

## Community Services Section 7

### INTRODUCTION

Community services contribute to the quality of life for residents of a community by providing safety and protection, recreation and leisure, meeting places, social services, and educational and cultural opportunities. Because these services contribute to the quality of life, it is necessary for the leaders of the community to assess the existing conditions of the services. Community leaders can then determine if the community's needs are being met and will be met in the future by these community services.

### 7.1 EXISTING CONDITIONS

Carlsbad provides its residents with a comprehensive set of community services. Below are summaries of the existing conditions of those services including: fire protection, police protection, parks and recreation, senior centers the public library, Walter Gerrells Exhibition and Performing Arts Center, the River Walk Recreation Center, the Pecos River Conference Center, and the museum. The following map shows the locations of non-park and recreation services within the city. Parks are shown on Map 9 in the Map Section of the plan. The City Carlsbad provides community services within its municipal limits. In unincorporated sections of the planning area, Eddy County provides a more limited number of community services outside the city boundaries.

In order to determine the quality of service provision, Carlsbad services have been compared to those available in other New Mexico communities. The selected communities are similar to Carlsbad in terms of population sizes,

being based in extraction and/or agricultural economies, and in their distance from the state's metropolitan areas.

The comparisons between Carlsbad and other New Mexico communities have been used, as a guide in determining the level of service Carlsbad should consider providing. The level of community service is often a factor in a community's ability to realize economic development opportunities and to attract new residents and businesses. Should Carlsbad pursue developing the tourism portion of its economy, it will need to develop local amenities that surpass those offered by other communities in the region.

#### Fire Protection Services

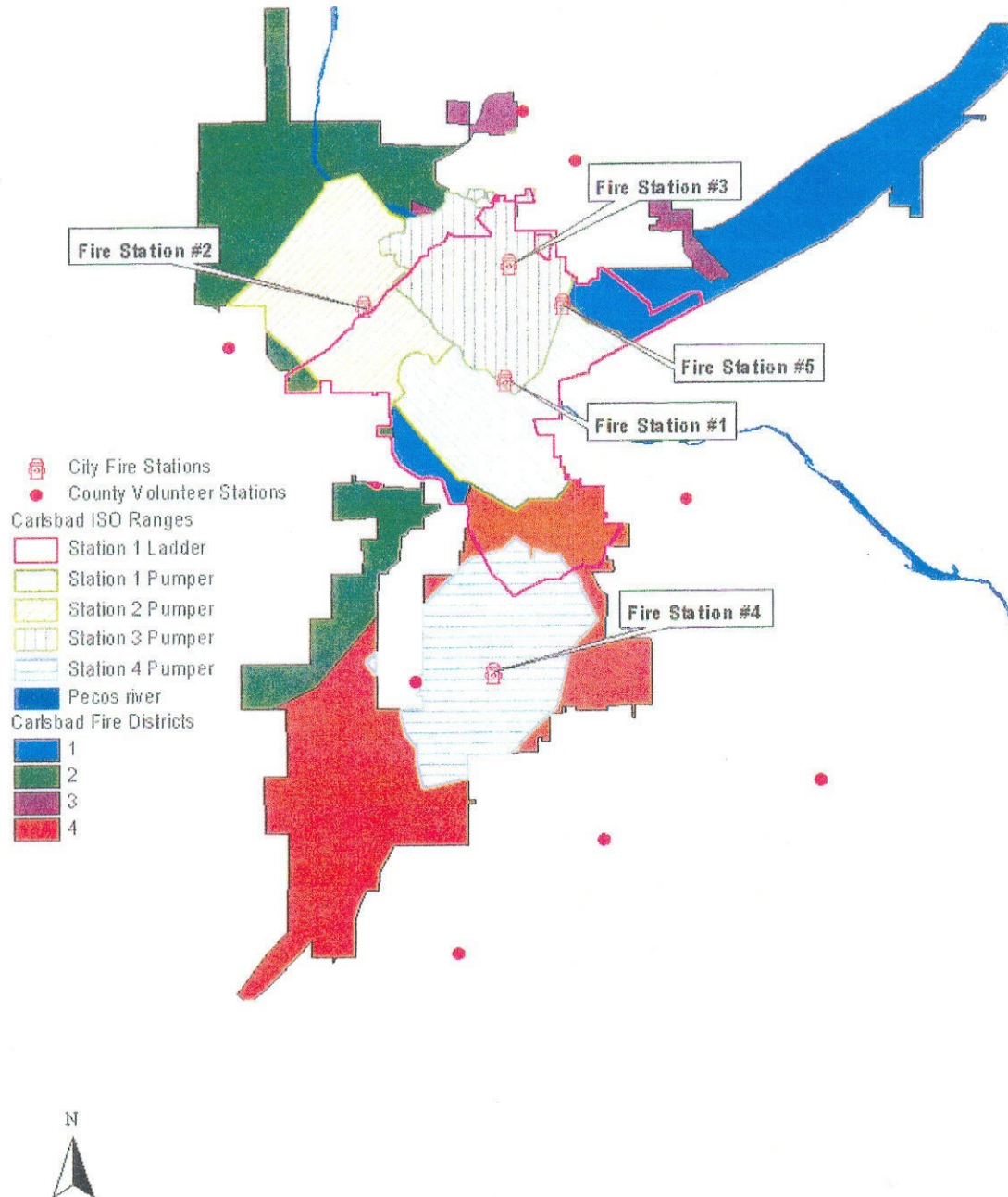
The City of Carlsbad Fire Department consists of five fire stations – four of the stations are pumpers and one is a ladder station. The map on the following page shows the location of these stations with their respective districts. This map also shows the locations of the county volunteer stations near the city boundaries. A discussion of the ISO ranges shown in the map will follow below.

Fire protection service within the city boundaries is provided by the City of Carlsbad. Volunteer stations provide fire protection service outside the city's boundaries. The City Fire Department has a mutual aid agreement with these volunteer stations. This makes it helpful for the City to depend on the volunteer stations to respond to emergencies in areas that are located too far away for a city station to respond to quickly.

City	Number of Stations per 1000 Capita	Number of Pumpers per 1000 Capita	Number of Ladders per 1000 Capita	ISO Rating	Professional Firefighters per 1000 Capita	Operating Dollars per Capita
Carlsbad, NM	0.20	0.16	0.04	5	1.76	\$ 123.92
Artesia, NM	0.19	0.37	0.09	5	1.68	\$ 93.53
Clovis, NM	0.18	0.21	0.06	3	2.17	\$ 122.45
Deming, NM	0.07	0.28	0.07	5	1.35	\$ 141.68
Gallup, NM	0.20	0.30	0.05	6	2.18	\$ 133.60
Las Vegas, NM	0.14	0.34	0.07	5	1.51	\$ 26.78

Table 7.1: Fire Protection Services

## Fire Stations and Their Districts



Carlsbad Fire Fighters

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Table 7.1 shows the level of fire protection service the citizens of Carlsbad receive. The table also shows levels of service for the comparison communities. Looking at the table, it is apparent that the level of fire protection in Carlsbad is comparable to the level of service provided by the New Mexican communities studied. A sixth Carlsbad station that is not included in this analysis has just received funding and will be built in the near future at the Carlsbad Airport further enhancing the Carlsbad's level of fire protection.

The table shows that the number of pumpers and ladders per capita is below the number per capita for the other cities. However, the number of professional firefighters per 1,000 residents and the operating dollars per capita is about average when compared to the other cities. The average number of professional firefighters per 1,000 residents is 1.78 and the median operating dollars per capita is \$122.45. Carlsbad may choose to increase capital spending on equipment for the fire department to bring the number of ladders and pumpers to the numbers offered in other communities.

One widely accepted measure of the level of fire protection in a community is its Insurance Services Office (ISO) rating. The ISO rating system is a standardized and implemented nationally; it affects, among other things, the rates residents and business owners pay for fire insurance on real property. ISO ratings range between 1 and 10, with

1 being an excellent rating and 10 being a poor rating, Carlsbad's current ISO rating is 5, but it

hopes to improve to a rating of 4 next year because it has just purchased a large diameter hose that increases the amount of water pressure when fighting a fire, a key ISO criteria.

The following map shows an overlay of the ISO ranges for each of the stations in comparison to the fire districts. The ISO range, or appropriate area of coverage, for a pumper is 1.5 miles and the ISO range for a ladder is 2.5 miles. In sections of Carlsbad, there is redundant pumper stations coverage in some areas and no coverage in others. Given the high cost of building fire capital facilities, this is not uncommon. If those areas just outside the northern city boundaries are to develop as suggested in the Land Use Section, the fire protection level of service will need to be increased for these areas. Please see section 4.3 for further discussion.

### Police Services

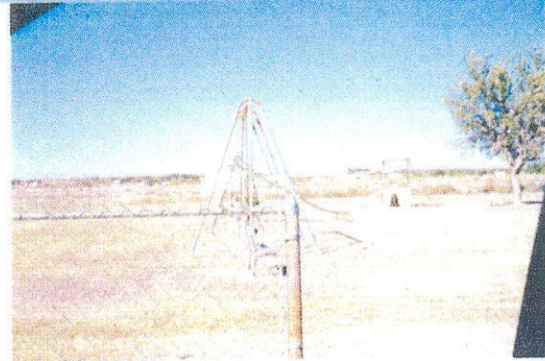
The Carlsbad Police Department provides service within the city boundaries. Eddy County Sheriff's Department provides police protection outside the city boundaries. The city department is centrally located near downtown Carlsbad, next door to the Fire Department. The department has outgrown its facility, and it is outdated. The detectives must share offices and there is a limited amount of holding facilities in the building. Carlsbad is in the process of renovating a former medical facility for adaptive reuse by the Police Department.

City	Sworn Officers per 1000 Capita	Number of Officers per Vehicle	Operating Dollars Per Capita	Operating Dollars per Officer
Carlsbad, NM	1.87	1.2	\$ 181.94	\$ 97,129.17
Artesia, NM	2.62	n/a	n/a	n/a
Clovis, NM	1.87	1	\$ 128.57	\$ 68,652.46
Deming, NM	2.98	1	\$ 85.01	\$ 28,571.43
Gallup, NM	2.87	1.5	\$ 148.45	\$ 51,724.14
Hobbs, NM	3.14	1	\$ 261.72	\$ 83,333.33
Las Vegas, NM	2.88	1.1	\$ 123.58	\$ 42,657.14

Table 872: Police Protection Services

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Table 7.2 compares Carlsbad police service to the other cities studied. The average number of sworn officers per 1,000 residents among those cities is 2.73. Carlsbad is currently below this average. The police department is authorized to employ 54 sworn officers but currently employs 48. There has been a recent challenge with recruiting officers, but the police chief has seen a recent increase in the number of people interested in police careers. The operating dollars per officer is above the median of \$51,724. Likewise, the operating dollar per capita for Carlsbad is above the average of \$149. The number of officers to vehicles is comparable to the other cities studied. Overall, the level of service Carlsbad provides for police protection is comparable to the other cities studied.



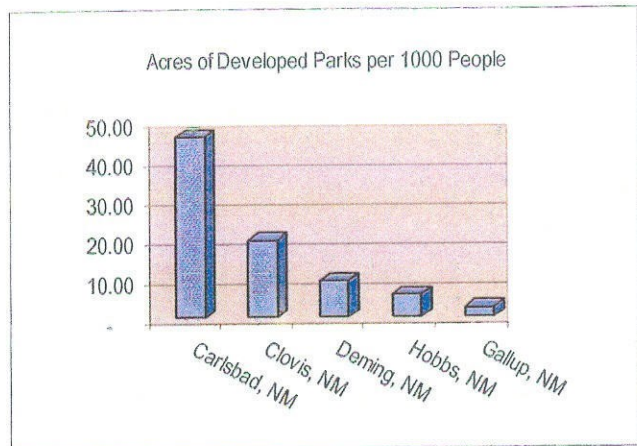
**Troy Young Community Park.** This park is heavily utilized by neighborhood children and by soccer and baseball teams for practice fields. The playground equipment is over 20 years old.

### Carlsbad Public Parks and Recreation System

Carlsbad has an abundance of parks and open space. It has 24 parks, totaling 1,180 acres of land. Map 9 in the map section shows the location of all the parks. There are many types of parks, including softball and baseball parks, soccer fields, tennis courts, racquetball courts, basketball courts, a 9-hole par three golf course, 18 hole municipal golf course and driving ranges, beach and boat range picnic shelter, a shooting range, and numerous neighborhood parks with playground equipment.

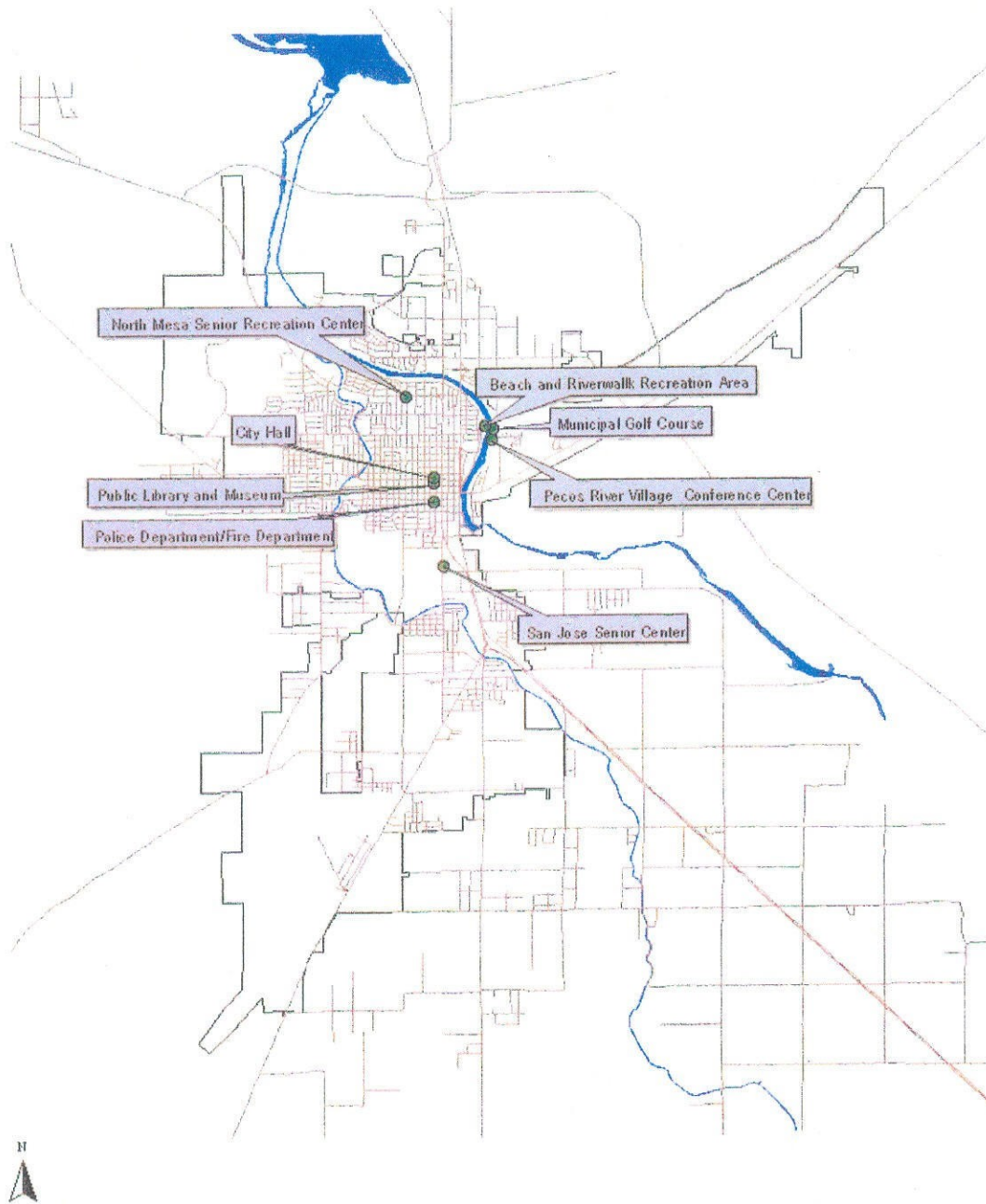
Chart 7.1 compares the acres of developed parkland per 1,000 residents in Carlsbad and the comparison cities. Carlsbad has 46 acres of parkland for every 1,000 people in the city. Clovis is the next city in the chart with 19.53 acres of developed parks for every 1,000 people. The city's large inventory of developed parkland can be considered either an asset or a burden. It is considered a burden if the city cannot maintain the parks.

Table 7.3 compares of the types of parks Carlsbad has, as well as the operating budget per acre of park. The types of parks and the number of parks Carlsbad has is much higher than the other cities studied. However, when looking at spending per



**Chart 7.1 Comparison of locally developed parkland inventories**

## Carlsbad Community Services



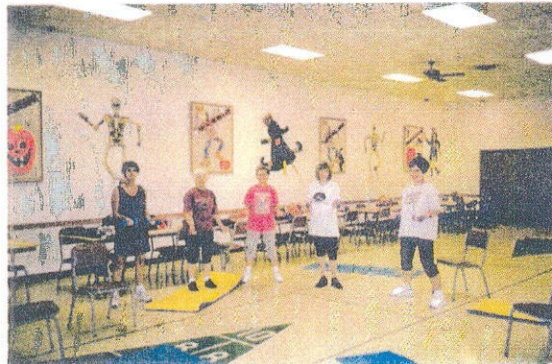
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acre of park, Carlsbad is spending \$400 less per acre of park than Clovis, and \$8,800 less than Deming is spending. Although Carlsbad has an abundance of parkland, the parks will decrease in value to residents if they are not maintained. Out of date equipment that does not meet current safety standards also puts the community at risk.

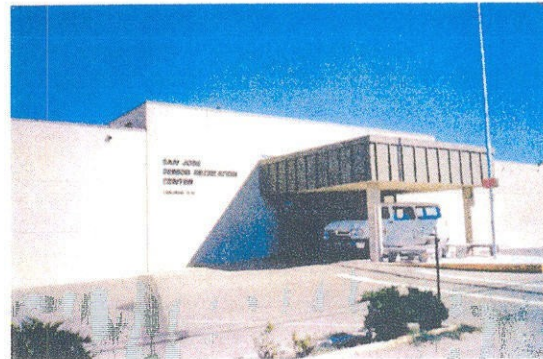
City	Number of Centers	Number of Centers per 1,000 Capita	Recreational Services Provided	Lunch Program	Transportation
Carlsbad NM	2	0.038	Yes	Yes	Yes
Albany NM	1	0.034	Yes	Yes	Yes
Clovis NM	2	0.061	Yes	Yes	Yes
Deming NM	1	0.021	Yes	Yes	Yes
Gallup NM	2	0.039	Yes	Yes	Yes

Table 7.4 Senior Center Services

### Senior Centers



Women exercising at the North Mesa Senior Center



The San Jose Senior Center

Carlsbad delivers services to seniors at two facilities. The North Mesa senior center is located on the northern end of Carlsbad, and the San Jose Senior Center is located on the southern end of Carlsbad. These centers have different focuses but both are well utilized by the citizens of Carlsbad. The North Mesa Senior Center is a 12,000 square foot facility located in the northern part of Carlsbad. It is a recreational facility, serving approximately 1,000 people per week. The facility has recently been expanded to include more meeting rooms and activity space. North Mesa Senior Center provides many recreational opportunities for the adult citizens of Carlsbad aged 40 and above.

Such services include a library, an exercise program, exercise equipment, dances with live music, a billiard room, ceramics with a kiln located on-site, bridge, and quilting. Many different clubs meet at the facility, including the American Contract Bridge Club and the Toast Master Club. Membership is free, but the organizations that use the facility to hold meetings must pay a nominal user fee.

The San Jose Senior Center is located on the south side of Carlsbad and has undergone extensive renovations recently. This senior center provides

Table 7.3: Parks and Recreation Services

City	Acres per 1000 People	Operating Dollars per Acre of Park	Number of Softball and Baseball Fields	Number of Golf Course Holes	Number of Soccer Fields	Number of Basketball Courts	Number of Tennis or Racquetball Courts	Number of Neighborhood Parks
Carlsbad, NM	46.21	\$ 697.70	30	27	3	9	11	15
Clovis, NM	19.53	\$ 1,109.97	15	27	9	8	4	7
Deming, NM	9.42	\$ 9,511.28	7	18	3	10	4	12
Gallup, NM	2.47	n/a	13	18	4	14	7	21
Hobbs, NM	5.72	n/a	n/a	n/a	2	n/a	n/a	14

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recreational and human services for the seniors of Carlsbad. The San Jose Senior Center houses a kitchen facility and approximately 200 people are served hot lunches daily at the center. In addition, approximately 100 meals are served to homebound seniors. The senior center is able to provide limited transportation to those who need rides. Recreational services include games, ceramics, quilting, billiards, field trips, and exercise programs.

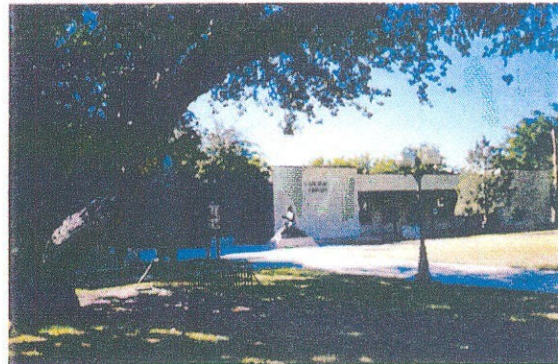
Table 7.4 shows the level of service Carlsbad senior centers provide its seniors. The number of senior centers per 1,000 people is average, and Carlsbad provides the same type of recreational and human services as the senior centers in the other cities. Overall, it appears that the senior centers of Carlsbad are providing a comparable level of service for its citizens. The managers of the senior centers indicated that the centers could use more vans in order to provide more transportation opportunities for the seniors. In addition, the San Jose Senior Center would like to see more meals provided, such as breakfast and dinner, and meals provided on the weekends.

An issue surrounding the future of the senior centers is the older population of Carlsbad. Currently the median age of the residents of Carlsbad is 37.7; in 1990 the median age was 35.1. Carlsbad is becoming a prime place to retire (Tripp Umbach & Associates, 1999). If Carlsbad's population continues to become older, a question the city needs to ask itself is what additional types of services it can provide its seniors.

### Carlsbad Public Library

The Carlsbad Public Library is centrally located in downtown Carlsbad on 101 S. Halagueno rather than having several different neighborhood facilities. The library houses 60,000 items, including books, videos, audios, CD-Rom reference

volumes, computer software, state government documents, and on-line periodicals. If an item is not available at the Carlsbad Public Library, a patron can borrow it through an interlibrary loan service. The library also provides many services for the city including children's programs, reference services, and Internet connection. The library does have a Children's Department and provides youth programs such as preschool story-times, holiday programs, summer reading programs, and joint programs with the museum. Adult services include author presentations and book signings, and historical programs.



The Carlsbad Public Library

City	Items per Capita	Square Feet per Item	Square Feet per Capita	Operating Dollars per Capita	Collection Expenditure per Capita
Carlsbad, NM	2.34	0.283	0.663	\$ 22.08	\$ 1.54
Artesia, NM	4.68	0.291	1.362	\$ 27.75	\$ 4.14
Clovis, NM	2.65	0.544	1.439	\$ 17.26	\$ 1.54
Deming, NM	3.19	0.177	0.564	\$ 19.94	\$ 1.56
Gallup, NM	6.83	0.109	0.742	\$ 24.74	n/a
Hobbs, NM	3.63	n/a	n/a	n/a	n/a
Las Vegas, NM	4.12	0.087	0.357	\$ 13.18	\$ 1.50

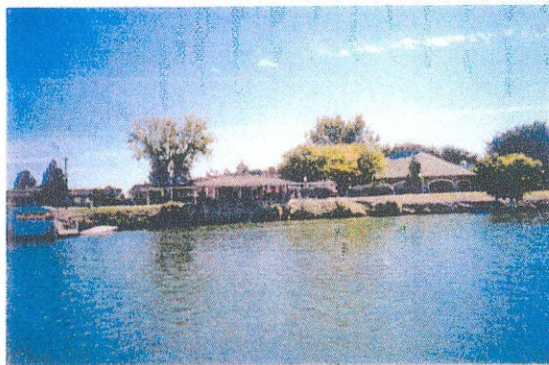
Table 7.5 Library Services

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Table 7.5 shows the level of service the library provides the citizens of Carlsbad. The median collection expenditure per capita is \$1.55, which means Carlsbad's collection expenditure is comparable to the other cities studied. Operating dollars per capita is above average, with the average equaling \$20.58. However, the number of items per capita is below the average of 4.18. If Carlsbad continues the collection expenditure at the same rate as the other cities, the number of items will continue to be below that of the other cities studied. The square feet per item is above the average of 0.24 sq. ft. The Carlsbad Library has room to increase the number of items it holds. The librarians indicated that the library could use more computers for the patrons to use. Oftentimes, the patrons must wait for a computer.

### Pecos River Village Conference Facility

The city's convention center is located on the Pecos River, close to many amenities such as the golf course, the caverns, and accommodations. It contains five rooms and a Colonnade, totaling about 7,700 square feet, and enough room to accommodate over 350 people. In addition, the conference facility has a Pavillion that is 3,444 square feet and a room called the Carousel that is 5,344 square feet.

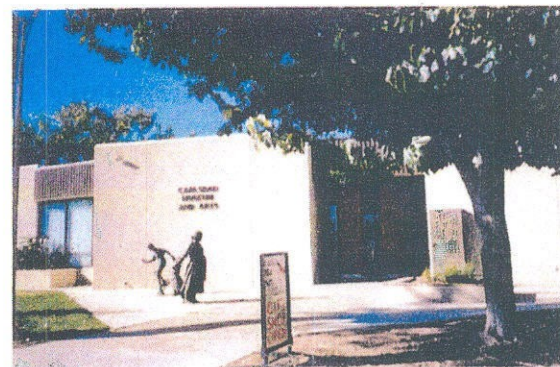


The Pecos River Village Conference Facility. The River Boat is located on the left in the picture.

The conference center has two 45 – foot riverboats that can be rented to hold business meetings, and a ropes challenge course and volleyball courts for teamwork. The Pecos River Village Conference Center provides a level of service that is above the average of the other cities studied. There is a wide variety in the types of rooms available when compared to the other conference centers. In addition, the square footage of the entire facility is well above any of the other facilities at over 16,000 square feet.

### Carlsbad Museum and Art Center

Carlsbad's Museum is located on 101 S. Halagueno, next door to the library and Halagueno Park. Outside the Museum and the Library in the park are bronze statues, the work of artist Glenna Goodacre. The Museum's permanent displays focus on local and regional history, Native American art and artifacts, and modern, contemporary and Southwestern art. Additionally, as a regional art center, the Museum offers temporary exhibitions of the work of contemporary artists and craftspersons. The Museum has a gift shop, and admission is free. The Amigos is a membership organization that supports the museum through contributions. The mayor of Carlsbad is a member of the Amigos and declared



The Carlsbad Museum and Art Center. The statues are the work of Glenna Goodacre.

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September 2001 through August 2002 as Community Art Year. The museum is proud to contribute to the culture of Carlsbad. The year 2001 marked the 70<sup>th</sup> anniversary of the museum.

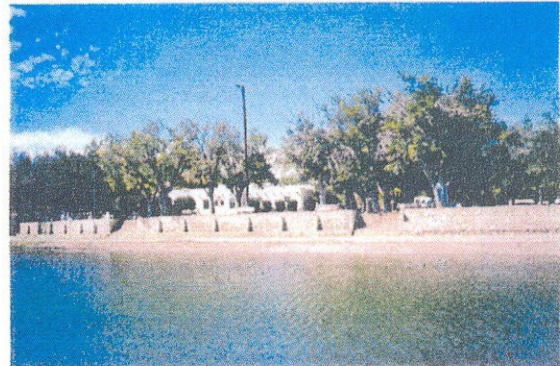
In researching other museums in the cities studied, it appears that Carlsbad's museum receives significant support from the city and also the community. For this reason, the museum's level of service is comparable to the cities studied. The other museums charge no user fees or a very small fee, and also have organizations that support them. Overall, the museum contributes to a greater sense of community through cultural and educational experiences.

### 7.2 GOALS AND OBJECTIVES

#### Community Values

The citizens of Carlsbad value their community services and would like to see improvements in them. For example, in a visioning exercise conducted by the New Mexico State University-Carlsbad Rural Community College Initiative (2000), the number one vote of the 274 initiatives listed is to improve playgrounds. To build or improve sports facilities is another initiative in the top 20. Additional initiatives include building more and improving city parks and paths, upgrading the beach area, and building wilderness biking and hiking trails. Nevertheless, when the question of increasing local gross receipts taxes by 0.25% in order to provide regional scale recreational facilities was recently put before Carlsbad's electorate, they voted was 4 to 1 against the sales tax increase. Factors that may have affected this outcome include current facility maintenance and the location of the proposed facility.

Carlsbad citizens also value their police and fire protection. In a survey conducted of Eddy County residents, 51% agreed that their community is safe.



The Carlsbad Beach on the Pecos River. A very nice amenity for a community in the desert.

However, in the visioning process, many people wished to see stronger and more consistent enforcement and prosecution of city ordinances.

In terms of community culture, the visioning process includes an initiative for building a bigger and better library.

#### **Goal 1**

Carlsbad should continue to provide a comprehensive set of public community services and facilities.

- Carlsbad meets the needs of the community in terms of community services.
- All services promote community development.

#### **Goal 2**

Carlsbad should provide community services at above average levels of service to other New Mexico cities for all citizens of the community.

- Carlsbad expands and enhances community services as necessary to provide levels of service comparable to similar cities in New Mexico.
- Carlsbad plans for community services on an annual basis.

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- Ensure that community services and facilities maintain a level of maintenance, safety, and structural integrity that is comparable to services and facilities provided in other New Mexico cities.

### Goal 3

Carlsbad should provide community services equitably for its residents.

- Ensure that all members of the community have equal access to community services.
- Ensure that the needs of all community members are being met through the city's community services.

### Goal 4

Carlsbad should anticipate the changing needs of the community and ensures that the community services meet the needs of the community.

- Carlsbad should build or creates new services in order to meet the needs of the community.
- Carlsbad should monitor its community services and collects data to assess the changing needs of the community.

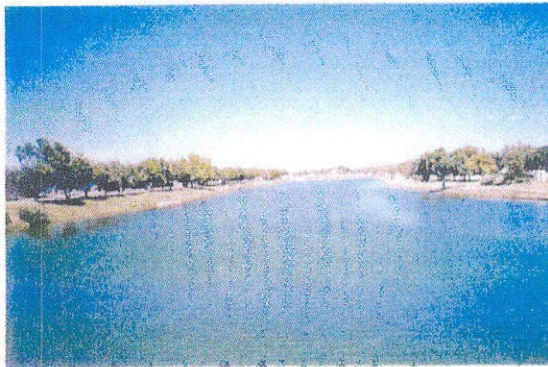
### 7.4 POLICIES

The City of Carlsbad will seek to provide the highest quality community services in order to promote the health, safety, and welfare of its residents and visitors.

The City will balance the maintenance and improvement needs of amenity services and property protection services. It will plan for the capital needs of parks, senior citizen centers, its library, museum, and conference center in the same manner that it has provided for its police and fire protection services.

The City of Carlsbad will initiate professional parks and recreation planning and management

including a strategy for the improvement of key facilities, the consolidation of facilities where appropriate, and the divestment of excess parkland inventory. The study should include recommendations for mitigating risk, providing for appropriate management, and involving citizens to advise the city on the future direction of facilities and services.



The Pecos River and Lake Carlsbad Recreation Area on either side.

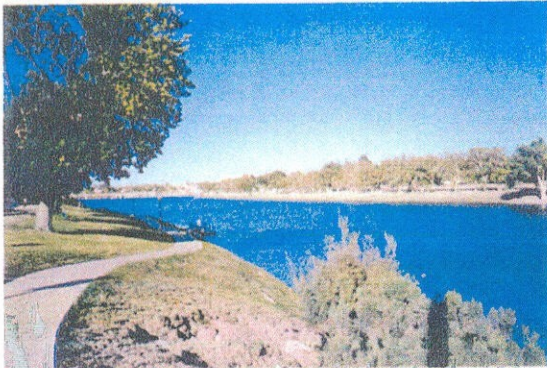
Given that the City is aging, the City will plan for the needs for less active forms of recreation and access to social services for the elderly.

The City of Carlsbad will plan for the acquisition of capital equipment for the fire department and will consider the siting requirements or the acquisition of fire facilities in developing its annexation policies.

The City of Carlsbad will plan for the provision of state-of-the-art police facilities.

The City will seek to increase capital spending for library programs in order for the library to achieve parity with the level of service provided in like-size communities.

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Part of the trail system along the Pecos River in Carlsbad. Parks need to maintain a high level of maintenance in order to keep their value to the community.

### 7.5 IMPLEMENTATION

Carlsbad provides a full array of community services, and planned improvement for the Police Department and the Fire Department will help those services surpass the level of services provided in other New Mexico communities. Economic development imperatives, especially those related to tourism, may result in Carlsbad's having to provide superior quality community service across the board. Some services, like the library, will need additional support if they are to catch up and then surpass those provided in similar cities across the state. Parks and recreation need a degree of planning that is beyond the scope of this Plan and require detailed attention and are addressed below.

Implementation of this portion of the Comprehensive Plan will take place during the Infrastructure Capital Improvement Planning process. Connecting money from the Infrastructure Capital Improvement Plan (ICIP) and the policies in the Comprehensive Plan will see the plan's goals and objectives come to life. There are additional benefits to the ICIP as stated by the Department of Finance and Administration's Division of Finance that are also related to the benefits of comprehensive planning.

#### Infrastructure Capital Improvement Planning:

- Promotes repair or replacement of existing facilities before they fail.
- Encourages a more efficient government operation.
- Provides a framework for decisions about community growth and development.
- Assists in preserving existing property values.
- Focuses community attention on priority goals, needs, and capabilities.
- Functions as a tool for community/citizen involvement.
- Avoids crisis rate and tax increases.

Carlsbad has an important opportunity to link its ICIP planning to this Comprehensive Plan, which may be eventually required to by DFA. In Carlsbad, the Public Works Department makes capital project recommendations to the city council during a public hearing. Public Works receives the project requests from the individual city departments and also from the citizens. The city council then prioritizes the recommended projects and distributes funds. Funding for projects comes from competitive state grants, local funding, and bonds. The New Mexico governor has recommended that all state agencies that fund local capital improvement projects use the ICIP to determine if the project should be funded. Linking the ICIP and the comprehensive plan can provide additional rationale to the State for funding Carlsbad projects.

Table 7.6 shows capital spending for the years 2001 through 2006 for each community service that Carlsbad provides for the city. Currently parks, senior centers, the library, museum, and conference facility receive lower priority than police and fire protection services.

To begin the ICIP process for community services in Carlsbad, the city needs to create an inventory of

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all community services annually. The inventory should consist of a conditions assessment with performance criteria for the service or facility, as this comprehensive plan has completed in section 3.1. The inventory should also list the replacement cost of the service or facility. When the inventory is completed, it will affect the way money is allocated for each service because the conditions of the services will be known, as well as how much money it would cost to replace the service. Carlsbad should consider hiring or designating a person to complete the conditions assessment for all community services and facilities. This person should also be responsible for receiving community input into the ICIP process. Community input is an important part of the process of choosing and prioritizing the capital projects. A citizen's advisory board could be created to help this person complete the conditions assessment and gain community opinion into the annual process.

In addition to capital spending for community services, Carlsbad should consider hiring a parks and recreation manager and creating a parks and recreation advisory board. The advisory board may be able to make recommendations as to how Carlsbad should divest some of its parks in order to increase the quality of the parks it keeps. The parks and recreation manager along with the advisory board should develop a Parks and Recreation Master Plan. This plan will develop Carlsbad parks specifically to the needs of the community. It will address each park individually according to the community's needs and according to any improvements that that park needs.

Specific ICIP projects related to the policies in this chapter of the comprehensive plan include:

- Increase capital spending on improving playground equipment in all parks.
- Spend capital on acquiring more computers for the library.
- Spend capital on acquiring more items for the library to increase their collection.
- Spend capital on acquiring more vans for the senior centers.

ICIP: Money Allocated by Community Service for Years 2001 - 2006							
	Fire	Police	Parks	Senior Center	Museum	Library	Civic Center
2001	\$ 79,977	\$ 101,200	\$ -	\$ 18,000	\$ 4,500	\$ -	\$ -
2002	\$ 923,000	\$ 4,190,000	\$ 315,000	\$ 732,000	\$ 136,000	\$ 200,000	\$ 300,000
2003	\$ 388,000	\$ 110,000	\$ 1,010,000	\$ 66,500	\$ 135,000	\$ 40,000	\$ -
2004	\$ 411,000	\$ 110,000	\$ 122,000	\$ 166,000	\$ -	\$ 50,000	\$ -
2005	\$ 187,000	\$ 112,000	\$ 177,000	\$ 43,000	\$ -	\$ 85,000	\$ -
2006	\$ 1,244,000	\$ 112,000	\$ 129,000	\$ 210,000	\$ -	\$ -	\$ -
<b>Total</b>	<b>\$ 3,232,977.00</b>	<b>\$ 4,735,200.00</b>	<b>\$ 1,753,000.00</b>	<b>\$ 1,235,500.00</b>	<b>\$ 275,500.00</b>	<b>\$ 375,000.00</b>	<b>\$ 300,000.00</b>

Table 7.6 A summary of Carlsbad's Capital Improvements Plan