

# WORK SESSION AGENDA



**Casper City Council**

**The Lyric**

**Tuesday, October 24, 2023 at 4:30 p.m.**

<b>Work Session Meeting Agenda</b>		Recommendation	Beginning Time	Allotted Time
Recommendations = Information Only, Move Forward for Approval, Direction Requested				
1.	Meeting Follow-up		4:30	5 min
2.	LGBTQ Advisory Board Update	Information Only	4:35	20 min
3.	Liquor Licenses & Alcohol-Related Crime Trends	Information Only	4:55	40 min
4.	Downtown Open Container District Debrief	Information Only	5:35	20 min
5.	Municipal Golf Course Rates	Direction Requested	5:55	20 min
6.	Agenda Review		6:15	10 min
7.	Legislative Review		6:25	10 min
8.	Council Around the Table		6:35	20 min
Approximate End Time:				6:55

**\* Reminder \***

**Please silence cell phones during the City Council meeting.**

October 20, 2023

MEMO TO: J. Carter Napier, City Manager *JCN*  
FROM: Keith McPheeters, Police Chief *KMP 307*  
SUBJECT: Alcohol Licenses and Alcohol-Related Crime Trends

**Meeting Type & Date**

Council Work Session  
October 24, 2023

**Action type**

Information Only

**Recommendation**

None

**Summary**

During the September 5, 2023 Council Meeting, the City Council requested information regarding the broad impact of alcohol-related crimes on public safety in the City of Casper.

The three topics broached by Council could be summarized as: 1) the impact of increased number of licensed liquor establishments (Alcohol Outlet Density); 2) the potential impact of a responsible serving of alcohol program on crime; and, 3) a trend analysis of alcohol-related crime in Casper.

**Alcohol Outlet Density:**

The City of Casper currently has eighty-seven (87) alcohol outlets.

The relationship between crime and Alcohol Outlet Density has been thoroughly researched for multiple decades. The research has consistently shown a strong relationship between increased crime, especially violent crime, and the number or volume of alcohol outlets in an area or neighborhood. Simply stated, in any neighborhood or district, the presence of increased alcohol retail locations increases the occurrence of crime and violence in that same area. No differentiation was made regarding the alcohol outlets' format (retail, package, on-site consumption, off-site consumption, or restaurant).

One of the most referenced, peer-reviewed studies, found that the more traditional factors which have been shown to impact crime, (median household income and rate of employment), pale significantly in their impact on crime compared to Alcohol Outlet Density.

For example, a 1% decrease in violent crime could be achieved by:

- A 0.91% decrease in alcohol outlet density; or,
- An 8.3% Increase in the rate of employment; or,
- A 4.5% increase in median household income.

Whereas *rapid* changes in the rate of employment and median household income of a community are rarely able to be achieved through governmental regulations and are generally considered to be outside the

purview of an elected body's responsibilities, the study determined that communities could rapidly impact violent crime rates through the simple regulation of the number of alcohol outlets in the community.

Another study of neighborhoods in New Orleans, Louisiana found that neighborhoods with two alcohol outlets had a 24% higher homicide rate than neighborhoods with only one alcohol outlet.

Another study looked at the relationship between violent crime and increased alcohol consumption in neighborhoods (related to alcohol outlet density), finding that a 10% increase in alcohol consumption in the neighborhood resulted in a 0.9% increase in homicides, a 5.9% increase in assaults, and a 9.1% increase in robberies.

### **Responsible Serving of Alcohol:**

A 2003 review of State Laws corresponding to the responsible service of alcohol was conducted by the Department of Justice (DOJ). The review focused on 12 key legal policies addressing underage drinking and drinking to intoxication:

- Purchase of alcohol by minors
- Attempted purchase of alcohol by minors
- Possession of alcohol by minors
- Consumption of alcohol by minors
- Use of false ID cards
- Furnishing alcohol to minors
- Furnishing alcohol to intoxicated individuals
- Responsible beverage service
- Keg registration
- False and misleading advertising
- Advertising that targets minors
- Limitations on happy hours and drink specials.

Only three (3) states did not prevent the sale of alcohol to persons already intoxicated. Wyoming is one of those states.

Twenty-seven (27) states did not have rules or regulations involving the responsible service of alcohol. Wyoming was one of those states.

Since this study was completed by the DOJ, many states have opted to improve their laws surrounding the sale of alcohol. Wyoming, Nevada, and Florida remain the only three (3) states that do not prohibit the sale of alcohol to already intoxicated persons.

Research on the effectiveness of programs surrounding Responsible Service of Alcohol provides mixed results. One study compared states according to grades ascribed to each state by MADD, as determined by the individual state's strength of responsible alcohol service laws. Patrons were found to be 60% more likely to drive after drinking in states with a score of "D" than in states with a score of "A".

More recent research tends to indicate that the only positive results of reducing the harm caused by excessive alcohol use were obtained where there is a strong connection between a mandatory, responsible alcohol service program, and a strong enforcement component of the program.

### **Trend Analysis of Alcohol-Related Crime in Casper:**

Public Intoxication continues to represent a significant drain on the resources of the Casper Police Department. Officers are frequently asked to intervene when an intoxicated person is causing a disturbance,

involved in criminal assault or other crimes, or when the person is so intoxicated that, in the best interest of the intoxicated person, they require direct intervention.

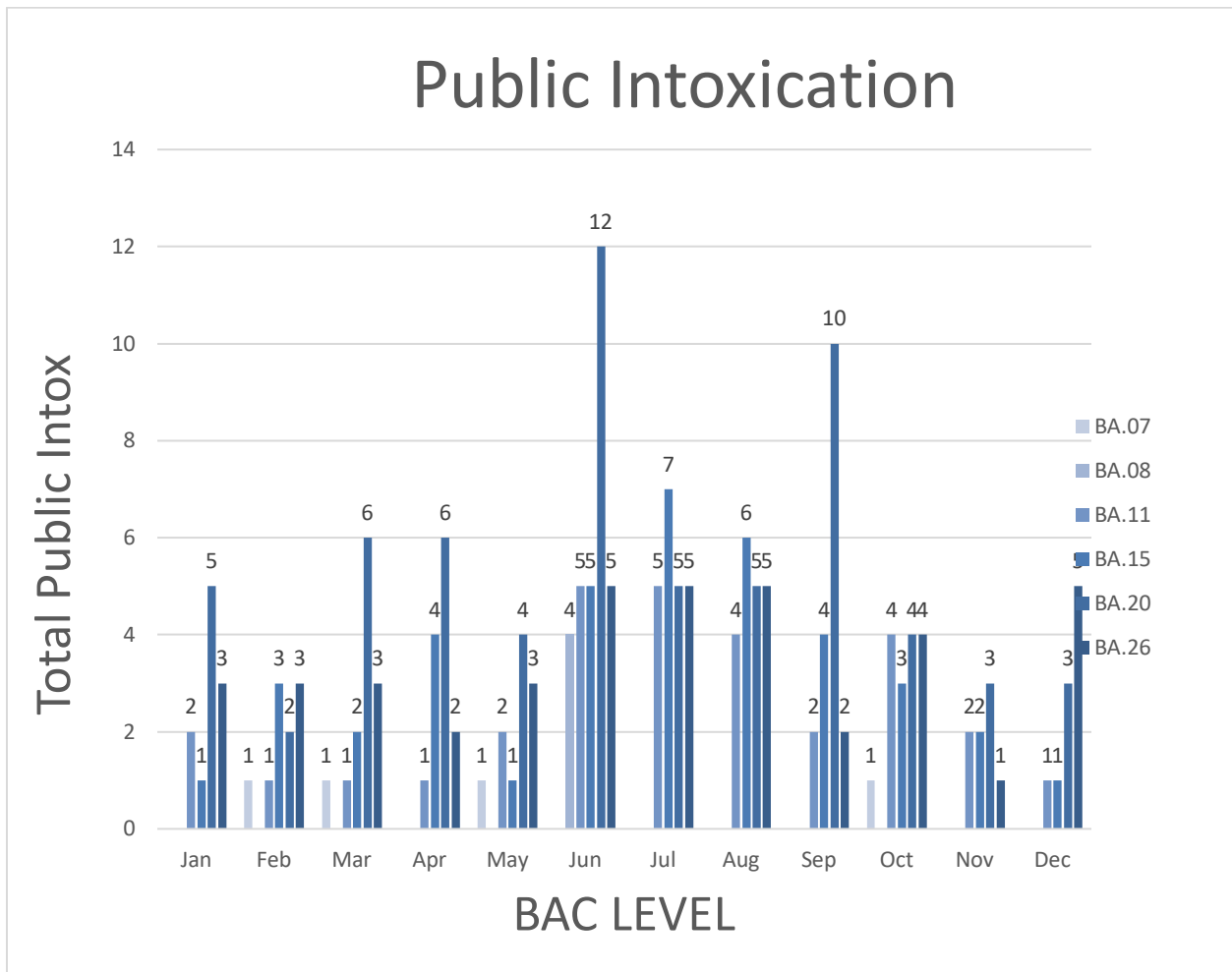
Recently, an apparent influx into our City of street inebriates is of particular concern to the Department.

In 2022, 319 persons were arrested for public intoxication.

In 2023, year-to-date, 308 persons have been arrested, nearly the same for all of last year.

In 2022, the numbers of persons arrested for public intoxication were directly related to the seasonal weather patterns of the Casper environment, with a demonstrative “spike” in police encounters with an intoxicated person beginning in June and lasting through October.

The following chart demonstrates the high level of intoxication encounter by the officers when dealing with Public Intoxication.



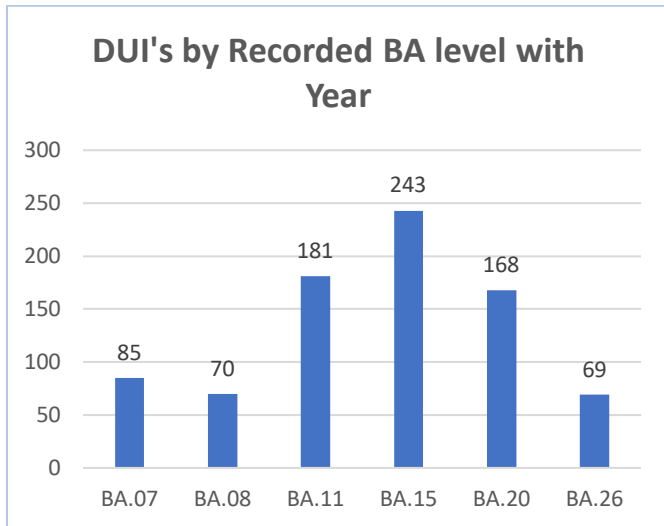
DUI also constitutes a serious public safety concern in the City of Casper.

In 2022, the Casper Police Department arrested 310 persons for DUI, up slightly from 304 in 2021. From 2018 through 2022, 1487 persons have been arrested in Casper for DUI.

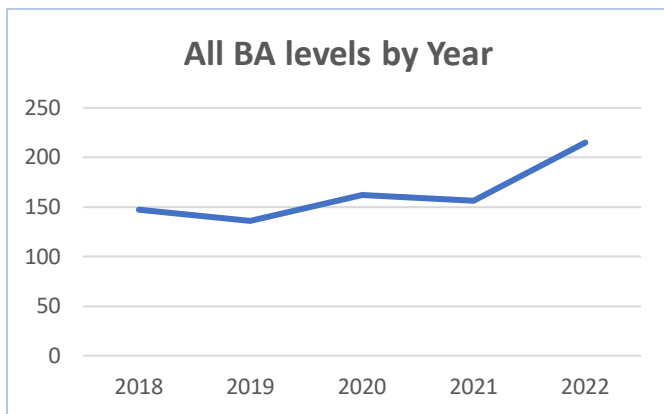
From 2018 through 2022, there has been only marginal statistical changes in the number of DUI arrests from the 5-year average of 297.4:

2018	332
2019	281
2020	270
2021	294
2022	310

Since 2018, the BAC of the offender at the time of arrest has been disappointingly high, with the average BAC consistently hovering around being two times the legal limit:



2022 saw a remarkable increase in the BAC level of the offender at the time of arrest:



The Casper Police Department continues to see an increase in the *severity* of crashes related to DUI. The increase in severity is directly attributable to the increasing BAC of the driver at the time of the crash.

According to the 2022 WASCOP Alcohol and Crime in Wyoming Report, 41.26% of all arrests in Casper involved an intoxicated offender. This number may be under-reported due to the individual circumstances surrounding the arrest and booking of an offender.

Conclusion:

Alcohol-related crime constitutes the single greatest, adverse impact on the Casper Police Department, including the Department's budget and its allocation of personnel resources.

**Financial Considerations**

None.

**Oversight/Project Responsibility**

Keith McPheeters, Chief of Police

**Attachments**

None

October 12, 2023

MEMO TO: J. Carter Napier, City Manager *JCN*  
FROM: Keith McPheeters, Police Chief *KMcP 307*  
SUBJECT: 2023 Annual Review of the Downtown, Open Container District

**Meeting Type & Date**

Council Work Session  
October 24, 2023

**Action type**

Information Only

**Recommendation**

That Council review whether the continued promotion of the seasonal, downtown, open container district is meeting the intended goals and anticipated benefits envisioned by Council at the program's inception.

**Summary**

In 2023, during the seasonal, downtown, open container project, the Casper Police Department observed only minimal participation in the program.

Officers encountered a negligible number of situations involving citizens participating in the program and no known crime of violence or other serious situations were attributed to the Downtown, Open Container Program. Consistent with previous years, Public Safety was not adversely impacted by the program.

Of note, the police officers consistently reported very few citizens walking in the downtown area with the required wristbands and taking advantage of the Downtown, Open Container Program.

According to the City Clerk's Office, seven (7) establishments sought authorization to participate in the program. Of those, three (3) establishments, Bullhorn, Branding Iron, and Frontier Brewery, provided favorable feedback to the City Clerk's Office regarding their participation in the program. No other establishments provided feedback.

Rather than a weekly, consistent use of the program by eligible establishments, (Thursday through Saturday of every week, plus holidays), meaningful participation appears to often be limited to those days and times which correspond to simultaneous, co-occurring, downtown events, such as festivals, concerts, and events associated with David Street Station.

The meaningful level of participation in the program may not be achieving the goals which Council envisioned and most likely has not stimulated use of the downtown area or contributed to the success of the businesses therein to such a degree that the program's benefits have offset the costs associated with it.

The Casper Police Department recommends that, at the appropriate time when the program will be considered for implementation in 2024, Council receive input directly from the participating establishments as to the continued value and viability of the Downtown, Open Container Program.

During 2023, the Casper Police Department budgeted \$36,000 to provide security for the downtown area on Downtown, Open Container nights.

**Financial Considerations**

None.

**Oversight/Project Responsibility**

Carla Mills-Laatsch, Licensing Specialist


Keith McPheeters, Chief of Police

**Attachments**

None



October 18, 2023

**MEMO TO:** J. Carter Napier, City Manager   
**FROM:** Tom Brauer, Chief Operating Officer  
Zulima Lopez, Parks, Recreation and Public Facilities Director  
Randy Norvelle, Parks Manager  
**SUBJECT:** Rate increases for Casper Municipal Golf Course

**Meeting Type & Date**

Work Session  
October 24, 2023

**Action Type**

Direction Requested

**Recommendation**

That Council approves rate increases for the Casper Municipal Golf Course effective January 1, 2024.

**Summary**

In June 2023, Staff presented the City Council with a business plan for the Casper Municipal Golf Course (aka the Muni) that defined a path to incrementally improve the cost recovery for the fund through fiscal year 2028. The plan employs several strategies to decrease expenses and increase revenue, with the ultimate goal of the golf course enterprise being able to sustain itself operationally, as well as to fund its own basic capital needs. One of those strategies is the periodic evaluation and increase of rates.

The City last raised rates at the Casper Municipal Golf Course for the 2021-2022 golf season. At that time, the only increases were \$25 for an adult season pass and \$25 for a half season pass. None of the other fees were increased; in fact, they have remained unchanged since 2016. Unfortunately, high inflation and continued increases in operating expenses necessitate broader rate increases to safeguard the positive trend of self-sustainability at the Muni. Even with proposed increases, research done by staff shows that locals and visitors will continue to see great value at the golf course. Moreover, the Casper Municipal Golf Course will add or expand several offerings to golf patrons next season, further justifying the proposed increases. These include:

- A brand-new golf cart fleet equipped with GPS and pin detection/distance technology
- A self-service range ball dispenser on the driving range that will expand driving range availability during the early morning and evening hours

- Golf course Rangers to assist with pace of play issues
- New cart path in several areas
- Refreshed branding, including expanded logoed merchandise in the Pro Shop

Proposed rates for passes, green fees, golf carts, and the driving range aim to offset rising costs and fund ongoing improvements, while keeping the golf course highly competitive in the City and state for the level of service and amenities offered. Increases, or lack thereof in some cases, were structured to ensure revenues cover the cost of operations and upcoming capital needs, simplify the fee structure, and encourage continued growth in youth golf programs.

### **Financial Consideration**

Assuming a good weather season, staff estimates the proposed rate increases will produce an additional \$125,000-\$130,000 per season in revenue.

### **Oversight/Project Responsibility**

Zulima Lopez, Parks, Recreation, & Public Facilities Director  
Randy Norvelle, Parks Manager  
Ben Spiers, Head Golf Professional  
Jason Ostlund, Golf Course Superintendent

### **Attachments**

Attachment A – Current and Proposed Rates for Casper Municipal Golf Course  
Attachment B – Golf Course Rate Comparisons

**Attachment A**  
**Current and Proposed Rates for Casper Municipal Golf Course**

<b>Description</b>	<b>2021 Rate</b>	<b>Proposed 2024 Rate</b>
Season Pass Adult (18+)	\$600.00	\$625.00
Season Pass Youth (13-17)	\$250.00	\$250.00
Season Pass Child (12 and under)	\$125.00	\$125.00
Half-Season Pass (After July 1)	\$375.00	\$400.00
Adult 9 Hole Green Fee (Weekday)	\$20.00	\$24.00
Adult 9 Hole Green Fee (Weekend)	\$22.00	\$24.00
Adult 18 Hole Green Fee (Weekday)	\$32.00	\$36.00
Adult 18 Hole Green Fee (Weekend)	\$34.00	\$36.00
Adult Twilight (after 6 p.m. walking only)	\$15.00	\$16.00
Youth 9 Hole Green Fee (Weekday)	\$10.00	\$10.00
Youth 9 Hole Green Fee (Weekend)	\$10.00	\$10.00
Youth 18 Hole Green Fee (Weekday)	\$15.00	\$15.00
Youth 18 Hole Green Fee (Weekend)	\$15.00	\$15.00
9 Hole Cart Fee (per person)	\$9.00	\$12.00
18 Hole Cart Fee (per person)	\$15.00	\$18.00
Small Bucket Range Balls (25)	\$3.00	\$5.00
Medium Bucket Range Balls (40)	\$5.00	\$7.00
Large Bucket Range Balls (70)	\$8.00	\$10.00

**Attachment B  
Golf Course Rate Comparisons**

Description	Kendrick Municipal Golf Course Sheridan, WY	Bell Nob Golf Course Gillette, WY	Rochelle Ranch Golf Course Rawlins, WY	Buffalo Golf Course Buffalo, WY	Douglas Golf Club Douglas, WY	White Mountain Golf Course Rock Springs, WY	Airport Course (18) PrairieView (9) Cheyenne, WY	Casper Country Club** Casper, WY	Paradise Valley Country Club** Casper, WY	Three Crowns Golf Club Casper, WY	Comparable Averages	Casper Municipal Golf Course Casper, WY Current	Casper Municipal Golf Course Casper, WY FY 24-25 Proposed	% Increase
*Season Pass Adult (18+)	\$620.00	\$575.00	\$455.00	\$600.00	\$595.00 (\$250 initiation fee)	\$540.00	\$560.00	\$4,100.00 (\$2,250 initiation fee)	\$2,760.00 (\$2,000 initiation fee)	\$1,650.00	\$800.20	\$600.00	\$625.00	4.17%
Season Pass Youth (13-17)	\$145.00	\$100.00	\$140.00	\$185.00		\$240.00	\$170.00		\$200 (if sponsored)	\$350.00	\$170.00	\$250.00	\$250.00	0.00%
Season Pass Child (12 and under)	\$145.00	\$100.00	\$140.00	\$185.00		\$240.00	\$170.00			\$350.00	\$190.00	\$125.00	\$125.00	0.00%
*Half-Season Pass (After July 1)											N/A	\$375.00	\$400.00	6.67%
Adult 9 Hole Green Fee (Weekday)	\$25.00	\$30.00	\$21.00	\$30.00	\$22.00	\$20.00 (resident) \$25.00 (non-resident)	\$14.00	\$35.00	\$33.00	\$49.00	\$27.90	\$20.00	\$24.00	20.00%
Adult 9 Hole Green Fee (Weekend)	\$25.00	\$30.00	\$23.00	\$35.00	\$22.00	\$20.00 (resident) \$25.00 (non-resident)	\$14.00	\$35.00	\$36.00	\$54.00	\$29.40	\$22.00	\$24.00	9.09%
Adult 18 Hole Green Fee (Weekday)	\$40.00	\$40.00	\$33.00	\$50.00	\$35.00	\$36.00 (resident) \$44.00 (non-resident)	\$29.00	\$70.00	\$55.00	\$80.00 (a.m.) \$49.00 (p.m.)	\$43.70	\$32.00	\$36.00	12.50%
Adult 18 Hole Green Fee (Weekend)	\$40.00	\$40.00	\$36.00	\$55.00	\$35.00	\$36.00 (resident) \$44.00 (non-resident)	\$29.00	\$70.00	\$60.00	\$84.00 (a.m.) \$54.00 (p.m.)	\$45.50	\$34.00	\$36.00	5.88%
Adult Twilight (after 6 pm walking only)							\$21.00				\$21.00	\$15.00	\$16.00	6.67%
Youth 9 Hole Green Fee (Weekday)	\$12.00	\$30.00	\$15.00	\$30.00	\$22.00	\$9.00 (resident) \$19.00 (non-resident)	\$10.00	\$15.00		\$30.00	\$19.22	\$10.00	\$10.00	0.00%
Youth 9 Hole Green Fee (Weekend)	\$12.00	\$40.00	\$15.00	\$35.00	\$22.00	\$9.00 (resident) \$19.00 (non-resident)	\$10.00	\$15.00		\$30.00	\$20.89	\$10.00	\$10.00	0.00%
Youth 18 Hole Green Fee (Weekday)	\$12.00	\$30.00	\$22.00	\$50.00	\$35.00	\$16.00 (resident) \$24.00 (non-resident)	\$17.00	\$15.00		\$30.00	\$25.22	\$15.00	\$15.00	0.00%
Youth 18 Hole Green Fee (Weekend)	\$12.00	\$40.00	\$22.00	\$55.00	\$35.00	\$16.00 (resident) \$24.00 (non-resident)	\$17.00	\$15.00		\$30.00	\$26.89	\$15.00	\$15.00	0.00%
9 Hole Cart Fee (per person)	\$15.00	\$15.00	\$13.00	\$15.00	\$10.00	\$18.00	\$10.00	\$11.00	\$12.00	\$15.00	\$13.40	\$9.00	\$12.00	33.33%
18 Hole Cart Fee (per person)	\$20.00	\$20.00	\$18.00	\$20.00	\$14.00	\$30.00	\$18.00	\$17.00	\$20.00	\$25.00	\$20.20	\$15.00	\$18.00	20.00%
Small Bucket Range Balls (25)	\$5.00	\$5.00			\$3.00	\$5.00				\$5.00	\$4.60	\$3.00	\$5.00	66.67%
Medium Bucket Range Balls (40)	\$8.00				\$5.00						\$6.50	\$5.00	\$7.00	40.00%
Large Bucket Range Balls (70)	\$10.00				\$7.00					\$10.00	\$9.00	\$8.00	\$10.00	25.00%

\*Rates were increased in 2021; non-asterisked rates have not been increased since 2016

\*\*Private club memberships include other club features and 12 months of restaurant access; figures for comparables were adjusted in an attempt to align comparisons