

Proposal to the Community Of Santa Cruz

**Including
Business Plan**

Santa Cruz Sanctuary Camp

**Brent Adams
Stacey Falls**

1st Draft (Still a work in progress)

Santa Cruz Sanctuary Camp

Brent Adams
Stacey Falls
Erin Toolis
Marion Vittitow

We meet every 1st & 3rd Wednesday 6pm
Resource for Non-Violence
612 Ocean St. Santa Cruz, CA 95060

santacruzsanctuary@gmail.com

Phone: 234-9848

Defacto website: Facebook: Santa Cruz Sanctuary
Please view our Video Presentation on Youtube entitled
"Santa Cruz Sanctuary Camp"

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What is a **Sanctuary Camp**?

The Basics.

The entrance. A safe space begins with a demarcation of the space itself. Rather than speak of fences we call the boundary an “Art Wall” and instead of a gate we call it an “Entrance Portal”.

- **Entrance Portal.** This is a crafts-person designed arch. Passing through will communicate a change in atmosphere; it will immediately feel different inside of the Portal. There will be a gate, but it will remain open 24 hours a day so residents may come and go freely whenever they like. The gate will be used as needed to assist in the enforcement of rules.
- **Art wall.** To ensure that people or items can't pass easily in and out of the boundary, the Art Wall must be 6' and closed. It will include panels of white vinyl sheeting as well as plywood so that the community may create painted art on them. School groups, community members and muralists of all kinds will be encouraged to contribute.

The Rules. Any community must have some code of agreement, and a Sanctuary Camp is no different. In fact, it is this set of rules that helps create the aspect of safety and sanctuary that is important for such a community.

- **No Drugs or Alcohol** within 100 yards of the Sanctuary Camp. This will most likely be the most discussed rule and a very important component in both creating a safe space, as well as having the most benefit to people who reside within the camp. We understand that many people have drug and/or alcohol addictions that homelessness may have been a factor in creating and/or exacerbating. We know that in order to create a safe and sober space for others it will be critical to maintain consistent enforcement of this rule. A Sanctuary Camp is a clean and sober environment. **There is a three stage warning process for this rule.**
 1. **First warning:** Removal from or refusal of admittance into the camp for 24 hours. There will be an external shelter for this use.
 2. **Second warning:** Removal from or refusal of admittance into the camp for 24 hours. A person must commit to attendance of at least three Alcoholics Anonymous (AA) or Narcotics Anonymous (NA) meetings within or outside of the camp and show written proof of this.
 3. **Third & Final Warning:** Removal from or refusal of admittance into the camp for 72 hours. Resident must show proof of regular attendance of AA or NA meetings and must have a joint meeting with a member of the Advisory Committee and a member of the

Responsible Persons Committee.

4. **Eviction from Sanctuary Camp:** Removal from or refusal of admittance into the camp. Either immediately or the following day, the person will be escorted into the camp to dismantle their tent and to remove their personal belongings to a place more than 100 yards from the Sanctuary Camp.
 5. **Re-admittance back into Sanctuary Camp:** Following one full calendar month a person may petition to be readmitted into Sanctuary Camp following a removal because of failure to comply with the No Drugs/Alcohol rule. The person must show regular attendance of AA or NA meetings. The person will only be readmitted following a vote of Sanctuary Camp's residential community. The percentage of the re-admittance vote has yet to be decided.
- **No violence within the camp.** From Webster's Dictionary: "Includes pushing, shoving, pulling, shaking, slapping, biting, hitting, punching, kicking, strangling, throwing objects at another person, restraining, throwing a person, use of weapons at hand like a frying pan or broom, or use of conventional weapons such as a gun or knife." To create an environment of safety it is important enforce this rule consistently.
 - **This is a No Tolerance rule.** Automatic eviction of the resident from the camp is required. This may require immediate expulsion from the camp and, possibly, a police report if the victim requests it or if the severity of the action necessitates it.
 - **Re-admittance into the camp:** Following a complete calendar month a person may petition to be readmitted into the camp. No court charges or penalties from the original assault may be pending. The person will only be readmitted following a vote of Sanctuary Camp's residential community. The percentage of the re-admittance vote has yet to be decided.
 - **No theft within the camp or police charges of theft outside of the camp.** From Webster's Dictionary "...taking and removing of personal property with intent to deprive the rightful owner of it." To create an environment of safety it is important enforce this rule consistently.
 - **This is a No Tolerance rule.** Automatic eviction of the resident from the camp is required. The victim of the theft may file a police report. An effort to recover and return stolen property should be made.
 - **Re-admittance into the camp:** Following a complete calendar month a person may petition to be readmitted into

the camp. No court charges or penalties from the original theft may be pending. The person will only be readmitted following a vote of Sanctuary Camp's residential community. The percentage of the re-admittance vote has yet to be decided.

- **Quiet Hours will be enforced to a reasonable extent.** One of the most important aspects of a healthy emotional and physical state is the ability to get good sleep. This has been generally denied people who've been sleeping outside. To create a respectful, restful sanctuary space it is necessary to enforce quiet hours within the camp. The residents of the camp may vote to determine what the specific duration of this quiet time will be. It must be understood that some folks with mental health challenges may have some difficulty remaining silent

There is a three stage warning process for this rule.

- A resident can receive no more than three warnings for noise within a calendar month.
- A noise complaint must be filed with a Responsible Person on duty at or near the time it has occurred.
- There will be an effort to group residents who're most sensitive to noise at distance from those most likely to make noise.
- A resident must be made aware that they have broken a rule, and they must receive the warning in writing.
- On the forth occasion of rule breakage within a calendar month, automatic eviction of the resident from the camp is required.
- Following a complete calendar month a person may petition to be readmitted into the camp. The person will only be readmitted following a vote of Sanctuary Camp's residential community. The percentage of the re-admittance vote has yet to be decided.

- **No repeated disruptions.** To create a respectful and peaceful environment, it is important to limit excessive emotional outbursts and loud argumentation. It is understood that communication often can be loud and sometimes emotionally upsetting, but a pattern of this can reduce a peaceful environment for others nearby. **There is a three stage warning process for this rule.**

- A resident can receive no more than three warnings in a calendar month.
- A disruption complaint must be filed with a Responsible Person on duty at or near the time it has occurred.

- A resident must be made aware that they have broken a rule, and they must receive the warning in writing.
 - There will be an effort to group residents who're most sensitive to noise at distance from those most likely to cause such disturbances.
 - On the forth occasion of rule breakage within a calendar month, automatic eviction of the resident from the camp is required.
 - Following a complete calendar month a person may petition to be readmitted into the camp. The person will only be readmitted following a vote of Sanctuary Camp's residential community. The percentage of the re-admittance vote has yet to be decided.
- **Responsible Duties in the camp** (sliding scale of hours). For the proper functioning of a Sanctuary Camp it is necessary for several roles to be maintained. An important function of a Sanctuary Camp is to provide an opportunity to contribute service, instilling a sense of ownership within the community. It is also an important camp function to provide residents with what may be the first opportunity to be responsible for a task in a long time. Being responsible for a specific task can help foster a sense of pride and self-respect that can help a person improve their self-perception. For this reason, residents must be scheduled for a calendar shift based on their time and ability. Missing a shift will result in a warning. **There is a three stage warning process for this rule.**
 - A Responsible Person checks when a resident's calendar shift has begun and ended. This serves a similar function to a time card.
 - A resident can receive no more than three warnings in a calendar month.
 - A Failure to Complete Responsible Duty complaint must be filed by or with a Responsible Person on duty at or near the time the failure to complete the task has occurred.
 - On the forth occasion of rule breakage within a calendar month, automatic eviction of the resident from the camp is required.
 - Following a complete calendar month a person may petition to be readmitted into the camp. The person will only be readmitted following a vote of Sanctuary Camp's residential community. The percentage of the re-admittance vote has yet to be decided.
 - A resident must be made aware that they have broken a rule and that they must receive the warning in writing.
 - The mechanism for assigning Responsible Duties is still to

be decided as are the various responsible duties themselves, but some examples are:

- Responsible Person On Duty
- Assistant Responsible Person On Duty
- Neighborhood Watch (florescent vest patrol)
- Clean Patrol
- Administrative Desk
- Jobs Program Manager
- Job Skills Trainer
- Media Liaison and Host (media are welcome in the camp but are encouraged to schedule time with a host)
- Police Liaison and Host (police or sheriffs deputies are welcome in the camp anytime but are encouraged to schedule time with a host)

The Agreement Form listing the Rules. This is a sheet of paper held on file at the Entrance Portal Entry Desk where the Responsible Person On Duty sits. One of these forms must remain on file for each resident of the camp. A resident must have had this list read aloud to them before they sign the agreement form.

Responsible Persons are individuals who are tasked with sitting for a shift at the Entrance Portal Entry Desk. There is an RPOD and an Assistant RPOD on duty 24 hours a day.

- **An Assistant Responsible Person On Duty** assists the RPOD
- They responsible for greeting residents as they come and go through the entrance of the Sanctuary Camp. They ensure that those who enter are residents who've signed an Agreement Form listing the Rules.
- Have visitors to the camp sign in and ensure that a visitor has permission by a resident to be in the camp. The resident must accompany and "vouch" for the visitor.
- Are responsible for filling out **Complaint Forms** and **Warning Forms** when a resident has broken a rule or complained about another resident. They are also responsible for logging complaints onto a **Monthly Calendar**.
- Are responsible for checking that a resident's **Responsible Duty calendar shift** begin and end.

Decision making process and political structure. There are various types of processes through which decisions can be made in a community. These range from one extreme where a single authority makes all decisions to the opposite extreme in which every individual has a say in a unanimous decision. In groups

where there isn't easy unanimity, a basic democratic process can be more effective. It is important that residents of a Sanctuary Camp share decision-making to instill a sense of responsibility and equality. It is also important that the community outside of a Sanctuary Camp is represented and that an external group of community members have some say in decisions regarding Non-Social aspects of the camp.

- An **Advisory Committee** will be made up of community members and former residents of the camp. It will help shepherd the camp through responsible financial accounting and providing material needs. This committee will assist the camp in meeting its regulatory agreements with local governments including fire, zoning, building codes and other legal concerns. **This committee will share a Bi-Cameral Democracy with camp residents when voting on non-social aspects of the camp.**
- **Residents of Sanctuary Camp.** This is the entire community of people who live within the camp. They have all signed an Agreement Form Listing the Rules of the Camp and are in compliance with those rules. The residents themselves will vote democratically (without the participation of the Advisory Committee) on **Social Aspects** of the camp.
- **Bi-Cameral Democracy.** This is the dual decision making body that includes both the Advisory Committee and the Residents of the Camp.
 - This Bi-Cameral Democracy only shares votes on Non-Social aspects of the camp.
 - If the numerical ratio of Residents to Committee members is unbalanced then measure of a vote must be decided. That measure of a vote will be determined at a later date.
- **Votes on Social Aspects** of the camp include votes to reinstate former residents who have petitioned for re-admittance to the camp.

An intention of visual aesthetics. A Sanctuary Camp has as a key function of its design a uniformly attractive exterior that has easily replicable modular elements. The façade has an attractive Entrance Portal, and the front has the visual shield of an Art Wall. A row of teepees will be the first line of camp structures that serve as a blockage for the dissimilar tents within. When one thinks of a "tent city" one imagines a hodge-podge of mismatched tents, tarps and personal belongings mixed with debris. A Sanctuary Camp must not have an unpleasant view from the exterior and preferably it has an attractive appearance over all.

The Infrastructure, Layout and Basic Material needs of the camp.

- **Layout: Four quadrants and a meeting circle at the center.**
 - **Four Quadrants.** The camp is divided in sections to assist in separating different aspects of the community for its own safety and peace of mind.
 1. **Administrative Quadrant.** This area includes the front

desk, the administrative office, the donations department, materials storage, dumpster, Porta Potties, bike locker, personal lockers and kitchen.

2. **Female's Quadrant.** In the community of people who live outside, women are especially vulnerable to abuse. This is why a Sanctuary Camp creates an additional layer of safety for females. A "female only" area establishes a safe zone where women can feel free from male contact if they choose.
 3. **Quiet Quadrant.** Those folks who may have a tendency to be disturbed easily or who just want a quieter experience in general have the option of a quieter area in which to place their tent. Sanctuary Camp will encourage those who file complaint forms at a higher rate than others to place their tents in this Quiet Quadrant.
 4. **Co-ed, newbie, and slightly louder quadrant.** Noise during quiet hours is unacceptable but those who have a tendency to be louder in general will be encouraged to place their tents in this quadrant. Those folks who've had numerous complaints filed against them will be encouraged to place their tents to the front of this quadrant and as far from the Quiet Quadrant as can be. An attempt will be made to accommodate all persons and personality types.
- **Meeting Circle.** At the center of the camp there will be a physically and metaphorically centering space where meetings are held. Elders Circle, veterans, Narcotics and Alcoholics Anonymous meetings as well as general camp residents meetings will all take place here.
- **Infrastructure:** Most Sanctuary Camps are designed to be somewhat mobile because the spaces and properties they occupy can change from time to time. That said, there are some basic aspects that will be either constructed or assembled.
 - **Art Wall:** As previously mentioned, the Art Wall is essentially a component of the boundary fence that rings the entire camp. The construction materials and style of this fence will be dependent on whether the location is temporary or more permanent. The Art Wall will have sections of plywood and/or vinyl sheeting affixed to it. Local school kids, community groups, local artists and muralists will be welcome to decorate the surfaces of the wall. Otherwise the surfaces should be painted white as a base for these murals.
 - **Entrance Portal:** This is an artistically designed arch with a gate that will always remain open unless there is an emergency. It will be constructed of wood or bamboo and will have a natural look and artistic touches. It will feature the Sanctuary Camp

- logo and a well-lit sign.
- **Solar lights on poles:** It is important that walkways be clearly marked and well lit at night. Solar lights at ground level and on bamboo poles are low cost and easy to construct.
 - **Entrance desk and administrative office:** Just inside the entrance portal there is a covered shelter that houses the entrance desk, the administrative, and jobs program offices.
 1. **Entrance desk:** This desk is for the Responsible Person on Duty.
 2. **Assistant RPOD chair:** This is for the Assistant Responsible Person on Duty.
 3. **Administrative office:** Separated by a cubicle divider, this desk supports various managerial aspects of the camp.
 4. **Jobs program office:** Separated by a cubicle divider, this desk supports the jobs program and the jobs training skills program. This desk may have its own shelter as it may generate much of its own traffic.
 - **Front row of Teepees:** One teepee is very easy to assemble and is highly portable. It can shelter a small family or a small group of friends. 4 teepees can shelter 16 people comfortably. A row of teepees can visually block a larger group of dissimilar tents. With the intention of creating an acceptable appearance from the outside.
 - **Donation intake, storage and dispersal area:** This is a Carport or shed containing shelving and plastic containers to collect and to store items such as: tents, blankets, tarps, clothes, coats etc.
 - **Personal storage lockers:** A row of medium sized lockers to provide an extra level of security for valuable possessions. Lockers may require a roof covering or rain shelter.
 - **Bike locker area:** This area can be either unsheltered, or (more beneficially) sheltered. It can be a series of bike racks.
 - **Basic Material Needs:** A Sanctuary Camp is a specific set of rules and conceptual ideas, but it is also a set of materials that create the basic shelters, boundaries and what amounts to the physicality of this safe place for people to sleep. Some of these materials will be donated and some will be purchased.
 - **What follows is a basic list of material items that could support a camp of 50 residents in 8 bamboo teepees and 25 donated tents on ¼ acre, completely surrounded with a visual barrier.** This estimation is based on a camp that is on bare ground with a sidewalk or pavement frontage.

2 large portable carports
2x 20 slot bike racks
3 desks 6 chairs
4 Easy-Up portable shelter
40 heavy-duty fence stakes 6' at ground
40 7'x10' white plastic tarps
30 10'x10' white plastic tarps
8 30'x20' white plastic tarps
1,000' of light steel cable
250x 25' bamboo polls
50 solar led lights
Artistic well designed entrance portal
Front gate
8 metal shelves
32 plastic Rubbermaid bins
A section of steel lockers
10 foot lockers

Three Tiered Jobs Program: A strong component of a Sanctuary Camp is the focus on encouraging self-respect and self-reliance. The jobs program includes responsible duties within the camp as well as day worker and contract worker programs, and job skills training.

- **Responsible Duties within the camp.** These are unpaid positions that are required of every camp resident to maintain the proper functioning, cleanliness, and safety of the camp. There is a sliding scale of time commitment based on the availability and ability of each resident.
- **Day Worker and Contract Jobs.** It is important to support the ability of each resident to gain paid employment as much as possible.
 - There will be either a discrete program with the Jobs Program or a partnership with the Day Worker Center.
 - Contract jobs will be arranged through the Jobs Program office or in partnership with an external program.
- **Job Skills Training.** There will be a constant emphasis on providing skill sharing, encouragement, mentorship and training so that residents may gain the skills to acquire work outside of the camp.
 - Resume writing
 - Appearance and grooming
 - Job Skills

Drug and Alcohol cessation support programs: A strong component of a Sanctuary Camp is the focus on sobriety and support for people who are fighting the battle of addiction. The camp is a safe space where this battle can be fought

in a clean and supportive environment. All efforts will be made to connect supportive services that exist in the community with the residents of the camp.

- **Alcoholics Anonymous meetings within the camp.**
- **Narcotics Anonymous meetings within the camp.**
- **Contact with other neighborhood meetings.**

Funding a Sanctuary Camp: Data shows that these camps reduce money spent directly or indirectly on homelessness by creating a safe space for some people to be. This camp will start small and strong to demonstrate its effectiveness and value to the community at large and to the residents of the camp itself.

- **How is Sanctuary Camp funded?** The pilot camp is intended to be low cost yet highly effective. This happens through a balance of offered land and services; donations and fundraising benefits; as well as grants, and eventually, some government funding.
 - **Land.** One expectation of a Sanctuary Camp is to be offered land for use from one of the following categories of landowners: city, county, state, university, church or private.
 - **Trash service.** Another expectation of the camp is to be offered free trash service. A camp such as this reduces trash that may be the result of illegal camping.
 - **501c3 Non-profit status and fiscal sponsorship.**
 - Until Sanctuary Camp gains its own 501c3 status, non-profit fiscal sponsorship has been offered from:
 1. Paul Lee and Homeless Garden Project
 2. Santa Cruz Home and Land Trust
 - Once the camp is established it will soon gain its own 501c3 non-profit status.
 - **Support from the community.** Recognizing that the Sanctuary Camp provides a benefit to everyone, there will be an easy point of contact for community members and businesses to give directly to help people with donations.
 - Money
 - Tents and camping materials
 - Clothing
 - Bedding
 - Building materials etc.
 - **Residents may contribute some money towards the functioning of the camp.** At Dignity Village in Portland, OR. Residents pay \$20 per month to stay at the camp. Those who can pay a bit more defray the cost for those who are unable to pay.
 - **There will be a regular schedule of fundraising events.** Sanctuary Camp will welcome the community to cultural and social affairs benefiting the camp. This will offer the community an

opportunity to come together in celebration of a solution to some of the problems of homelessness.

- **Grant funding.** Sanctuary Camp is researching and applying for a myriad of grant opportunities beginning with the **US Interagency Council on Homelessness** website: <http://www.usich.gov/>
 - o Community development block grants
 - o Emergency solutions grants
 - o Grants for the benefit homeless individuals
 - o Projects for the assistance in transition from homelessness
- **Local government funding.** After a period of time when it becomes clear that the Sanctuary Camp is saving the City and County of Santa Cruz money and helping the problems of homelessness, then it may be appropriate to seek funds from those governments.
- **Hangtown Haven, Placerville, CA . 50 resident tent camp.**

Here is what their website says about financing.

“HTHI is financed by gifts and grants from individuals, churches and other non-profits only. It receives no financial help from any government agency, city, county, state or federal. The generosity of people in our community has allowed us to provide a safe and healthy place to live. It is an environment that allows men and women who have lost their jobs to get back on their feet and return to society. Some of the gifts that have been given to us are from graduates of HTHI who have gone on to full-time and good paying jobs. None of the HTHI volunteers receive any pay for the time spent helping the homeless guests.”

How much does a Sanctuary Camp cost? These camps are intended to be very effective yet low cost, especially when compared to the nonprofit sector which spends millions of dollars only to provide shelter for 5% of our local homeless population.

We'll stay with our example of 50 residents as we've used above in the "Material Needs" section.

- **Actual costs of a camp**
 - **Porta Potties** \$360/month \$4320/year
 - 1 Porta Potty per 20 people emptied weekly is \$120/month
 - Lets be generous and place 3 Porta Potties for 50 people
 - D&G Sanitation in Watsonville
 - **Liability Insurance** approx. < \$2000 yearly
 - Nonprofit Insurance Alliance of California has many comprehensive policies. If we partner with church property then our costs may be lower than this.
 - o Camp Quixote, Olympia, WA.
 - A camp of 50 people that has moved 20 times spends an average of \$1500/year on insurance.

- Hangtown Haven, Placerville, CA.
A tent camp of < 50 people states they've always paid less than \$1,000/year.
- **Yearly lease of land.** Nearly every Sanctuary Camp in the country uses land for either no money or an arrangement that offers them a lease of \$1/year. Sanctuary Camp is seeking a relationship such as this with one of several types of property owners in the area.
River Street Shelter pays \$1/year rent. This lease expires on January 31, 2060.

Here are four prominent camps on the West Coast and what they pay for rent.

- **Dignity Village, Portland, OR.** 65 residents on city property for +10 years. **\$1/year lease.**
- **Seattle, WA “Tent Cities 3 & 4”** total 100 residents move every 3 months to a series of church and city properties **rent-free.**
- **Hangtown Haven, Placerville, CA.** 50 residents on county property **rent-free.**

Itinerant camps cost more. When a Sanctuary Camp moves from one place to another, costs rise quickly.

- **Materials (not donated) \$5,000/year**
This is a rough estimation given that it is unclear what type of property Sanctuary Camp will be established on. Because of the rainy season, there will be a constant need for tarps and cordage. Varying pieces of stud wood, plywood and other building materials and tools may be purchased to establish one-time construction of certain infrastructure elements.
- **Legal representation (not donated) \$2000/year**
This is a rough estimation given that it is unclear what legal issues might arise.

\$13,320/year estimated cost for a Sanctuary Camp of 50 residents. This equates to \$1,110/month and approximately \$0.75/per day per individual; or approximately \$23/month for each resident.

Legal aspects of a Sanctuary Camp: There will be no Sanctuary Camp without understanding the legal landscape and working within it. Yet, we've seen in other cities and states that these camps have been able to acquire Conditional Use Permits and even a suspension of various laws that enable a safe sleep camp such as a Sanctuary Camp to be established. When a city or county realizes the huge benefit to its community it may act to facilitate such an establishment.

- **It is illegal to sleep.** In both the City of Santa Cruz and the County it is illegal to lie underneath a blanket after 11pm.

- Santa Cruz City uses this: MC 6.36.010
- The County of Santa Cruz uses a State law: 647e

We see that simply BEING a homeless person is illegal.

- **Senate Bill 2 (SB2):** SB2 amended State Planning and Zoning Law so as to require every city and county to provide for the establishment of emergency shelters, in an inventory of land suitable for residential development, and in a planning program with a 5-year schedule of actions that the local government is undertaking to implement the goal and objective of meeting the local need for emergency shelter, among other purposes of the Housing Element of the City or County General Plan. **This planning program is also required to identify sites with zoning that permits emergency shelters by right, without a conditional use permit, or other discretionary permit.**

“Emergency shelter” means housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.

As a result, cities and counties are required to:

- Identify at least one zoning district (a category) that will permit emergency shelters without a conditional use permit, or other discretionary permit.
- Identify sites that will provide sufficient capacity to accommodate the need for emergency shelters, and at least one year-round emergency shelter.
- Ensure that permit procedures, development and management standards required for approval of emergency shelters be objective, so as to encourage and facilitate the development of emergency shelters. Written and objective standards may be applied as specified in statute, including maximum number of beds, provision for onsite management, length of stay, and security.
- Ensure that approval of emergency shelters shall only be subject to development and management standards that apply to any other residential or commercial use within the same zone.
- Never deny approval of a proposed emergency shelter unless certain required specific findings are made.

The California Department of Housing and Community Development, Division of Housing Policy Development, wrote in a 2013 briefing memo that,

California's homelessness crisis demands the effective involvement of both the public and private sectors. A housing element [of a General Plan] can be an effective and powerful tool in combatting homelessness. Passage of SB2 strengthened the law to increase its effectiveness in addressing the needs of California's homeless population. The . . . housing element update presents an important opportunity to make ending homelessness a critical priority.

- **Conditional Use Permits, Camping Permits and Suspension of Laws:**
 - **The County of Santa Cruz** has a mechanism for obtaining a Conditional Use Permit
 - **The City of Santa Cruz** has a mechanism for issuing permits for camping in parks that have been zoned for such uses.
6.36.030 Permit for camping in city parks. In 2011 the City issued Occupy Santa Cruz a permit for a camp in San Lorenzo Park. The following parks are available within the city to be used for camping with a City permit.
 - Harvey West Park
 - De Laveaga Park
 - San Lorenzo Park bench lands
 - The City and County also have mechanisms for Suspending Laws and Ordinances for specific times and locations as it sees fit.

It should be noted that California SB2 states that cities and counties are:

“..required to identify sites with zoning that permits emergency shelters by right, without a conditional use permit, or other discretionary permit.”

Why do we need a Sanctuary Camp in Santa Cruz?

- There are roughly +3,000 homeless people in Santa Cruz, and those are just the ones that survey teams were able to find and count. There are many new people in our community becoming homeless because of job losses and lack of housing.

Applied Survey Research 2011 Santa Cruz County Homeless Census & Survey Executive Summary

http://www.appliedsurveyresearch.org/storage/database/homelessness/santacruz/SantaCruz_ExecSummary_FINAL.pdf

- 2,125 people were unsheltered (living outside)
- 52% are newly homeless.
- Joblessness is the highest reported cause of homelessness.
- 63% have a disability.

The federal government considers multiple physical and mental conditions disabling to homeless individuals, creating additional obstacles to obtaining work or housing. These conditions include substance abuse disorders, serious mental illness, developmental disabilities, post traumatic stress disorder, cognitive impairments from physical trauma and chronic physical illness or disabilities.

- 23% reported that they had needed medical care but were unable to receive it.
- 26% reported that they were experiencing chronic health problems.
- 26% of the survey population had a physical disability.
- 18% of survey respondents reported having a serious mental illness.
- 38% of survey respondents reported that they were experiencing a substance abuse problem (alcohol and/or other drugs).
- 11% of women survey respondents were experiencing domestic violence/partner abuse at the time of the survey in 2011. While rates of domestic violence are higher among women, domestic violence does effect the entire community.
- Among all respondents, 9% indicated they were experiencing domestic/partner violence or abuse at the time of the survey.
- In Santa Cruz there was a 19% increase in the number of homeless from 901 homeless in 2009 to 1,070 in 2011.
- The largest increase was for homeless families (24%)
- Homelessness in the Santa Cruz County has increased approximately 22%.
- The majority of survey respondents, 67.3%, or 329 individuals, indicated that they were living in Santa Cruz County prior to becoming homeless.
- "Other county in California" accounted for 19.4% of respondents and 13.3% indicated they were living "out of state" when they most recently became homeless.

The National Alliance to End Homelessness

Chronic Homelessness:

It's a common misconception that this group represents the majority of the homelessness population. Rather, they account for just fewer than **16 percent** of the entire homeless population.

HUD's 2012 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report shows a woefully deficient supply of Emergency Shelter.

Emergency Shelter at its highest winter count is no more than 344 beds and at the yearly low point can be as little as 100 beds.

Clearly there is a huge unmet need in Santa Cruz City and County for Emergency Shelter and Transitional Housing.

Homeless Services Center in Santa Cruz Director Monica Martinez has been quoted as saying, "...there is up to a two month waiting list for Emergency Shelter."

Effects of homelessness

**Santa Cruz City Council Homelessness Study Session
April 25, 2013 City Council Agenda Report – City Manager
Police Calls, Impacts on the Environment, the Business District Etc.**

- **Santa Cruz Police Department and Homelessness.**

It is readily apparent that the department devotes a substantial amount of resources to individuals that supply their address as 115 Coral Street at the time of arrest. Over 40% of all arrests made by SCPD in 2012 and 2013 (to date) are of these persons. Of total citations in 2012 and 2013, about 30% are issued to persons who list 115 Coral Street as their address.

SCPD's data show that multiple arrests are common and that 325 unique individuals who supplied 115 Coral Street as their address were arrested 1,259 times in 2012. That equates to 3.9 arrests annually for each of these 325 people or about 3.5 of the 325 people being arrested every day.

Stated yet another way, 325 people accounted for 62% of all arrestees who listed 115 Coral as their address that year. Accordingly, a smaller pool of individuals are incurring a staggering number of arrests and consuming an inordinate amount of public safety resources.

The real costs of enforcement was another question posed. While difficult to estimate, a rough calculation can

proceed through correlation to SCPD's budget. As 82% of the department's \$22 million annual budget is composed of personnel costs, and there are over 100,000 call for service annually (104,946 in 2012), a general cost of \$180 per call for service is reached. In 2012, there were 5,660 arrests or citations for persons listing 115 Coral Street as an address, which yields a cost estimate of \$1,018,800 to service those public safety needs. Note that this estimate is rife with assumptions and there is no clear methodology with existing data to measure the true cost. However, as with the Fire Department, there is a clear opportunity cost to the investment of police personnel in dealing with public safety issues. Time invested here is time not invested in other public safety efforts.

A direct cost that SCPD is bearing is the extensive First Alarm security operation across the City. Since last year, the City has deployed security guards downtown, in the Harvey West Area, at City Hall (includes the Downtown Library Branch), on the San Lorenzo River Levee, at Cowell Beach and West Cliff, in Downtown City parks and, most recently, in Grant Park, San Lorenzo Park, Oceanview Park and Laurel Park. These guards have produced an improvement in safety and quality of life in these areas and the community has responded very positively to their presence. The program, however, comes with a cost of about \$350,000 annually. Last year, with 21 the short staffing in SCPD, salary savings were used to pay for the security services. For the upcoming fiscal year, given the renewed effort to fill vacant Police Officer and Community Service Officer positions, the City cannot count on salary savings to cover these costs. Accordingly, this funding will be requested in a separate budget line item for FY 2014.

Another question frequently asked is the alleged crime which an arrest was made or a citation issued. The most common crime types are:

California Penal Code (PC) PC § 484A – Theft

PC § 647(f) – Public Intoxication

PC § 1203.2 – Probation Violation

SCMC § 6.36 – Camping in City Limits Prohibited

SCMC § 9.10 – Panhandling (Prohibited Locations, Manner, Time)

SCMC § 9.12 – Consumption of Alcohol in Public

SCMC § 9.50 – Prohibited Conduct on Public Property

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- **Impacts on Business, Property Owners and Customers**

The overall impression of the business community is that homeless and/or transient individuals are driving customers away. Customers state they are reluctant to walk downtown because of the general presence of transients and their anti-social behavior. Customers will park, visit the business and go directly back to their car. Customers do not want to be confronted by aggressive panhandlers, be a target for verbal abuse and be fearful of some individuals.

Customers and employees feel very uncomfortable when transients enter their store. Employees have to be very careful with how they handle people with mental health issues as these individuals can be verbally abusive to their customers and employees. Although they call 9-1-1, employees must deal with the issue of trying to move the individuals out of the store before they receive a response from the police. This is a huge burden, especially during busy times.

Business and property owners can feel burdened both emotionally and physically. Dealing with the social issues takes time and focus away from running a business and there is an emotional toll from dealing with the social issues and also trying to reassure employees and customers that downtown is safe. One business owner indicated that she tries to emphasize the good that downtown has to offer, but it tends to be met with a “things will never change” attitude.

Business owners have had to respond to these problems in the following ways:

- Remove human feces, urine, vomit, liquor bottles, cardboard and even mattresses from business exterior.
- Clean up and monitor restroom use. Restrooms have been used for bathing, drug use and vandalism. Some businesses control the use of restrooms through keys, while others have had to install token devices for their patrons.
- Install gates or fencing in the back of their businesses at significant expense. Recently a property owner had to install

gates across the back of the building entrance because people were sneaking through during the day and hiding in the upstairs until the business closed.

- Install devices or remove objects on the building in order to prevent people from accessing their roofs, which are sometimes used for camping.
- Seal all entrances to trash enclosures which are used for camping and rummaging through recycling.
- Investment of funds for security guards or cameras. Some businesses are currently considering hiring their own security guards to patrol right outside their store. Their employees and customers, especially women, get verbally harassed or intimidated.
- Many business owners and their employees have had their vehicles broken into and items stolen.

- **Impacts on the Environment**

The City has thousands of acres of regional parks, neighborhood parks and open space/greenbelt land, a rich resource that has been misused by illegal campers for many years. Virtually all Parks and Recreation field staff are impacted in some way by transient individuals. Whether staff is cleaning encampments, removing discarded personal items, handling discarded biological hazards, or, in some cases, being directly inhibited from doing their jobs through the actions of some transient individuals, Parks staff deal with the impacts daily.

The City has devoted significant resources to encampment clean-ups for many years, with focused efforts taking place since the summer of 2012, led by the Police/Parks Unit and the Ranger Program.

Parks staff may spend upwards of \$5,000 per month on contract labor, personnel costs, materials and disposal fees to clear encampments.

Rangers use a variety of ordinances to address the many and myriad issues associated with illegal camping. Initially, rangers will employ Santa Cruz Municipal Code (SCMC) Section 6.36.010, which prohibits camping within the City limits during the hours of 11 p.m. and 8:30 a.m. This prohibition includes constructing and maintaining a campsite, and also having bedding immediately available for sleeping at any time. Rangers will also use SCMC 13.04.010, which

describes limitations on access on park lands. This can include entering a closed area, having a bike in a prohibited area, or having a dog in a wildlife area. Additionally, Rangers may write citations if the illegal camp or activity has resulted in resource destruction (SCMC 9.50.030). 21

Also, urinating or defecation in public is prohibited by SCMC 9.50.016. Lighting a fire in a park (SCMC 13.08.050) and being in a park after hours (SCMC 13.04.011(c)) are employed.

In 2011, Police made contacts or responded to 1,567 calls for service involving illegal camping, issuing 615 citations (SCMC Section 6.36.010). That same year, Park Rangers made 728 contacts and issued 4 citations. On the aggregate, this equates to a monthly average of 191 contacts and 52 citations issued for illegal camping. In 2012, there was a 24% increase in contacts/calls for service for illegal camping (1,948) and an increase of over 100% in citations issued (1,234). In 2012, Park Rangers saw a 34% increase in contacts/calls for service (973) with a 2,525% increase in citations issued (105). The increase in 2012 can be partially attributed to stepped-up enforcement efforts beginning in the summer in response to significant community concern about illegal encampments. This equates to a monthly average of 243 contacts with 112 citations issued for illegal camping.

For the first three months of 2013, together police and the Park Rangers have 629 contacts/calls for service and have issued 193 citations. Routinely, Rangers point transient individuals toward the HSC to secure services. For mentally ill individuals, Rangers will work with County Mental Health staff to find resources for those individuals.

- **Fire Department**

49 grass, rubbish, and forest fires—or 15% of the total fires of these types—have been identified as being likely caused by homeless persons between 2008 and 2012.

- **Impacts to Urbanized Areas of the City**

The urbanized areas and public spaces of the City are heavily impacted by homelessness. On a daily basis, Public Works staff clean up feces, urine, drug paraphilia, and trash

left by homeless individuals. Staff report public nuisances including odor complaints, garbage strewn in neighborhoods, and a proliferation of syringes along levees and neighborhoods across the City.

On a daily basis, staff dislodge homeless individuals sleeping in the parking garages and lots, and clean up the lots, garages, restrooms, sidewalks, landscaping, and bike lockers. Staff frequently make repairs to landscaping and bike lockers that can be directly attributed to vandalism by homeless individuals. Currently, the alleys are a significant problem before sunrise as well as the lots along Front Street at or just after sunrise. Further, although the

problem fluctuates, the public restrooms are heavily impacted most of the time, and the City is finding that fewer non-homeless individuals are using the public restrooms.

- **Another impact is the theft of recyclable material.** At least half of the individuals that the City has caught in this illegal act are homeless. Refuse workers also interact with homeless individuals when servicing refuse containers. Staff wake individuals sleeping in the enclosures (mostly on private property) at least a couple times (on different routes) each day. Often the individuals leave when staff start to service the container, but sometimes it requires police interaction to get them to move (maybe 3-4 times each month). The City has experienced these problems for a long time, but it appears to be getting more common within the last year. Addressing these problems has been a considerable drain on City resources. Large encampments are handled through labor ready services. To clean and repair vandalism in the City garages and lots, the City estimates that eight Facilities Maintenance Assistants spend two to six hours daily on those activities. In direct costs this fiscal year (FY 2013), Public Works have spent \$10,464 in chain link fence, levy wall repairs, vegetation removal and clean-up efforts directly attributed to vandalism with some, but not all, attributed to impacts from actions of homeless individuals.

During the City's annual vegetation management activities, staff and the contractors will encounter camp sites, which require a clearing before the vegetation removal can

proceed. Approximately 10-15% of time is spent on camp clean-ups while performing vegetation management, at an estimated cost of \$10,000-16,000. The City has one Resource Recovery Collections employee working almost full time cleaning up illegal disposals, but the City estimates 1/10 of the materials coming directly from homeless individuals.

- **Impacts on Water Quality.**

There is a direct impact of homelessness on water quality in our streams and bay, seen most prominently in the San Lorenzo River, Branciforte Creek Channel and Neary Lagoon. Staff report that there are sustained high levels of fecal bacteria indicators in the San Lorenzo River, its estuary, Antonelli's Pond and throughout the City. The recent Cowell Beach Study Session addressed this to some degree. Preliminary data from the City's Wastewater Treatment Facility show especially for Enterococcus bacteria, that the regulatory limits are most often exceeded at Cowell's Beach in the summer months, when the homeless seems to camp there, and perhaps use the area for personal hygiene when the public restrooms are closed.

Environmental Compliance Inspectors spend up to 5% of field time on the direct impacts of homeless encampments, especially on the West Side through interactions with property managers/owners, and necessary documentation, as well as direct work with other City units including Parks Rangers and Wastewater Maintenance crews.

As for impacts on the City's drinking water, the City has legitimate water quality concerns, mainly at the San Lorenzo River intake off of River Street, but no documented quality problems.

The intake is just outside City limits, in the County of Santa Cruz's jurisdiction. If the City encounters individuals bathing or cleaning their possessions in the water, the City will explain that it is a drinking water source and direct the individual to leave. From time to time, a law enforcement response (County Sheriff) is needed. The Water Department's Chief Ranger coordinates with the Park Rangers to conduct camp abatements. The City recently began to negotiate conservation easements with the

property owners adjacent to the river above the intake to serve as a barrier for water protection.

- **Impacts on Public Safety**

Fire & Medical Response

Without an easy way to pull these records, these calls for service were identified by first determining whether calls were to locations in or adjacent to open spaces or the levee. If a call met one of these criteria, the narrative associated with the record was researched to confirm if the fire was related to a homeless encampment or drug use. Using this method, 49 grass, rubbish, and forest fires—or 15% of the total fires of these types—have been identified as being likely caused by the homeless between 2008 and 2012. The true number of fires stemming from homeless activity is likely higher, but the Fire Department lacks the information to confirm this supposition. The monetary costs of these calls for service is difficult to measure, given that the costs of keeping fire fighters on duty remain the same regardless of whether there is a call or not. However, these calls for service do represent opportunity costs: responding to a call takes time that could have been spent on other activities, such as fire prevention and training. In other words, the Fire Department is being paid the same whether or not it receives calls for service; the true cost is to its productivity.

There are different types of Sanctuary Camps: Generally these camps start with tents and a series of rules. They often stem from a tipping point within a community following a closure of a natural area, or an unauthorized tent city. Here are some basic definitions of some of these types of camps.

- **Tent City:** This isn't really a Sanctuary Camp. It is basically a gathering of people living outside in tents. It doesn't have the basic hallmarks of a Sanctuary Camp such as rules and community support.
- **Protest Camp:** This usually address some tipping point crisis in a community. Many Sanctuary Camps begin as Protest Camps.
- **Sanctuary Camp:** We use the word "camp" to denote the use of camp shelters like tents. It is usually impermanent in its design. These camps usually have some rules and community support.
- **Itinerant Camp:** The definition of "itinerant" is that it moves around. There are many long running and successful camps like this in the Pacific Northwest.
- **Built up Village:** The village model usually had begun as a camp but has shown its value to the community and is now able to provide more stable

structures and infrastructure. Often there is a State law that facilitates the building of wooden shed constructions domiciles and these villages can come under the category of Transitional Housing. In California SB2 is such a law.

“Tent Cities are American’s de facto waiting room for affordable and accessible housing. The idea of someone living in a tent (or other encampment) in this country says little about the decisions made by those who dwell within and so much more about our nation’s inability to adequately respond to those in need.”

Neil Donovan

Executive Director

National Coalition for the Homeless

Where are there Sanctuary Camps elsewhere?

- **Ventura, CA, River Haven**

- On city own land.
- Started with a \$30,000 grant from the McCuen Foundation.
- Built up Village “U Dome” construction
- The use of drugs and alcohol within 100 yards of the camp is prohibited and will lead to eviction.
- 60 residents

What began as an experiment has evolved into a successful program that has had a 40 percent success rate, according to Clyde Reynolds, the executive director of the foundation.

“This project is case-managed, and it has been so successful there has been no police involvement in nearly four years, which is amazing,”

<http://www.vcreporter.com/>

- **Placerville, CA, Hangtown Haven**

- With the cooperation of the City of Placerville.
- 501c3
- Broad community support
- Began as Sanctuary Camp
- Beginning “Village” status using SB2 California Law for Transitional Housing.
- Internally governed with support from the community.
- A well articulated set of rules.
- Funded by the community. No governmental funding.

Contact Art Edwards 530-622-1103

- **Fresno, CA, Village of Hope**
 - Zoned for camping
 - Permanent wooden shed construction
 - 66 residents
 - Nonprofit sponsorship
 - Rules.
 - Self governed with organizational support
<http://www.poverellohouse.org/village.html>

- **Eugene, OR, Opportunity Village**
 - On donated private land
 - Conditional use permit with State law supporting Transitional Housing
 - Permanent wooden shed construction
 - Starting as a small village of 60 people
 - 501c3 and external Board of Directors
 - Self-governing

Andy Heben
937.681.8044
<http://www.opportunityvillageeugene.org/>
<https://www.facebook.com/OpportunityVillageEugene>

- **Portland, OR, Dignity Village**
 - On city land (\$1/year lease)
 - Permanent shed construction
 - Portland created an ordinance to allow the creation of the village.
 - 66 Residents
 - 501c3
 - Began as a protest camp
 - Self-governing with the support of the community.

- **From 2007-09, the annual rate of 911 calls resulting in the dispatch of Portland Police to Dignity Village was lower on a per capita basis than the citywide average.**

Report by Kristina Smock Consulting on behalf of the Portland Housing Bureau.

Most of the Village's residents and supporters agree that it offers a better alternative to emergency shelters or the streets for many homeless individuals and couples. In contrast to both the streets and traditional emergency shelters, the Village provides:

- o A supportive community,
- o A place where couples can stay together,
- o A place for people with pets,
- o Privacy and personal space,
- o A place to keep belongings,
- o Relief from constantly having to wait in lines,
- o The reassurance of having a bed each night and not being moved along, and
 - o Independence from caseworkers and the demands of formal programs.

Overall assessment of Dignity Village’s performance:

... The absence of major problems over the past two and a half years:

There haven’t been any major media stories about the Village, it has ceased to be a political lightning rod, and it **appears to have become a stable part of the city’s response to homelessness.**

- **Cost effectiveness:** The Village provides emergency shelter for 60 people each night at an **extremely low cost.**

- **Self management:** The Village has developed its own governance structure and has managed to create a relatively stable, safe community. Rules have been developed and enforced. Residents who have caused major problems have been evicted. And the Village has demonstrated that homeless people can do a lot to solve their own challenges.

- **Impact on the neighborhood:**

Feedback from the Village’s two neighboring businesses and one residential neighbor suggests that the Village has had little impact on the surrounding neighborhood during the contract period. The residential neighbor said that the Village has been a great neighbor. There were some issues with villagers and their visitors loitering in the neighborhood a few years ago, but that doesn’t happen anymore. The villagers have been responsive neighbors, even sending a representative one night to let the

neighbors know that they had left the lights on in their car. The neighbor wholeheartedly supports the Village's continued presence at Sunderland Yard into the indefinite future

- Police Statistics about Dignity Village:

A total of 43 calls to 911 have resulted in dispatch of Portland Police to Dignity Village over the past three years. On a per capita basis, the number of calls is lower than comparable data for the city as a whole:

2007: 14 calls (.23 per capita compared to citywide .39 per capita)

2008: 17 calls (.28 per capita compared to citywide .37 per capita)

2009: 9 calls (.15 per capita compared to citywide .31 per capita)

Over the three year period, the most common calls were for disturbance (7 calls), medical assist (4 calls), and unwanted person (5 calls).

The two Portland Crime Prevention Coordinators who were assigned to Dignity Village from July-Dec 2009 and June-Dec 2009 respectively each said that they had no direct complaints about Dignity Village and almost no contact with the Village during the period of time that they were assigned to Sunderland.

- Dignity Village Tent City Tool Kit

http://www.tentciestoolkit.org/page9/files/InfoForNeighbors_wksht.pdf

- Maximum of 60 people live at Dignity Village at one time (limit imposed by the city)

- 700+ people transitioning through the Village since its inception

- 25% stay a few days or weeks

 - 55% stay several months

 - 20% stay on a more permanent basis and become part of the Core Operations Team

140 former residents have gotten full time jobs and have moved away from the village into conventional housing.

Support services such as AA or NA are offered at the Village

Protocols in place with all police precincts, signed by all commanders of each precinct.

Copies of protocols are available from the Village or from police precinct offices.

Crime statistics show decreased crime (indicated by fewer police calls) in the Sunderland Yard area since Dignity Village moved in.

• **Olympia, WA, Camp Quixote**

<http://quixotevillage.com/history/>

<http://quixotevillage.com/quixote-village/>

- On private property (donated land)
- Began as a Protest Camp in 2007 then moved to a church that gave it safe sanctuary.
- Spent years as an Itinerant Camp, moving 20 times
- Its now a Village with wooden sheds and a community center.
- The City of Olympia passed ordinances to allow the camp to exist. It gave the camp 6 months at any given location.
- From protest camp to city sanctioned camp that eventually move 20 times (90 days per location). Now it is a budding “Village” with wooden shelters being constructed.

Veterans should never find themselves on the streets, living without care and without hope. It is simply unacceptable for a child in this country to be without a home ~Barak Obama

Where do we envision a Santa Cruz Sanctuary Camp to be established?

Santa Cruz Sanctuary Camp is intending to establish a 25 – 50 person Pilot Camp before the onset of winter this year.

That will require a ¼ - ½ acre to start.

We aim to start strong and small to demonstrate effectiveness and efficiency.

We’ve been meeting with many churches, land owners and governmental officials.

We’ve been working hard on this pre-camp campaign to make as many people aware as possible. The more awareness there is for this concept and project, the better chance we’ll have to find a suitable piece of usable land.

We have been meeting weekly to pour over county and city maps as well as Google Maps to find the many potential open spaces that might be suitable.

We seek a portion of land that is away from close proximity to population or business centers and yet within easy foot or bike access to these.
We seek a portion of land that has easy county bus access.

We encourage you to begin a conversation with us so that we as a community may begin to turn this vision into a reality.

santacruzsanctuary@gmail.com

Brent Adams 831-234-9848

Please donate to this project:
<https://www.wepay.com/donations/santacruzsanctuary>