



CARLSBAD NEW MEXICO

NA9127
.C25A43

JAT- REGIONAL URBAN DESIGN ASSISTANCE TEAM

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INTRODUCTION



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THE R/UDAT CONCEPT

The Urban Planning and Design Committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance Teams to various American cities since 1967.

The teams respond to the problems described by the local AIA Chapters and their community sponsors.

Each Regional/Urban Design Assistance Team (R/UDAT) is specially selected to include professionals experienced in the particular problems of the area under study. Team members are not compensated for their services and agree not to accept commissions for work resulting from their recommendations.

The team acquaints itself with the community and its people, engages in analysis from a fresh and unbiased perspective, and offers its recommendations for planning and action strategies.

The R/UDAT study has grown out of a community-wide feeling that Carlsbad could benefit from the R/UDAT process.

THE R/UDAT PROCESS

Following the receipt of Carlsbad's request for a R/UDAT, an evaluator was sent to Carlsbad to survey the area and to report back to the National Task Group. The evaluation report was extremely positive, reflecting the broad-based

support for a R/UDAT within the community. On the basis of this report, the Chairperson of the R/UDAT program formally committed a team visit to Carlsbad. The team chairman was selected, and he made a visit to Carlsbad to assist the local steering committee with their final preparations for the team visit. Finally, team members representing specific disciplines were selected in response to the identified issues.



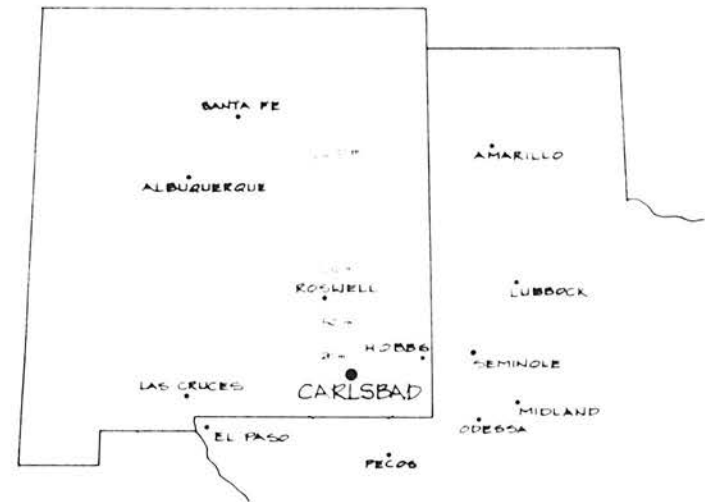
The team approached the project in a comprehensive manner, acquainting themselves with the area through intensive sessions with community leaders, concerned citizens, and resource groups over a four-day period. They toured the area by air, bus, boat, and foot. The following report is the result of this process.



THE STUDY CONTEXT

The following paragraphs have been extracted from the official letter sent to the R/UDAT Task Group from Carlsbad citizens requesting a study of their community. These paragraphs describe the context within which Carlsbad currently functions.

"Carlsbad is an isolated city of about 30,000 situated on the Pecos River in the southeast corner of New Mexico. Its isolation creates some unique assets, but also some unique problems.



Geographically the town stands alone. The nearest community, about 11,000

people, is 35 miles away. The nearest metro area, El Paso, Texas, is 160 miles away. Carlsbad's location is unique because it is on the edge of three major geographic areas. That position can best be described as being at the northern and eastern edge of the Sonoran Desert, the southern edge of the Rocky Mountain chain and the western edge of the Great Plains. This creates a multi-faceted physical setting.

Because of its isolation from the bulk of New Mexico's population, Carlsbad is culturally and philosophically closer to West Texas. It is basically a blue-collar town, politically and fiscally conservative.

The town's economic base is primarily in extractive industries and those which exploit natural resources: underground mining of potash (an essential ingredient in fertilizer); oil and natural gas production; tourism associated with two national parks (mainly the Carlsbad Caverns); and agriculture. There is little manufacturing, but a high degree of service-related business associated with the above industries.

Two federal projects are currently in process near here. The first is the Waste Isolation Pilot Plant (WIPP), a \$1.2 billion Department of Energy test project to demonstrate the potential

for storage of low- and medium-level nuclear waste from the nation's weapons program in underground salt beds 26 miles southeast of town. The second is Brantley Dam, a \$280 million Bureau of Reclamation water project creating a large recreational lake about 15 miles north of town.

Carlsbad is also isolated commercially. The town is not on any major commercial routes, nor does it have a major trucking terminal. Shipment of goods in and out is difficult.

Carlsbad is dependent on an economic base which is not under its own control. Each of the industries that make up that base are on the low end of the scale; grades of potash ore in this basin do not match the quality of Canadian ore; this area is on the edge of the Permian Basin oil and gas field, first to suffer in a downturn and last to recover; agriculture is based on dwindling irrigation sources; tourism is a yearly question mark based on gasoline supplies and promotion efforts. Aside from the natural tourist attractions here, there are no others in the region.

With the exception of tourism, which has had marginal growth, these industries are declining. Canadian potash accounts for about 80 percent of the U.S. market and that percentage is growing. At the same time, other

foreign producers can outbid domestic producers for overseas markets. Resources are also dwindling. Oil and gas production has peaked, at least for the foreseeable future, according to most experts. And agriculture, at this point, is not a strong enough industry to rely on heavily."

. . . . Carlsbad R/UDAT Committee

THE CHARGE TO THE TEAM

The Carlsbad R/UDAT Committee, composed of concerned Carlsbad citizens, requested the American Institute of Architects to commit a R/UDAT study of their community in July of 1984. This action followed a great deal of preparation and fund raising by the community including extensive public forums that helped identify issues of concern. Through this process, several major issues were targeted and listed by the community:

1. Our diminishing economic base: dependence on extractive industries; above average unemployment; and underutilization of cottage-type industries.
2. Inadequate transportation: intra-city, intra-state and inter-state.
3. Deterioration of the downtown area and other older business and residential areas of the community.
4. Lack of development of agri-business, including processing of crops and

transportation of produce to markets.

5. The need to implement a long-range plan for the community.

The public forum process identified the following community assets needing development.

1. The quality of life is high; clean air and lots of sunshine; low taxes; relatively low utility rates; land is plentiful and inexpensive; recreational facilities are excellent (more acres of park per capita than any other area of the state, including three miles of public beach and park along the Pecos River); and a pervasive community pride.
2. Our public water supply is plentiful and rated as best in the state, of high quality and the local users rate is very low.
3. WIPP and Brantley Dam offer excellent existing and potential spinoff opportunities.
4. The Carlsbad Caverns, potential restoration of historic sites, an existing state park and other local facilities make Carlsbad a natural tourist center.
5. Excellent medical facilities, support services and climate make Carlsbad an attractive retirement community.

THE RESPONSE

In response to the R/UDAT charge, the report has been organized into several chapters, each addressing various opportunities and constraints. These chapters are:

1. Economic Development
2. Tourism
3. Quality of Life
4. Physical Planning
5. Implementation

Elements of the economic development chapter include the extractive industries, (including potash, oil, and gas), WIPP, Brantley Dam, Agri-Business, retirement, health care, new industry and tourism. Tourism is seen as having such a major importance to the future of Carlsbad that it is discussed in a separate chapter.

The existing quality of life is one of Carlsbad's major assets and has been repeatedly identified as such by the citizens of Carlsbad. This chapter of the report examines some of these factors and makes recommendations for future directions in response to Carlsbad's evolving social structure.

The physical planning chapter discusses a conceptual framework for an urban plan, dealing with urban activity center, gateways, corridors, and linkages. It makes detailed

recommendations for revitalization of the Central Business District and related areas.

Implementation is presented as a process undertaken by the community, building upon elements currently in place, that will be required in order to achieve the above recommendations.

One of the principal concerns of the community is economic development and the growth, or lack thereof, that might occur as a result of changing fortunes. The team explored a series of alternatives that might be possible should Carlsbad experience steady growth in both the near and long term future. However, we also examined the alternatives that might become necessary under conditions of retrenchment, in which the economic base of Carlsbad would undergo shrinkage over time, or remain stagnant. Of great interest to us all was the conclusion that the majority of our recommendations would remain essentially unchanged; certain strategies for implementation and their timing would be affected, but the basic strategies appear to be valid under all likely growth scenarios.

The intent of the report is not to offer a final plan for Carlsbad. Rather, it is to draw on the expertise of the team members in their respective fields to indicate possible directions and to offer recommendations that can be followed. It is hoped that these recommendations will prove to be politically and economically feasible, and publicly understandable. This report is intended to reach everyone--elected officials, professionals,

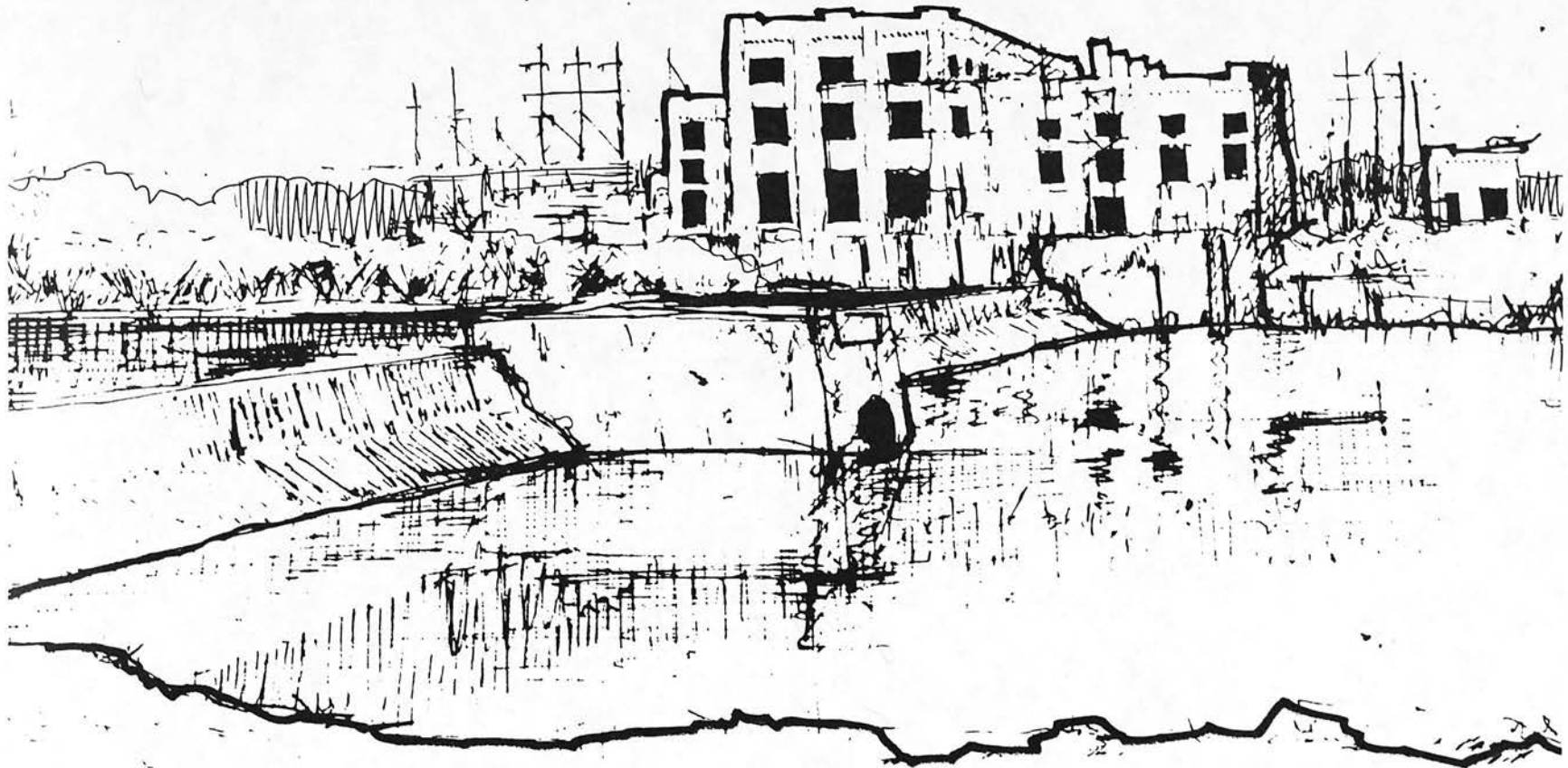
community leaders, and interested citizens throughout the community. Carlsbad belongs to all of them; thus, it is important that everyone be able to pick up this report and understand precisely what is being recommended.

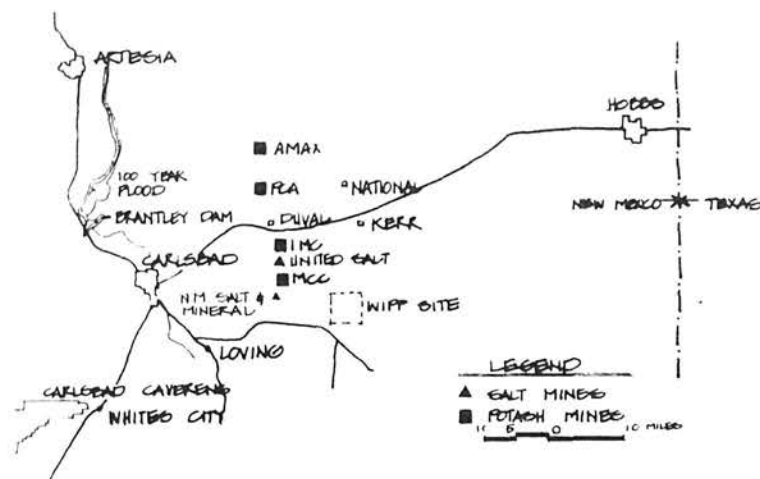
It is hoped that through this report, the citizens of Carlsbad will become more familiar with issues and opportunities that will affect the development of their city.



ECONOMIC DEVELOPMENT

CHAPTER 1





POTASH

In the past the economy of Carlsbad was based primarily upon one industry-potash. When external factors caused a severe shrinkage in the economy of the City was negatively affected. Carlsbad must now have as one of its primary goals the diversification of its economic base. Steps have been taken by the City to do this, but the City must become more proficient and aggressive in utilizing its existing resources to nurture existing industries and to develop new ones. If this can be done, the economy will maintain a healthy stability.

EXTRACTIVE INDUSTRIES

Potash

Of the remaining eight producers of potash in this country, five are located in Carlsbad. Two of the existing mines are expected to be able to continue operations in the long run. The City's strong dependence on this industry to produce needed jobs and revenue has left it increasingly vulnerable due to macro economic factors which have caused the industry to decline in this area.

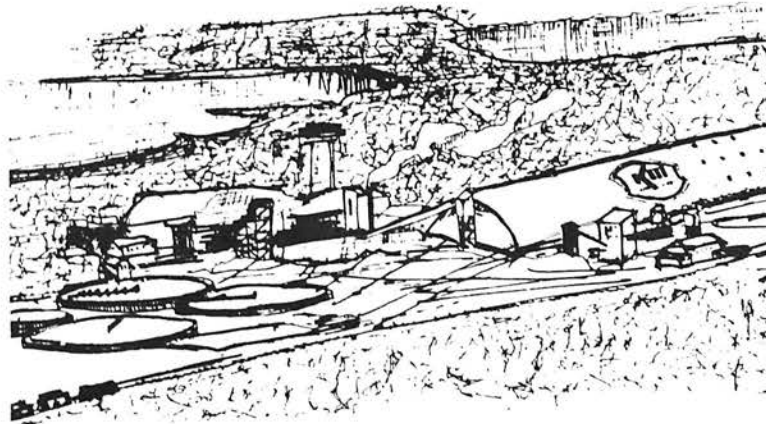
Two alternative approaches to the problems posed by the declining potash industry have been suggested. The first, based on the premise that the industry will not completely die out, urges that a local buyout be transacted. The success of the buyout concept hinges on the assumption that a local firm would not have to absorb the overhead cost experienced by a large national corporate owner. Typically, it also assumes a change in Federal trade policy.

The second option is to accept the idea that the Potash industry in the area will never again be a major employer in the area. This means that alternative uses for the mines should be explored, or that the mines that have been closed or are in the process of closing should not be considered the future location of any new industry.

**"THE MINES ARE ALL
THEY'VE GOT."**

A local buyout is not a good alternative because the major foreign competitors can produce potash at a much lower price. Without a very restrictive Federal import policy to increase potash price, it is highly unlikely that the Carlsbad mines would be able to lower their production costs to even equal those of the foreign competitors. Furthermore, a change in Federal trade policy is not probable.

The City should proceed under the assumption that the industry will never again be a major employer in the area. Alternative uses for the mines should be investigated. If none are cost effective or consistent with the overall planning goals and objectives of the City, the mines should be permanently closed when and if their operators shut down.



KERR MCGEE POTASH MINE

Oil and Gas

The oil industry in the area has been stable throughout the past decade. It contributes greatly to the local and state tax base, as do all extractive industries. The gas industry, on the other hand, has been less stable. Since gas is so expensive to drill for in the area, activity in the industry does not tend to pick up unless the price of gas is high.

The health of all of the extractive industries in the Carlsbad area—potash, oil and gas—is dependent upon external economic forces over which Carlsbad has no control. The team recommends that Carlsbad diversify its economic base so that it does not have to heavily depend on these industries. This should be only one of several types of industry upon which Carlsbad's economic base is built.

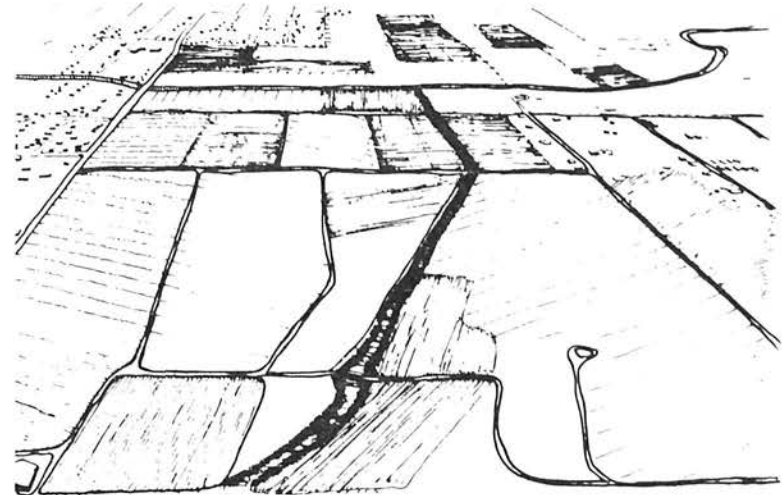
Additional facilities, properly promoted, have the potential to increase this base significantly. Retirees, like many current residents, can be expected to respond favorably to the quality of life in Carlsbad. To a greater extent than younger people they are likely to appreciate the area's warm, dry weather. And the number of prospective retirees is growing as the national population ages and early retirement becomes more common.

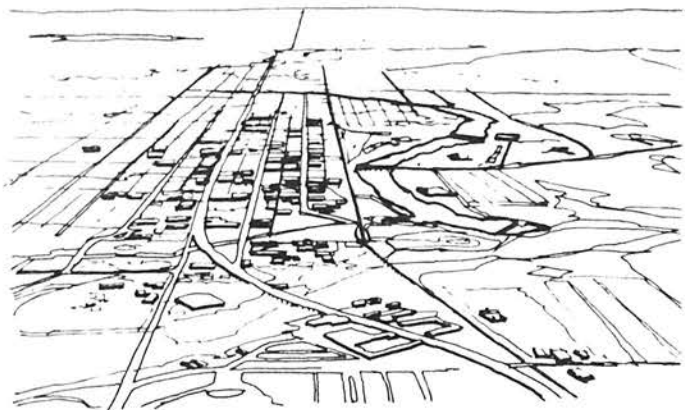
AGRI-BUSINESS

Agriculture continues to make an important contribution to the Carlsbad economy, with farms in the Carlsbad Irrigation District generating more than ten million dollars in annual gross sales. This sector of the economy has also demonstrated resiliency in the face of changing market circumstances, as evidenced by the substantial shift in the allocation of acreage to the two major cash crops (alfalfa and cotton) over the past twenty years. Numerous opportunities have been suggested for ways to promote increased crop yields of existing crops, to increase farm incomes by switching to higher value crops, and to develop or attract new businesses that use as raw material crops that are produced locally, such as a dairy. None of these alternatives seems likely to make a major contribution to increasing employment in the Carlsbad area. Modern agriculture is capital intensive and typically employs little labor; farming and grazing provide less than two percent of jobs in the City of Carlsbad and less than five percent of all jobs county-wide. Nevertheless, at a time when other portions of the local economic base are declining, nurturing the industries that already exist is a central part of a successful economic development strategy.

The City's role in directly promoting innovations in agriculture (e.g. helping farmers stay informed about technological changes such as laser planing, or promoting diversification into a variety of vegetable or specialty crops) has traditionally been modest and is likely to remain so. The principal form of assistance that has been suggested is city issuance of an

Industrial Revenue Bond to establish an agricultural industrial park. Previous efforts to issue such bonds were unsuccessful, but improvements in the national economy and in bond markets in particular could presumably make such bonds issuable in the future. Should this occur, the City should seriously consider attempting to reissue, since the bonds are not secured by the full faith and credit of the City. Beyond this, the City may have opportunities to help farmers, ranchers, and associated businessmen through lobbying on behalf of agribusiness in the State Capitol, through assistance of the Agriculture Committee of the Chamber of Commerce, or through other means--and should certainly provide as much support of this kind as possible.





CENTRAL BUSINESS DISTRICT

The economic viability of the Central Business District is essential to Carlsbad. In the last decade, the area has begun to decline as malls have developed in the northern part of the City. The Central Business District area must establish an image which is totally different from the mall's. It may become the hub of the government and service sectors as well as gearing itself to service the needs of the visitors. Downtown the Merchant's Association has taken steps to enhance the image of the downtown. These efforts are to be encouraged, and should be expanded. The Central Business District, as it exists today, has no visual definition of its boundaries. Landscaping and consistent signage are but two of the ways that such visual definition can be achieved. Once this is done, the market to be served should also be better defined.

The parking meters in the Central Business District should be removed to make it easier for people to spend more time shopping. The revenue lost from this action should be reimbursed by the Merchant's Association to the City. Removal of the meters will be most effective if accompanied by a program to provide offstreet parking for those who work in the area.

The visitors that come to the area to see the Carlsbad Caverns should be encouraged to stop in Carlsbad. Visitor-related retail stores should be encouraged to locate in the Central Business District. These stores should be small and stock low-cost, high-volume goods. In addition, a quality restaurant that has a liquor license could be located in the area. This restaurant would serve the needs of both visitors and local residents.

The ground floors of vacant buildings should be utilized so that at street level there is a continuity of activity. If a retail business cannot be immediately identified to occupy vacant space, displays such as art exhibits and provisions for visitor-related activities in Carlsbad should temporarily occupy the space.

The Merchant's Association should undertake a joint advertising effort. This will make customers focus on the area as a whole rather than on just one store. The cost of such an effort may also be more economical in the long run. If there is no desire to tap more than the tourist trade and the employees who work in the Carlsbad Business District area, evening hours should not be considered. If, however,

the merchants still want to continue to service those who do not work in downtown and those who are not visitors, the Association may want to consider one or two evenings a week when they remain open for business. This would also add life to an area that now lies dormant after 5:30 p.m.

Linkages between the Central Business District and the Riverfront, discussed in detail in the chapter on physical planning, are very desirable. Visitors who frequent the beach area will be encouraged to utilize the Central Business District area. In addition, these linkages will serve to improve the appearance of the Central Business District area.

The City and the Merchants Association should coordinate their efforts to develop and implement a plan which is geared to attracting tourists to the Central Business District.

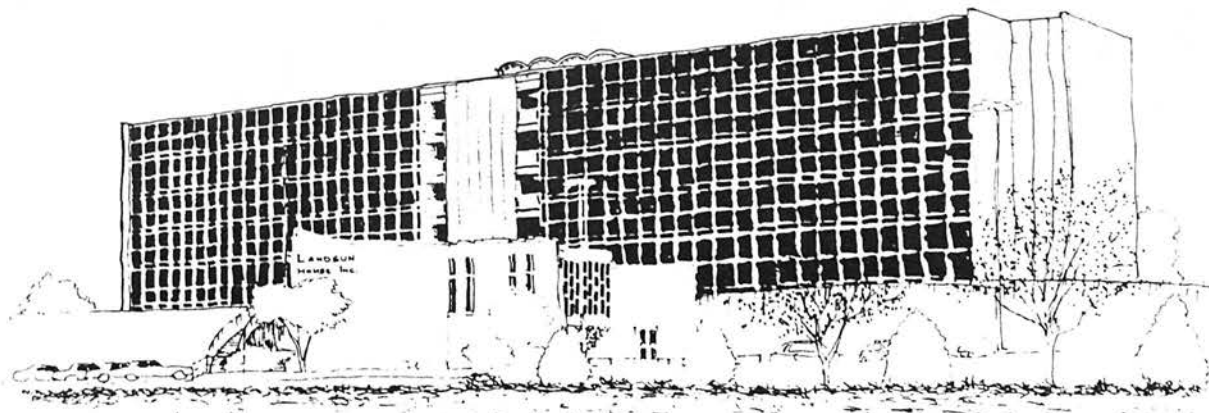
NEW INDUSTRY

A key element in the decline of Carlsbad's economic base has been its dependence upon one industry--potash. The initial stabilization and future expansion of the local economy should be based on a diversified grouping of industries. The City has been successful in developing several industries--education, retirement, health care, tourism, and recreation. The goal now is to find ways to enhance each of these industries. Education, retirement-related businesses, and health care are discussed in the next chapter.

EDUCATION

The City has been very successful in developing a two-year college which is a branch of New Mexico State University. The college focuses on meeting the educational needs of the Carlsbad community. The expansion of the facility to include a specialized extension of New Mexico State University focused on Math and Science. It should not only serve the needs of current Carlsbad residents but also act as an attraction for new industries that may consider location in Carlsbad. Industries such as WIPP employ large numbers of people who must continually take technical courses to keep abreast of changes in their professional fields. A facility with innovative, flexible programs--using computer-based or videotaped instruction coupled with periodic visits of Carlsbad students to the main campus (or visit of faculty to Carlsbad)--would be very attractive to such employees and their firms. Such a facility could also better prepare local residents for the more highly skilled jobs that are available in the area.

**" DOES OUR SECONDARY
EDUCATION MEET THE
NEEDS OF NEW
EMPLOYERS ? "**



LANDSUN HOMES INC

Retirement

The existing facilities -- Landsun, Lakeview and Northgate--have about 400 residents including nursing home residents. This can become the basis of a future intensive recruitment of retirees to live not only in organized commercial facilities, but also in single family housing throughout the City. Increased development of a retirement-community will necessitate improvements in transportation both into and out of Carlsbad, and within the City. Some Federal 202 program multi-family housing is suggested so that all residents may be served.

The retirement community now existing in Carlsbad combined with the medical center (hospital) and doctor's clinics employ over 1,000 people and has an annual payroll in excess of \$10 million.

**" THE RETIREES HAVE
MADE A REAL CONTRIBUTION
TO THIS TOWN."**

Health Care

Health Care delivery in Carlsbad is handled very well by the Guadalupe Medical Center (GMC). It is a private, non-profit hospital. It is owned by the Hospital Corporation of America (HCA) and is one of nine such hospitals in New Mexico. The center has 144 beds, ten of which are used for skilled nursing care. Enhancement of the center's facilities and improving the network of physicians making referrals to the hospital will both strengthen the facility--improving its level of service to current users and making it more attractive to potential retirees to the community.

A small General Practice Residency Program should be started in conjunction with one of the medical schools in the Southwest. The doctors produced by such a program would have a tendency to stay in Carlsbad or close by, referring patients to Guadalupe Medical Center.

The hospital also can pursue a working agreement with surrounding hospitals for services such as group purchasing or even furnishing full Administrative Services. This would not only help the smaller nearby hospitals, but cause an increase in referrals to the local hospital.

The Health Care Delivery system in Carlsbad, in conjunction with the congregate retirement facilities and nursing homes provides a very large local industry now in place with a great potential to grow, making Carlsbad a regional medical center and a desired retirement location for the "snow-birds" from "up-north".



GUADALUPE MEDICAL CENTER

WIPP

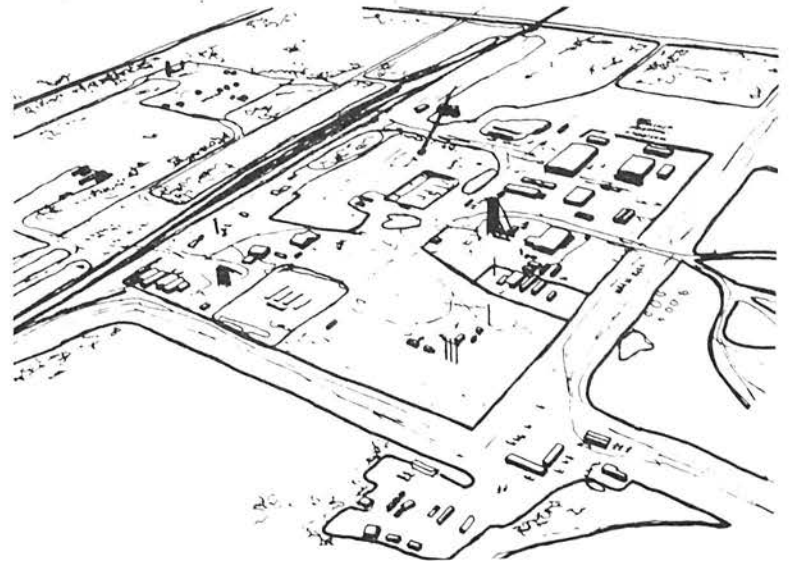
The Waste Isolation Pilot Plant (WIPP) is a \$1.2 billion federally funded project that will generate 300 permanent jobs. In addition, it has been suggested that the manufacture of TRU-PACS, the containers in which waste will be transported to the site, could be located in Carlsbad. Due to the specialized nature of the facility most of the upper level employees will have to be highly skilled and therefore will not come from the Carlsbad labor market. About one half of the jobs will be less skilled positions that can be filled by people who have previous mining experience; these jobs will, however, account for 35% of the total payroll. Similarly, the manufacture of twenty-five TRU-PACS at a cost of one million dollars each will generate a considerable volume of economic activity over a period of two or three years. However, the benefits to contractors in Carlsbad is likely to be limited since the work will require a level of specialization and bonding capacity that may not be found in Carlsbad.

Indirect spin-offs of the project could include the upgrading of the College in Math and Science, and the influx of up to 1,000 visitors per year to the WIPP site. The upgrading of the college would be beneficial in two respects. First, it could serve as a center for continuing education for engineers who will be working at the WIPP site and living in the area. Second, the college could develop programs to train health physics technicians and health physicists, the first of which would be a two-year program and the second of which would be a four-year program.

This would give Carlsbad residents a unique opportunity to be trained for highly skilled and well paying jobs. Unless Carlsbad residents are specifically trained to fill some of the WIPP jobs, the generation of 300 new jobs in the area will have only modest effects on the existing labor force. The money generated from the 1,000 visitors per year would serve to increase the economic base of Carlsbad.

The WIPP project illustrates the general principal that the City must aggressively exploit all new opportunities by being prepared to provide the necessary support services needed.

**"HOW CAN WE USE THE
W.I.P.P. PROJECT TO
ATTRACT NEW INDUSTRY."**



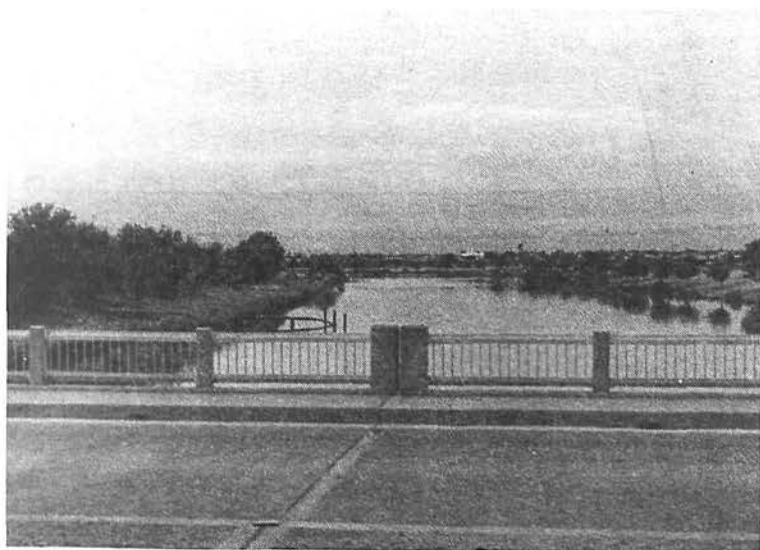
TOURISM

CHAPTER 2



Tourism is a major industry which the National Park Service estimates may have brought as much as \$40,000,000 into the Greater Carlsbad Community last year. It is an industry that deals in a unique, fragile and perishable commodity--an individual human experience.

Visitors on vacation expect to be catered to, hence, those who want to supply services to visitors do not always have an easy job. Tourists tend to be picky. If not satisfied, they may not complain, but they will never come back, and worst of all, they may give a negative recommendation about a place, a restaurant, or an attraction to their friends and associates. Therefore, all expected basic amenities must be in place in the best possible form. A mediocre tourist town is a vacant town.



Carlsbad has many things going for it. While there is substantial development that is less than ideal or that is not well maintained, the basic offerings are sound. But immediate action is needed to strengthen the existing assets and link them together into an attractive package responsive to visitors' needs.

The list of attractions and recreation areas in and close by to Carlsbad is impressive indeed:

- Carlsbad Caverns/New Cave
- Living Desert State Park
- Lake Carlsbad
- Guadalupe Mountains National Park
- Carlsbad Fine Arts Museum
- White City
- President's Park
- Sitting Bull Falls



Potential attractions include:

- Lake Carlsbad Riverfront
- Washington Ranch
- Brantley Reservoir
- Mead House (Potential Historic House Site)

The R/UDAT Team's central assumption is that keeping the current visitor for one additional day is as valuable as attracting a different visitor for only one day, and should be easier and cost effective. Carlsbad should set for itself a goal, doubling the amount of time that a typical visitor will spend in this community. This should double to \$80,000,000 the value of the tourist industry for the local economy. As visitor dollars generally stay in the local area, this is the equivalent of ten brand new businesses started in the community with gross sales of \$4,000,000 each. While this is not an easy task, it is an achievable goal.

Carlsbad has a rich and diverse set of existing and potential attractions to offer visitors.

This is necessarily a partial survey of its assets and opportunities. The City's strategy for developing these assets should include three elements:

- Better use of existing resources,
- Development of new assets, and
- More effective marketing.

BETTER USE OF EXISTING RESOURCES

Many of Carlsbad's existing attractions could be better developed and displayed. At a bare minimum the traveling public must be made aware of and be able to find the unique attractions of Carlsbad.

Visitor's Route

Highway signs both at the edge of the City

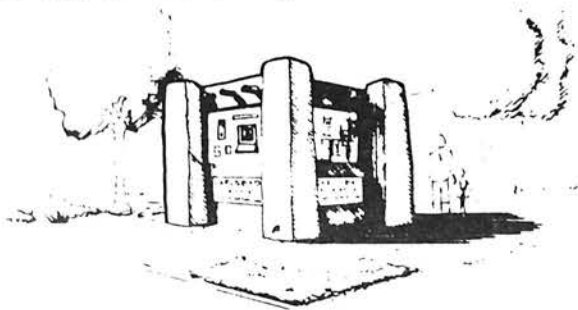
should route visitor traffic past the major amenities and attractions of the City -- Living Desert, County Courthouse, Museums and Lake Carlsbad. Since most visitors arrive from the east, the proposed interception of travelers is at the west end of Bataan Bridge. Riverside restaurants, a city gateway, and conversion of the old Santa Fe station into a tourist information center can attract visitor attention. The "Visitor's Route" should then proceed generally along the river to the north, then to the Living Desert and City overlook, and finally be to the Museum and County Courthouse.



Information Booth/Kiosks

Each entry to the City must have at the entry, an attractive kiosk with landscaping and parking where visitors can pick up information and directions. This can be done by telephone, if personnel costs are too high.

The current visitor center is attractive, but too unobtrusive; it tends to get lost in the Central Business District as just another commercial facade. It should be relocated to the inbound side of the highway just at the west end of the bridge.



Conventions

The Carlsbad Convention Center is located south of the City on the National Parks Highway in the motel area. It is a 13,800 sq. ft. facility that can provide meeting spaces and provide for catered meals, plus parking for 1,000 cars. This past year there were 13 major conventions, attracting roughly 20,000 people to Carlsbad during the year. The City offers

this building to users for \$300 per day. This covers only utilities and clean-up. The mortgage on this facility is being paid using one-half of the City's Tourism Tax revenues at a rate of about \$80,000 per year. The average size group attracted seems to be about 500 with the maximum of about 1,100 per event for the Music Festival.

The facility in its current location is in a mixed motel and business-industrial area along the highway. Because of distance and lack of pedestrian linkage, it is impossible for users to walk from their motel rooms to the Center. There are no restaurants or other shops nearby. An opportunity is missed if visitors and the City's retail and service areas are not brought together.

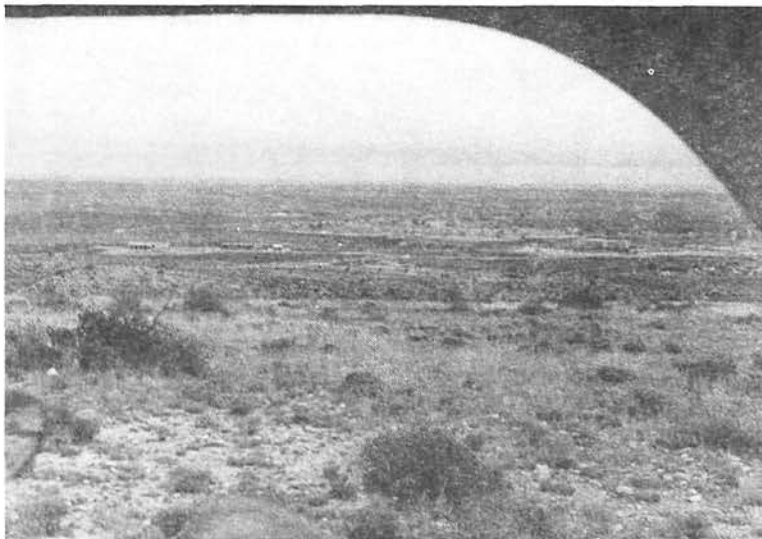
The City should consider a Central Business District location for convention activities. In that way, both the Riverfront and restaurants and shops in the Central Business District will be patronized by the convention visitors as a natural part of their daily activities. The existing facility can be retained for larger groups, and continue in use for stage and musical presentations.

Serious thought should be given to finding a skilled lessee for the Center to operate a summer tourist program, including western music and dance to attract a portion of the 200,000 visitors who visit Carlsbad during the peak 100 days.

White City

If nature and history had placed the City of Carlsbad and the river in the same relationship to the Caverns as White City, Carlsbad would have a first class downtown tourist district. The split of services and amenities is a deterrent to both. White City appears to be a very successful example of a small integrated tourist specialty strip center.

Ways should be found to join the resources of White City and Carlsbad. A coordinated effort between Carlsbad and White City to integrate the visitor activities could work to lengthen the time that travelers spend here. The Caverns are a remote tourist amenity for the City; the motels in Carlsbad function as back-up lodging resources for White City. A closer, more cooperative integration of the two will help both in the long run.



**"WE DID THE CAVERNS
THIS MORNING AND WE
FIGURE WE HAVE 3
MORE HOURS OF
DRIVING TIME."**

National Parks

Carlsbad's most important resource is the proximity of the large National Park areas. Tours, day trips, over-nite camping and other trips to these sites should be promoted and organized using Carlsbad as the jumping off point. The Team recommends that Carlsbad tie itself closer to these amenities and their image as a part of its advertising and public relations program.

Rodeo/16th of September/Junior Rodeo

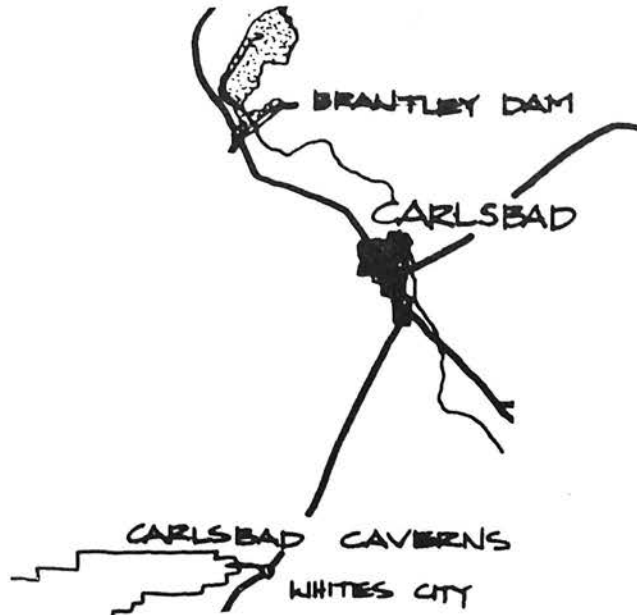
Rodeos are annual events that attract crowds and casual tourists. The City should build on the existing rodeos by supporting them and attempting to attract visitors to them. Central Business District activity and other tie ins should be strengthened.

DEVELOPMENT OF NEW ASSETS

Development of new assets must be a continuing process. Old ideas lose their popularity and mistakes can be corrected. New opportunities always present themselves.

Brantley Dam

The completion of the Brantley Dam and Reservoir in 1989 will produce another water amenity 10 miles north of Carlsbad. This will produce boating, fishing, and camping opportunities, and the Bureau of Reclamation expects as many as 300,000 persons per year to use the lake. Completion of Brantley Dam is five years off, and Carlsbad has a full agenda of visitor-related activities. Hence, for the moment, no efforts to capitalize on the newly developing recreation area are needed. However, at the time of Brantley opening, the Team recommends that the City hold a special celebration, including public relations blitz that links Carlsbad, Brantley, and Carlsbad Caverns, and that specifically claims Brantley as Carlsbad's very own amenity.



Horse Racing

A number of communities in northern New Mexico have successfully used horse racing to promote their cities. Carlsbad should carefully consider this option. Its impact as an organization element for the redesign of the southern part of the City could be as beneficial as the additional income it should bring to the City.

Special Events/Festivals

To gain nationwide attention, attract a wider range of visitors and build activity that will be enjoyable for Carlsbad's citizens and visitors both, the Team recommends that a major week-long superevent be held in or near Carlsbad. The City may choose any kind of happening or choose to elaborate some currently scheduled yearly event, such as the Hispanic Kodeo elaborated into a full Spanish Fiesta.

Other ideas for themes for such an event might be an international spelunkers and caves convention, a Western Desert Invitational Water Ski Championships (with cash prizes), a Great Cave Bat Festival and Fly-in, or a Pecos Valley Chili Chop & Fairweather Feast.

The objective is to tie diverse and unused resources together, gain attention and have fun for the whole community.

Other Tourist Attractions

As more attractions and events are presented to the traveling public, the likelihood increases that the public will lengthen its stay in Carlsbad. The casual traveler is frequently looking for "local color" events. The success of stage shows, dance presentations and other summertime activities in the Rocky Mountains and along both coasts attests to this.

Consideration should be given to a stage show (perhaps with slides or lighting effects) presenting the local flavor of the area, ie. -- the history of early New Mexico, Jim White's discovery of the Caverns, western music and dance, or a combination that can attract a traveling audience.

Other possibilities include:

- Locally operated tours of the foothills and National Park in 4-wheel drive vehicles.
- Helicopter tours.
- Fishing tours.
- Reactivation of Washington Ranch as a Dude Ranch

Tourism Organization

The City via the Chamber of Commerce hires a full-time Director of Conventions and Tourism with responsibility for public relations, publicizing and advertising the City, and booking conventions. If it is to be successful, this effort needs greater support from the City and from the general community. Tourism is now a highly competitive industry throughout the United States. To achieve an edge against

more experienced and attractive destination resort areas, Carlsbad must use highly efficient promotion and advertising efforts. Consultants and professionals should be used whenever possible to help to guide and strengthen the energetic effort that is currently ongoing, but not fully effective.

All marketing and advertising programs need constant review and refocus. Experiments are entirely permissible. In addition to the current focus on regional advertising, nationwide exposure should be planned for several occasions every year and special events publicized to the maximum extent possible.

Air Transportation

Air connections need to be upgraded to Carlsbad. Visitors need easier and more convenient access, including rental car service with inexpensive drop charges for trips that may start (or end) here, but include Santa Fe or El Paso. The days of long-distance, hard-driving car tours may have ended. More typical today are air trips with rental car use. Since the attractions in Carlsbad are insufficient to hold the typical tourist for more than a day or two, travel flexibility is a necessity.

Restaurants and Lodgings

The current liquor laws in Carlsbad severely restrict the locations and times where beer, wine, and mixed drinks can be sold in restaurants. Successful tourist and hospitality operators are especially sensitive to this issue. Restrictions of this type are at odds with the expectations, desires, and typical behavior of many traveling Americans. Well-run, high-quality restaurant chains and other triple "A" credit tenants like the best hotels will not locate in situations that restrict this freedom. Carlsbad's ability to be a serious contender for visitor dollars may depend, in part, on its willingness to review and modify these regulations.

Additional restaurants are needed in Carlsbad to serve a variety of visitor tastes. And motel facilities should be upgraded and a broader range of quality developed in the future.



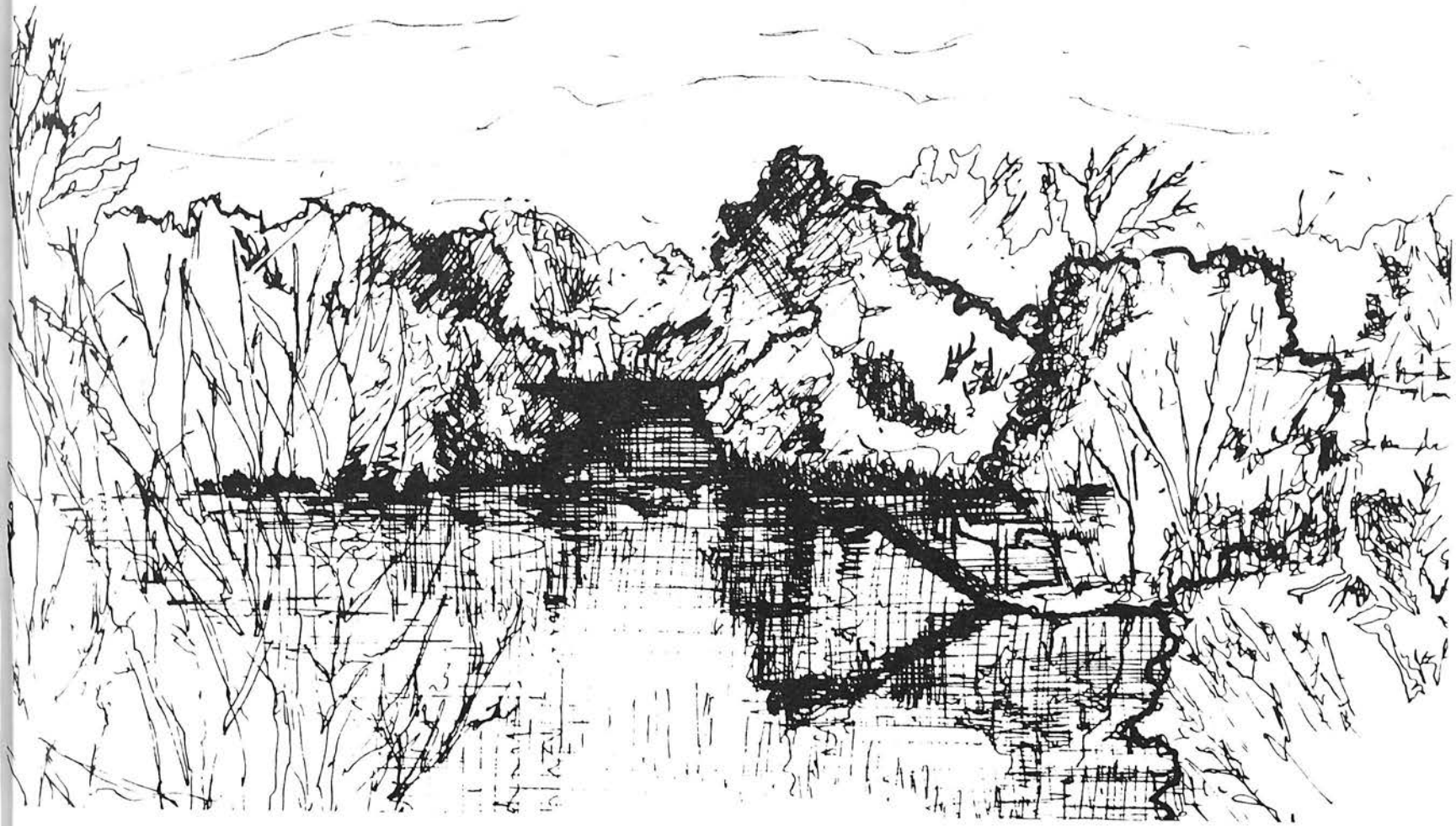
Tourism...To Make It Happen

An inventory of assets, ideas, critiques and suggestions is only as good as the community's ability to use it creatively. Given this starting point, those involved with tourism in Carlsbad must step up to the line and take this list as a place to begin, starting with a small number of projects -- some that can be accomplished quickly and one (or at most two) that will require energy and follow-through over a longer period of time.

**"FLORIDA HAS THE EPCOT
CENTER AND CARLSBAD
HAS THE CAVERNS."**

QUALITY OF LIFE

CHAPTER 3



QUALITY OF LIFE

One of Carlsbad's most widely recognized strengths is the high quality of daily life. Most people who spoke to the R/UDAT team gave this as the main reason they continue to live in Carlsbad and enjoy living here.

**"IT'S A NICE COMMUNITY
IT'S COMPACT, WITH A
LOT OF TRADITIONAL
BASICS."**

Many factors contribute to this high level of resident satisfaction with the quality of life in Carlsbad. Some of the most frequently noted ones include the weather; the unhurried pace of life; the vitality of community activities, especially through the City's many churches and civic organizations and the high level of civic pride; the wealth of opportunities for outdoor recreation -- fishing, boating, water skiing, swimming, softball, soccer, hunting -- available because of the City's location on the Pecos River and near the Guadalupe Mountains, and because of the substantial public investment in parks for both neighborhood and City-wide use.

**"THE TWINS
LOVE IT HERE"**

Numerous opportunities exist to build on this strong base. The community can benefit by a wide variety of activities that would:

- ..Enhance the general quality of life for all residents,
- ..Diversify local activities and programs to meet the needs of those who are not well served now, and
- ..Make the community more appealing to people and businesses that Carlsbad would like to attract.

OPPORTUNITIES FOR YOUNG PEOPLE

Carlsbad is very much a family community. The City has many young people, and has provided them access to good quality schools and to attractive and accessible outdoor recreational activities. Nevertheless, many young people, particularly those of high school age, note the absence of suitable non-sports activities, especially the shortage of evening and weekend activities.

**"WE NEED A PLACE
TO HANG OUT, WHERE
WE WON'T BE HASSLED."**

Although Carlsbad cannot offer the variety of evening entertainment that frequently makes larger cities attractive to young people, room for improvement exists in at least two directions. One would be to increase the variety of radio programming by constructing the facilities required to permit reception of distant stations locally. Alternatively the local station could designate specific hours each day or each week for specialized programs, e.g. three or four hours of popular rock music on Friday and Saturday evenings. Either strategy could also be used to satisfy the demands of listeners who enjoy other types of music not currently available -- classical, jazz, opera, easy listening, etc.

A second possibility would be to increase the availability of more structured activities and events for teenagers. Alternatives might include setting up a teen club, staging concerts, or holding regular dances at the high school. More important than the choice of a specific activity, however, is the need to directly involve local young people in the selection and organization of enter options.

**"I HATE HOUSEWORK,
BUT IT GOES SO MUCH
BETTER WITH BEETHOVEN"**

NEIGHBORHOOD IMPROVEMENT

Although many of the City's residential areas consist of pleasant and well-kept neighborhoods, a few neighborhoods continue to need special attention. These include portions of west Carlsbad, south Carlsbad, and some areas immediately adjacent to the Central Business District. Two types of improvement activities are needed: an on-going effort to promote rehabilitation of deteriorated housing, and upgrading and maintenance of publically-provided infrastructure.

For several years, the City has used a portion of its Federal Community Development Block Grant Money to operate a housing rehabilitation program in eligible neighborhoods. Continued support of this program is an important part of strengthening these neighborhoods, and opportunities to increase the level of rehabilitation activity should be sought. In addition to aggressively seeking whatever federal and state monies are available, use of local resources for housing improvement should be explored. In some communities, city revenues are used to write down the cost of home improvement loans by local banks to low income households. In other locales, banks may set aside a pool of funds for such loans as part of meeting their obligations under the Community Reinvestment Act to invest in the neighborhoods where their depositors live. In still other places, banks and local philanthropies have joined in providing both financial and technical assistance to non-profit housing rehabilitation organizations and one of these alternatives could serve as a

starting point for the development of a local program designed specifically to fit the circumstances in Carlsbad.

The improvement of deteriorated infrastructure in sections of both west and south Carlsbad should be a top priority of the City's capital improvement program. Community Development Block Grant and City general fund monies should be used to undertake this project. Among items that should be addressed are street and sidewalk reconstruction and curbing. By improving the general level of neighborhood quality and demonstrating the City's commitment to these neighborhoods, this work should complement and increase the effectiveness of the Community Development Block Grant housing rehabilitation work. It will also equalize the quality of basic infrastructure in all neighborhoods of the City.

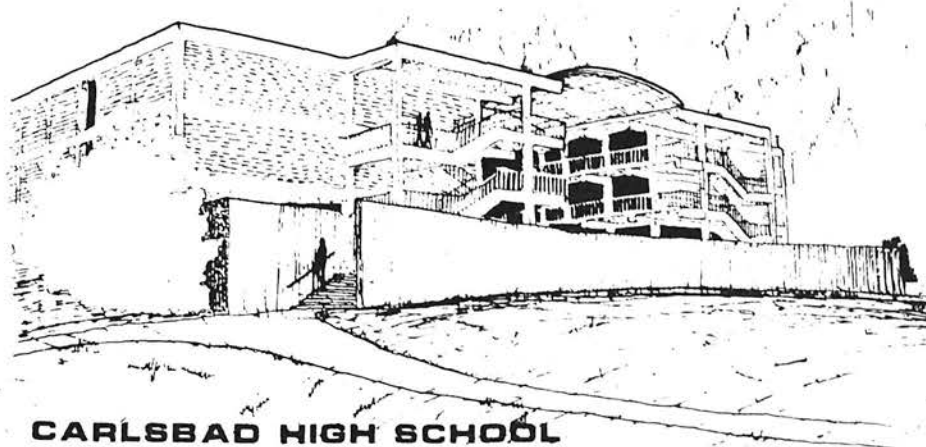
"THEY (ANGL'OS) WON'T
GIVE YOU A HAND"

Amenities to Improve Carlsbad's Image

As Carlsbad's economy changes, making the city more attractive both to tourists and to potential new residents and businesses will become increasingly important. This will require development or improvement of existing resources that are presently under-utilized. It will also entail making existing resources

and amenities more visible and appealing. In both cases, the objective is to increase the quality and diversity of what Carlsbad has to offer. Many such opportunities exist; a few are used here to illustrate the general themes.

The City is fortunate in having a diverse set of cultural and educational facilities with promising development potential. A prime example is the excellent planetarium. If appropriately staffed, this facility could be used to provide a continuously changing offering of entertainment and educational programs. Such programs would appeal to tourists not only because they are unusual, but also because they can be offered in the evening when few other entertainment opportunities are available--making the City a more attractive place to stay overnight.



Planetarium programs would also be a step toward developing local resources in the sciences--a benefit to all, but especially valued by the small but growing group of scientists, engineers, and technicians associated with the development of WIPP and several of its potential spin-offs.

Similarly, greater utilization of the Carlsbad Museum and the Living Desert State Park, including the introduction of special lectures, courses and programs, would provide City residents with greater cultural and educational amenities.

The building housing the Cavern Theatre, centrally located and architecturally pleasing, could be converted into a Performing Arts Center with minimal expense, and would be suitable for a variety of plays, concerts, dance performances and the like. The utilization of the theatre building, rather than the Civic Center, for these purposes appears appropriate. Such utilization would be of benefit to restaurants and stores in the area and would bring new vitality to nightlife in downtown Carlsbad.

In addition, the theatre building, the Civic Center, or the Riverfront Park would conveniently serve as locales for major arts festivals which would attract tourists as well as residents.

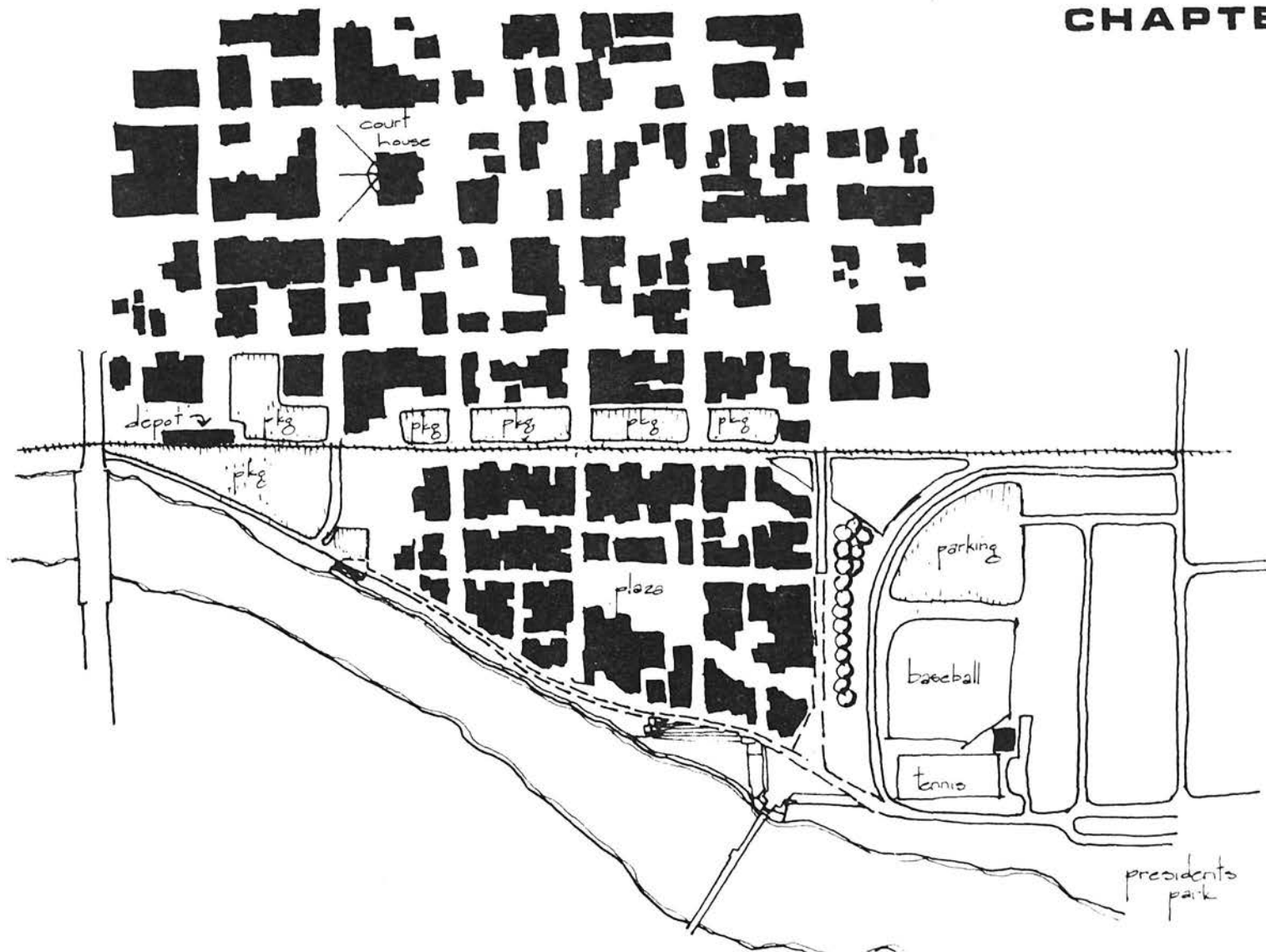
"WE HAVE THE ENTHUSIASM."



CAVERN THEATER

PHYSICAL PLANNING

CHAPTER 4



INTRODUCTION

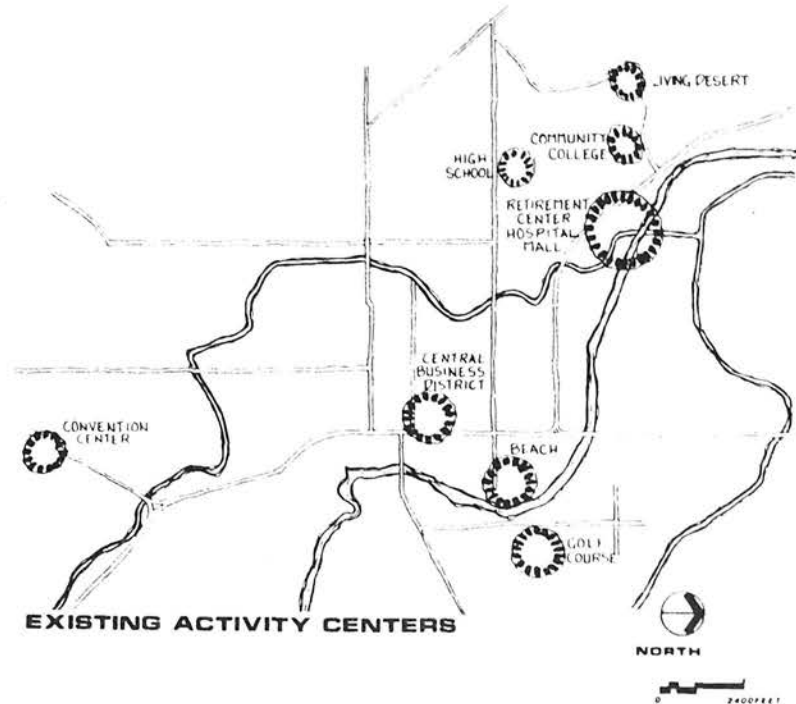
We fully recognize that the physical fabric of a community is complex, and its many parts are interrelated. However, we will break planning issues within the City of Carlsbad into several discrete parts to permit consideration of specific thoughts and facilitate implementation.

In order to provide a framework for the consideration of planning issues, we have grouped these issues into five categories:

1. Location of Uses.
2. Gateways and Corridors.
3. Activity Centers.
4. Design Standards.
5. Implementation.

Our emphasis has been on those areas of analysis which compliment the primary concern with economic development in the community of Carlsbad. Thus, many of the ideas and concerns raised by the community may not be fully discussed within this report. This does not mean that they are not important or do not need detailed consideration. Rather, we have made an effort to focus the discussion on those issues that are likely to have the greatest impact within the community. In addition, rather than attempt to isolate a single recommendation for a perceived need, we have suggested varying ways to address the problem

within the context of a recommended strategy or framework. This allows the community to develop the capabilities and resources to analyze and implement key planning initiatives.



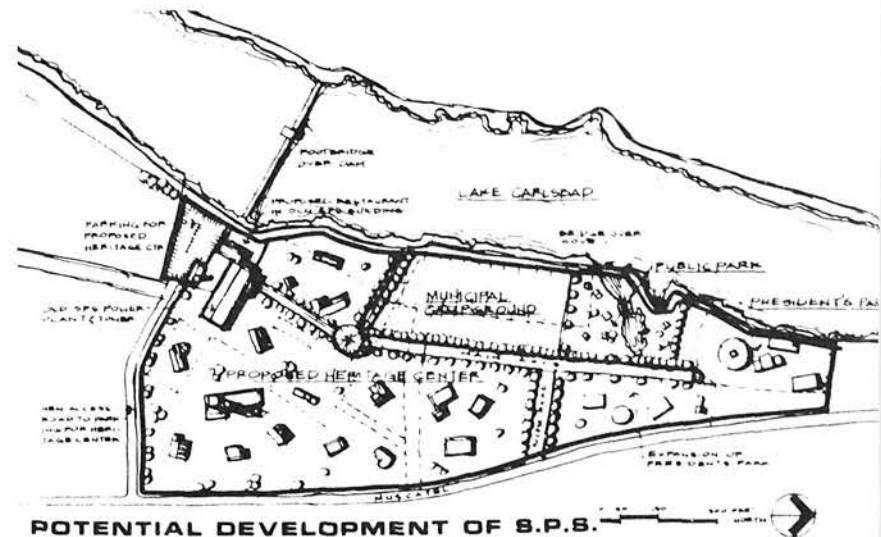
1. Location of Uses

Over the years, decisions to locate community facilities have established a pattern within Carlsbad which affects many aspects of its daily life. Location of activity centers such as the high school, the downtown business district, the Civic Center, the Shopping Mall, and

the Hospital are but a few of the elements which cause the citizens to traverse the community on a daily basis. The dispersion of these community-serving facilities throughout Carlsbad reduces the opportunities to create synergy and the sense of community that might occur if these facilities were within walking distance of each other.

Future decisions concerning the location of public service facilities should seek to reverse this trend, and attempt to consolidate compatible uses in close proximity to existing uses. This will create a critical mass of activity, which in turn will generate its own secondary attractions. Potential candidates for this concept would be to consolidate the governmental offices within the Central Business District, including the county jail. Many communities have successfully incorporated institutions of this type within their municipal court complexes, thereby avoiding costly transportation and reducing the opportunities for breaches of security. In addition, it could draw additional activity to the area and reinforce the vitality of the Central Business District. Similarly, inducing new development to occur on vacant or under utilized sites within the developed community would reinforce activity levels, reduce negative impacts upon the transportation systems, and provide a more efficient delivery of social services within the community. Use of the abandoned Southwestern Public Service Company facilities for a public serving activity,

therefore, becomes paramount; due to its location adjacent to Carlsbad Lake and its immediate proximity to the Central Business District, it provides a unique opportunity for a mixed-use or tourist-related facility rather than permitting such a facility to develop at the fringe of the community.



2. Gateways and Corridors

A major consideration for the design of a community is its system of gateways and corridors, which provides an overall organizing element for residents and visitors to the community. Carlsbad has three potential gateways -- from the east, north, and south. These gateways are, at the present time, not well defined; they should be.

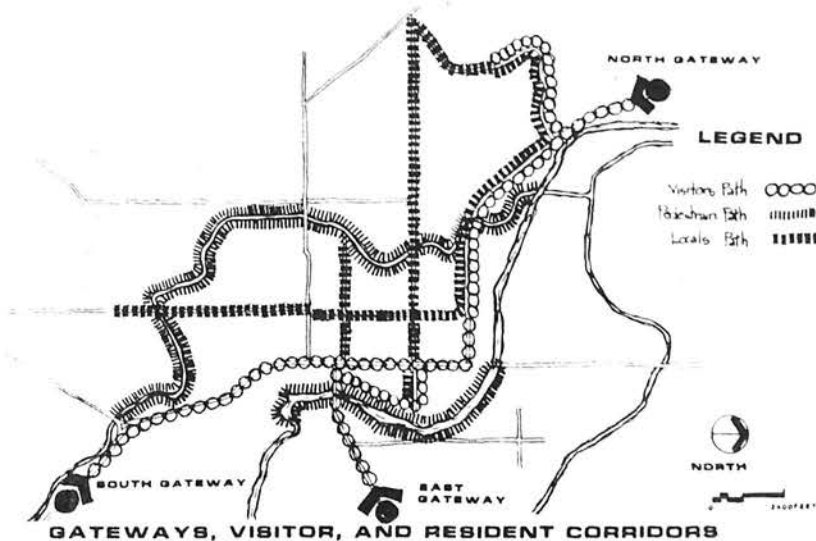
Important considerations for gateway locations include incorporating all significant activity centers within the community inside its boundaries, and having a clearly delineated transition between that portion of the community that lies outside its boundaries, from that which lies within. This can be achieved through the use of physical features, landscaping, and graphics, as well as natural or historic features such as those that exist within the Carlsbad community.

We propose that the gateways to Carlsbad be located at the canal viaduct to the north, the intersection of the highways from El Paso and Loving, and the Hobbs highway as it crosses the Pecos River. Each of these locations permits opportunity for a clear definition, a transition to a more urban treatment, and the ability to direct the traveler into the city along preferred routes of travel.

The corridors of travel within Carlsbad need to serve two separate functions -- those of the local resident, and those of the visitor. In some instances these can be accommodated through a joint use of street systems, while in other cases it may prove to be advantageous to clearly separate them.

A principal objective of the corridors serving the local residents is to provide safe, efficient access within the community to the various activity centers which will be their destinations. Major corridor

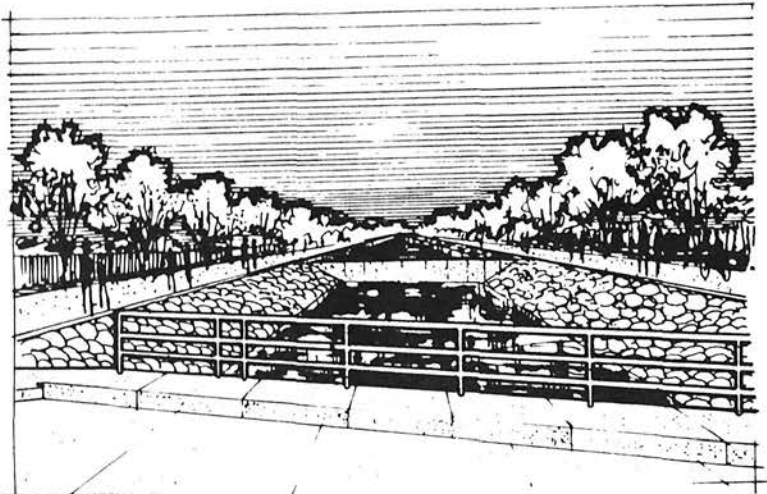
systems within Carlsbad serving the local residents include both north/south and east/west directions, and should be designed for both vehicular and pedestrian movement.



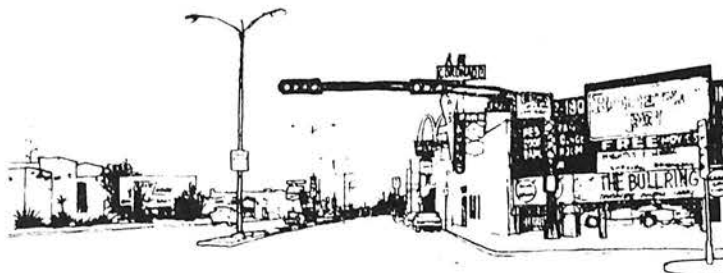
A significant opportunity exists for the creation of a major north/south pedestrian linkage utilizing the irrigation canal. Several other western communities with similar canal systems have developed them as pedestrian/open space systems, incorporating a green belt/linear park concept for the movement of people.

Along the local serving vehicular corridors, cleanup/fix-up opportunities exist which would aid in definition of the corridor, as well as improve its visual qualities. This could include the

incorporation of a street tree planting program, simplification and control over signs, and similar programs that can be implemented over a period of time.



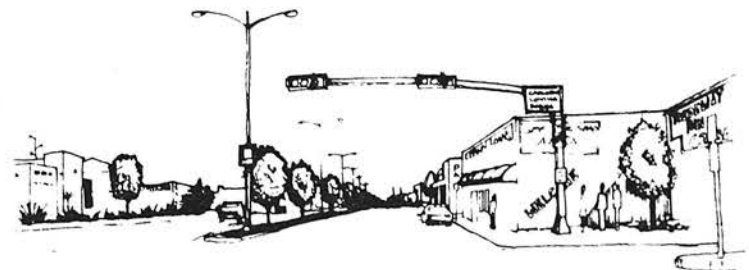
CANAL



BEFORE

Corridors which serve visitors to Carlsbad have a different function -- they must help guide the visitors to their destinations in a clear, efficient manner while exposing them to the multiple opportunities for recreation, shopping, and cultural enjoyment that are present. At the present time, the visitor corridor along Canal Street is quite cluttered with signs, and has little or no landscaping treatment, presenting a poor impression of what is, in fact, a very attractive community.

This corridor needs to be exposed to the beach area, the Central Business District, and other activity centers within Carlsbad, as well as be improved aesthetically. Due to the narrowness of sidewalks along major portions of Canal Street, the principal opportunity for introduction of landscaping rests in the installation of street trees in the islands separating traffic lanes. Such a program would provide a strong, unifying element as well as introduce



AFTER

some softness and greenery into an otherwise harsh environment. Restrictions on the proliferation of signs would further improve the atmosphere, and create a favorable impression upon the visitor, while exposing him to the many fine attractions that Carlsbad has to offer.

The route of the visitor corridor must be carefully considered; it must permit maximum exposure to as many attractions as possible, without appearing circuitous. If an opportunity exists to route it so that it circles the Central Business District/Beachfront area for those visitors arriving from the east, these visitors would have maximum exposure to a significant number of the attractions Carlsbad has to offer, and greater opportunities to stop and participate in shopping, cultural, or recreational activities. In addition, the route, if clearly differentiated from other, local-serving streets, would provide ample opportunities to clearly but tastefully inform the visitor about nearby features that might not fall directly along the corridor's route.

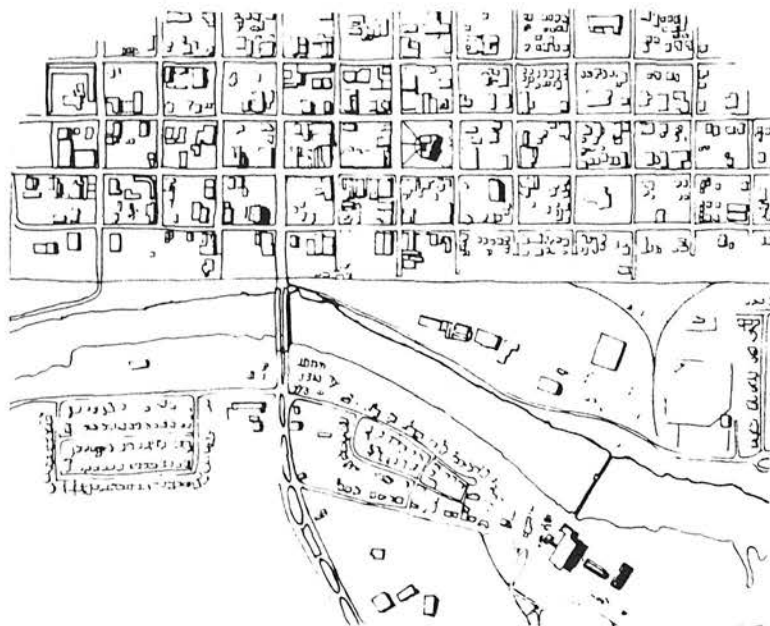


Gateway and Corridor identification can be achieved at various levels, as well as phased over time. For instance, a pedestrian linkage between the Central Business District and the Beach, which we believe is vital to the creation of a unified Central Activity Center, could begin with nothing more than a series of colorful banners, with the addition of streetscaping, graphics, and similar tools at some future date. Over time, as the two areas grow toward each other and compatible uses fill in the voids, a strong, pedestrian-oriented environment can be achieved that combines the vitality of the retail/government center with the festival environment of the riverfront. The important factor is to recognize the need for the linkage, and begin to implement it in as many ways as are possible within the capabilities of the public and private sector.

3. Activity Centers

There are multiple activity centers within Carlsbad, some of which serve only the local resident, while others serve both the resident and the visitor. These activity centers presently serve as focal points for the physical fabric of the community as well as provide the greatest opportunity for its future development.

Institutional centers serving the local community include the high school, community college, the hospital and retirement communities, and local-serving retail centers. Of greater interest for purposes of this study are those activity centers that currently serve, or could be developed to serve, both the resident and visitor alike. These include the Living Desert Museum, the Carlsbad Public Library and Museum, the Civic Center, the Central Business District (CBD), the riverfront recreational area, and the airport/industrial park area. Most of these fall within the boundaries prescribed by the proposed Gateways to Carlsbad, and are readily accessible by the suggested principal corridor system.



EXISTING C.B.D.

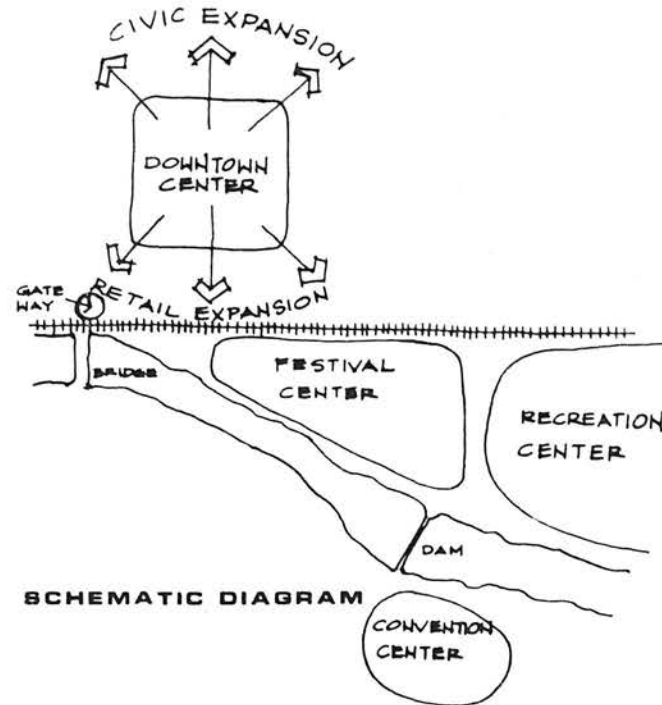
Of greatest interest to the R/UDAT Team are the Central Business District and the riverfront recreational activity centers, for we believe that, if they can be combined into a single, mixed use activity center, they would provide a significant opportunity to expand visitor attractions within Carlsbad, while also serving a vital community need.

At the present time, the Central Business District and the riverfront each have many ingredients that could contribute significantly to a vital, pedestrian-oriented activity center; it remains to compliment them with compatible uses, and link them together with an effective pedestrian network. To promote this goal, the City could direct or encourage potential institutional and public serving activities to locate in close proximity to the existing governmental facilities and make a concerted effort to reoccupy empty retail or commercial structures in the area before new facilities are constructed. Moving eastward from the public and institutional uses to the retail center, new ventures should be encouraged to locate between Fox Street and the riverfront, while additional recreational/festival types of activities should be encouraged along the riverfront and toward the west. Restoration of the Southwestern Public Service Company power plant as a retail or hotel/convention facility would provide a strong anchor and gateway to the community, and bring a tremendous amount of vitality to the area. All of these events, occurring

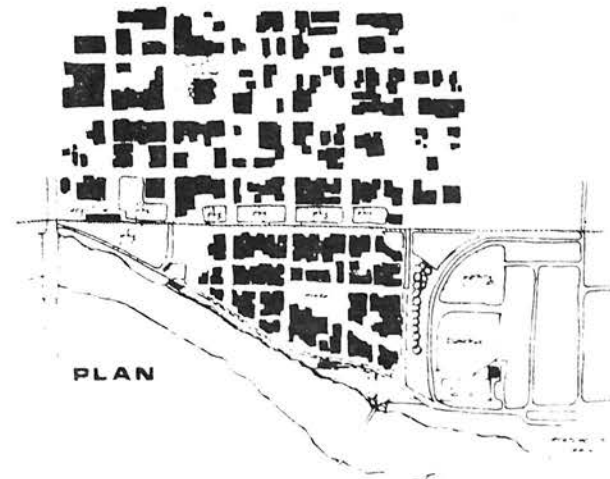
over time, would begin to produce the opportunity for a successful, revitalized downtown that would also appeal to the visitor. The creation of a festival environment could provide the catalyst to capture significantly greater tourist dollars, and provide an attractive amenity to the community.

Achievement of such an activity center depends upon many ingredients, and will require both time and energy to bring about. However, the ground work can be laid today, and the idea fully realized over time. Activities associated with off-street parking, beautification, relocation of non-supporting uses, and introduction of reinforcing uses are all required in such an undertaking and will require a broadly based commitment on behalf of the entire city. However, the benefits can be significant, and the process can begin today.

Beginning development of off-street parking for employees is important, so that on-street parking will be both convenient and readily available to residents and visitors alike. Use of under-utilized land for this purpose in concert with an appropriate enforcement program, and produce excellent results without the imposition of costly parking structures. Introduction of shade trees and landscaping within the urban core can be achieved without sacrifice of scarce parking spaces, and will achieve both a softness and



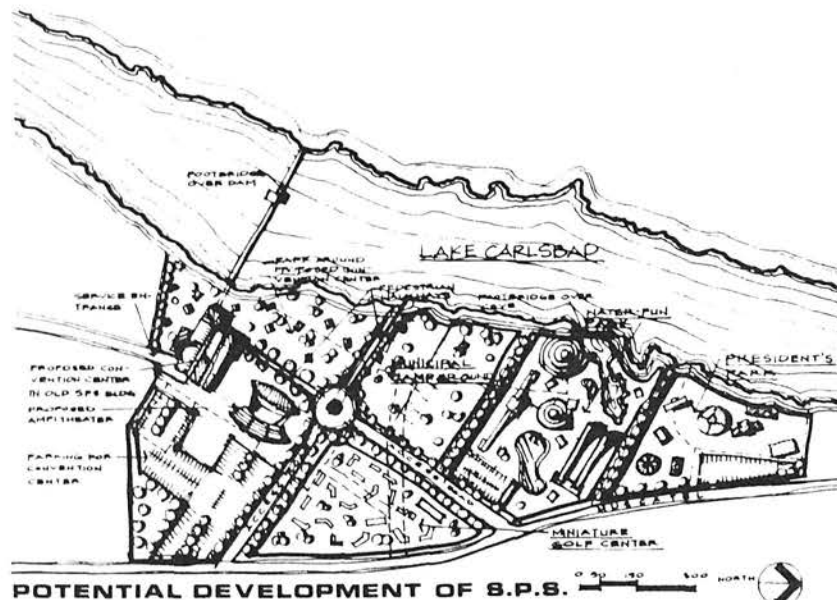
SCHEMATIC DIAGRAM



PLAN

POTENTIAL EXPANSION OF
DOWNTOWN/RIVERFRONT ACTIVITY CENTER

unifying element to define the activity center. Removal of industrial uses and substitution of people serving and generating activities will reinforce the attractiveness and vitality of the area, and serve as a catalyst to attract other important users such as hotels and restaurants to the area. Each depends on, and in turn serves the other.



The R/UDAT Team has observed real potential for the creation of a truly exciting "down/town riverfront" activity center. Clearly, it will not be simple to achieve, but we believe the basic

resources and proximities are present that will permit it to occur over time. While numerous specific suggestions can be made, we believe it is more important at this time to focus on the basic planning and economic factors that are, or should be, present. These include:

- a. An understanding of the potential that exists, and the commitment to its ultimate achievement.
- b. Definition of the major planning elements upon which the concept rests, and preservation of options to permit the gradual transformation of the area.
- c. Development of a close, cooperative environment between the diverse interests involved, and the creation of a vehicle to overcome the many hurdles that could stand in the way if allowed to do so.

With the realization of the Brantley Dam project, and the level of recreational activity it will attract, as well as the potential of a regional airport to the north of Carlsbad, the "Downtown Activity Center" will become the focal point for a significant level of north/south traffic from the Caverns and El Paso, as well as for visitors arriving from the east. Thus, this

Gateway to the "Carlsbad Recreational Region" can become a focal point for multiple activities, building on an already proven attraction, the River Park area.

While particular emphasis has been placed on the Downtown center, other activity centers deserve equal attention. Each provides an important economic base and also serves the community of Carlsbad. Introduction of additional landscaping treatments and improvements to the general area through enforcement of zoning and sign ordinances can serve to enhance the attractiveness of the area, and assist in the creation of centers which encourage a pedestrian environment.

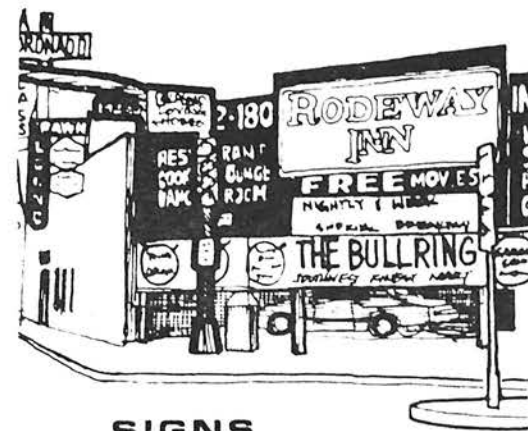
4. Design Standards

At the present time Carlsbad employs zoning and subdivision regulations to insure the welfare of its citizens. These regulations speak primarily to the physical aspects of developments within the community, but are generally silent with respect to their aesthetic qualities.

A principal asset that Carlsbad has to offer its citizens and visitors is its environment: a superb climate, an attractive waterfront, and some truly outstanding examples of architecture, both historic and modern. However, much of this becomes diluted by the preponderance of mediocre or average development that occurs throughout the city.



HISTORIC BUILDING



SIGNS

Serious consideration should be given to the development of design standards that could be incorporated into existing regulations which would guide development and offer opportunities to upgrade the environment. Such standards might include provisions for a minimum level of landscaping along public streets within private parking lots, and along openspace systems. While the issue of sign controls has been addressed, it has been ineffective, either through lack of enforcement, or the inadequacy of the regulations. Attention to the placement of utility and service elements should be given consideration, as well as reconsideration of a means for trash collection which places unsightly containers on many residential streets. Public review of site plans and building elevations of major projects should be evaluated to determine whether it is in the community interest to exercise control over this aspect of development.

The subject of design standards is a controversial one, but deserves a vigorous debate within the community. Many communities have discovered that they can incorporate and administer such regulations without fear of rejection, and with an overall benefit to the community. Given the many assets that Carlsbad has which deserve protection, as well as its need to look toward future creation of attractive, visitor-related activity centers, design standards should be given serious consideration as a

comprehensive component of an update to the city's masterplan, zoning, subdivision regulations.

5. Implementation

...."the best laid plans...." aren't effective in the absence of methodical implementation. This includes having the tools for implementation, knowing how to use them, and having the perseverance to apply them over time. This study makes several suggestions and recommendations, which can serve as a beginning towards realization of important goals for the City of Carlsbad. However, if an effective program for their implementation is not developed, our time and yours will have been wasted.

It has been our objective to cover a broad range of issues, which, in turn has not permitted the development of a detailed implementation plan. We are confident that the citizens of Carlsbad have both the expertise and energy to carry out those recommendations that are deemed appropriate; therefore, we will limit our discussion to an outline for an action plan, with suggestions for areas of immediate attention, as well as long range implementation.

It should be further stated that many of the recommendations speak to very ambitious events, which will require a long period to be fully realized.

However, it is important to realize that these activities can and do have simple beginnings, and those beginnings can occur immediately. Many of the recommendations can become the mandate of civic and service organizations that are operating in the community today; others can be accomplished on an individual basis, while yet others will, of necessity, require the acts of agencies of the City government. What is most important is to act -- to continue the tremendous momentum that has been created in support of this study, and to begin to focus that energy in ways that will produce tangible results. Following is a general discussion of the tools and procedures for their use that will assist in implementation of the planning recommendations that have been made.

MASTER PLAN

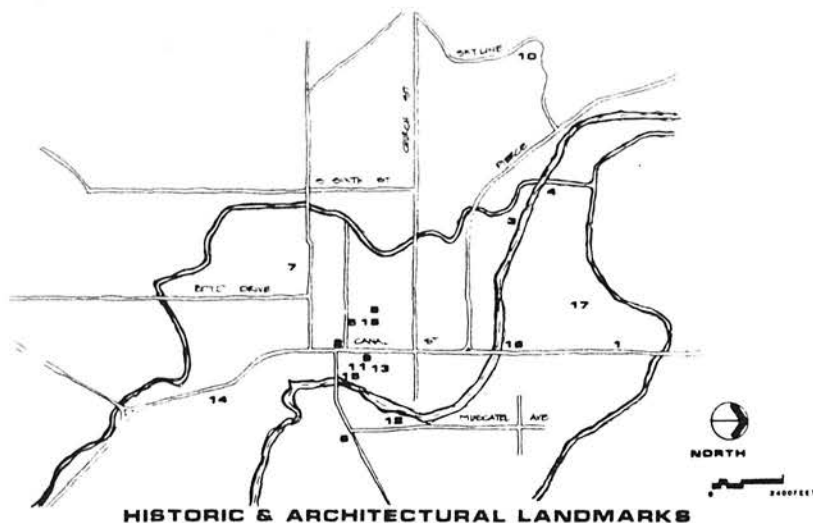
A new comprehensive plan for the City of Carlsbad would quite possibly be the most important result of the R/UDAT report. A new Master Plan, along with the adoption of a new Zoning Ordinance and Zoning Map are essential to the future of the City of Carlsbad.

Comprehensive plans for the City were prepared for the Chamber of Commerce in 1946 and revised in 1951. Later, in 1962, the Planning Commission adopted a document prepared by Harland Bartholomew and Associates entitled, "Master Plan, City of Carlsbad, New Mexico, 1962." The plan, although well intentioned,

was based upon a number of premises which have proven unrealistic, such as the assumption that the City's population would increase to 50,000 by the year 1980. In 1973, the firm of Chamber, Campbell, Isaacson & Chaplin, Inc., prepared a report entitled, "Carlsbad Comprehensive Plan Update," which was funded by the U. S. Department of Housing & Urban Development. The 1973 Plan Update, like the 1962 Plan, contained a number of worthwhile suggestions, most of which were never implemented.

In 1982, Harland Bartholomew proposed developing an updated and coordinated Master Plan for both the City of Carlsbad and Eddy County. The proposal would have set forth a new land use plan, a new traffic plan, a new community facilities plan, a new housing strategy and Central Business District strategy and would have contained major recommendations for revision of the City's Zoning Ordinance, Subdivision Regulations and Capital Improvement Plan.

The R/UDAT Team strongly urges the City that it retain the services of a professional consultant in order to prepare an updated Master Plan. Further, a new Master Plan for the City should not be adopted without active public input into the plan, and any plan adopted should have the understanding and support of the residents of the City of Carlsbad.



A listing of possible historic buildings, structure, sites and architecturally significant buildings is as follows:

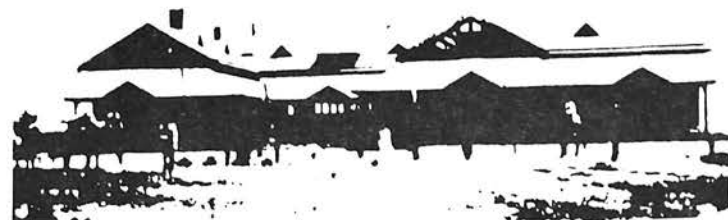
1. C.B. Eddy Ranch Headquarters (1880)
2. First National Bank (1891)
3. Carlsbad Springs
4. Flume (Aqueduct) (1903)
5. Grace Episcopal Church
6. Hagerman/Mead Residence (1906)
7. San Jose Church (1922)
8. St. Edwards Catholic Church
9. Eddy County Courthouse
10. Living Desert State Park
11. Pate Office Building
12. Southwestern Public Service Power Plant
13. Cavern Theatre
14. Phoenix (Adobe) Whore House
15. Carlsbad Train Depot
16. Bujac Residence
17. Merchant Residence
18. Nims/Calvani Office Building
19. Residential Architect Throughout the CITY

HISTORIC AND ARCHITECTURAL RESOURCES

There are a number of historically or architecturally significant buildings and structures in the CITY. These presently exist mainly as an untapped community resource.

These are considerable tax and other economic advantages in rehabilitating historic buildings and putting them to productive use. A listing of a house on the National Register of Historic Places confers a number of tangible benefits on the community. A historic house or an architecturally significant building can become a major tourist attraction or a cultural resource of the community.

We would recommend that the CITY appoint a committee to survey and designate the historic and architecturally significant structures in the CITY.



ZONING ORDINANCE

The present Zoning Ordinance of the City is a comprehensive one, containing over eighty pages of text addressing the usual issues of district boundaries, use, height, bulk, setbacks, nonconforming uses, appeals and enforcement. Although it was not possible for the R/UDAT Team to conduct a comprehensive analysis of the Zoning Ordinance during its three-day visit, we do recommend that amendments to the ordinance be considered in the following areas:

- A. Zoning uses on buildings otherwise prohibited in districts within the City may be authorized by the City Council (see Sec. 38-59). This provision may lead to abuses and should be reconsidered.
- B. Certain areas outside the City, but within its extra-territorial jurisdiction, are unzoned. In such areas, uses are authorized by Special Permit. The City should consider zoning all unzoned areas within its jurisdiction.
- C. In order to provide for greater flexibility in land use development, the City should consider the adoption of a Mixed Use Zoning District or possibly a Planned Unit Development District.
- D. In order to encourage the growth of the retirement industry, the City should consider the adoption of a Retirement Residence District or give a density bonus for retirement developments in Residential Districts.
- E. The Community Unit Plan (Sec. 38-60) should be revised to allow such developments on sites substantially less than 20 acres. In addition, the Ordinance should make specific provisions for condominiums, for clustered attached and semi-detached dwellings, and the like.
- F. The Zoning Ordinance should be amended to provide greater development incentives for the Central Business District and for the creation of a government center adjacent to the Central Business District.
- G. The present ordinance provides for the phasing out of non-conformity uses related to open storage and advertising

signs within two years (Sec. 38-97). Consideration should be given to enlarging the types of nonconforming uses to be phased out over time.

SIGNAGE

The proliferation of signs throughout the City in various shapes, sizes, colors, and states of repair detracts greatly from the natural beauty of the Carlsbad area and gives the City an appearance of "blight". Such a situation is contrary to the image which the City seeks to present to its visitors, businessmen, and retail shoppers.

The present Sign Ordinance was adopted in 1959. Unfortunately, it does not apply to signs erected prior to that date, many of which still exist, mostly in advanced state of disrepair. Further, the Ordinance does not apply to some of the most offensive types of signs, including wall signs and temporary signs not exceeding 32 square feet.

Enforcement of the Sign Ordinance is the responsibility of the Building Inspector with a property owner having the right to appeal to the Planning and Zoning Commission. Complaints have been voiced about the adequacy of the enforcement of the Sign Ordinance.

It is recommended that the City give serious consideration to the repeal of the existing Sign Ordinance and the adopting of a compre-

hensive new Sign Ordinance covering all types of signs in the City and addressing such matters as sign size, location, color, illuminators, maintenance, and enforcement.

The City should consider limiting the number of off-premises signs which a commercial establishment can erect. A number of cities have eliminated off-premises signs altogether or else require them to be of a standard size, lettering and color. Although such limitations initially meet with resistance by affected property owners and businesses, in the long term it is these groups which benefit economically by such restrictions.

Apart from the Sign Ordinance itself, there is a paucity of signs to direct the visitors to major tourist attractions, to the Central Business District, to government offices and to public parks and recreation areas. It is suggested that signs of this type be of uniform size, color, and clarity, and perhaps contain a logo of the City. Such signs can be integrated into a "Visitor Route" sign which will aid visitors to the City.

SITE PLAN REVIEW AUTHORITY

Located within the City are a number of poorly planned and interactive commercial developments including motels, restaurants, shopping centers, and free-standing retail and industrial developments. Very little site planning appears to have gone into such developments.

The problem does not primarily rest with the property owner, but rather that the City apparently has no mechanism to review site plans for proposed commercial developments. Under the present system, if a building is proposed that complies with the Zoning Ordinance and any other applicable laws, the Building Inspector is required to issue a building permit.

It is proposed that an ordinance be adopted giving site plan approval authority to the Planning and Zoning Commission for all future commercial developments. Such authority would be similar in concept to the authority which the Commission exercises over residential subdivisions.

Such site plan authority would require a proposed commercial development to submit to the City, in addition to the presently required documents, a proposed drainage plan, a proposed landscaping and building plan, a proposed utility plan, a proposed internal parking lot and traffic plan, a proposed sign plan and a description of the materials proposed to be utilized on the exterior of the building. Issues such as runoff and traffic problems created during the construction phase should also be addressed.

Any such site plan approval process is a process of give and take between the developer and the City. The end result is usually better, more attractive development resulting in substantial benefits for

both the property owner and the City.

LANDSCAPING AND PLANTING MAINTENANCE

A drive through many sections of the City reveals a noted lack of green space adjacent to commercial buildings on major thoroughfares. Where there is landscaping on improved or unimproved commercially zoned or residentially zoned lots, it is often not well-maintained. The negative visual impact of such properties can be distracting.

The tools presently available which address this vital concern are the Eddy County Subdivision Regulations, which apply mainly to new residential subdivisions and Ch. 37.1 of City Codes, an Ordinance entitled "Weeds". The latter requires the owner of improved or unimproved lots or tracts to cut and remove any growth of weeds greater than 12 inches in height or any accumulation of weeds. However, additional landscaping tools would greater enhance the visual appearance of both residential and commercial neighborhoods.

It is recommended that the City give consideration to the adoption of a Landscaping and Planting Maintenance Law. Such law would require that owners of property in previously approved residential subdivisions continue to maintain the landscaping, planting, and other buffering areas that were required as a condition of subdivision approval. Such a law would also require commercial developments to continuously

maintain whatever landscaping and plantings that were required as a condition of site plan approval.

With respect to existing commercial developments along major thoroughfares, the City of Carlsbad should encourage, or perhaps require, property owners to install and maintain landscaping and planting strips between the lot lines and the parking areas, and within the parking areas themselves. Further, as to existing residential developments, the present Weeds Ordinance should be expanded to require residential property owners to keep their landscaping and planting in a properly maintained condition.

Although such suggestions may initially meet with strong resistance from both residential and commercial property owners, experience in other cities has shown that such government controls have served to increase property values and have general support within the community.

CONCLUSION

Finally, the R/UDAT Team recommends that consideration be given to following ideas which can be developed through the resources and energy to the citizens of Carlsbad:

- Design Standards: Utilize the very talented design community that resides in Carlsbad to formulate a set of design standards dealing with landscaping and archi-

tectural treatments, and incorporate them into your present ordinances.

- Beautification: Develop voluntary and sponsored programs to install landscaping in designated areas within or adjacent to activity centers, utilizing a unified planting palette to achieve continuity and identity. Encourage individual owners to maintain or fix up their homes and businesses through a program of "pride in our community."

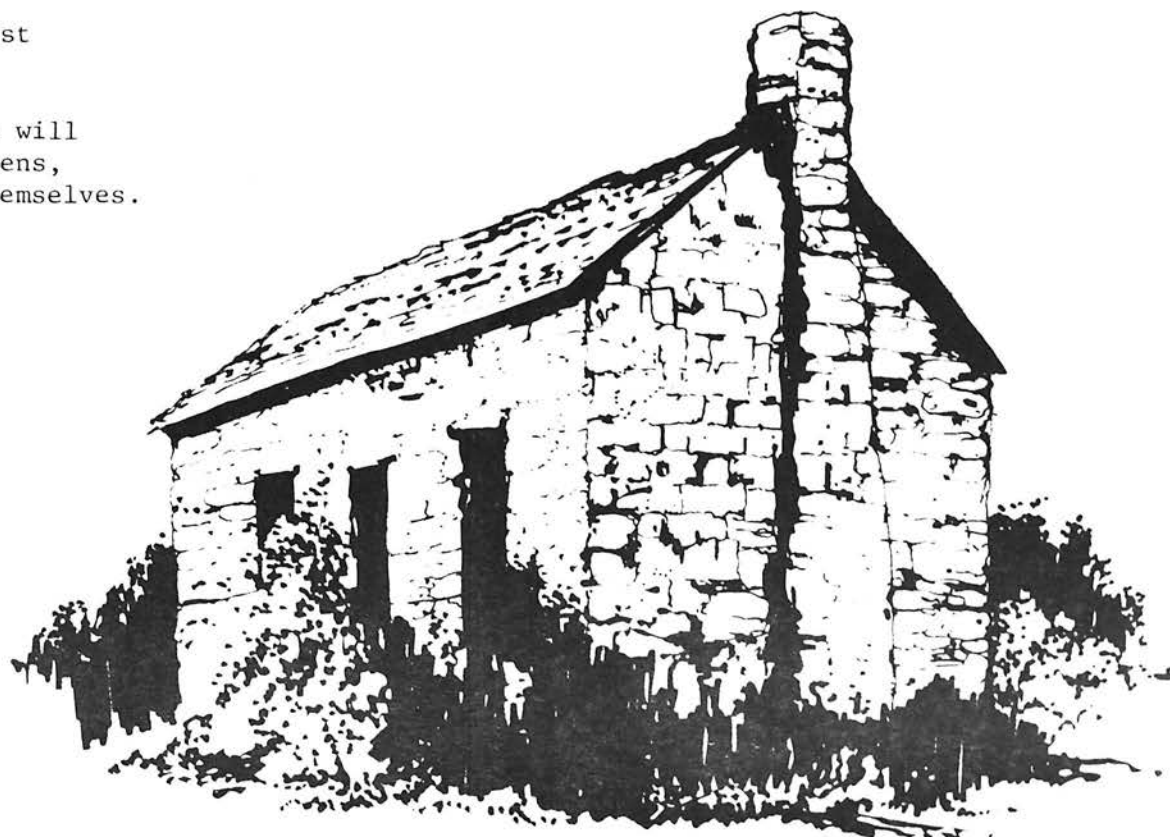
- Enforcement Programs: Utilize the tools that are available, but not fully employed. If the books, enforce it. If it is no longer appropriate, change it. Either way, DO IT.

- The Mainstreet Program: Take advantage of national programs that have been developed for communities such as Carlsbad. "Revitalizing Downtown", a program produced by the National Main Street Center, is full of great ideas for improving the image of a community, using resources and tools readily available within Carlsbad.

-Historical Designations and Tax Act features.

-Expansion of the Riverfront System:
Development of the East bank of the riverfront park system provides additional opportunities for meeting resident and visitor demands for festival type activities. The newly acquired acreage, coupled with the adaptive reuse of the Southwestern Public Service Building presents a significant opportunity to reinforce the outstanding facilities that exist today.

These are but a few suggestions that will get the ball rolling; once that happens, things will begin to take care of themselves.



IMPLEMENTATION

CHAPTER 5



**"IT'S GOING TO TAKE
PEOPLE WITH IDEAS
FOR CARLSBAD TO GROW."**

**"WHY DON'T WE
UTILIZE THE
BRAINPOWER WE
HAVE RIGHT HERE
IN OUR OWN
COMMUNITY?"**

With these statements, the people of Carlsbad speak to today and Carlsbad's future. The quality of life in all cities depends heavily on the perceived place that the city's people believe themselves to have in their environment, government and community. For any plan for the future to work, the people must be an integral part of the planning process. For the people to want to participate in the future Carlsbad, their perception of this environment, their schools, city and county governments, and their community must be positive and communications must be continuous.

One of the most successful communications programs, used by many cities, is the Goals-for-the-City program. Goals for Dallas, Goals for Corpus Christi, and Goals for Wichita Falls are but a few of the very successful programs going on near Carlsbad. One of the first implementation programs should involve all of Carlsbad in a well-organized Goals Program that is a forerunner of an all-out effort to pull Carlsbad into the future. The time span for the initial goal-setting process can be compressed into a six months period; the goals can then be updated annually. The cost can be anything, but it certainly could be kept within \$75,000 including donated time and services. Annual costs could be considerably less.

During the same time period, a Leadership Training Program should be initiated by the Chamber of Commerce, Jaycees and other such organizations. The program would be a school for the future leaders of Carlsbad, tuition paid by their employers, to learn about all facets of life in Carlsbad. Such programs usually meet one night a week for three months. The future leaders are exposed to the present leaders and to the behind-the-scenes working of the city and the service organizations. This program will encourage all the participants to be involved not only in volunteer work, but in the political life of Carlsbad. The activities above will continue the momentum of the pre-R/UDAT work, will accent the points of this report, and can start the actualization of a new and comprehensive long range plan for Carlsbad.

A city will wander in the desert without a long-range, comprehensive plan. Carlsbad's last plan, completed in 1973, is out of date, and needs to be redone. The future plan should be updated annually by the Planning Commission and the city staff. The future plan should include elements that address, at a minimum, transportation, housing, capital improvements, communities development, industry, tourism, and of course, planning itself. The plan can answer questions about the entire City including the Downtown and its future. The Downtown is the heart of the City, and without it, the City will die. A Goal for the downtown should be to make it the financial, cultural, recreational, and governmental center of not just Carlsbad, but the entire area.



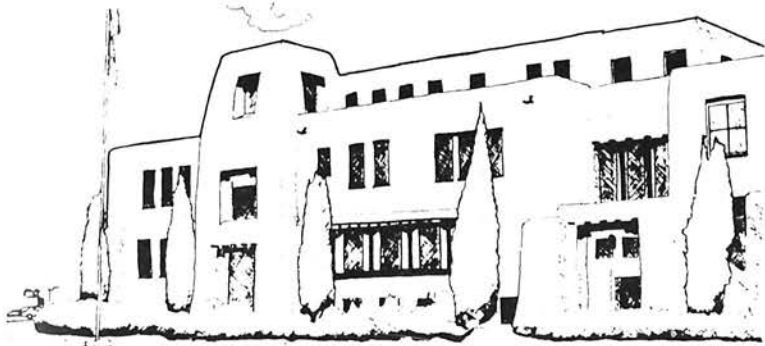
All of Carlsbad and its people are vitally connected to the future of the Downtown not only because it generates a large part of the revenue needed to run the City, but also because at least forty percent of the land area is publicly owned by the citizens of Carlsbad. As Downtown goes, so goes Carlsbad!

Fund raising for the future like planning, must be a shared activity. A not-for-profit private Development Corporation should be formed to coordinate all these activities.

It should raise enough capital funds, from the City and the surrounding area, to employ a Director and fund an office. The Development Corporation's main thrust should be to implement the program called for in this report and all programs developed from it. It would be the private element of a public-private partnership in which the City government and the Corporation would develop an annual implementation plan. The Corporation could also provide some seed money to cause "things to happen." Carlsbad is indeed fortunate to have the Carlsbad Foundation. The Foundation should be a very strong participant in the partnership with the Corporation and the City.

The City government's part in the partnership will be vital, and its actions will provide a valuable indication of government's interest in the citizenry. How government acts and how it is perceived by the people of Carlsbad are not always the same. A city government, by law, is a business that can have no secrets. While this is basically good, it has certain drawbacks when it comes to getting things done in a timely and expeditious manner. Because of the checks and balances imposed by law, city governments are often slow to act and much more conservative than the electorate. Therefore, the implementation of programs and projects that are needed quickly can be guided by the Corporation, while the larger, longer-lasting programs are handled by the City.

For the City to act quickly and responsibly, it must have continuing communications with special interest groups. The City should expand its Boards and Commissions to include, in addition to those existing, such special interest groups as:



-Youth Activities Advisory Board
made up of Junior and Senior
leaders from the High School.

It should not be a school-oriented
committee.

-Role and Status of Women Commission.

-Human Relations Commission to
help with real and perceived
discrimination cases concerning
employment, housing, and public
access.

-Human Resources Commission to
help define and coordinate the
needed delivery of services
to the poor, sick, elderly,
unemployed, and minorities.

To insure that new and fresh ideas are promulgated and to broaden participation in government, terms on all Boards and Commissions should be limited to two consecutive three-year terms with a maximum of two years as chair. This would help with those that perceive they are locked out of government.

These Boards and Commissions should have access to the City government through the City Department that relates to their special interest. They should be allowed to pursue an active program with a viable budget line item, prepared by the Board and approved by the City Council. Work on these Boards and Commissions will cause a great interest in the City and its government by all and should have a strong positive effect on the politics of the City.



PROMOTING SPECIFIC OBJECTIVES

Economic Development

The development of an economic plan for Carlsbad is important. The Development Corporation should write a plan with the aid of the Business Development Agency of New Mexico. One step that can start immediately is the working with the Retirement/Medical Community to further current efforts to make Carlsbad a retirement destination for "snow-birds". Advertising in Chicago and Minneapolis newspapers on a regular basis should start the inflow. A plan with Hospital Corporation of America, which has the expertise, could be completed in a few weeks with implementation of that plan following closely behind.

A plan for downtown property owners to paint-up, fix-up, and clean-up could be started by Spring of 1985. This would help to define the downtown area and start its reformation.

A very long range objective, which will be very hard to achieve but which should receive serious attention, is the development of specialized programming at the College, perhaps by making it an extension site for New Mexico State University.

Tourism

Implementation of the entire set of recommendations affecting tourism is important. A first step, to be in place by next Spring, would be the marking of the Visitor's Route.

Additionally, a Festival Committee should immediately start planning for the Festival of 1985. These initiatives can be visible symbols of the start of the visitor promotion program.

Quality of Life

An easy accomplishment, this year or early next year, would be either a reprogramming of local radio stations to carry certain kinds of popular, classical and easy-listening music at given time periods each day. If this cannot be achieved, then negotiation with the cable TV company could bring that programming in from another source.

The Youth Activities Advisory Board can be set up immediately so that teenagers can have a say in their activities and plan them themselves.

Physical Planning

A symbol of change and of the future would be the hanging of some banners at the intersections to mark gateways to the community and to clearly demarkate downtown. This is very simple and inexpensive, but would be a visual expression of the new planning program. The City's staff, along with its Boards, Commissioners, and Task Forces, should start updating and rewriting the various planning and zoning ordinances listed in Chapter Four. A very quick identification of potential opportunities and constraints around the City should be listed to assure these are not destroyed. Study of the "Mainstreet" Program and

and the Riverfront, discussed in detail in the chapter on physical planning, are very desirable. Visitors who frequent the beach area will be encouraged to utilize the Central Business District area. In addition, these linkages will serve to improve the appearance of the Central Business District area.

The City and the Merchants Association should coordinate their efforts to develop and implement a plan which is geared to attracting tourists to the Central Business District.

NEW INDUSTRY

A key element in the decline of Carlsbad's economic base has been its dependence upon one industry--potash. The initial stabilization and future expansion of the local economy should be based on a diversified grouping of industries. The City has been successful in developing several industries--education, retirement, health care, tourism, and recreation. The goal now is to find ways to enhance each of these industries. Education, retirement-related businesses, and health care are discussed in the next chapter.

EDUCATION

The City has been very successful in developing a two-year college which is a branch of New Mexico State University. The college focuses on meeting the educational needs of the Carlsbad community. The expansion of the facility to include a specialized extension of New Mexico State University focused on Math and Science. It should not only serve the

the needs of current Carlsbad residents but also act as an attraction for new industries that may consider location in Carlsbad. Industries such as WIPP employ large numbers of people who must continually take technical courses to keep abreast of changes in their professional fields. A facility with innovative, flexible programs--using computer-based or videotaped instruction coupled with periodic visits of Carlsbad students to the main campus (or visit of faculty to Carlsbad)--would be very attractive to such employees and their firms. Such a facility could also better prepare local residents for the more highly skilled jobs that are available in the area.

Retirement

The existing facilities-- Landsun, Lakeview and Northgate--have about 400 residents including nursing home residents. This can become the basis of a future intensive recruitment of retirees to live not only in organized commercial facilities, but also in single family housing throughout the City. Increased development of a retirement-community will necessitate improvements in transportation both into and out of Carlsbad, and within the City. Some Federal 202 program multi-family housing is suggested so that all residents may be served.

The retirement community now existing in Carlsbad combined with the medical center (hospital) and doctor's clinics employ over 1,000 people and has an annual payroll in excess of \$10 million.

Implementation of that program for the Central Business District of Carlsbad would also be a high-payoff way to begin.

The City should continue stepped up code enforcement to bring the visual pollution caused by garish signage back within an acceptable range. While zoning and subdivision ordinances seem to have worked well in the past, a rethinking of the impact of these ordinances on the sprawl to the south and within the residential area will be an important benefit of an early review. Infill of vacant areas within the City is desirable and cost effective to City government; it allows the City to have substantial growth and upgrading with little, if any increase in the cost to the City for services.

A conscientious effort by the City and the Development Corporation to let local investors know of the profit potential in remodeling older buildings is a must. If a building is forty years old or older, twenty percent of any costs, including purchase price, can be taken as an investment credit on IRS tax returns.

CONCLUDING THOUGHTS

Often people, and cities, will decide that the world works in a certain way; that some group or industry or technology is good, or bad. We all bet on the future by taking our resources and buying something important: a house, an education, stocks and bonds. Sometimes you win; sometimes you lose.

Everyone must check their assumptions, facts, and confirm the truth.

If a person, if a city, continues to operate on the basis of assumptions that are not longer valid and clings to a course of action that cannot be supported by the true facts, that person, that city, will ultimately lose. So, therefore, look, without bias, but with an analytical eye at all facts, recheck all assumptions, demand true evidence that can be tested for validity. With this comparison always on your mind, you, CARLSBAD, can be and have the future you only dream of now!

CALL TO ACTION

R/UDAT Report To Carlsbad

- Town meeting

Development Corporation

- Form Executive Committee
- (Raise Funds, Pledges)
- Format
- Start Goals for Carlsbad
- Help City with Long-Range Plan for City
- Monitor Progress by all Responsible for Implementation

Long-Range Comprehensive Plan

- Goals Report
- Determine Elements
- Citizen Input
- Long-Range Plan

Goals For Carlsbad

- Form Executive Committee
- Raise Funds, In-Kind Services
- Format
- Community Involvement
- Goals Report
- Annual Report to the Community

City to Set Up "People" Related Boards and Commissions

- Youth Activities Advisory Board
- Role and Status of Women Commission
- Human Relations Commission
- Human Resources Commission

Economic Development

- Retirement/Medical Center
- Visual Definition of Downtown
- College Extension Site for NMSU
- Implement Remaining Projects

Tourism

- Mark Visitor's Route
- Plan Festivals
- Implement Remaining Projects

Quality of Life

- Reprogram Existing Radio Station
- Teenager Planned Activities
- Non-Profit Housing Redeveloper
- Implement Remaining Projects

Physical Plan

- Master Plan, Zoning Ordinance, etc.
- Update Tools for Development
- Identify Opportunities and Constraints



**"NOTHING GREAT EVER
HAPPENS FROM A
SAFE POSITION"**

APPENDIX



R/UDAT TEAM MEMBERS





JAMES W. CHRISTOPHER, FAIA - Team Chairman. Mr. Christopher is founding principal of Brixen & Christopher Architects, an architectural/planning firm with a national reputation for design excellence. He has been actively involved in the AIA's Regional/Urban Design Assistance Team program and has participated as a member of urban study teams in Reno, Nevada; Hillsboro, Oregon; and as a team leader in Rockford, Illinois. Most recently, he performed an evaluation for a R/UDAT visit to Jackson, Wyoming. Mr. Christopher is a past member of the Steering Committee of the AIA Urban Planning & Design Committee, and is chairman of the Salt Lake Chapter AIA Urban Design Committee.



JAMES E. BOCK, real estate consultant, is involved in real estate investment and development and is President of Apanda, Inc., a software development company. He is a graduate of Harvard University with a Master of Business Administration and a Master of City Planning. His undergraduate work was at Washington University in St. Louis, Missouri, where he received a Bachelor of Architecture. He is a registered architect and a member of the American Institute of Certified Planners and the Urban Land Institute. He has had 22 years involvement in the urban development process as an architect, land planner, public policy advisor, private investor, developer, park board chairman, and real estate consultant. After four years with the Gerald O. Hines Interests of Houston, Texas, he started his own firm in 1976. He has served on R/UDATS in Corpus Christi, Texas, and Hillsboro, Oregon.



ALICE GRAY is the Regional Coordinator for Boston in Greater Boston in the Governor's Office of Economic Development in Massachusetts. She has served as the Acting Director of Residential Development for the Boston Redevelopment Authority. She graduated from Boston University--B.A. and M.A.. Ms. Gray is currently a candidate for an M.B.A. at Boston University.



CHARLES HARPER, AIA - President of the architectural, engineering, and planning firm Harper*Perkins*Architects in Wichita Falls, Texas. Mr. Harper graduated from Texas Tech University of Lubbock, Texas. He has served as vice-president of Texas Society of Architects, member of the AIA Urban Planning and Design Committee, National Chairman of the Disaster Response Task Force, Chairman of Wichita Falls Planning Board, and is presently serving on the City Council of Wichita Falls. The location of some of the disasters to which he has responded are: Corpus Christi, Lubbock, Grand Island, Mobile, Gulf Shores, Lynn, and Galveston. He has worked with R/UDAT in Wichita Falls, Belaire, Larado, Fort Smith, Arkansas, and Lynn, Massachusetts.



JAMES M. O'NEAL is President of HOH Associates, Inc., a planning, architecture and landscaping architecture firm headquartered in Denver, Colorado. He has a Bachelor's Degree in Architecture, and a Master's Degree in Business Administration. Jim's recent experience has centered around the dynamics of communities subject to growth impacts associated with the energy industry. This has included the challenges of rapid population growth as well as adjustments which become necessary when this industry retrenches under pressure from falling energy prices.



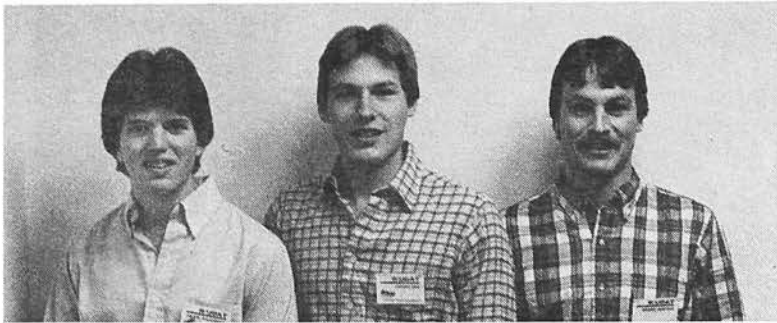
JOE STUBBLEFIELD, AIA, is a principle in the firm of Stubblefield-Mogas Architects, San Antonio, Texas. He is a graduate of the University of Texas at Austin with a Bachelor of Arts Degree in Architecture and a Master's Degree in Community & Regional Planning. His firm has completed urban design/adaptive reuse projects for the Galveston Strand, San Antonio's St. Paul Square, Del Rio, Texas downtown, and New Braunfels, Texas. He has taught Design/Urban Planning at the University of Texas at Austin and at San Antonio and San Antonio College.



JOEL H. SACHS is a partner in the law firm of Plunkett & Jaffe of White Plains, New York. He has served as Assistant Attorney General of the State of New York and as a full-time municipal attorney. He graduated from Cornell University with a Bachelor of Arts in 1963; the University of Pennsylvania Law School in 1966; and New York University Law School (Masters) in 1970. He is a member of the New York State Bar and has chaired many projects dealing with municipal land use and environmental law. He also has various published works to his credit. He received an award from the New York State Bar Association for his contributions to continuing legal education in the environmental law field. He is also an adjunct professor at Yale University Law School in New York. He has represented government, private parties, public interest groups and local citizen organizations in numerous major environmental, zoning, planning, and land-use lawsuits in all federal and state courts, including the United States Supreme Court. He has an extensive practice before zoning and planning boards.



AVIS C. VIDAL, AICP is an Assistant Professor of City and Regional Planning at the John F. Kennedy School of Government, Harvard University. In addition to teaching, she is currently engaged in research on the role of non-profit community organizations in promoting neighborhood redevelopment. Before joining the faculty of the Kennedy School, she served as a Senior Analyst for the Legislative and Urban Policy Staff of the U. S. Dept. of Housing and Urban Development; as an associate on the Domestic Policy Staff; and as a consultant to Abt Associates, Inc. She has been a member of two previous R/UDATs -- one in Pinehurst, North Carolina, and one in Franklin, Virginia.



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Hometown: Dallas, Texas

JAMES LEE - Student, 4th Year - Texas Tech University - Architecture Major - Design
Hometown: Dallas, Texas

SCOTT RECTOR - Student, 4th Year - Texas Tech University - Architecture Major - Design
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GREG LANDRY - Student, 5th Year - Texas Tech University - Architecture Major - Design.
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LARRY KARPACK - Student, 5th Year - Texas Tech University - Architecture Major - Structures
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BEN SHACKLETTE - Student, 4th Year - Texas Tech University - Architecture Major - Design
Hometown: Roswell, New Mexico

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Homer Freeman, Chairman

Ron Nims

John Mills

George Dunagan

Frank Bubser

Tommie Trinder

John Manganaro

Mike Garringer

John Gorman

Sandra Detrick

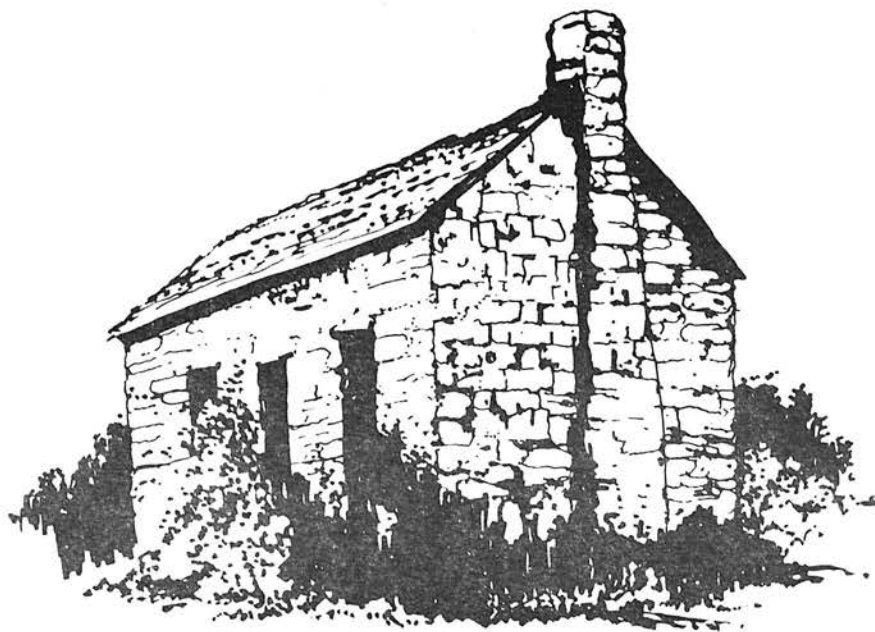
Paul Ellis

Pat Patterson

Lucy Yanez

Jeff Lyon

Neal Dungan



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Amex Chemical Corporation
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Carlsbad Coronado Glass
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Carlsbad Insurance & Real Estate
Carlsbad National Bank
Carlsbad Savings & Loan
Carlsbad Radiology Consultants
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Carrasco & Hernandez, Attorneys
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Decor of Carlsbad
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Denton Funeral Home
Jeffrey Diamond, Attorney

O. J. Dowling
Ed Dunagan Insurance
Mr. & Mrs. Neal Dungan
Beryl Durham, Architect
Elise's Fashions
Etc.
E-Z Rentals & Sales
Fair's Shoes & Fashions
Fordtown
Forrest Tire
Freeman's Jewelry
Senator Joseph Gant, Jr.
Joseph E. Gant, III
Mr. & Mrs. J. R. Garner
Gas Company of New Mexico
Guadalupe Medical Center
Mayor Walter Gerrells
General Telephone Company
Gibson Brothers
Gibson Realtors
James Goodbar
Gorrell Associates
Gossett's Jewelry
Grandjean Oil Co., Inc.
Ralph & Sherry Griffin
Griggs Flowers
Guaranty Title Company
Hall Machine & Welding Co., Inc.
Hand, Stroud & Associates
Joseph E. Hanttula, CPA
Roger & Mary Harrell
Mr. & Mrs. Edwin Hilbert
Holiday Inn
A. C. Houston Lumber Co.
Industrial Electric
International Minerals & Chemical Corp.

Jackson Drug
JLyn's
JM Farm & Cattle Company
Jones & Kluesner
Just Wheels Rent-A-Car
KAMQ Radio, Inc.
KAVE TV
KCCC Radio
K-Bob's
Lehman Paint Company
Lucy's Mexican Restaurant
Lucy's LTD.
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McCoy's Jewelry
McKinney, Friesen & Fritschy
Merle Norman
Virgil O. McCollum, III, M.D.
Arthur & Frances Merritt
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Moncor
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Motel Stevens
Mr. & Mrs. Charles Mumford
Myrtice's, Inc.
NAPA Resources Co.
Ken Nelson, Realtor
N-Ren Corporation
New Mexico Building Branch Association
 General Contractors of America
New Mexico Hydraulics, Inc.
New Mexico Salt & Minerals
New Mexico Welding Supply
Nichols Printing, Inc.
Nims, Calvani & Associates

Northgate Corporation
Panhandle Fly Ash
Parchman Carver Hardware
Rupert Pate, M.D.
Pat Patterson
Pioneer Savings & Trust
Potash Company of America
Ramsey Electric Company
J. K. Reid, D.D.S.
Richardson & Richardson
Rosenberg Law Firm
Rowland Trucking Co.
Seba & Associates, P.A.
Security Savings Bank
Seven Rivers Cattle Co.
Skeen Furniture Co.
Jack L. Skinner
Southeast Ready Mix, Inc.
Southwestern Public Service
Sparks Office Supply
Springtime Cleaning
Star Pharmacy
Sunrise Investment & Realty
Surplus City
The Shoe Box
Tommy Horn Chevrolet
Tommie Trinder
United New Mexico Bank
Valley Agency, Inc.
Valley Federal Savings
Vaughan & Raney Pediatrics
West Funeral Home
Western Commerce Bank
Westinghouse Electric Corporation
White's City
Mr. & Mrs. Louis Whitlock

IN KIND SERVICES

Holiday Inn
Credit Car Co.
Young-Thomas Motors
Ross Hyden Motors
John Manganaro, C.P.A.
Guadalupe Medical Center
Western Commerce Bank
Carlsbad National Bank
Moncor Bank
United New Mexico Bank
Pioneer Savings
Valley Savings
Security Savings Bank
Carlsbad Savings and Loan
Carlsbad Foundation
Spark's Office Supply
Carlsbad Municipal Schools
City of Carlsbad
Chamber of Commerce
Department of Development
Industrial Bus Line
McCausland Aviation Inc.
Gil Moutray
Ron Nims
Bill Davis
Wes Kelley
Bob Light
Lucy's Mexicali Restaurant
Full House
Carlsbad Insurance Agency
John Paslay
G.T.E.

Corner Drug
Carlsbad Current Argus
KAMQ
KCCC
KBAD
KAVE - TV
Art's Photographic
Chaparral Camera Center
Nymeyer Studio
Dunagan Associates
New Mexico State University-Carlsbad
Omega Christian Fellowship
Art Signs by Ed
Houston Lunber Co.
Beason's Furniture
Ingersol Rand
Nims, Calvani and Associates



COMMUNITY PRESENTATIONS/INTERVIEWS

Tourism

John Manganaro & George Crump, Chairmen
Jack White, Jr.
Jeff Neal
Eddy Page
Bill Dunmire
Dean Ricer

Transportation

Mike Currier, Chairman
Joe Rose
George Shoup
Mark McCausland
Eddy Lyon
Rex Northern
Jay Irby

Long Range Planning

Mayor Walter Gerrells, Chairman
Tom Wetterhus
Claude Tabor
Beryl Durham

Diminishing Economic Base

Carl Manganaro
Kent Carruthers
Walt Thayer
Mike Garringer
Eddy Lyon

Downtown

Art Gorrell
Jim Refrow
Homer Freeman

Agri Business

Draper Brantley, Jr.
Frank Weldon
Dan Leisner
Oral Nichols
Bill Ahrens
Julius Roberson

Waste Isolation Pilot Project

Steve Cossell
Quest Daniel
Eddy Lyon

Retirement and Health Care

Al Gorman
Jay Irby
Ray Bailey

Brantley Dam

Matt Carlson
Jim Goodbar
Will Witt

Water

Denny Moore, Chairman
Claude Tabor

Quality of Life

Jeff Lyon, Chairman
Susan McCausland
Darlene Moutray
Mary Edith Logan

R/UDAT TOWN MEETING PARTICIPANTS

Sandra Detrick
O. J. Dowling
Matt Carlson
Doug Lenard
C. M. Mitcham
Marvin Hickson
Ed H. Hilbert
Robert J. Webb
Guy Cousins
Pat Patterson
Clay Seipp
Darlene Moutray
Eddy Page
Francis Feezer
Mel Fritschy
Joe DiIaconi
Jackie Rayroux
Ted Allen
Jack White, Jr.
Claude Tabor
John Dow
Greg Bland
Charles Wright
C. Paul Mitchell
Homer Freeman
M. Rosenberg
Jay Irby
Vicki Moutray
Daniel L. Ruiz
Carl J. Manganaro

David C. Cornwell
Paul H. Johnson
Ferne M. Parker
Denny Moore
Florence Galt
June & Clinton Marrs
Jeffrey Diamond
Mrs. Clifton O. Brown, Jr.
Rick Smith
Ed Dunagan
Seth Brown
Frank Romero
Mike Currier
Mike Garringer
Helen R. Yarmolinsky
Nettie Hilbert
Jeff C. Neal
Ken Nelson
Carl Sandstrom
Byrl Blount
Roger Greathouse
Pat Wilbourn
Boz Green
Connie Hamm
Jimmy Hamm
E. W. Parchman
Mary Edith Logan
Mr. & Mrs. Joseph Vlosich
Roy Carey
Norbert T. Rempe
Robert S. Light
Mary F. Reese
Virginia DiIaconi
H. B. Mitchell

Dean Friesen
Frances Davison
Tom Hansen
Tuffy Powers
Dean Ricer
Dick Means
Genevieve Chavez
Jay Irby
John Lusk
Neal C. Dungan
Joseph E. Gant, III
Don Patterson
Nick Jenkins
Ray G. Salcido
Manuel P. Anaya
Daniel Som
Mr. & Mrs. George Gilmore
Gene Fooks
Roy Pettes
Al Gorman
Woodrow W. Irving
Jim Goodbar
Richard I. McKean
Lou Watts
Mark & Susie McCausland
Ray Bailey
Charles Mumford
B. J. Tiller
Bill Speigel
Tom McIlvain
Martha McIlvain
Kenneth Gaines
Kevin Reid
Robbie Wood