



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

DATE ISSUED: October 15, 2008 REPORT NO. 08-154  
ATTENTION: Public Safety and Neighborhood Services Committee  
Agenda of October 22, 2008  
SUBJECT: Informational Report from the San Diego Police Department  
Regarding the Temporary Alcohol Ban

**SUMMARY**

THIS IS AN INFORMATION ITEM ONLY. NO ACTION IS REQUIRED ON THE PART OF THE COMMITTEE OR THE CITY COUNCIL.

**BACKGROUND**

A one-year trial ban prohibiting the consumption of alcoholic beverages went into effect on January 14, 2008. The new law, which also applies to possessing an open alcoholic beverage container, bans drinking at all San Diego beaches including Pacific Beach, Mission Beach and Ocean Beach as well as Mission Bay Park. The ban incorporates all public areas including the sand, seawall, sidewalk, boardwalk, parking lots, parks, piers, jetties and all public rights-of-way.

In a good faith effort to educate the public on the revised law, the San Diego Police Department utilized a 30-day grace period to provide an appropriate warning to individuals who demonstrated a lack of knowledge of the alcohol ban. Outreach also included sending news releases to all local and Los Angeles radio, television and print media. News releases were also sent to major colleges in California, Arizona, Oregon, Texas and Nevada in advance of the major holidays, in addition to interviews with television, radio and print media. The grace period ended on February 14, 2008, however officers always have discretion to warn or issue a citation. Beach and park signage has also been revised to indicate the change in the law.

## EVALUATION

The statistical regions used for the beach areas cover the following beats and communities.

Beat 121      Mission Beach  
 Beat 122      Pacific Beach  
 Beat 123      Mission Bay Park  
 Beat 124      La Jolla \*

\*Alcohol has been prohibited at La Jolla Shores and Kellogg Park since 1991

Beat 614      Ocean Beach

- Unless otherwise indicated the time frame used for the statistics is from January 1st to September 7<sup>th</sup>. The September 7<sup>th</sup> date was used to ensure Labor Day was included in the analysis from the different years.
- The following statistics were used in an effort to analyze the effect of the alcohol ban as it relates to calls for service, response times, overall crime and alcohol related offenses.

### **BEACH AREAS CALLS FOR SERVICE vs. CITYWIDE % CHANGES**

<b>Beach Areas</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2004/2008</b>	<b>2005/2008</b>	<b>2006/2008</b>	<b>2007/2008</b>
E	1,666	1,687	1,668	1,790	1,763	5.8%	4.5%	5.7%	-1.5%
1	14,240	13,523	13,357	12,601	12,830	-9.9%	-5.1%	-3.9%	1.8%
2	19,322	17,653	17,256	16,622	16,943	-12.3%	-4.0%	-1.8%	1.9%
3	9,489	8,863	8,562	8,530	8,298	-12.6%	-6.4%	-3.1%	-2.7%
4	5,234	5,182	5,318	4,967	4,182	-20.1%	-19.3%	-21.4%	-15.8%
<b>Total</b>	<b>49,951</b>	<b>46,908</b>	<b>46,161</b>	<b>44,510</b>	<b>44,016</b>	<b>-11.9%</b>	<b>-6.2%</b>	<b>-4.6%</b>	<b>-1.1%</b>
<b>Citywide</b>									
E	16,214	15,906	15,442	15,798	16,456	1.5%	3.5%	6.6%	4.2%
1	171,554	163,782	147,791	152,998	163,251	-4.8%	-0.3%	10.5%	6.7%
2	179,896	171,230	171,837	172,248	177,195	-1.5%	3.5%	3.1%	2.9%
3	68,498	62,177	58,758	59,786	60,182	-12.1%	-3.2%	2.4%	0.7%
4	33,988	33,912	32,516	32,545	29,093	-14.4%	-14.2%	-10.5%	-10.6%
<b>Total</b>	<b>470,150</b>	<b>447,007</b>	<b>426,344</b>	<b>433,375</b>	<b>446,177</b>	<b>-5.1%</b>	<b>-0.2%</b>	<b>4.7%</b>	<b>3.0%</b>

A comparison of all calls for service each year from 2004 compared to 2008 shows a greater overall decline in the beach areas in comparison to the citywide changes. The beach areas this year (2008) had the fewest total calls for service in the last five years.

## BEACH AREAS CALLS FOR SERVICE % OF CITYWIDE TOTAL

	2004	2005	2006	2007	2008
Emergency Calls	10.3%	10.6%	10.8%	11.3%	10.7%
Priority 1	8.3%	8.3%	9.0%	8.2%	7.9%
Priority 2	10.7%	10.3%	10.0%	9.7%	9.6%
Priority 3	13.9%	14.3%	14.6%	14.3%	13.8%
Priority 4	15.4%	15.3%	16.4%	15.3%	14.4%
<b>Total</b>	<b>10.6%</b>	<b>10.5%</b>	<b>10.8%</b>	<b>10.3%</b>	<b>9.9%</b>

Total calls for service in the beach areas have been relatively consistent over the last five years. This year (2008) the beach areas saw the lowest overall percentage, of the citywide total, in the last five years.

## BEACH AREAS and CITYWIDE AVERAGE RESPONSE TIMES

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Beach Areas Subtotal</b>									
E	7.8	7.6	7.6	8.3	7.3	-6.4%	-3.9%	-3.9%	-12.0%
1	14.8	16.8	16.8	16.2	15.7	6.1%	-6.5%	-6.5%	-3.1%
2	25.2	28.5	26.4	26.5	25.9	2.8%	-9.1%	-1.9%	-2.3%
3	75.1	87.1	77.5	75.2	70.6	-6.0%	-18.9%	-8.9%	-6.1%
4	69.6	74.4	72.5	59.9	69.7	0.1%	-6.3%	-3.9%	16.4%
<b>Citywide</b>									
E	7.3	7.2	7.3	7.3	6.7	-8.4%	-7.3%	-7.8%	-7.4%
1	13.5	14.5	14.7	13.7	13.2	-2.5%	-9.3%	-10.3%	-3.8%
2	27.0	29.4	27.1	25.3	24.5	-9.2%	-16.8%	-9.5%	-3.3%
3	77.5	87.8	76.1	66.0	63.2	-18.5%	-28.1%	-17.0%	-4.3%
4	84.3	85.4	71.2	62.2	58.9	-30.1%	-31.1%	-17.3%	-5.3%

This year (2008) beach areas and citywide response times to emergency calls were the lowest in the last five years, with the beach areas dropping by one minute from 2007. Beach areas and citywide priority 1 through 3 calls also experienced a decrease compared to the last several years. This year the beach areas did experience an increase to the lowest priority call compared to 2007.

## PARTY CALLS

- In December 2006, Communications changed their dispatch policy and started dispatching officers to noise related calls even when a complainant was not willing to sign a complaint.
- In January 2007, Northern Division revitalized the Community Assisted Party Program (CAPP).
- In December 2007, Northern Division implemented the Administrative Citation Program.

## BEACH AREAS PARTY CALLS for SERVICE vs. CITYWIDE PARTY CALLS

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Beach Areas Subtotal</b>	1,478	1,371	1,421	1,499	1,559	5.5%	13.7%	9.7%	4.0%
<b>Citywide</b>	5,174	4,987	5,356	6,624	6,905	33.5%	38.5%	28.9%	4.2%

This year (2008) party calls both in the beach areas and citywide experienced an increase. Both the beach areas and citywide party calls for service showed an upward trend from 2005 to 2008.

## BEACH AREAS PARTY CALLS % of CITYWIDE TOTAL

	2004	2005	2006	2007	2008
<b>Beach Areas Subtotal</b>	28.6%	27.5%	26.5%	22.6%	22.6%

The overall percentage of party calls comparing the beach areas to the citywide total showed a downward trend from 2004 to 2008. The percentage of party calls in the beach areas was exactly the same for 2007 and 2008.

## PARTY CALLS on MEMORIAL DAY, July 4<sup>th</sup> and LABOR DAY

Memorial Day	2004	2005	2006	2007	2008
<b>Beach Areas Subtotal</b>	17	9	10	11	8
<b>Citywide</b>	36	29	33	42	24
<b>Percentage of Citywide Total</b>	47.2%	31%	30.3%	26.1%	33.3%

This year (2008) Memorial Day both in the beach areas and citywide saw the fewest party calls in the last five years.

<b>Labor Day</b>					
	2004	2005	2006	2007	2008
<b>Beach Areas Subtotal</b>	16	10	11	17	16
<b>Citywide</b>	44	31	36	42	49
<b>Percentage of Citywide Total</b>	36.3%	32.2%	30.5%	40.4%	32.6%

Party calls in the beach areas on Labor Day showed an upward trend from 2005 through 2007. This year (2008) there was one less party call compared to 2007.

<b>July 4th:</b>	<b>SUN</b>	<b>MON</b>	<b>TUES</b>	<b>WED</b>	<b>FRI</b>
<b>Neighborhood</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
Mission Beach	5	9	3	2	10
Pacific Beach	12	24	6	11	19
Mission Bay Park	0	0	0	0	0
La Jolla	0	1	1	6	5
Ocean Beach	3	5	4	3	8
<b>Subtotal</b>	<b>20</b>	<b>39</b>	<b>14</b>	<b>22</b>	<b>42</b>
<b>Citywide</b>	<b>64</b>	<b>55</b>	<b>38</b>	<b>55</b>	<b>93</b>

This year (2008) July 4<sup>th</sup> had the most party calls both in the beach areas and citywide compared to the last four years. However, there were only three additional party calls in the beach areas this year compared to 2005, which was the last year July 4<sup>th</sup> coincided with a three-day holiday weekend.

#### **JULY 4<sup>th</sup> BEACH AREAS PARTY CALLS for SERVICE % of CITYWIDE TOTAL**

	<b>SUN</b>	<b>MON</b>	<b>TUES</b>	<b>WED</b>	<b>FRI</b>
	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
<b>July 4<sup>th</sup> Beach Areas Percentage of Citywide Total</b>	31.2%	70%	36.8	40%	45%

This year (2008) the beach areas accounted for 45% of the total citywide party calls, a 5% increase over last year, but a 25% reduction from 2005, which was the last year July 4<sup>th</sup> coincided with a three-day holiday weekend.

**BEACH AREAS RESPONSE TIMES to PARTY CALLS on JULY 4<sup>th</sup>**

Neighborhood	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
Mission Beach	117.5	29.7	34.0	105.9	37.6	-68.0%	26.5%	10.7%	-64.5%
Pacific Beach	94.1	42.6	69.3	72.8	40.3	-57.2%	-5.3%	-41.8%	-44.7%
Mission Bay Park	0.0	0.0	0.0	0.0	0.0	N/A	N/A	N/A	N/A
La Jolla	0.0	67.1	59.0	27.1	39.0	N/A	-42.0%	-34.0%	43.9%
Ocean Beach	82.4	80.1	171.1	37.2	27.0	-67.2%	-66.3%	-84.2%	-27.4%
<b>Subtotal</b>	<b>98.9</b>	<b>46.3</b>	<b>96.5</b>	<b>61.1</b>	<b>36.7</b>	<b>-62.9%</b>	<b>-20.6%</b>	<b>-61.9%</b>	<b>-39.9%</b>
<b>Citywide</b>	<b>83.2</b>	<b>63.1</b>	<b>70.4</b>	<b>70.9</b>	<b>56.2</b>	<b>-32.5%</b>	<b>-11.0%</b>	<b>-20.2%</b>	<b>-20.7%</b>

Although there were more party calls on July 4<sup>th</sup> this year (2008), the overall response times to those party calls were reduced. As an example, there were eight more party calls in both Mission Beach and Pacific Beach this year compared to last year (2007), but the response times to each of those party calls were reduced by more than sixty minutes in Mission Beach and thirty minutes in Pacific Beach.

**BEACH AREAS DRUNK in PUBLIC DETENTIONS to DETOX on MEMORIAL DAY, JULY 4<sup>th</sup> and LABOR DAY.**

Memorial Day (Weekend)	2005	2006	2007	2008	%Change
Drunk in Public (Detox)	N/A	N/A	24	10	-58%

- Data Not available for 2005 and 2006

July 4 <sup>th</sup> (Holiday Period)	2005	2006	2007	2008	2005/2008	2006/2008	2007/2008
Drunk in Public (Detox)	98	102	124	40	-59%	-60.7%	-67.7%

Labor Day (Day of)	2005	2006	2007	2008	% Change
Drunk in Public (Detox)	N/A	N/A	22	1	-95%

- Data not available for 2005 and 2006

There were fewer detentions to detox this year (2008) on the three major holidays compared to any of the measured time periods.



## PERSON DOWN CALLS for SERVICE

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Person Down Beach Areas Subtotal</b>	366	412	404	470	452	23.5%	9.7%	11.9%	-3.8%
<b>Citywide</b>	2,535	2,625	2,475	2,646	2,817	11.1%	7.3%	13.8%	6.5%

Person down calls in the beach areas often involve intoxicated individuals. This year (2008) beach areas person down calls decreased by nineteen calls compared to last year (2007), after an increase of sixty-six calls from 2006 to 2007.

## ALCOHOL CITATIONS in a RESTRICTED AREA

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Beach Areas Subtotal</b>									
Alcohol in Restricted Area	5,621	3,226	2,639	3,438	2,855	-49.2%	-11.5%	8.2%	-17.0%
<b>Citywide</b>									
Alcohol in Restricted Area	7,631	4,888	4,449	5,138	4,530	-40.6%	-7.3%	1.8%	-11.8%

These citations include all new areas incorporated within the alcohol ban, as well as any area previously restricted. This year (2008) compared to last year (2007) citations decreased after seeing an upward trend from 2006 to 2007. The decrease in the citations this year shows the educational campaign proved successful with fewer alcohol citations being written even with the ban in place. A collateral result of the educational campaign in the beach areas is likely attributed to the decline in these types of citations citywide from 2007 compared to 2008.

## ALCOHOL in VEHICLE CITATIONS

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Beach Areas Subtotal</b>									
Alcohol in Vehicle - Adult	75	35	45	63	36	-52.0%	2.9%	-20.0%	-42.9%
<b>Citywide</b>									
	356	283	266	256	232	-34%	-18%	-12.8%	-9.4

The beach areas alcohol in vehicle citations showed an upward trend from 2005 through 2007, while they declined citywide. This year (2008) there was fewer alcohol in vehicle citations in the beach areas compared to three out of the last four years.

## DRIVING UNDER the INFLUENCE (DUI) ARRESTS

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Beach Areas Subtotal</b>									
DUI	804	576	680	569	616	-23.4%	6.9%	-9.4%	8.3%
<b>Citywide</b>									
	3,783	3,329	3,492	3,247	3,419	-9.6%	2.7%	-2.1%	5.3%

DUI arrests both in the beach areas and citywide showed an up and down trend over the last five years.

## DRUNK in PUBLIC ARRESTS to JAIL vs. CITYWIDE

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Beach Areas Subtotal</b>									
Drunk in Public Arrests	562	533	660	596	553	-1.6%	3.8%	-16.2%	-7.2%
<b>Citywide</b>									
Drunk in Public Arrests	3,031	2,825	3,230	3,150	3,661	20.8%	29.6%	13.3%	16.2%

This year (2008) there were fewer drunk in public arrests, in the beach areas, compared to four out of the last five years.



## ALCOHOL OFFENSES INVOLVING MINORS

	2004	2005	2006	2007	2008	2004/2008	2005/2008	2006/2008	2007/2008
<b>Beach Areas Subtotal</b>									
Minor Posses Alcohol	1,112	715	827	699	337	-69.7%	-52.9%	-59.3%	-51.8%
Minor Purchase Alcohol	109	72	87	72	35	-67.9%	-51.4%	-59.8%	-51.4%
Minor Transporting Alcohol	16	11	11	14	4	-75.0%	-63.6%	-63.6%	-71.4%
<b>Citywide</b>									
Minor Posses Alcohol	1,570	973	1,125	1,052	691	-56.0%	-29.0%	-38.6%	-34.3%
Minor Purchase Alcohol	208	128	116	99	58	-72.1%	-54.7%	-50.0%	-41.4%
Minor Transporting Alcohol	67	41	40	44	61	-9.0%	48.8%	52.5%	38.6%

This year (2008) all alcohol offenses involving minors, which included minor in possession of alcohol, minors purchasing alcohol and minors transporting alcohol decreased in the beach areas, with fewer offenses this year than any of the previous four years.

**FBI INDEX CRIMES BEACH AREAS (JANUARY THROUGH AUGUST) % vs. CITYWIDE TOTAL**


<b>Beach Areas Subtotal</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2004/2008</b>	<b>2005/2008</b>	<b>2006/2008</b>	<b>2007/2008</b>
Murder	1	0	1	3	2	100.0%	N/A	100.0%	-33.3%
Rape	30	25	23	19	38	26.7%	52.0%	65.2%	100.0%
Robbery	64	89	97	99	83	29.7%	-6.7%	-14.4%	-16.2%
Aggravated Assault	259	246	218	225	201	-22.4%	-18.3%	-7.8%	-10.7%
<b>Violent Total</b>	<b>354</b>	<b>360</b>	<b>339</b>	<b>346</b>	<b>324</b>	<b>-8.5%</b>	<b>-10.0%</b>	<b>-4.4%</b>	<b>-6.4%</b>
Burglary	610	588	551	506	490	-19.7%	-16.7%	-11.1%	-3.2%
Larceny	2,143	2,363	2,132	1,933	1,726	-19.5%	-27.0%	-19.0%	-10.7%
Auto Theft	735	776	766	652	422	-42.6%	-45.6%	-44.9%	-35.3%
<b>Property Total</b>	<b>3,488</b>	<b>3,727</b>	<b>3,449</b>	<b>3,091</b>	<b>2,638</b>	<b>-24.4%</b>	<b>-29.2%</b>	<b>-23.5%</b>	<b>-14.7%</b>
<b>Crime Index Total</b>	<b>3,842</b>	<b>4,087</b>	<b>3,788</b>	<b>3,437</b>	<b>2,962</b>	<b>-22.9%</b>	<b>-27.5%</b>	<b>-21.8%</b>	<b>-13.8%</b>
<b>Citywide Subtotal</b>									
Murder	38	31	49	40	38	0.0%	22.6%	-22.4%	-5.0%
Rape	258	257	225	177	244	-5.4%	-5.1%	8.4%	37.9%
Robbery	1,100	1,232	1,408	1,366	1,366	24.2%	10.9%	-3.0%	0.0%
Aggravated Assault	3,260	2,875	2,615	2,615	2,417	-25.9%	-15.9%	-7.6%	-7.6%
<b>Violent Total</b>	<b>4,656</b>	<b>4,395</b>	<b>4,297</b>	<b>4,198</b>	<b>4,065</b>	<b>-12.7%</b>	<b>-7.5%</b>	<b>-5.4%</b>	<b>-3.2%</b>
Burglary	4,974	4,951	4,993	5,192	4,979	0.1%	0.6%	-0.3%	-4.1%
Larceny	17,049	16,761	16,352	15,954	14,897	-12.6%	-11.1%	-8.9%	-6.6%
Auto Theft	8,118	9,444	8,880	8,761	7,133	-12.1%	-24.5%	-19.7%	-18.6%
<b>Property Total</b>	<b>30,141</b>	<b>31,156</b>	<b>30,225</b>	<b>29,907</b>	<b>27,009</b>	<b>-10.4%</b>	<b>-13.3%</b>	<b>-10.6%</b>	<b>-9.7%</b>
<b>Crime Index Total</b>	<b>34,797</b>	<b>35,551</b>	<b>34,522</b>	<b>34,105</b>	<b>31,074</b>	<b>-10.7%</b>	<b>-12.6%</b>	<b>-10.0%</b>	<b>-8.9%</b>


As shown in the chart, the citywide and beach area crime rate has been decreasing since 2004.

**CONCLUSION**

The statistics used to evaluate the effect of the alcohol ban in the beach areas show a decrease in several categories since the alcohol ban was implemented. These categories include total calls for service, response times to emergency and priority 1, 2, and 3 calls, response times to party calls on July 4th, 2008, drunk in public arrests, person down calls and alcohol citations. Other decreases were seen in several other categories which included, drunk in public detentions to detox on the three major holidays, alcohol citations inside of vehicles, all alcohol offenses committed by minors and the FBI crime index total.

Respectfully submitted,

  
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