funds earmarked for artistic and cultural resources.

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GOVERNMENTAL AND PRIVATE AGENCIES

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American Institute of Architects
Montana Arts Council
Missoula Society of Architects
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