



Research report

**Filling a gap:
Tiny cabins for people experiencing homelessness,
from Victoria to Halifax and beyond**

July 3, 2022, updated November 27, 2022

Prepared by Bill Johnston for HATS

<u>Photos of Canadian cabin villages</u>	2
<u>About the <u>Hamilton Alliance for Tiny Shelters</u></u>	3
<u>Canadian and Indigenous definitions of homelessness</u>	5
<u>Executive summary</u>	6
<u>Introduction: Cabin communities for people experiencing homelessness</u>	8
<u>Why Canadian city councils support tiny home communities</u>	9
Context 1: <u>Hamilton's and Canada's affordable housing crisis</u>	10
Context 2: <u>Why some people can't or won't stay in shelters</u>	13
<u>Canadian tiny homes</u>	14
<u>How well do cabin villages serve their residents?</u>	20
<u>Ideas from the experience of other cabin communities</u>	31
<u>Summary of the ideas</u>	32
<u>Details of the ideas</u>	38
<u>Criticism of tiny cabin villages</u>	95
<u>Assessing a tiny cabin village program</u>	99
<u>Appendix: Principles of Housing First</u>	100
<u>Endnotes</u>	101

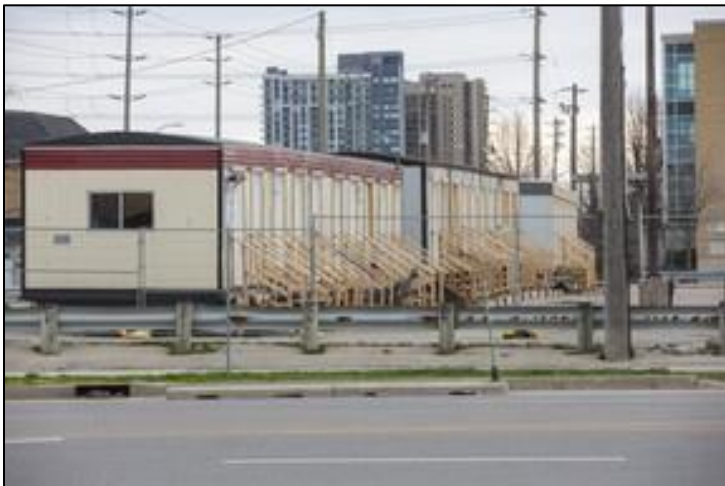
Click on each [underlined](#) word to jump to the related page.

Cabins, coast to coast

From scattered singles to 'villages' of 40 cabins



Counterclockwise: Kingston (*Our Livable Solutions Facebook page April 28, 2022*);
Kitchener (*Bill Johnston*); moving a cabin
to Duncan B.C.'s Trunk Road site
(*Cowichan Valley Citizen file photo*);
London's 2021 units on York Street (*Derek Ruttan, London Free Press, April 17, 2021*);
Halifax (*Archdiocese of Halifax-Yarmouth*);
and inside a Victoria cabin (*Greater
Victoria Coalition to End Homelessness*).



Land acknowledgement

The City of Hamilton is situated upon the traditional territories of the Erie, Neutral, Huron-Wendat, Haudenosaunee and Mississaugas. This land is covered by the Dish With One Spoon Wampum Belt Covenant, which was an agreement between the Haudenosaunee and Anishinaabek to share and care for the land, water, plants and animals of the Great Lakes region. We further acknowledge that this land is covered by the Between the Lakes Purchase, 1792, between the Crown and the Mississaugas of the Credit First Nation.

The Hamilton Alliance for Tiny Shelters

The Hamilton Alliance for Tiny Shelters is an initiative started in the fall of 2021 by a group of Hamilton residents to provide shelter for some of the growing number of people experiencing homelessness and not served by the city's shelters. Inspired by initiatives in other cities, HATS proposes creating a "village" of 8-by-10 foot cabins to provide shelter, a community, and the health and social supports the residents need. It will start with 10 cabins that will be insulated and have electricity to run a heater, lights and a small fridge. Showers, washrooms, laundry and other facilities will be separate from the cabins.

HATS is a non-profit corporation. Its finances and bookkeeping are being handled by the Social Planning and Research Council. Canada Helps issues its charitable receipts. In February, the United Way of Hamilton-Halton approved a \$24,000 Local Love in a Global Crisis grant to help pay for a part-time staff member. At least as much money has been donated; fundraising is progressing as HATS continues its search for a suitable site. Wesley Urban Ministries has committed to provide two case workers for the program. Arrangements have been made for other health and social supports to come to the site.

Interviews have been conducted with three dozen people with lived experience to get their views on the program, who should live in it and what behavioural expectations there should be. More than three dozen volunteers have been trained to work on the program. There have also been extensive consultations with senior City of Hamilton staff about possible sites, needed approvals and HATS' request for \$100,000 for three years from the city that would help pay for site management staff. HATS has done one neighbourhood engagement process for a site that did not proceed and is ready for a thorough and early consultation when it has a site.

HATS also undertook research on all of Canada's tiny cabin villages for people experiencing homelessness to learn from their experience as well as a review of research on American villages. The result is this report.

The Hamilton Alliance for Tiny Shelters Inc. board, at July 3, 2022, was (with amendments in green as of November 27, 2022):

- Julia Kollek, president HATS – A community activist and organizer; communications consultant (Julia Kollek Creative Services); founder, Kehila Heschel School, Hamilton; Rotary Club of Dundas Paul Harris Vocational Award for environmental programming with local communities.
- Tom Cooper, treasurer HATS – Director, Hamilton Roundtable for Poverty Reduction; former columnist, *Hamilton Spectator*.

- Bill Johnston, Secretary HATS – Co-chair, Affordable Housing Team, First Unitarian Church of Hamilton; a former editor at the *Hamilton Spectator*. **No longer on the board but still on the Steering Committee.**

HATS has a steering committee consisting of the three board members and (in alphabetical order):

- Bev Bednis, HATS Volunteer Co-ordinator – Retired elementary school teacher of 35 years; Chair of Flamborough food bank.
- Dan Bednis, Chair HATS Governance Committee – Electronics technologist; 24 years in senior management at Bell; 15 years in management consulting; 11 years in real estate; Member of Carlisle Optimist Club for youth initiatives. **Now on the board.**
- Stephanie Cox – Lawyer, Hamilton Community Legal Clinic.
- Sharon Crowe – Lawyer, Hamilton Community Legal Clinic. **Has moved from Hamilton.**
- Ed Fothergill – President, Fothergill Planning & Development Inc.; former President, Hamilton Chamber of Commerce; elder at Chedoke Presbyterian Church.
- Ted McMeekin – Life-long community volunteer; an elected public servant for 28 years; owned and operated the original and award-winning “CHAPTERS...more than a Bookstore”; special policy interests include Basic Income, combating climate change and homelessness. **Now on city council and no longer involved.**
- Deirdre Pike – Senior Social Planner with the Social Planning and Research Council of Hamilton; Justice and Outreach Program Consultant with the Anglican Diocese of Niagara; columnist, *Hamilton Spectator*. **Retired from SPRC. Still supportive but replaced on Steering Committee by Kim Martin, executive director of the SPRC.**
- Wade Poziomka – Human Rights and Employment Lawyer, Ross & McBride; Past Chair of the Ontario Bar Association’s Constitutional, Civil Liberties and Human Rights Section; sits on the executive of the Canadian Bar Association’s Constitutional and Human Rights Section.
- Don Seymour – Executive Director, Wesley Urban Ministries
- Tony D’Amato Stortz, Consultant to HATS – Former site Superintendent at Kitchener-Waterloo’s A Better Tent City; founder of BetterStreet, working with communities to improve the lives of those experiencing homelessness.
- Ted Van Egdorn, Chair HATS Fundraising Committee – Senior Vice President Operations, EcoSynthetix Inc.; Member, Capital Campaign Board Capital Campaign Board, Youth Unlimited GTA.
- Paula Whitlow – Executive Director, Native Women's Centre; Co-Chair, Women’s Housing Planning Collaborative; Member, Ontario Native Women’s Association (ONWA); Member, Coalition of Hamilton Indigenous Leadership (CHIL). **Now with Waterloo Region. Replaced on Steering Committee by Sheryl Green of the Hamilton Regional Indian Centre.**

The text of this report is © Bill Johnston, 17 Witherspoon Street, Dundas, Ontario, 289 456-1889. and may not be copied without his permission.

Despite being actively engaged with the Hamilton Alliance for Tiny Shelters, Johnston has tried to be as neutral as possible in researching and preparing this report.

Thank you to Tony D’Amato Stortz, Jeff Willmer and Nadine Green (Kitchener), Debbie Kramers (London), John Stevens (Halifax), Chrystal Wilson, Marsha and Cory (Kingston), Shelley Cook and Megan

Kruger (Duncan), Cathy Mingo and Beck Carlow (Victoria), Peter Harrison (Woodstock), Trish Campbell, Sheila Nabigon-Howlett, Susan Gontier, Margret Slavin, Margaret Sumadh (Peterborough), Eric Weissman (University of New Brunswick, Dignity Village), Terrilee Kelford (Co-Chair, National Alliance to End Rural and Remote Homelessness), and all the researchers whose work made this project possible.

Canadian Definition of Homelessness

“Homelessness describes the situation of an individual, family or community without stable, safe, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it. It is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household’s financial, mental, cognitive, behavioural or physical challenges, and/or racism and discrimination. Most people do not choose to be homeless, and the experience is generally negative, unpleasant, unhealthy, unsafe, stressful and distressing. ...

“The problem of homelessness and housing exclusion is the outcome of our broken social contract; the failure of society to ensure that adequate systems, funding and supports are in place so that all people, even in crisis situations, have access to housing and the supports they need. The goal of ending homelessness is to ensure housing stability, which means people have a fixed address and housing that is appropriate (affordable, safe, adequately maintained, accessible and suitable in size), and includes required income, services and supports to enhance their well-being and reduce the risk that they will ever become homeless. This means focusing both on prevention and on sustainable exits from homelessness.

“In the spirit of the Truth and Reconciliation Commission’s Calls to Action, the definition of homelessness recognizes the overrepresentation of Indigenous Peoples (including First Nations, Inuit, and Métis) amongst Canadian homeless populations resulting from colonization and cultural genocide. The Definition of Indigenous Homelessness in Canada highlights the necessity of considering the historical, experiential, and cultural perspectives of Indigenous Peoples, as well as the ongoing experience of colonization and racism as central to understanding and addressing Indigenous homelessness. In addition, numerous populations, such as youth, women, families, people with mental health and/ or addictions issues, people impacted by violence, seniors, veterans, immigrants, refugees, ethno-racial and racialized people, and members of LGBTQ2S communities experience homelessness due to a unique constellation of circumstances and as such the appropriateness of community responses has to take into account such diversity.”¹

Indigenous Definition of Homelessness

“Indigenous homelessness is a human condition that describes First Nations, Métis and Inuit individuals, families or communities lacking stable, permanent, appropriate housing, or the immediate prospect, means or ability to acquire such housing. Unlike the common colonialist definition of homelessness, Indigenous homelessness is not defined as lacking a structure of habitation; rather, it is more fully described and understood through a composite lens of Indigenous worldviews. These include: individuals, families and communities isolated from their relationships to land, water, place, family, kin, each other, animals, cultures, languages and identities. Importantly, Indigenous people experiencing these kinds of homelessness cannot culturally, spiritually, emotionally or physically reconnect with their Indigeneity or lost relationships.”

Executive summary

Tiny cabin villages are being increasingly embraced by cities in the United States and, more recently, Canada, as part of a range of tools for dealing with the increasing numbers of people experiencing homelessness, especially those outside of shelters.

Where?

There are tiny cabin villages in Kitchener, Duncan, B.C., Victoria, B.C. and Kingston, with 10 to 42 cabins each. London, Ontario ran two cabin villages of 30 each in the winter of 2020-1 and again in 2021-2. Vancouver will launch a tiny cabin village in late 2022 and Port Alberni B.C. started building in November 2022. Groups in Woodstock and Peterborough have properties where they plan to launch tiny cabin villages. There are hundreds of tiny home villages in the United States, going back to at least 2001.

Supported by their city governments

Kitchener's A Better Tent City began in spring 2020 as a private initiative on private land but has since been supported, partially funded and located on public land. The Woodstock and Peterborough projects have private land on which they plan to create tiny cabin villages. All the other Canadian tiny cabin villages are city-supported, on land owned or arranged by the city, and partially or fully funded by city funds or funds administered by the city (such as pandemic emergency funding).

Why?

Canada's programs primarily responded to three realities:

- growing numbers of people not just experiencing homelessness but unsheltered
- the additional burden the pandemic imposed on already stretched homelessness systems
- the fact that the traditional shelter is not an option for many people—for couples, people with pets, people who want or need more privacy or who face discrimination in shelters, people who fear violence, theft, bedbugs or other communicable diseases in shelters, etc.

Are tiny cabin villages effective?

Yes. At minimum, they save lives. But a number of studies and assessments show they do much more. They allow individuals experiencing homelessness:

- to gain some stability, improving their health and wellbeing;
- to gain a sense of belonging and some agency from living and participating in a community;
- to benefit from various health, housing and other services, often brought to the village;
- to become ready to—or to actually—transition to permanent housing, find employment and/or reconnect with family and friends.

Annual assessments in Denver show a broad range of improvements in personal wellbeing and financial health in tiny village residents compared to similar people on the village's waiting list. Seattle statistics show a higher percentage of people transition to permanent housing from tiny cabin villages than from traditional or even enhanced shelters. London and Kingston have catalogued a range of improvements in their tiny cabin village residents. London, for instance, saw 18 of 29 residents of its 2022 winter tiny cabin village get permanent housing and others were ready to be housed. In its first winter program, London saw 26 residents move to "safe supply" drugs, reducing the risk from street drugs. Surveys show that adjacent neighbourhoods experienced little impact from the villages and police in Denver, Duncan and London reported no increases in crime. Kitchener, London, Kingston, Victoria and Duncan each

approved extensions or second phases of their tiny cabin programs and Kingston has just voted to double the number of cabins in use in that city.

Three keys to success: Stability, community and services

Three aspects are seen as crucial to the success tiny cabin villages have achieved:

- The stability provided by having a fixed location and your own private space, which in itself produces huge health benefits;
- The shared sense of community created by and fostered in the villages; and
- the opportunity to get access to needed services, from ID to health care, harm reduction to housing help, education to employment preparation, etc.

Not everyone loves them. Critics of tiny cabin villages see them as inadequate “shacks” that underline rather than challenge the residents’ marginalization, and view the whole idea as a diversion from the real need, which is to raise the money needed to build lots of real, permanent, affordable homes.

Ideas from other tiny cabin villages

The report concludes with information on experiences at other tiny cabin villages on many issues. Some of the ideas mentioned include:

- Gives priority to the full participation of people with lived experience.
- Have a diverse panel involved in selecting residents to ensure representation of marginalized groups in the tiny cabin village.
- Make the cabins as large as possible and as well insulated as you can, for cold and heat.
- Provide indoor gathering space, ideally including a kitchen, and easy access to laundry.
- Provide food.
- Have residents participate in maintaining the site, and hold regular resident meetings.
- Have clear, written expectations for behaviour, including for settling disputes and for discipline including discharge from the tiny cabin village. Resident participation in creating these expectations can boost buy-in.
- Once a site is found, get out early to tell neighbours what is coming. Create the first impression. Spell out the evidence from other cities. Lay out the services that will be provided to the residents. Listen to neighbours and try to find ways to accommodate legitimate concerns. Set up a community council and other methods of ongoing, two-way communication.

Conclusion

No one sees tiny cabin villages as a solution to homelessness. But growing numbers of cities are integrating them into their responses to homelessness because they can be created quickly and at a fraction of the capital costs of shelters or housing and because of their demonstrated benefits for people experiencing homelessness. The ultimate goal remains permanently housing the residents, with the supports and community they need to remain housed and integrate into the wider community. Tiny cabin villages have been demonstrated to be effective in preparing their residents to transition to permanent housing if and when affordable units are available for them to move to and funding is available for the supports some of the residents will need to sustain their housing.

Introduction: Tiny cabin communities for people experiencing homelessness

Tiny cabin villages are being increasingly embraced by cities in the United States and, more recently, Canada, as part of a range of tools for dealing with large numbers of people experiencing homelessness, especially those outside of shelters.

Tiny cabin villages for people experiencing homelessness typically have:

- Individual cabins for privacy and safety. Cabins are typically insulated, have doors that residents can lock and have electricity and heating but not internal plumbing.
- Communal/shared facilities including washrooms/portable toilets, showers, kitchen and gathering spaces, to meet individual needs but also to foster interactions to create a sense of community.

The villages may be seasonal, temporary, pilot project or long-term.

They may be self-managed or managed by a non-profit organization or a mix.

Typical goals include saving lives and reducing the harms of homelessness; providing residents with the stability of a fixed, safe, warm and private shelter; providing connections to health, harm reduction, housing and other services; and providing a stepping stone to more permanent housing.

No one suggests cabin villages are a solution to homelessness. That solution requires greater investments of time and money and improved policies and practices at all three levels of government to:

- increase the supply of affordable non-profit, co-operative and for-profit housing units;
- prevent the loss of any more affordable non-profit or for-profit units;
- enhance lower incomes;
- target discrimination and colonialization; and
- increase resources for all forms of supports needed to sustain existing and future tenancies and to allow the tenants to thrive and to integrate into their communities.

Purpose of this report

This report looks at the characteristics of the Canadian and some American cabin villages, examines all the assessments of their performance we could find, and attempts to learn lessons from those studies and experiences. The focus is on tiny cabin villages set up to provide emergency or transitional shelter, not the emerging trend to create permanent villages of tiny (but larger) homes with their own bathrooms and kitchens, built as part of planned subdivisions.

There are likely more than 100 of these kinds of cabin villages for people experiencing homelessness in the United States.² There are or have been five in Canada—Kitchener, London and Duncan B.C., Victoria B.C. and, most recently, Kingston. In February 2022, Vancouver approved a two-year pilot project cabin community that is expected to take in residents in late 2022 and Port Alberni B.C. started building cabins in November 2022. Citizens' groups in Woodstock and Peterborough have secured use of private land for tiny cabin villages and Oxford County Council has given the Woodstock concept approval in principle.

Halifax Catholic congregations hosted cabins on church parking lots for the winter of 2021-2, one to three cabins per location, with no staffing, no "villages" like those in the other cities and sometimes no access to social or health services. Despite those differences, that program is included in this report.

Drummondville and Victoriaville, Quebec each hosted insulated but unheated sleeping boxes, 1.2m x 1.2m x 2.4m, this winter, on city or service provider properties. Since these weren't cabins or in villages, they won't be discussed any further here.

Why Canadian municipal councils support tiny home communities

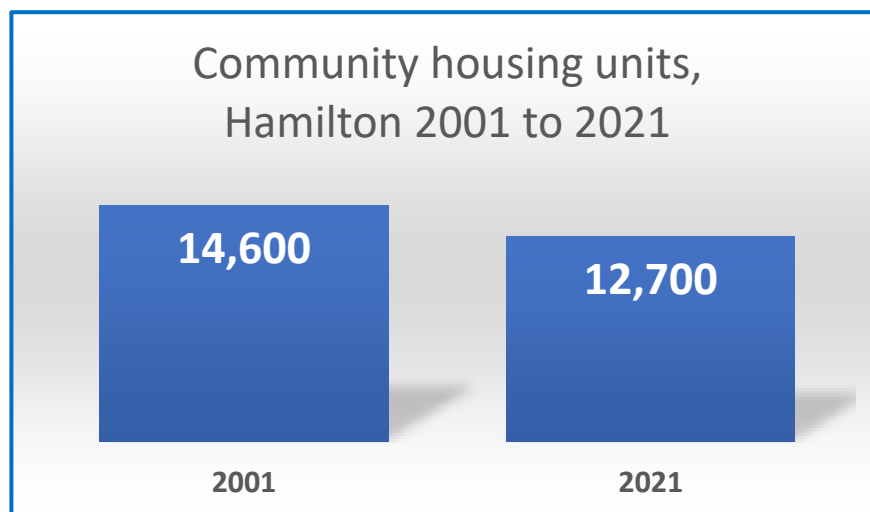
The general context for all of the Canadian cabin villages has been the surge in homelessness and then the COVID-19 pandemic, which significantly disrupted services to people experiencing homelessness, including reducing the capacity of existing shelters to allow social distancing. But there are other reasons communities supported or initiated cabin villages.

Location	Rationale
Vancouver	<p>"Vancouver's current homelessness crisis is a direct result of a historic lack of sufficient investment in supportive and affordable housing, insufficient and inappropriate health supports for people with mental health and addictions, and insufficient income supports for people living in deep poverty. ...</p> <p>"Shelters and other emergency measures such as tiny homes are not solutions to homelessness but may, in certain circumstances, provide interim options until longer term housing is built."³</p>
London	<p>"Despite the significant response to support those experiencing homelessness in 2021, London saw a continued increase in the number of individuals experiencing homelessness including those sleeping unsheltered."⁴</p>
Kitchener	<p>"Meeting the needs of our most vulnerable citizens requires creative solutions and flexibility. ... A Better Tent City ... is serving an immediate need for about 40 people in Kitchener who are homeless and cannot be accommodated in the existing shelters, especially at a time when sheltering in place is critical."⁵</p>
Kingston	<p>"A lot of the people we support aren't allowed in the shelter system ... They don't thrive there very well. They struggle to be in congregate settings, and so they think that if they have their own space where they can control their door, and they decide when they come in and out, they would be better off."</p> <p>"A lot of people feel the current shelter system is very patronizing. There's a gentleman that's on our team right now, he's 63, and he gets very frustrated when young people who are workers in the shelter system are telling him what to do and when to do it. He said 'if I can have my own space, control my door and comings and goings, I'd have more independence and I'd have more dignity.'"⁶</p>
Duncan	<p>"When homeless people in Duncan, B.C., were asked two years ago how they'd like to live, they said a small cluster of simple sleeping cabins would be great. That way, they'd have a few others around for some protection but not so many that it would become a chaotic, unregulated camp."⁷</p> <p>"The project is an essential part of the continuum of services for unsheltered people in the Cowichan Valley and represents an important first step in helping people off the streets permanently."⁸</p>
Victoria	<p>"The village is part of the City's ongoing effort, working in partnership with the Province and BC Housing, to deliver more than 220 temporary indoor housing and shelter spaces for people currently living outside to launch them on a pathway to permanent stable housing."⁹</p>
Catholic Archdiocese of Halifax-Yarmouth	<p>"If we have learned anything in the past 20 months, it is that those who are most vulnerable in our communities need our support now more than ever. Corporal acts of mercy, including sheltering those who go without, are central to our Christian faith and teachings. These are not optional projects – we are called to love 'not in word or speech, but in truth and action' (1 John 3:18). ... this is how we are called to live the Gospel in our present time and place."¹⁰</p>

Context: Measures of the housing and homelessness crisis

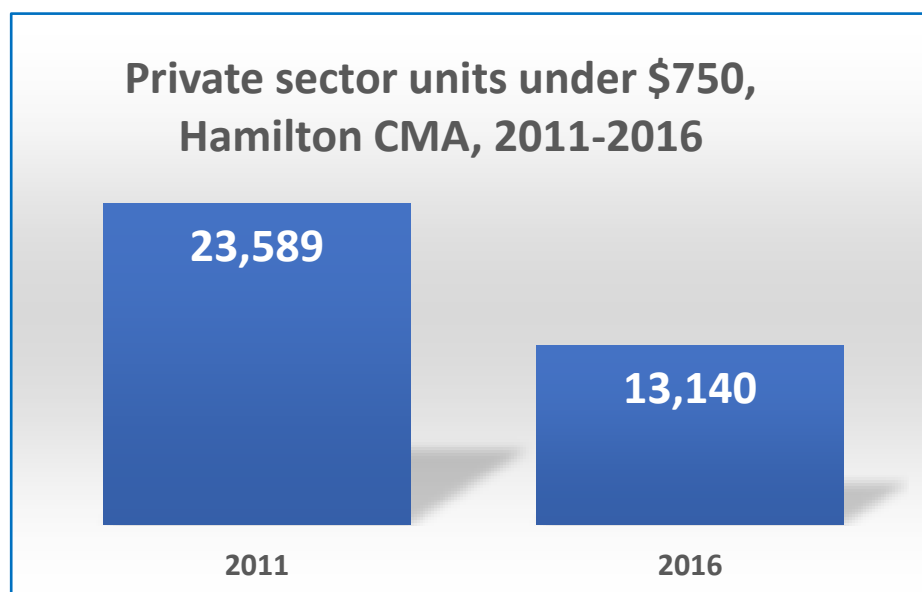
Hamilton's supply of affordable housing units is shrinking.

- Hamilton lost about 1,900 subsidized housing units—public and non-profit—since 2001.



City of Hamilton, *Housing and Homelessness in Hamilton Quarterly Data Snapshot Q3 2021*, 12.

- In just five years, the Hamilton Census Metropolitan Area lost about 10,400 private-sector units renting for less than \$750, between 2011 and 2016. (A rent of \$750 is affordable if you earn \$30,000 a year before taxes.) Hamilton's share would be about 80 per cent or 8,000 lost units. The units were lost to demolition, conversion to condos or, mainly, rising rents. Those losses continue, often driven by investors buying up older buildings, renovating affordable rent tenants, and repositioning the units at market or higher rents.



Steve Pomeroy, based on Census 2011 and Census 2016 data, email, February 3, 2021.¹¹

Measures of distress

One result is a significant number of Hamilton households in “core housing need.”

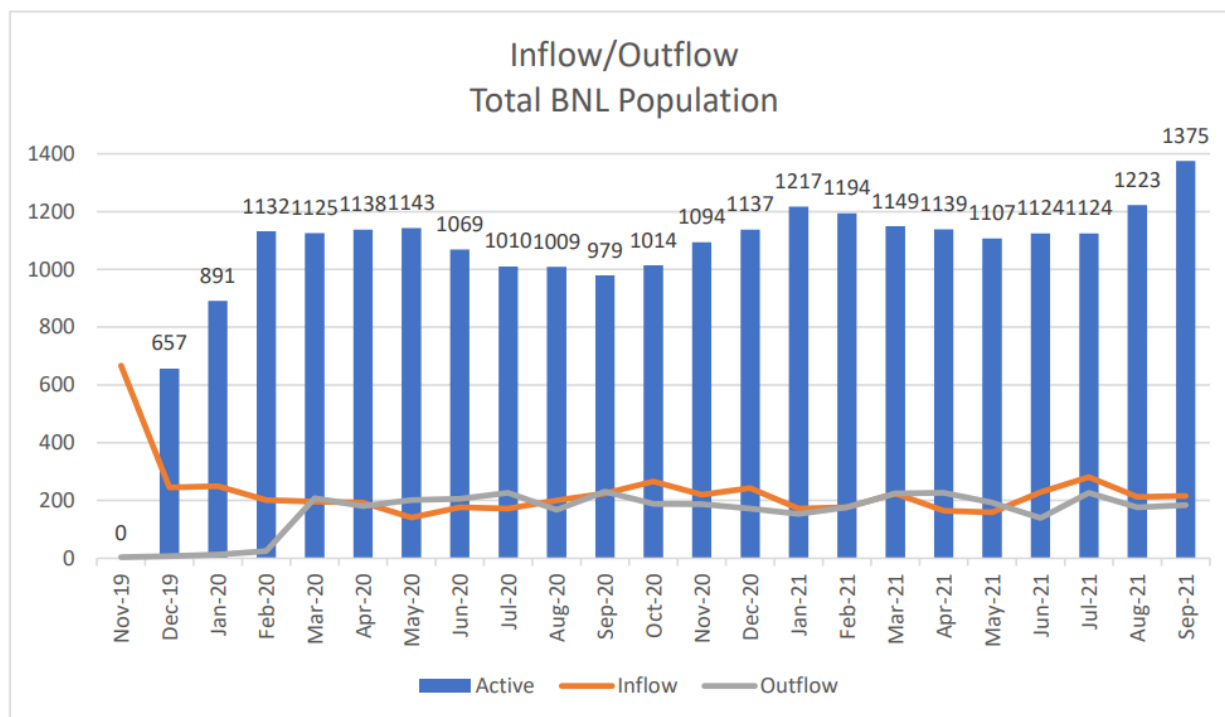
Hamilton households in core housing need (2016 census data)

30,760

Statistics Canada, *Core housing need, 2016 Census*, Released November 15, 2017, data from Census Divisions, <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/chn-biml/index-eng.cfm>

Core housing need means a household lives in an overcrowded house, or one that needs major repairs or, most often, one that rents for more than 30 per cent of their pre-tax household income; **and** they can't move to a suitable home in their community and pay less than 30 per cent of their income.

Another result, compounded by the pandemic, is high levels of homelessness, as tracked by the city's By-Name List (BNL) of all people in touch with shelters and other agencies serving the unhoused.



City of Hamilton, *Housing and Homelessness in Hamilton Quarterly Data Snapshot Q3 2021*, 6.

As of March 2022, that number had risen to 1,596. (City of Hamilton Housing and Homelessness Dashboard)

Context: the national housing and homelessness crisis

The national picture is similar. We lost 322,600 units of affordable private sector rental housing units (renting for less than \$750/month) between the 2011 and 2016 censuses,¹² and those losses continue. We build relatively few new private-sector rental buildings, and those are at or above market rents. And we've built very few new units of social, public or co-op housing since 1993. Over three decades, from the mid-1960s to 1993, Canada built about 600,000 units of social, public and co-op housing, which makes up the large majority of units still in use. Even building that many units met the needs of only about half the increase in the population of low-income renters, not enough to solve the problem of low-income housing, but it helped ease the housing challenge for many low-income families.¹³ Building very few units of social, public and co-op housing since 1993 has guaranteed an escalating crisis of affordability and homelessness. We may even have fewer units today than in 1993, as operating agreements and their subsidies ended. By 2011, for instance, the number of units of public and social housing in Canada had declined from 640,778 units in 1990 to 607,038.¹⁴

While the federal government's return to multi-year funding affordable housing in 2017 is welcome, the results so far are disappointing. The National Housing Council Secretariat's *Analysis of Affordable Housing Supply Created by Unilateral National Housing Strategy Programs* found that relatively few new housing units have been built and there has been little reduction in the number of households in core housing need.¹⁵ Some of the conclusions:

- “The unilateral NHS rental supply programs studied in this report, the Rental Construction Financing Initiative (RCF), National Housing Co-Investment Fund (NHCF) and Rapid Housing Initiative (RHI), have approved \$8.3 billion in loans and \$2 billion in grants thus far, representing approximately one-quarter of the total funding for these programs.”
- “The RCF, NHCF and RHI will together repair approximately 66,000 units of existing housing and create just under 35,000 units of new housing. ... However, even assuming that each unit of housing meeting affordability criteria lifts one household out of core housing need, these programs will fall well short of meeting the National Housing Strategy's target of 530,000 households removed from core housing need on their own.” And note that the number of Canadian households in core housing need was 1.6 million in 2018, three times the National Housing Strategy target.
- “The supply created by the three programs studied thus far does not, for the most part, meet the needs of those in core housing need. Relatively few new units produced by the strategy thus far could lift low-income households out of core housing need, especially lone-parent families and unattached people. Low-income households comprise the bulk of those in need, so for the programs studied to have a meaningful impact on core housing need, new supply must be more affordable than what is currently being produced.”

Provincial funding for new housing was dramatically reduced when the current provincial government took office in 2018. Hamilton's allocation fell from about \$21 million to about \$6 million, with a \$1 million top up for 2021-2.¹⁶ The provincial Auditor General, in a December 2021 report, criticized the province's lack of a co-ordinated strategy to prevent and reduce homelessness, lack of support for people leaving prisons, hospitals or child welfare systems to prevent homelessness, and lack of systematic collection of data to allow a systemic understanding of the problem.¹⁷

A recent city of Hamilton report lamented that “The City of Hamilton faces increasingly scarce and limited resources to invest in creating affordable housing.”¹⁸

Context: Reasons people can't or won't go to traditional homeless shelters

A frequent reason cited for creating or supporting tiny cabin villages is to reach those who are unsheltered and not served by traditional shelters.

There are many reasons people experiencing homelessness do not use shelters.¹⁹

- There often are not enough shelter spaces available, especially in the women's system.
- Most shelter beds aren't available for couples or families.
- None of the Hamilton shelters takes pets.
- Shelters typically require those staying there to leave during the day, preventing people experiencing homelessness from being able to settle in one place.
- People experiencing homelessness fear
 - violence in shelters
 - having their possessions stolen
 - catching a disease, even before the pandemic
 - bedbugs
- Shelters don't allow drug use or possession of needles.
- Curfews and other rules are perceived as robbing people of their dignity and autonomy.
- Some unhoused people cannot tolerate the noise and crowding of congregate living.
- There is a lack of privacy.
- Some people have been barred for unacceptable behaviour, and/or shelter staff lack the ability to deal with people with complex mental health challenges.
- Shelters often lack services and skills to accommodate older adults, people with disabilities and other marginalized people. It's estimated, for instance, that one in three trans youths will be turned away.
- Shelters can be uncomfortable or worse for
 - Two Spirit LGBTQ individuals
 - Gay couples
 - Gay couples with children
 - Families with teenage children
 - Immigrant/refugee households
 - Undocumented households
 - Single men with children
 - People with warrants
- Living outside, a person can choose their neighbours who can be vital to helping them survive.

Tiny cabin communities offer people a sheltering choice that doesn't exist now, which is consistent with the second of the [principles](#) of Housing First included in the appendix to this report.

Locations of Canadian tiny homes and financial support

Here is a quick look at basic characteristics of Canadian tiny cabin villages—number of units, when started, whether seasonal or year-round, deadlines for closing or moving from the current site, if any, whether they are on land that's city-owned or that the city leased or otherwise arranged for the village, and whether the village received city funding. In some cases, city funding means federal or provincial COVID emergency funding that the city decided to allocate to a tiny cabin village.

In this table, green means yes, yellow means partly yes (such as partial funding) and red means no. Pale blue indicates a proposed program. Bright blue is approved but not yet operating.

Note that Duncan has had three programs and London four, which are different enough to be considered separately. Kitchener has had three sites, one private, one city-owned and one city and school board owned, but the same operator and model and is therefore treated as one project.

Where	#	Began	Deadline?	All-year?	City-owned or city-leased land?	City funds?
Kitchener	42	Spring 2020 ²⁰				
Kingston*	10	January 2022	April 30, 2023 ²¹			²²
London York Street	30	2021		Winter		²³
London Elizabeth St.	30	2021		Winter		
London: Fanshawe	29	Dec. 1, 2021	March 1, 2022	Winter		All pandemic funding
London: Parkwood	28	Dec. 1, 2021	March 31, 2022	Winter	²⁴	funding
Victoria	30	May 2021	Funding until March 31, 2023 ²⁵			
Duncan: St. Julien Street	12	Jan 2021	March 2022		²⁶	²⁷
Duncan: The Mound	24	Feb.(?) 2021	March 2022			
Duncan: Trunk Road	34	Jan 2022	September 2022			Pandemic funding
Halifax**	20	Dec. 2021	August 31, 2022	Winter but extended ²⁸	Church sites	All donated
Vancouver	10	Fall 2022	June 30, 2024 ²⁹			
Port Alberni	30	December 2022	End of 2024			

*Kingston had 20 cabins as of fall, 2022. **Halifax does not have cabin villages, just one to three cabins per site, and does not have staff. Residents may not have access to any services.

Detail of municipal and other funding of tiny cabin communities for people experiencing homelessness in Canada

City and project	# of cabins	City land or land the city arranged?	Municipal funding	Pandemic funding or other gov't funding	Detail of funding amounts and sources
London York site, winter 2020-21	30	Yes (city leased it)	\$2.3 million		Total costs for the two programs <ul style="list-style-type: none"> • One time capital \$815,000 • operating \$1,491,375 Funded from the city's 2020 homeless prevention budget. ³⁰
London Elizabeth St., winter 2020-21	30	Yes	100 %		
London Fanshawe, winter 2021-22	29	Yes		\$1.19 million	Total cost estimate for both programs: \$1,190,000 (staffing through agencies, \$920,000, security \$180,000, renovations to cabins \$90,000). All of it funded through the city's use of its allocation of Government of Canada COVID19 Economic Response Plan Funding Agreement and Government of Ontario Social Services Relief Fund.
London Parkwood, winter 2021-22	28	Yes (City arranged use of a hospital site)		100 %	
Kingston Population about 132,500					
Kingston January 2022 and continuing	10 at first, 20 since October 2022	Yes	\$150,000 29.5 %	\$257,000 50.6 %	Total: \$507,970 for at least 16 months, for acquisition, installation and operation (so, capital & operating). <ul style="list-style-type: none"> ○ \$257,000 from city's use of Social Services Relief Funds Phase 3 (federal or provincial pandemic funding)

					<ul style="list-style-type: none"> ○ \$150,000 from the Vuorinen Estate, a donation to the city to help the homeless ○ \$100,970 United Way
Kitchener May 2020 and continuing	42	Three sites: First site was private land. Second was city land, third is city and school board land	\$337,000 55 % of capital Perhaps 20 % of one year's operating costs*		<p>Total municipal support, city and region, \$337,000</p> <ul style="list-style-type: none"> ● \$234,000 cash ● \$103,000 in kind <p>Kitchener:</p> <ul style="list-style-type: none"> ● \$9,000 for direct services to residents ● \$5,000 to prepare cabins for winter ● In kind: \$69,000 for hydro hookup, management support, on-site work and other work by city staff <p>Waterloo Region:</p> <ul style="list-style-type: none"> ● \$155,000 for electrical & other moving costs, from the homelessness operating budget. ● \$45,000 for outreach services ● \$20,000 for outreach services ● In kind: \$34,000+ in coordination, planning, communications, site assessment, service fairs etc.³¹ <p>* The capital budget to date for Kitchener's A Better Tent City is estimated at \$412,789. Its operating expenses for 2022 are estimated at \$494,095. Based on those figures, HATS has</p>

					estimated that municipal contributions amounted to \$155,000 + \$5,000 + \$69,000/\$412,789 = 55 % of capital costs. The municipal contributions to operating, \$45,000 + \$20,000 + \$34,000 + \$9,000 = \$108,000 would have been about 22 per cent of one of ABTC's three operating years, if expenses in that year equalled the 2022 expenses. ³²
Duncan, St Julien, January 2021- March 2022	12	Yes		Majority	"The United Way-- Central and Northern Vancouver Island—was pivotal in providing funding from the Government of Canada's Reaching Home: Canada's Homelessness Strategy, Covid Economic Response Funds, to build, transport, and install the cabins." ³³
Duncan, the Mound, February 2021- March 2022	24	Yes (Cowichan Tribes land)		Majority	Construction and installation of cabins was paid for with a \$310,000 grant from the federal Reaching Home program. B.C. Housing and other organizations paid for operations. ³⁴
Duncan Trunk Road, March 2022 and continuing ³⁵	34	Yes (B.C. Housing land)		\$2.5 million 100 %	The city applied for and got a \$2.5 million Strengthening Communities' Services grant from the federal and B.C. governments' Safe Restart program for this project. ³⁶
Victoria	30	Yes	\$526,500 % unclear		The \$500,000 capital cost was raised from the

<p>May 2021 and continuing until at least March 31, 2023</p>					<p>public through a fundraising campaign.³⁷ B.C. Housing contracted with Our Place Society to operate the site and paid it for staffing, food and other costs. Amount unknown.³⁸</p> <p>The city of Victoria budgeted</p> <ul style="list-style-type: none"> ○ \$50,000 to install services ○ \$17,500 to close up the site ○ \$459,000 for 24/7 security staff, utilities, garbage, site maintenance, consumables, supplies and contingency <p>City total: \$526,500³⁹</p>
<p>Port Alberni</p> <p>A two-year project. Work is underway on the site</p>	30	Yes	<p>\$140,000</p> <p>% unclear</p>		<p>City of Alberni council approved \$140,000 from its budget for on-site and off-site utility services, fencing, site preparation, and security. The city is leasing its land for \$1 a year for two years to the Port Alberni Friendship Centre which will operate the program. B.C. Housing will provide the non-capital funding.⁴⁰</p>
<p>Vancouver</p> <p>A two-year pilot project. It has not yet started.</p>	10	Yes	<p>\$1.5 million*</p> <p>100 %</p>		<p>Vancouver allocated \$1.5 million to this project from its own budget (using money raised by the city's Empty Homes Tax). However, it was negotiating with B.C. Housing to cover the costs, so they may not</p>

					<p>come from the city budget.</p> <p>The proposed spending consists of:</p> <ul style="list-style-type: none"> ○ \$460,000 from the capital budget to buy and install 10 tiny shelters ○ \$1,020,000 for two years to Lu'ma Native Housing Society to fund the operations for two years ○ \$20,000 to hire a consultant to evaluate the two-year pilot project.⁴¹
--	--	--	--	--	---

Belleville: In August, 2022, Belleville city council unanimously approved \$25,000 to allow Not Alone Team Quinte to develop a concept plan for creating a community of tiny cabins and endorsed the concept of a tiny shelter community.⁴²

How well do cabin villages work for their residents?

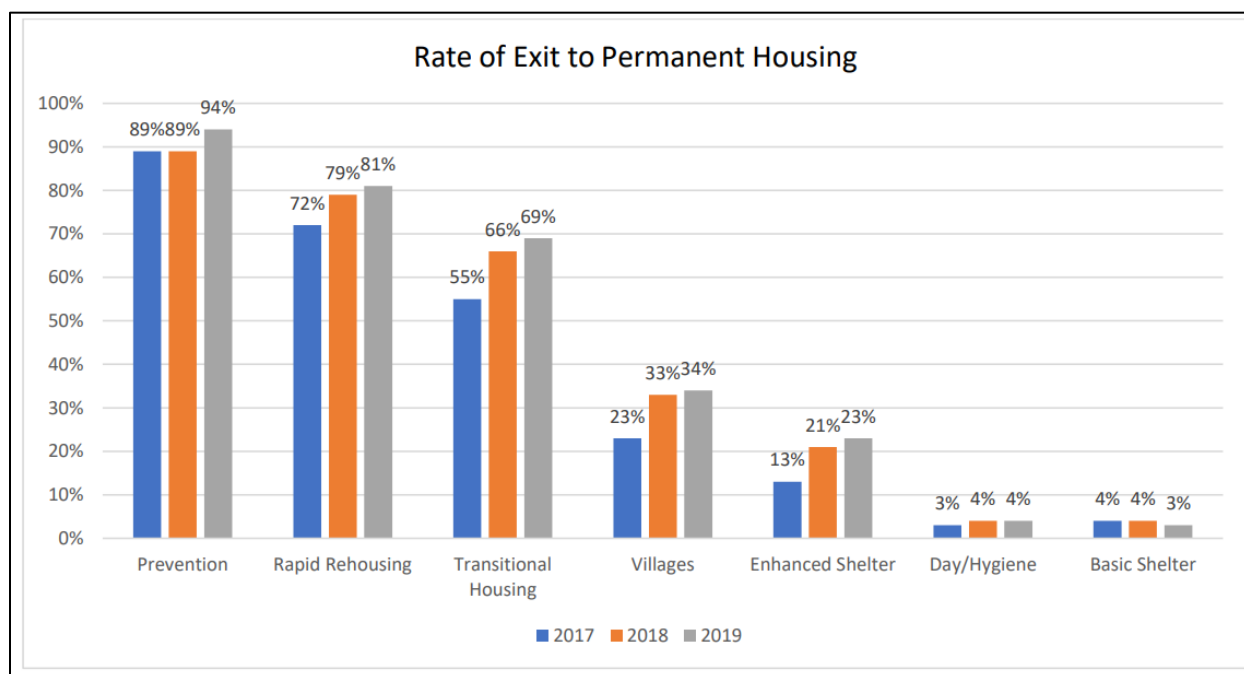
At their most basic, by providing shelter, tiny cabin villages save lives. But they have been shown through a number of studies and assessments to do more. They allow individuals experiencing homelessness:

- to gain some stability in their lives, improving their health and wellbeing;
- to exercise some agency in villages that allow them to participate in decisions;
- to gain a sense of belonging from living in a community;
- to benefit from various health, housing and other services
- to transition to permanent housing, find employment and/or reconnect with family and friends.

Only two assessments were found that compared the outcomes for cabin village residents with those of non-cabin village residents, in Seattle and Denver.

➤ Seattle: Tiny cabin villages compared with shelters

City of Seattle data shows that tiny cabin villages for people experiencing homelessness have a higher rate of moving people into permanent housing than basic shelters or enhanced shelters. Enhanced shelters are open 24/7 and have housing services, showers, laundry, storage and meals and were created for the express purpose of moving people from shelter to permanent housing. The chart below, from a City of Seattle report, shows the differences over three years.⁴³



City of Seattle, Homeless Investment 2019 Q4 Performance Outcomes, August 14, 2020, 5.

The report qualifies that success by noting that the villages “serve far fewer people and have significantly longer average lengths of stay” than enhanced shelters, as the data, below show. “While intended to function like enhanced shelters, the lengths of stay in Villages are similar to Transitional Housing although exits to permanent housing are lower. Village beds appeal to residents because of their privacy and sense of community and these programs help to stabilize people, but long lengths of stay make it challenging to turn over units, which is necessary for an effective crisis response.”

City of Seattle data for 2019

	Unique households served	Exits to permanent housing	Rate of exit to permanent housing	Average length of stay	Six-month rate of return to homelessness
Basic shelter	5,037	125	3%	55 days	19%
Enhanced shelter	6,933	1,563	23%	75 days	19%
Village	518	108	34%	317 days	8%

City of Seattle data for 2018

	Unique households served	Exits to permanent housing	Rate of exit to permanent housing	Average length of stay	Six-month rate of return to homelessness
Basic shelter	5,121	209	4%	52 days	30%
Enhanced shelter	6,554	1,520	21%	96 days	18%
Village	658	135	33%	183 days	22%

Many of the tiny cabin villages in Seattle are operated by the Low Income Housing Institute. In 2019, it operated 10 villages (nine supported by the city of Seattle and one by a church), plus day centres and 2,000 units of social housing. In a 2018 presentation,⁴⁴ founding executive director Sharon Lee noted that in addition to helping people get housed, 250 cabin residents obtained employment in 2016-17 and 80 were reunited with family or friends.

➤ **Denver: Tiny cabin village residents versus a control group**

Denver's Beloved Community Village cabin village opened in 2017 and has about 20 cabins, 100 square feet each, with electricity, heaters and fans but no water or sewer connections. It serves people experiencing homelessness whose needs are not being met by the traditional shelter system. There is no cost for residents but they have to participate in the community. From its beginning, the Beloved Community Village (BCV) has had university researchers assessing changes in the residents' lives, and in the evaluation completed in the fall of 2020, there was a comparison with a control group—people on the wait list to get into Beloved Village and thus people who were fairly similar to those in the village.⁴⁵ Here is a summary of the findings:

“Evaluation findings show that BCV residents report improvements in a number of areas.”

- When they moved in, all BCV residents reported sleeping outside at some time in the previous six months; at six months, none reported sleeping outside. In contrast, only 53 per cent of the control group was more stably housed at the six-month mark, with the rest outside or in traditional shelters. Four former BCV residents were interviewed as part of the evaluation, and all reported graduating from BCV to stable housing.
- BCV residents reported difficulties accessing some resources—food banks, public transportation, and businesses that only had drive-through or mobile ordering. The control group faced all those challenges plus difficulties accessing housing and homeless services, clinics, case management, workforce supports, recreation centers, campgrounds and other sources of public showers.

- BCV residents were 3.9 times more likely to be working or in school at the six-month follow-up than those not at the village.
- BCV residents reported increased ability to save money and pay bills at six months, compared to when they moved in and to the control group.
- The average number of times BCV Residents reported having their belongings stolen in the last month decreased from an average of 1.8 times at move-in to zero times at the most recent survey completed, compared to an average of 0.6 times for the control group.
- Village residents reported lower levels of anxiety, depression, and hopelessness and higher levels of happiness and satisfaction than the control group.
- Nearly half of BCV residents reported having a pet or companion animal in their first six months in the Village, compared to 4-16% pet ownership among the control group in the same period. The study noted research that shows numerous physical and mental health benefits associated with pet keeping, and suggested that stable sheltering allowed for these benefits.
- BCV residents reported decreases in feeling left out and lacking companionship in their first six months at the village while the comparison group participants reported an increase in all three of the indicators of social isolation used.
- BCV residents reported completion or significant progress on almost half of the 47 goals they set. Goals included securing more stable housing and employment, paying off debt, improving credit, replacing identification documents, getting a car, finalizing legal issues, and caring for themselves and others.
- BCV residents provided qualitative feedback about their experience in the village. Aspects that participants cited as satisfactory included overall safety and peace of mind, security for their belongings, a place to keep pets, the cleanliness of the village, a supportive resident and staff community, and the opportunity to use BCV as a steppingstone for achieving other goals. Some criticisms residents expressed included power dynamics between staff and residents, lack of decision-making power, needed attention to trauma-informed practices, needed mediation support for resident conflicts, and too little enforcement of village standards.
- At the time, the village had only a temporary lease for its site and some BCV residents felt insecure as a result and expressed “a feeling that they were still unstably sheltered so long as the Village’s physical location remained uncertain.”

Other assessments of the impact of living in a tiny cabin village

➤ Oakland

The city of Oakland, with four Community Cabin villages, reported that by June 2019, the city had sheltered 340 people in its four Community Cabin villages, and 216 (or 63 per cent) had moved into transitional or permanent housing. Another 124 returned to the streets.

Various people, including people experiencing homelessness and their advocates, argued that some of those transitions to permanent housing were in fact short-lived rather than permanent. In a news report, the city’s manager of community housing services admitted that the city did not know how many of those who moved to transitional or permanent housing from the cabins returned to homelessness. At the time, the city’s Homeless Management Information System did not allow the city to track the data for each specific program, such as the tiny cabins. The city was working to fix that. The *San Francisco Chronicle*, in reporting the critics’ argument, provided only one example of someone returning to the streets from what was intended as permanent housing.⁴⁶

➤ **London, Ontario, two sites, winter of 2020-21**

London, Ontario has provided detailed statistics from its two winter-only tiny cabin villages.

In the winter of 2020-2021, London operated two sites with cabin-style accommodation with about 60 units. The program was intended to end at the end of the winter, but one site was continued for a few more months to continue the progress 25 individuals were making.⁴⁷

As of April 20, 2021, 75 individuals had been supported at the two sites. The 60 spaces were offered to “chronically homeless individuals with high acuity, who did not, or could not, stay in our traditional shelter system.”

- **1** person had **406** short-term stays in shelter since January 2018.
- **1** had **266** short-term stays in shelter since November 2017.
- **12** people have not been previously successful at staying in shelter for more than one night
- **11** people experienced stays in shelter for under 10 days
- **12** people experienced stays in shelter for under 20 days

A report noted:

The tiny cabins “succeeded as, unlike traditional shelter or motels, this design allowed for low barrier sheltering. Individuals had their own secure rooms that they exited to eat, to shower, and to engage; this promoted community development and relationship building amongst the staff and other residents. Many individuals were able to demonstrate stabilization from addiction, mental health, and/or trauma. They built relationships, trusted staff, and community members, connected to health care, and many connected to housing services.”

The report noted successes achieved within a very short time. “Personal, mental, financial, health and housing stability has proven to be a catapult from living unsheltered on the street to housing for some. Some individuals who would otherwise not benefit from the traditional shelter system seem to be excelling in this low barrier setting.” Here were the statistics:

- **25** people were deferred to more appropriate housing options through the City of London’s Coordinated Access program
- **5** people had been housed
- **10** people moved on either by choice or request
- **46** people were still living at the two sites as of April 8, 2021.

Living at Denver’s Beloved Community Village for the past 13 months has “made school possible. I can’t imagine being able to make it to class if I was sleeping behind dumpsters. As a student, that’s absolutely crippling—having no certainty about your living situation or where your next meal is going to come from. This place has made my education and its completion possible.”

--Freddie Martin

- **37** people were “paper-ready” (they had ID, a source of income and were ready to sign a lease). The remaining people were partially ready.
- **23** people were matched to housing support programs
- **23** people were in consideration for housing units that month
- **22** people had moved to a safe supply regimen while at the sites
- **1** resident was COVID positive and was properly isolated with no spread
- **3** people failed COVID screenings, went to the monitoring space, were tested, and returned safely ...

“The initiative provided this life saving temporary intervention to individuals that have traditionally been the hardest to serve.”

Based on this experience, London continued one of the winter sites for another two months in the spring of 2021 and opened two new sites in the winter of 2021-22.

➤ **London, Ontario, two sites, winter of 2021-22**

In the winter of 2021-22, London, Ontario again operated two sites with cabin-style accommodation with about 60 units. The programs ended in March, 2022. Results were summarized in an April 20, 2022 report.⁴⁸

The site at the Fanshawe Golf Course was deliberately located some distance from downtown (14 kilometres from city hall), in an area with no nearby homes and some distance from any bus routes. It was set up to create “a safe, welcoming and productive environment.” The site was staffed by individuals with lived experience, from Impact London and London Cares. There were 29 individual rooms, operated with 24/7 security, with three meals a day provided by the London Area Food Bank. There was an indoor dining area, kitchen, two washrooms, reception, and a lounge. Transportation for medical, financial and other appointments was arranged.

“The Fanshawe Winter Response was successful in assisting residents’ transition from the street into stable housing programs in a very short amount of time. Many participants thrived being away from the pressures of the downtown core and were able to use this time as a stabilization period: receiving necessary support and treatment, addressing mental health or addiction concerns, connecting to healthcare, community partners, and ultimately housing.”

Of 29 residents,

- 18 individuals were housed directly to apartments during the 3-month program
- 5 individuals were housed in transitional housing
- 4 individuals were successful with addiction treatment
- 1 healthy baby was born, and the mother connected to supports and services
- 12 people obtained birth certificates (secondary ID required by most landlords)
- 20 people completed applications for Rent-Geared-to-Income (RGI) housing
- 4 people completed several years of taxes
- 1 person now receives OAS and CPP
- 4 people reconnected with biological family
- 1 person went back to previous employment
- 1 person started employment
- 1 person returned to school
- 4 people reconnected with physicians
- 1 person had surgery and recovered from it while on site

- 6 people visited a dentist for first time in years
- 19 people reconnected to healthcare supports

“The Fanshawe Winter Shelter demonstrated that there can be great success when individuals are provided an environment that allows them to focus all their efforts on housing stability.”

London’s second site was for individuals experiencing homelessness who identified as Indigenous and was located at St. Joseph’s Health Care London’s Parkwood site, five kilometres from city hall. The site was operated by Atlohsa Family Healing Services, in collaboration with the city and hospital, and was named Wigiwaaminaan, which is Anishinaabe for “the house that we collectively look after.” Atlohsa created a culturally safe, trauma-informed space that included a teepee where a community fire was maintained by traditional fire keepers through most of the project. Cultural ceremonies were conducted and traditional medicines and meals were prepared and offered. Twenty units were spread across the site and eight beds were hosted inside Parkwood’s J building, including a family residential suite.

“From the safety of Wiigiwaaminaan, several were able to secure permanent housing and many more were able to move forward with the work necessary to secure future housing placements.”

Of 28 residents (20 in cabins, 8 in a building)

- 13 people moved to housing (7 permanent housing, 1 transitional housing, 4 people reconnected with family and 1 reconnected to community)
- 1 person was accepted into long term-care at Parkwood Hospital
- Others were supported with improved health outcomes and worked towards housing stability.
- 3 Identification clinics were held on site with a total of 19 people applying for identification.
- 38 people were supported with Rent-Geared-to-Income (RGI) applications and completion of taxes.
- 7 people began or sustained employment, training, or education programs.”

“The greatest thing that occurred at these sheltered spots was stabilization,” Debbie Kramers, who led London’s program in both winters, said in an interview. “Folks didn’t have to worry about where they were sleeping, where they were getting their food, they didn’t have to sleep with one eye open, they didn’t have to worry about their medical issues.” If there were funding to do this year round, Kramers said, “Yes, I would do that... [it] was very helpful to people.”⁴⁹

➤ Kingston

Kingston hosted a tiny cabin community of 10 cabins that ran from mid-January, 2022 to mid-May, 2022, as a pilot project that has since been extended until at least April 2023. Queen’s University conducted an independent evaluation of this pilot project; the results are expected in September.

An April 19, 2022 report to Kingston city council said “staff recognize the early successes of this initiative and believe that there is value in exploring how sleeping cabins could be implemented on a seasonal or more permanent basis.” All participants had been added to the city’s By-Name List.⁵⁰

The report listed the following statistics:

- 13 unique clients resided in the cabins
- 1 participant obtained employment
- 2 participants attended employment interviews
- 15 pieces of identification were obtained
- 12 medical appointments were attended

- 10 income support sessions were provided, including applying for social assistance, completing taxes and obtaining bank accounts
- 18 employment related support sessions were held, including resumes, employment search, skills development and training certificates
- 16 life stabilization support sessions were held, including obtaining a transit pass, accessing food banks and court supports
- 44 housing related appointments and support sessions were held, including housing searches, connecting with housing case managers and street outreach staff, and completing housing applications.
- All participants engaged in cooking, cleaning and other life skill enhancements needed to transition to permanent housing.

“If I were smarter, we’d have taken pictures of the residents when they first came,” Chrystal Wilson, manager of the Kingston cabin village, said. Three months later, they just looked so much better.⁵¹

In May, 2022, Kingston city council approved extending the tiny cabin village program to April 2023, providing a new summer site outside a city arena and returning to the original site at Portsmouth Olympic Harbour for the winter of 2022-23. Staff began looking for a permanent site, which they hoped to announce by August. In the meantime, at city council’s June 29, 2022 meeting, council approved buying another 10 tiny cabins, which would double the current number.⁵²

➤ **Dignity Village, near Portland, Oregon**

A 2010 assessment of the self-created, self-managed Dignity Village⁵³ reported that 21 per cent of the residents who left the village in 2008-09 moved into more stable housing. That compared with 24 per cent of those in emergency shelters. The report said this difference isn’t surprising given that shelters offer professionally staffed case management or support services and Dignity Village did not.

Fully 70 per cent of those who left Dignity Village did return to homelessness, compared to 7 per cent from shelters. (The report noted that the 7 per cent figure was possibly misleading, since it was not known where 41 per cent of those exiting shelters ended up; it assumed many of them also ended up homeless). The report said the high figure on return to homelessness from Dignity Village “may be partially due to the fact that fewer than 40% of residents were at the Village for more than six months (which may not be enough time to stabilize), and 34% were kicked out for rules violations.” That high level of expulsions contributed to a high percentage of exits to homelessness but was also seen as demonstrating that Dignity Village’s board was able “to enforce ‘one-strike’ rules prohibiting violence, theft, and other significant rule violations.”

The report said that Dignity Village residents provided “a unique form of peer support that many villagers identified as critical to their stabilization.” Those who had overcome addictions, for instance, supported those struggling through withdrawal, or those who were employed often connected other residents with their employers. Residents also shared information on programs. More consistent access to professional services, such as housing placement assistance, was seen as likely to support more successful outcomes.

➤ **Kenton Women’s Village, Portland, Oregon**

The Kenton Women’s Village opened in June 2017 on a temporary site (where affordable housing has since been built). In its 16 months there, 24 women transitioned to permanent housing and, in early

2022, all 24 were still permanently housed. Kenton Women’s Village is now on a second site with 20 cabins. Catholic Charities of Oregon, which provides case management and other services to the site, reports that

- 39 women have now moved into permanent housing
- 25 have received a birth certificate or ID
- 31 have started jobs and 41 have an income
- 61 women are receiving mental health services
- 47 women are working with a peer support specialist and
- 23 have started volunteering with local organizations.⁵⁴

➤ **Duncan, B.C. Trunk Road site**

Shelley Cook, executive director of Cowichan Housing Association since September, oversees Duncan, B.C.’s third tiny cabin village. Lack of any housing options means no one is moving out of their village but she strongly supports the program, which she would continue even if all the current residents were housed. She summarized in an interview what she likes best about the program.⁵⁵

“I think it’s the sense of community ... the wonderful things that are happening on site—the raised garden beds, the art classes, letter writing. We have a whole peer program where people are being paid to support others who are struggling but also to clean up the streets and be good neighbours and help local businesses. They’re getting some employment skills and some confidence while we are helping the neighbourhood.

“It’s housing, it’s housing with support, it’s a place where they can lock their door at night, and put their stuff. ... It’s all about the social determinants of health because you begin to start addressing this mental health crisis, this addiction, this trauma—people are struggling with a multitude of issues—once those basic needs are taken care of. ... This is a chance to really provide some supports and get some stability.

“I’ve said before, sure, we want everybody to have their own place ... and of course we’ll continue to work toward those things but we can’t let perfection be the enemy of the good. And this is such a better option than what people were having. It’s so, so close to where we want to be.”

Megan Kriger, a director with Lookout Housing and Health which operates the current Duncan site, sees the strengths as well as the challenges that tiny cabin villages can have.⁵⁶ One of her concerns was specific to Duncan’s situation. In an interview, Kriger said that if money weren’t an object, she’d favour building a shelter or housing, mainly because they have indoor gathering spaces, which the Duncan tiny cabin site doesn’t have. The Kingston, London and Kitchener tiny cabin villages all have, or had, the indoor spaces that Duncan lacks.

Kriger also feels residents who were in hotels during the pandemic had an easier transition to permanent housing than resident of the Duncan’s two earlier tiny cabin villages, because they were indoors and also because they had more rules to follow. And she feels that some people who won’t stay in traditional shelters would still face barriers at tiny cabin villages. For instance, Lookout doesn’t allow visitors, at either its shelters or the Duncan tiny cabin village, a major issue for many people. And both shelters and tiny cabin villages have limits on storing stuff.

That said, Kriger does tiny cabin villages have an important role.

“In an ideal world, you definitely would have a building,” Kriger said. “But again, from a timing and a cost perspective, the tiny homes is, I would say, an ideal crisis management opportunity to get people in

from out of the cold, and to start that stabilization period.” And tiny cabin villages serve those who feel unsafe in a traditional congregate shelter, who want more privacy than most shelters provide, or who have health challenges and need to sleep or rest during the day.

➤ **Victoria, B.C.**

Beck Carlow, site supervisor in Victoria, said in an interview that measures of success need to be tailored to the population served.⁵⁷ Many of the residents of Victoria’s tiny cabin village have experienced homelessness for 10 or 15 years. “Our reality is not helping folks who have just had a minor setback, our reality is helping folks who are quite complex, [with] many years of homelessness, experiencing mental health challenges, experiencing substance impacts. So our statistics are, how many people have actually been able to remain housed.”

Of the 30 original residents in Victoria’s Tiny Town, 16 were still residents a year after the site opened. One resident moved into permanent housing. Three people were discharged, two for violence, the third for setting a fire in their unit. And some residents left because they found living in the village too restrictive. “We do have a no-guests policy which can be challenging for a lot of our folks who are used to seeing multiple community members day to day.”

Given the challenges with finding affordable housing, referred to later in this report, Kriger and others suggested that the number of people who transition to permanent housing isn’t the appropriate measure of the success of tiny cabin villages. More appropriate is the number of residents at the end of the project who are “housing ready”—the number who have ID, who have been doing housing searches and submitted housing applications.

Summary

Three keys: Stability, community and access to services

Three aspects are seen as crucial to whatever success tiny cabin villages achieve:

- The stability provided by having a fixed location and your own private space
- The shared sense of community created by the village and fostered by shared amenities and programs and
- The opportunity to deal with a range of health and other issues through access to health, harm reduction, social, housing, education and employment services that come to the site.

Stability

Eric Wiessman, of the University of New Brunswick, has studied Dignity Village, North America’s oldest village, for years and lived there for five weeks in 2011. Dignity Village was sometimes chaotic but still, Weissman observed, unlike the street or hostels or prison, at Dignity Village, the residents had a home. “Once housed, it seems to me, that villagers begin reclaiming a sense of groundedness. It became realistic, once this center was established, to think of other goals....” With the daily challenge of finding a place to sleep safely resolved, every villager Weissman talked to re-established relationship and many sought or found work.

“Living in a ‘stable’ community has also made them realize the importance of home and having meaningful relationships with others *outside* the village gates.” For those who had been homeless for a short time, “the village has been a place to re-collect their bearings, and plan re-entry strategies.”⁵⁸

“The power of even the simplest of housing is undeniable,” Catherine Mingoya wrote. “Privacy, access to safe storage and a place to call home are just some of the benefits that can help a person experiencing homelessness to stabilize and regain their physical and emotional strength.”⁵⁹

Andrea Urton, CEO of HomeFirst Services of Santa Clara County, which set up San Jose’s first tiny home community, had her own experience of homelessness. “I can tell you first hand that everybody experiences trauma while homeless. They’re in a heightened state of panic and crisis. Your health deteriorates, your mental ability to problem solve deteriorates over time.” As a result, Urton says it takes three to six months of stable housing for people to get their head cleared.⁶⁰

A review of studies of homelessness interventions noted that “Individuals with a history of homelessness found it challenging to give up the homeless identity/community. Many individuals who experienced homelessness had difficulty adapting to new environments and underwent an adjustment period to become accustomed to new structured communities and lifestyles, for example, requiring several months to feel worthy of ‘walking on the sidewalks instead of in the back alleys.’”⁶¹

Dave Samson, an active participant in Dignity Village in 2011, summed up what a tiny cabin village could do in just three words: “Relieve survival anxieties.”⁶²

Community

A second key is creation of a sense of community in the villages.

“Clustering these homes in villages reaps another benefit,” Catherine Mingoya wrote, “the ability to share household tasks, the opportunity to bond with those from similar backgrounds and the strength to challenge their marginalized statuses through collective action.” The physical proximity of the residents’ cabins and shared amenities, plus the typical requirement to do some maintenance tasks “creates a unique and supportive community of individuals who understand the struggle of homelessness.”⁶³

“Every villager I talked to thought that membership in Dignity Village was like belonging to a family, and a community,” Eric Weissman wrote. “Even if this fictitious family arrangement was temporary, or contentious as many families are, participating with others on intimate and personal levels stoked the fires of longing, longing to connect with estranged children, spouses, family, and friends.”

“I was either on the streets or some nights I’d couch surf with people I met.

“That roof over your head gives you a sense of stability and it gives you some relief of being truly homeless.

“It’s almost like a big dysfunctional family. We help each other out.

‘I feel safer having the cabins than being in the tents. You can lock your stuff in. If you’re have an altercation, you can just go inside and they won’t bother you.

‘The freedom is better here, you don’t have to be back by a certain time, you’re not kicked out easily here and you don’t lose your home ‘cause of a back argument.’”

--Bree Cooper at
A Better Tent City,
Kitchener

The village allowed residents with long experiences of homelessness and addictions “to practice the skills needed to live with others and reconcile conflict in ‘civilized’ ways that streets and hostels just don’t provide.”⁶⁴

Michele Longworth, in her research at Occupy Madison Village in Madison, Wisconsin, quoted one resident who said people experiencing homelessness feel the need “to belong somewhere” and his village gave him that. “You have a place to go, I mean, it's your home, you know? It's like a family, you know, it's our little family here, because you know your neighbors, you know what's going on every day. You see each other every day.” The resident added, “I don’t know, in an apartment building, as soon as they close their door, they don’t have no contact with another human being until the next day. You live by yourself here, but you have contact 24/7.”⁶⁵

If there is some opportunity for the residents to have some role in operating or even governing the site, that further builds a sense of agency and worth, studies suggest.

Services

With the stability of a home in a fixed location, the residents are able to start talking with staff and service providers about their needs and goals and can get access to the services to meet them. Long-delayed medical or dental appointments can be made. With stability, they can get on harm reduction programs or even move toward recovery. They can get needed ID and social assistance, learn life skills, learn to do a job search or get on waitlists for housing. As indicated [later](#) in this report, Sharon Lee of Seattle’s Low Income Housing Institute sees a direct relationship between investments in housing case managers and people housed. Added to stability and community, the services at the site can transform lives.

Ideas from the experience of other cabin communities

The experiences from existing tiny cabin villages provides guidance on all kinds of issues, from site location to facilities, operations, and resident participation, services, relationships and more.

Much of what's below is guided by a comprehensive report based on research led by Todd Ferry at Portland State University's Homelessness Research & Action Collaborative. Ferry's team produced a *How-to Guide for the Creation of Villages*.⁶⁶ The team conducted 80 in-depth interviews at or near six tiny cabin villages in Oregon (42 with village residents, nine with village support staff, 13 with village designers or creators and 16 with neighbours of villages). Plus 2,065 Portland residents responded to a survey about villages and homelessness; 436 of those residents reported living near a village. It's important to note that there was a great deal of variability in the six villages they studied:

- Dignity Village is self-governed by elected village councils. It has 60 villagers, the average length of stay is 1.7 years and it now has one full-time village program specialist;
- Hazelnut Grove is self-governed but with an advisory council of housed people chosen by the villagers. It has 25 residents;
- Kenton Women's Village is managed by Catholic Charities. It has 20 villagers and three staff;
- Clackamas County Veterans Village is managed by Do Good Multnomah but with a community council of villagers. It has 26 villagers and two full-time staff;
- Agape Village, developed as a church project, is co-governed between villagers and staff. It has 15 residents and one full-time staff; and
- St. Johns Village is managed by Do Good Multnomah. It has 19 residents and three full-time staff (a village manager and two housing support specialists).

In what follows, information from that guide will be referred to as Portland, with a page number. Other studies quoted are footnoted.

Also referred to are the standards for homeless shelters of the Council on Accreditation. The COA assesses organizations to ensure they are following best practices, based on a range of standards. Among the standards are those for shelter services, defined as services that "meet the basic needs of individuals and families who are homeless or in transition, support family stabilization or independent living, and facilitate access to services and permanent housing." Tiny cabin villages could be considered to fit COA's definition of either an enhanced emergency shelter or transitional housing. COA standards will be cited as COA with the appropriate shelter standard number, such as COA 5.01. Lookout Housing + Health Society, which operates the Duncan tiny cabins village, is an accredited organization with COA.⁶⁷

Summary of idea from other cabin communities

This section serves as a table of contents for the large lessons section that follows, with bulleted point-form notes summarizing suggestions from the experience of other tiny cabin villages.

Cost and speed, including some thoughts on funding

- Capital costs for tiny cabin villages are much lower than for shelters or community housing units, and the small size of cabins allows for volunteers to build them, saving more money.
- Funding from a variety of sources is beneficial to limit the restrictions that any given source might impose on use of the money.

People

Resident selection

- Choose people with a desire and ability to participate in community.
- Balance those who need substantial support with those with fewer challenges.

Ensuring inclusivity in resident selection

- Be deliberate about ensuring Indigenous, Black, people of colour and Two Spirit LGBTQ+ people are considered for residency. Include Indigenous, Black, people of colour and LGBTQ+ people among those making the selection.

The team creating the program

- Include people with lived experience from the beginning and at all levels of decision making
- A variety of skills, talent and connections is needed to create a tiny cabin village

Operating the tiny cabin village

- Have an experienced social service/homeless-serving organization operate the site or partner with such organizations or hire people with broad knowledge of the city's homeless people and services.

How many residents?

- Not more than 25.
- Decide whether future partners of residents can stay on site or not.

Staff

- At least two full-time staff. Canadian sites generally have more. Kitchener has a live-in site manager and two part-time staff.
- Vancouver recommended 24/7 staffing. All Canadian sites so far have had staff or security guards on site all the time, except Kitchener.

Staff retention

- Pay staff well and provide supports, training and benefits to avoid high turnover.

Staff with lived experience/peer supports

- Lived experience can help staff relate well to residents and know their behaviours. Maintaining boundaries with former street friends can be a challenge.
- Residents who serve as peer witnesses can provide similar benefits and bolster harm reduction.

Equipment for staff

- Provide the equipment staff need, from walkie talkies to computers with appropriate software for case management.

Volunteers

- Volunteers play a key role in keeping costs down through donated materials or labour.

- But volunteers need to be well trained in the limits of their roles, site rules, what to expect on site and how to deal with conflict or emergencies.

Residents' roles in decision making and governance

- Ensure residents have some say in decisions in the village. That's key to residents' dignity and satisfaction. Be clear about the extent and limits of residents' involvement in decision-making.

Residents' meetings

- Hold regular meetings of residents to hear concerns and ideas.

Participation in maintaining the village

- Have residents participate in some of the tasks of operating the village as preparation for living independently.

Place

Location

- Far enough from downtown so residents are away from influences they want to avoid.
- But close enough to service providers to ensure regular support service visits.
- Close to transit.
- Quiet surroundings.

Land

- All current Canadian tiny cabin villages are on city land or land the city arranged for this use. Woodstock and Peterborough groups have secured private land for planned villages.

How long in this location?

- Frequent moves are costly and hard on residents. Long-term leases are ideal, but tiny cabin villages can and should be built so they can be moved.

Approvals needed

- Emergency orders, temporary use and non-enforcement have all been used.

The site

- Access to utility hookups is needed.
- Ensure enough space for privacy and for shared facilities

The cabins

- Make them as large as possible. Residents may be there longer than we expect.
- Consider patios/porches in front, with an overhang so residents can be outside but out of the elements.
- Insulate them as much as possible, for both winter and summer comfort.
- Provide sufficient electrical capacity to meet all needs, including heaters and air conditioners
- Ideally, make them all accessible, so residents with disabilities could use any of them.
- Under-bed storage units should be drawers for easy access
- Materials used in the cabins should be fire-proof and mold-proof and should not produce off-gasses. Paints should produce no volatile organic compounds.
- Ensure the interior is easy to thoroughly clean for future residents.
- Floors should have mesh or hardware cloth to prevent rodents from entering.
- Hardwire smoke detectors in each unit and cover them in a "cage" to prevent tampering.
- Provide a fire extinguisher in each unit.
- Consider key-pad locks to avoid lost keys.
- Allow residents to personalize the interiors of their units and perhaps the exteriors.

Air conditioning

- Provide sufficient electrical power to support air conditioners. Provide A/C if possible.

Site layout

- Non-grid layouts tend to be preferred, with cabins facing each other

Common facilities

Essential facilities

Kitchens

- Kitchens provide vital community-building space and the opportunity to learn cooking skills
- Ensure the kitchen is large enough to allow many people to work there at the same time.

Bathrooms

- Have at least two washrooms and showers and roughly one toilet for every 10 residents.
- Locate washrooms to minimize walking distance from cabins.
- Take appropriate steps to ensure pipes don't freeze.
- Be aware of challenges with residents putting inappropriate things in the toilets. Kitchener installed a holding tank to keep things from blocking the toilets.
- Provide for regular cleaning. It could be a paid job for one or more residents.
- Build tough. Use heavy duty fixtures to minimize the chance of people damaging them.

Indoor gathering space

- Having an indoor gathering space is considered a key feature, to enhance a sense of community and provide space for programs and meetings with service providers and to get residents out of their cabins in bad weather.

Laundry

- Having on-site laundry is considered a key feature to make cleanliness easy.

Office space

- Staff need a place to meet.
- Locating office space near the entrance to the site can allow for meetings with non-residents without their gaining access to the site.

Shade

- The cabins will get hot. Shade on site, and ideally, shading the cabins, increases comfort.

Optional facilities

Storage

- Storage for belongings is highly desired by residents. Residents, not site managers, need to be responsible for their stuff.

Gardens/greenhouses/landscaping

- Gardens are highly desirable, to make the site attractive, create privacy screening, provide a useful activity for residents that allows them to care for the site, and even to produce food.
- Providing a yard spigot or tap helps with gardening, as well as providing water for pets and people.

Fire pit

- A desirable focus for communal gatherings, but outdoor fires are likely subject to local bylaws.

Bike shelter

- Space to safely park a bicycles is important, since a bike may be a prime method of transportation for residents.

Library

- A library, or even a small neighbourhood lending library, is valued by those who like to read.

Maker space/shop

- A space where residents can make things, and/or a shop, can provide meaningful activity and also help with maintenance of the cabins.

Dog run

- A dog run can be provided rather than allowing dogs to be off-leash. A kennel can allow pet owners to leave their pet behind when they keep appointments or search for housing or a job.

Other amenities

Accessible paths

- Stabilized gravel makes paths accessible for people with disabilities.

Parking

- Parking spaces could be provided for staff and support workers.

Welcome area

- A welcome area near the entrance can provide a place where visitors can meet with residents or staff without entering the cabin area.

Site lighting

- Good lighting is essential but can be decorative and should not resemble prison yard spotlights.

Communications

- Have a phone residents can use to connect with people and also access to a computer job searches or resume writing, for instance. Keep them be in a secure, supervised area.

Smoking areas

- Most Canadian tiny cabin villages prohibit smoking in the cabins. A pleasant, covered area close to cabins will encourage smokers to smoke there.

Resident agreements

- Give residents some say in the behavioural expectations set for the site.

Site security and openness to guests and other non-residents

- All the Canadian sites, except Kitchener, are fenced or otherwise enclosed, with 24/7 staffing or security.
- All the Canadian sites, except Kitchener and Kingston, exclude visitors. London made an exception for family. Kingston allows daytime visits but no overnights. Kitchener allows overnight visits for short periods.

Behavioural expectations

- All sites have no tolerance for violence or threats, verbal abuse including racist comments, possession of weapons or theft.
- There are consequences for damage, from having to pay for it to having to live with it.

Cleanliness and stuff

- All the agreements require residents to keep their cabins and the site clean.
- There are limits on the amount of stuff people can store.

Cabin checks

- London, Victoria and Duncan all do regular cabin checks, primarily for ensuring safety.

Substance use

- All of the Canadian sites have or had harm reduction policies, which permitted substance use under certain circumstances on the site. Typically, residents were encouraged to ensure someone knew when they were using. London allowed only safe supply drugs.

Addressing food security

- All the Canadian sites provide at least two, and often three, meals a day. Kingston encourages residents to take responsibility for their own meals rather than rely on donated meals.

Do residents pay?

- Not all of the Canadian programs charge the residents to stay in a cabin. Those that did typically charged the shelter portion of social assistance or a pension and arranged for direct transfer from the government to the site operator.

Pets?

- Pets are typically allowed, subject to the owner being responsible for the pet. Kingston requires that approval be given before a pet is brought to the site. Victoria has a limit of one pet per 10 residents.

Forced exit and conflict resolutions

- All of the Canadian sites have a set of procedures to deal with violations of the rules, starting with a conversation to find out what happened and why and how it can be prevented in future. There are typically escalating penalties, usually time away from the site, before anyone is discharged. Discharge may occur right away for serious violations that put staff or residents at risk.

Support services

Social, health and other services

- Each Canadian site provides for a range of health, harm reduction, housing, employment and other services, provided by site staff and visiting support service workers. Needs are identified in conversation with the residents and, typically, records kept of appointments made and progress toward fulfilling the residents' plans.

Transition to permanent housing

- All the Canadian sites, and most of the American ones, encourage programs to help residents to get housed or at least be "paper ready" for housing, with ID, income, getting on waiting lists and other steps so that they could move if permanent housing became available.

Relationships

Relationships with the city

- A good relationship with the city makes it much easier to move these projects forward.
- All the current Canadian sites are on city land or land the city arranged for, and have some city funding.

Relationships with housed neighbours

- Get word out about a proposed village site as early as possible, so you create the first impression.
- Listen as much as possible. Make clear what changes you make because of input.
- Counter fears with evidence. For instance, experience does not show increases in crime near tiny cabin villages. Provide information on the services that will be provided to the residents, so neighbours know that, for instance, drug or mental health challenges are being dealt with.
- Provide a tour of the site before residents move in.
- Provide contact information, and when the site is operating, a 24/7 phone number.
- Create Community Advisory Committees to meet regularly for two-way communication about what's happening on site and what those living nearby are experiencing.
- Design cabins to look like the homes in the neighbourhood so they fit in.
- Provide opportunities for village-neighbourhood interaction, such as barbecues or garden programs. If possible, allow use of village facilities by the neighbours.

- Create cleanup crews that pick up garbage and needles not just on the site but in the surrounding neighbourhood.
- On study emphasize, “working with housed neighbors should not convey a message that they have a right to stop people experiencing homelessness from living in their neighborhood.”

Possibilities

Villages leading to permanent housing

- With adequate planning, tiny cabin villages could be sited on land set aside for future construction of permanent affordable housing.

Villages for parents and other group-focused villages

- If more than one site can be provided, create tiny cabin villages for parents and children, or for specific groups, such as Indigenous, Black or Two Spirit-LGBTQ+ people.

Detail of ideas from the experience of other cabin communities

Costs and speed

One key reason municipalities have supported tiny cabin villages is that they can be created faster and cheaper than traditional shelters or permanent housing.

Seattle's Low Income Housing Institute manages 2,200 units of subsidized housing but Executive Director Sharon Lee, in the presentation mentioned earlier, explained that LIHI started building and managing tiny cabin villages as well "because the unsheltered homeless is such a large population and it takes too long to be developing permanent supportive housing. So we're trying to do both. ... We actually had a legal tent village on one of our sites. And it worked so well that we started adding tiny houses because they were such superior places for people to live other than tents."

Three new villages LIHI created in 2018 needed four to six months lead time to be constructed, Lee said. By 2020, LIHI had been able to reduce the time it takes to set up a village to just four weeks. The materials for a tiny house cost \$2,500 US and labour for their projects is often free, done by volunteers. "If we are pressed for time and have to meet a deadline to open a village, we work with small contractors who build them for \$5,500 each, including labor and material." LIHI staff coordinates volunteers to complete the community facilities including the kitchen and dining areas, bathrooms, showers, case manager's office and security pavilion. Electrical and plumbing work is done by licensed contractors and for villages ranging from 14 to 50 tiny houses, the cost is \$150,000 to \$700,000, depending on infrastructure costs and site conditions.⁶⁸

The Bay Area Council Economic Institute, in a report on how to deal with the 35,000 people experiencing homelessness in the San Francisco Bay area,⁶⁹ recommended creating tiny cabin villages to provide 22,600 shelter beds needed because of "their economy, successful implementation in Oakland and ability to provide greater privacy than traditional congregate shelters." The report estimated a cost of \$10,587 per unit for tiny home villages and a timeline of two months, from proposal to occupancy. That compared with

- A traditional shelter bed: \$43,219 and 24 months
- A motel conversion: \$174,000 and 18 to 39 months
- Building new affordable housing: \$529,600 and 48 months

A study of legal issues related to tiny cabins and homes argued for tiny cabin villages over traditional shelters or rooming houses in part because of the low cost: "The capital required to establish a tiny house village is much lower than what would be required to build a traditional shelter." As well, because the units are smaller, "less-skilled volunteer labor could be used in place of contractors, where available."⁷⁰

The costs in Canada have varied.

- When it began in 2020, the tiny cabins at Kitchener's Better Tent City cost less than \$3,000 to build and equip.
- Duncan, B.C.'s first tiny cabins cost a bit less than \$7,000.
- Kingston went with manufactured units that cost \$16,000 each.
- One Halifax area Catholic parish hosted a tiny cabin in the winter of 2020-21, built by a local homelessness support group at a cost of \$1,300. The city had safety concerns about plans to create more such units and in the end, parishes in the Halifax-Yarmouth archdiocese hosted 20 8x8 units that were manufactured by an engineering firm and cost \$11,500 each, including installation.

- Vancouver has budgeted \$460,000 for the capital costs for 10 cabins planned to open this September, which would be \$46,000 each. (There was no detail so it isn't clear if that is just the cost of the cabins or includes other site costs.)
- Woodstock expects to pay \$12,000 for the full costs of 10x10 cabins with six-foot porches.⁷¹

The cabins aren't the only capital costs.

- As mentioned, there are costs to bring in electricity. For instance, Kitchener's Better Tent City spent \$16,100 to provide electrical supply to each of its 42 cabins at its third site in late 2021 and another \$86,000 to hook up to the electrical grid.⁷²
- Victoria budgeted \$50,000 to install sewer and water services when it created its tiny cabin village in the spring of 2021.⁷³
- Other costs might include pathways and driveways, fencing, site lighting, furniture and appliances for the units and the cost of building and servicing, or renting, other buildings for washrooms, showers, laundry, storage, common areas, kitchens, and offices.

There is an obvious tradeoff between keeping costs low and having, say, larger cabins, or adding facilities to improve the quality of the experience for residents. The cost per cabin also varies, to some degree, with the number of cabins over which fixed costs can be spread.

For a rough comparison, the City of Hamilton's public housing agency, CityHousing Hamilton, was reporting in 2020 that their predicted costs per unit of permanent housing had jumped from \$270,000 three years earlier to \$476,000. Non-profit housing provider Indwell reported that its average per unit cost were close to \$375,000. And construction costs have only risen since.⁷⁴

Like capital costs, operating costs vary, based in part on whether there is staff, how many staff there are, level of services provided, etc. In 2020, the city of Seattle was funding nine of LIHI's 12 villages and the average cost per person to live in a tiny cabin village was \$38 per day, compared to \$56 for an enhanced shelter bed and \$130 or more for a night's stay in a hotel.⁷⁵

The 2010 assessment of Dignity Village noted that it delivered emergency shelter "at an extremely low [operating] cost."⁷⁶ "For about one-third of the cost of Warming Centers, and one-quarter the cost of Emergency Shelters, Dignity Village provides shelter for 60 people who would otherwise be homeless. The cost for more service intensive programs such as Transitional Housing and Supportive Housing are six to thirteen times higher than the cost of Dignity Village."

Chrystal Wilson, of Our Livable Solutions which operates Kingston's tiny cabin community, said their site at its first location, with 24/7 staffing, cost \$1,400 per cabin per month to operate. OLS had previously managed hotel rooms that were provided for people experiencing homeless, with a cost that was typically \$129 a night. And, she said, in the hotels, people were isolated and there wasn't a good sense of community, which led OLS to advocate for tiny cabin villages as a better alternative.⁷⁷

A City of Kingston report on the first four months of that city's tiny shelter village included an estimate of monthly costs per person served for different sheltering options:

Cost comparison	Monthly cost per person
Rent assistance	
One-bedroom, topping up the Ontario Works shelter maximum to pay the average market rent	\$788
One-bedroom topping up the Ontario Disability Support Program shelter maximum to pay average market rent	\$681
Adult Shelter	
Based on pre-pandemic capacity	\$1,231.71
Tiny cabin village	
Our Livable Solutions proposed budget June 2022-April 30, 2023	\$2,038
Motel	\$4,532

The report added, “It is important to note that rent assistance and motel rooms do not include support services such as staffing. Sleeping cabins can also provide a wider range of support services through kitchen facilities, etc. than the traditional shelter services.”⁷⁸

- **Funding**

A key to success identified by Rawan Elhalaby was to seek “public and private partnerships for funding support: Many of the cities found that the most sustainable way to fund shelters was to diversify funding between public and private funding. Some case studies pursued majority private funding as a matter of principle—wanting the community to take ownership of the homelessness crisis, rather than the government—while others pursued private funding to fill the gap in public funds. Seeking funding from individual donors, businesses and leaders in the private sector also helped shelters to develop a community of support that can be looked on to provide labor and advocacy.”

Catherine Mingoya wrote that “the largest threat to the long-term stability of these homes, once established, is financing.” At the time she wrote, in 2015, 80 per cent of tiny cabin villages for the homeless were on public land and 60 per cent financed construction and operations through donations. She saw strong fundraising possibilities in the tiny cabin village image—at least as long as the public stays fascinated with tiny homes. But she also had some concerns:

The power of the Tiny House Village has much to do with its ability to provide the social conditions needed for recovery and stabilization: freedom, meaningful work, friendship and a feeling of belonging—terms and ideas that usually remain un-politicized. This grants villages tremendous power in their fundraising because their structure appeals to anyone who believes in the power of the individual to create positive change. While donations pour in from across the globe, lenders are responding to something that is tightly woven into Americans’ perception of their own national identity—the ability of the poor to come together, and with a little bit of guidance and ingenuity, work hard to help themselves.

There is, however, a subtler element to the villages’ donation success: the size of the units. These one-room, enlarged dollhouses are so novel that they capture the attention of a world used to seeing housing size increase. Additionally, because the units are so cheap and simple to build, an individual’s small donation can have a large impact on the lives of others. Moreover, the homes, which range from 98 ft² to 250 ft², in no way impinge upon or threaten

the success of the donor. Best highlighted in political battles over how welfare and food assistance recipients can spend their benefits, American culture is viscerally against the poor having items equal to or superior than anyone else aside from the very poor. One must ask, would donors be as supportive of and enthusiastic about tiny houses if the units were two or three times the size?

Mingoya wondered whether it might be possible to fund tiny cabin village operations by using the money that municipalities save from having fewer people to shelter. She also suggested villages charge a small rent. Neither of the villages she studied did, although Dignity Village charged a small monthly fee to pay for an insurance policy the city required.

A study led by Anson Wong of the University of Alberta⁷⁹ noted both benefits and costs with accessing government funding. Government dollars can provide large amounts of money not otherwise available but there are often restrictions on how it can be used. The report said Dignity Village and Occupy Madison have resisted government funding for that reason, relying on private investors and local charities and donors. But that too has a cost—“because of their lack of funding, these projects lack many services.” “In an ideal model, one would be able to find a source of revenue that has few restrictions but could also sufficiently cover all expenses.”

People

- **Who is the village serving? Resident selection/purpose**

Who a tiny cabin village intends to serve will shape many aspects of the village, including how long residents are likely to stay.

The Halifax program, which features one to three cabins on individual church sites and no staffing or village community, is a reminder that most of those who experience homelessness are only briefly without a home and their main issue is affordability; mental illness is not an issue for 50 to 75 per cent of those who experience homelessness.⁸⁰

John Stevens, who led the tiny cabin program in Halifax, said those served by the Halifax program are “low acuity,” with limited needs, because the Halifax program is pretty basic—just provide people with a safe, warm place to live, with the volunteer support that a congregation can provide. Residents are pretty independent, just as they had been before, only now they aren’t living in a tent, he said. One of their residents was a student whose needs included both shelter and Wi-fi. Another resident is Steven Moses who has been a fulltime cashier at

“For me to compare this last year to the year before, there is no comparison. I have a safe place with doors that lock and a key. I have been doing my hobbies like computer stuff that I enjoy. I had nowhere to do it and no resources to do it before. Plus, the risk of theft. So, I have been taking on small projects that I enjoy, safely.

“I don’t see by-law anymore; I no longer have police breathing down my neck every morning. When I was homeless, I would try to hide in the woods and not bother anyone. But I would be found and woken up to move. And it takes a lot of work to move, if it is raining everything gets wet. But now I have a heater and I am dry. And there are no cops and by-law.”

– Disco, a resident of a Duncan B.C. tiny cabin village

Walmart for three years but says he still can't afford to rent an apartment in Halifax.⁸¹

The Portland study said, "Villages seem to best serve those with a desire and ability (immediately or over time) to participate in community." (Portland, 227) People who need round-the-clock care or substantial supportive services will likely not be best served at a village

However, the study said that "In a village with a strong sense of community, those with capacity can support individuals with significant behavioral health issues, but the village community can struggle if there is not a careful balance of those with and without significant behavioral health issues. An experienced support staff member suggested maintaining a minimum 10:1 ratio of those without significant behavioral health issues to those with significant behavioral health issues. This ratio may flex in either direction depending on whether the village is managed, self-governed, or a hybrid of the two." (Portland, 228)

The City of Vancouver, which approved a tiny house pilot project in February 2022, did research—it was called a "market sounding"—before making its decision, to get recommendations and create partnerships to deliver the project. The report on that research recommended "that a tiny home model for people with extensive and deeper support needs is not recommended and that a tiny home model, with self-contained units, is more appropriate as a lower support model for people who can live independently."⁸²

Chrystal Wilson in Kingston said her organization, Our Livable Solutions, rejected a process that might have seen them choose residents from the city's By-Name list, in reverse chronological order. She said OLS knew the people on that list and knew who would not succeed in the tiny cabin village and would disrupt it. They chose people they knew would fit with the village, people who wanted to prepare to transition to permanent housing.⁸³

Rawan Elhalaby, who was commissioned by the city of Oakland to come up with a strategy to house people experiencing homelessness in that city, cautioned against being too restrictive.⁸⁴ After examining six tiny cabins, tiny homes, trailers and tent communities, Elhalaby identified six elements "critical to keeping people safe, in stable permanent housing, and resistant to risk of displacement, in addition to keeping the general housed community safe and satisfied." One of those key elements was "Low barriers to entry and few restrictions for residents: All of the cities found that an essential component to meeting the needs of the unhoused population in their jurisdictions was to have low barriers to entry. Individuals did not have to meet specific thresholds for support, partners and pets were welcome, and shelters did not have sobriety requirements." As it turned out, "despite the low barrier to entry, many of the residents in these housing developments were working, low-need adults."

Kitchener's A Better Tent City is deliberately geared to shelter those who face the greatest housing challenges, co-founder Jeff Willmer says. So relatively few will move on to permanent housing, both because there isn't much new supportive housing being built and because of the residents' mental health and addictions. "If you were a housing provider and you were interviewing prospective residents, our people just might not make the cut because they are too disruptive." But they are people who need somewhere to live and A Better Tent City provides that, and likely will for the longterm.⁸⁵ Victoria's tiny cabin village also serves people with higher needs, and has the same expectations that relatively few will transition to permanent housing.

A Hamilton study that focused on high-needs women experiencing homelessness issued another caution related to participant selection.⁸⁶ Noting that there has been an increased emphasis on measuring outcomes of programs—which the study acknowledged is important for accountability and effectiveness—the report said that emphasis could result in limits on who gets served. "Organizations

may choose not to work with people with the most complex needs because it will require more work, take more time, and may be impossible to achieve the necessary housing outcome. In the end, the relentless focus on outcomes at the organizational level may end up creating additional barriers, especially for people who already have a difficult time maintaining and sustaining housing.”

The Portland study, and several Canadian site operators, recommended being clear to potential village residents about what will be expected of them so they can decide whether a village is the right place for them; doing so will boost satisfaction with village life once they are admitted. The study noted that Dignity Village has a policy that those who want to stay on its wait list have to do a certain amount of volunteer work at the village. “This is done to allow for the village candidate to both get to know the community before moving in and get a sense of expectations for participating at the village.” (Portland, 227) Those in the village also get to see the candidate to know if they want to accept them as a resident.

The Portland study also noted that, “Building a positive community culture at a village takes a long time (a negative one can be created in no time at all). Training should be provided to both village staff and villagers on these matters.” (Portland 230)

- **Ensuring inclusive villages**

The six villages studied by the Portland team were disproportionately white, and the few BIPOC residents were twice as likely as whites to report feeling unwelcome because of their race. Yet BIPOC people are more likely than whites to experience homelessness.

When organizations assess who gets access to housing and other services, the report noted, “individual vulnerabilities are often used for evaluation, as opposed to considering structural vulnerabilities, in spite of significant research indicating that this should be a leading metric. Emphasizing individual vulnerabilities ends up prioritizing white people and leads to decreased opportunities for people of color. This is true of the intake process of villages as well.”

To counter that, the report recommended that villages create new protocols for potential candidates, similar to vulnerability indices but that specifically consider race and identity as important factors.

(As an aside, Dan Hennessey, with Peterborough Action for Tiny Homes, said many people experiencing homelessness don’t like the Service Prioritization Decision Assistance Tool that is commonly used to assess and prioritize unhoused people for services. It asks personal questions that they feel shouldn’t be asked, he said. There are, for instance, questions on abuse, drug and alcohol use, mental illness and exchanging sex for money. And Chrystal Wilson, in Kingston, said some of the questions asked during Point In Time counts can also be retraumatizing for people experiencing homelessness. Wilson’s organization, Our Livable Solutions, did a survey that asked just three questions: name, where you usually sleep and how long you’d been without housing. That survey, conducted by people who had experienced homelessness, found 149 people who want to stay in a tiny cabin community.⁸⁷)

The Portland report said that villages whose founding leadership has racialized people have a greater likelihood of creating and maintaining a diversity of residents. The same is true where the staff is BIPOC. Strategic partnerships with organizations of BIPOC people can also strengthen diversity. (Portland, 235-6)

LBGTQ+ individuals, especially youth, are also disproportionately represented among those experiencing homelessness and shelters may not be experienced as welcoming. Village organizers should build in strong anti-discrimination policies and make these expectations clear to candidates considering joining

the village.” Villages dedicated to exclusively serving Two Spirit LGBTQ+ individuals or BIPOC individuals should be considered to address the particular needs of these populations. (Portland, 239)

The city of London, Ontario, when it designed its second winter tiny cabin village program, for 2021-22, again created two tiny cabin villages. Recognizing that there was a lot of Indigenous people living unsheltered, the city set up one of the programs to serve only Indigenous people and it was run by an Indigenous organization, Atlohsa Family Healing Services. As noted earlier, Atlohsa designed a program that included Indigenous aspects geared specifically to their residents. Vancouver, in setting up its pilot project that will open in September, is also partnering with an Indigenous organization, setting up its tiny cabin village next to the homeless shelter operated by Lu’ma Native Housing, which will also operate the village.

Location	Method/criteria for resident selection
Kitchener	A Better Tent City relies on founder and site manager Nadine Green to choose residents. Jeff Willmer, another found, said Green is regularly out on the street and in encampments, gets to know people and “has a knack or a gift for figuring out who would be a good fit, who needs the kind of help we can offer and who would be a contributing member of the community who’s not too disruptive. ... It seems to be working out pretty well.” ⁸⁸
Kingston	Chrystal Wilson of Our Livable Solutions, the site operator, said OLS knew a lot of homeless people and choose people outside the homeless system who they thought would fit. One person, who’d been living in a truck for three years, saw a news article and approached them and was chosen. “Our people are tired of being homeless and are ready to move on.” ⁸⁹
London Elizabeth Street	“Londoners using this space have been matched with this service through outreach efforts and Coordinated Access which allows the Homeless Prevention and Housing team to provide the right support and services at the right time for unique individual needs.” ⁹⁰
London York Street	The York site took people with higher acuity than the Elizabeth Street site. ⁹¹
London Fanshawe	“Individuals matched to Winter Shelters through a joint effort between the City’s Coordinated Access system and Coordinated Informed Response program using defined eligibility criteria for each location and the City’s By Name List. Participation from all participants was optional. All individuals referred to Fanshawe were those who were actively engaged in obtaining housing.” ⁹² The residents had to be unhoused, on the city’s by-name list, “paper-ready” and were interested in the city’s housing-oriented approach. Paper-ready means they had ID, a source of income and an up-to-date VI-SPDAT (Vulnerability Index-Service Prioritization Decision Assistance Tool). A news article said the program focused on people who were ready for housing but couldn’t land it because they couldn’t leave their belongings or couldn’t prepare for a unit showing because of lack of clean clothes or access to shower or other realities that saw them rebuffed by landlords.” ⁹³
London Parkwood	“Individuals matched to Winter Shelters through a joint effort between the City’s Coordinated Access system and Coordinated Informed Response program using defined eligibility criteria for each location and the City’s By Name List. Participation from all participants was optional. ... Referral to the

	Wiigiwaaminaan site was for individuals who identified as indigenous only and focused supports on cultural reconnection and traditional cultural healing.” ⁹⁴ The residents had to be unhoused, on the city’s By-Name list and Indigenous. A lot had a high level of need.
Victoria	Residents will be at least 19 years of age, with the original intent that priority would be given to people who are unhoused, require minimal supports and are ready to bridge to permanent housing. BC Housing was responsible for overseeing the intake of residents in the transitional housing development through a centralized placement process. Our Place Society will assist in this process and will be the housing operators for this development. ⁹⁵ As it turned out, the residents chosen were people who had been homeless for 10 or 15 years and had high needs. ⁹⁶
Duncan St. Julien St.	
Duncan The Mound	
Duncan Trunk Road	“Intake/selection for the Village is through a Coordinated Access Process.” Would-be residents apply by filling out a Supportive Housing Registry application. The application asks about sources and amounts of income; Indigenous status; current living situation; when and why you need to move; physical and mental health conditions and substance use; mobility/access needs; any pets; where you would prefer to live; and various consents to sharing of the information, with health, housing and outreach workers. ⁹⁷
Halifax	Residents were selected “in consultation with service providers and social workers” or identified by parishes who knew them through their outreach work. Those selected had to be able to live on their own, since the program provided limited social, and social service, supports. ⁹⁸
Vancouver	“Market sounding respondents advised that a tiny home model for people with extensive and deeper support needs is not recommended and that a Tiny Home model, with self-contained units, is more appropriate as a lower support model for people who can live independently.” ⁹⁹
Woodstock	Resident selection will be guided by intake selection criteria used by A Better Tent City and transitional housing provider Huron House in Woodstock, with the initial selection done by a management committee of service providers, including Woodstock’s Operation Sharing, which provides programs and services that challenge the stigma around poverty. ¹⁰⁰

- **Those left out**

Selecting some residents leaves others out. Weissman wrote that even self-governed Dignity Village, created and led entirely by people who had been experiencing homelessness, came to be viewed as elitist, because it couldn’t and wouldn’t take in just anyone. It had a selection process. “In downtown Portland,” Weissman wrote, “I met many street folks who laughed when the name Dignity Village was mentioned. One guy referred to it as a ‘gated’ community, and told me, clearly, that in his and most of his gang’s opinion, the villagers had become snobs. There were stories of persons looking for a night’s respite from the hell of sleeping on the streets who had been turned away because the commons room had, in recent years, become more of a lounge for residents and the village more of a privilege community than an emergency campground.” Even if Dignity Village’s residents had wanted to be more open, its contract with the city (which owned the village site) limited it to 60 residents, so many people experiencing homelessness couldn’t get it.¹⁰¹

- **The team creating a village**

The Portland study (173) says, “When considering a village or other type of alternative shelter model, the first step is to work with people with lived experience and preferably those with experience at villages to discuss ideas before moving any farther. Ideally, the team is invited by houseless community members to help implement their vision rather than housed people inviting houseless community members to help them.”

In 2014, the Lived Experience Advisory Council, at the Canadian Alliance to End Homelessness conference, created a statement of seven principles for leadership and inclusion of people with lived experience of homelessness:

1. Bring the perspective of our lived experience to the forefront
2. Include people with lived experience at all levels of the organization
3. Value our time and provide appropriate supports
4. Challenge stigma, confront oppression and promote dignity
5. Recognize our expertise and engage us in decision-making
6. Work together towards our equitable representation
7. Build authentic relationships between people with and without lived experience.¹⁰²

The Canadian Lived Experience Leadership Network formed in 2020 to strengthen the role of people with lived expertise in working to end homelessness.¹⁰³

Marion Thomson Howell, a founding member of A Better Tent City’s board in Kitchener, suggested a model in which people with lived experience are engaged in an advisory role. Kingston’s Our Livable Solutions, founded by people with lived experience of homelessness and their allies, has a small board of directors and two committees, an unhoused advisory committee of people with current or past lived experience and frontline workers, and a housed advisory committee that brings a range of expertise as needed. But the priority is clear in this statement: “OLS ideas come from the people OLS supports. As OLS walks alongside people navigating systems and coordinating care, OLS listens, observes and identifies challenges. OLS discusses possible solutions and enables people with lived experience to participate in advocating for and developing those solutions.”¹⁰⁴

The Portland study says it takes a range of talents and partners to create a village, including:

- Advocates for the village are crucial in promoting, advising on and supporting creation of villages. This group should include and centre members experiencing homelessness.
- Designers/architects, not least for their relationships with builders and permitting agencies.
- Builders, who may contribute in-kind labour, keeping costs down.
- Non-profit partners, who can offer advice or manage the site—public funding for villages is often contingent on non-profit oversight.
- Municipal partners. They might bring bureaucratic thinking but also the ability to navigate approvals systems and to be advocates for the project.
- Neighbours: Their knowledge of the area can improve the project, and early involvement can temper any opposition.
- Placemaking organizations, who can help make the site less utilitarian, more supportive of wellbeing. (Portland, 176-179)
- Black and Indigenous people and people of colour: As mentioned, the report said villages will be more successful in serving racialized and other groups marginalized people when the founding leaders are diverse.

- “Note that nay of these roles may and should include people with lived experience of homelessness.” (Portland 176)

In Kitchener, Nadine Green, who had experienced homelessness as a teen and provided shelter for people experiencing homelessness, was a key founding member of the team that created A Better Tent City. Kingston’s tiny cabin village was managed by Our Livable Solutions, which formed in 2020 as a voice for people who had or were experiencing homelessness. London, Victoria and Duncan all brought in organizations led by people with lived experience. (See [peer supports](#), below.)

- **Operating the tiny cabin village**

A study of Quixote Village in Olympic, Washington,¹⁰⁵ which is permanent supportive housing using tiny homes, nonetheless has useful insight for those championing transitional cabin villages. The report notes that “Tiny houses tend to be championed by homeless people living in encampments, or church-based or community organizations providing support to encampments. These groups have limited capacity and are seen by funders as high-risk sponsors who may not be able to successfully build or operate the housing.” The report recommended that those championing tiny cabin villages seek the advice and help of experienced non-profit developers, housing providers, and social service providers and “create partnerships to develop, own and/or manage the housing to establish the level of credibility and capacity that may be essential to successfully secure public or philanthropic funding.”

The Vancouver market sounding said those it contacted “spoke to the importance of experienced non-profit operators being central to the success of this model.”

Most of the Canadian tiny cabin villages have been operated by existing service providers.

Who is operating Canadian tiny cabin villages

Location	An experienced agency?
Kitchener	A Better Tent City
Kingston	Our Livable Solutions
London York Street	WISH (Winter Interim Solutions to Homelessness)*
London Elizabeth Street	WISH (Winter Interim Solutions to Homelessness)*
London Fanshawe	Impact London, London Cares
London Parkwood	Atlohsa Family Healing Services
Victoria	Our Place Society
Duncan St. Julien St.	Cowichan Housing Association
Duncan The Mound	Cowichan Housing Association
Duncan Trunk Road	Lookout Housing & Health Society
Halifax	Parishes of the archdiocese of Halifax
Vancouver	Lu’ma Native Housing Society
Port Alberni B.C.	Port Alberni Friendship Centre

**WISH, Winter Interim Solution to Homelessness, in London, was a coalition of long-standing community service organizations.

The Kitchener and Kingston tiny cabin villages did not have established service providers operating the site but did have people—Nadine Green and Chrystal Wilson—who knew most of the people experiencing homelessness in their city and were well-connected to agencies and services. Wilson

said that to run a village, “you need that connection” with people or agencies “who know people on the ground.” Our Livable Solutions existed before Kingston’s cabin village was created but was not for long, unlike the organizations in the other cities listed. Our Livable Solutions formed in June 2021 to push for homeless solutions and operated a pandemic emergency shelter program with 10 motel units before being asked to run the cabin village.

- **How many residents?**

The Portland study (181-2) recommends a maximum of 20 to 25 people. Beyond that, the required space and servicing for common areas affect the ability to build economically and 20 to 25 is manageable for case workers and to create a close-knit community. If the village is self-governed, 20 to 25 is small enough for effective participation and large enough to ensure enough people to do the work without overburdening the residents.

The Low Income Housing Institute in Seattle, one of the largest operators of tiny home villages in the United States, agreed that “once villages become too big, and residents no longer recognize their neighbors, the sites become hard to manage.” But it set a much higher recommended maximum size—60 homes per location.¹⁰⁶

Marion Thomson Howell, with A Better Tent City, said the ABTC board believes that the 50 residents that they serve is too many.

Howell also said it’s important to think beyond just the number of residents and to consider what to do about new partners of the residents. With, say, 10 residents *and* some partners, a site could soon have 13 or 14 people. Is that OK? And what happens to the non-resident partner if the relationship breaks up? Do they go back to the street? If not, how are they sheltered? Chrystal Wilson in Kingston said one of the reasons Kingston does not allow overnight guests is to keep a staff to resident ratio of 1:10. (See next item.)¹⁰⁷

- **Staff: How many?**

The Portland study found that “village staff consistently felt understaffed across all villages and desired at least one more person than whatever their current numbers were.” For self-governed villages, two full-time staff was seen as the ideal number of support/program specialists. With managed villages, three to four staff seemed ideal, one or two primary village managers, one evening/weekend person and one peer support specialist. “In any case, two full-time staff is the minimum recommended to serve the needs of villagers and to prevent burnout from one staff doing this challenging work alone. The value of having someone to discuss difficult issues with was identified as a critical need for village support staff.” (228)

The Vancouver market sounding recommended having “the 24/7 support services a typical shelter would provide.”

Kingston has four staff for its 10 cabin residents and likes to maintain a ratio of one staff person on site for every 10 residents. They experimented with having two staff on at the same time but there wasn’t enough to do. There is a policy, required by the city, that guests leave by 11 at night and there have been discussions about that with the residents. But permitting a lot of guests would also affect the staff to resident ratio.

In contrast, the Kitchener Better Tent City has just three staff for its 42 cabins and 50 residents. One, Nadine Green, who co-founded the program, lives on the site and so is on site and on the job more than any regular full-time staff person would be. The other two are part-time.

Megan Kriger, with Lookout Housing and Health that operates the Duncan tiny cabin village, said the village has two staff per shift and two shifts between 7 a.m. and midnight (with security on site after midnight). That's a ratio of one staff person for 17 residents. Lookout also operates regular shelters which have a ratio of one to 20 but the shelters also have security cameras so a person in an office can watch the whole site. The Duncan village does not have cameras.

Victoria's Tiny Town, with 30 residents, has two staff on all the time, working 12-hour shifts, 7-7, three days at a time. Site supervisor Beck Carlow is on site during business hours every weekday. The Umbrella Society, providing various services including harm reduction, has two people on the site every day, 9 a.m. to 4 p.m. And there is one security officer at the gate all the time.

The Council on Accreditation doesn't set a ratio but suggests "employee workloads support the achievement of client outcomes and are regularly reviewed." It also suggests that organizations minimize the number of staff that each resident has to deal with and avoid "arbitrary or indiscriminate reassignment of direct service personnel. (COA CA-SH 2.10 and 2.09) The COA notes that one of the most important aspects of care for those who have experienced trauma is "to be able to develop a consistent, trusting relationship with one staff person who serves as the central coordinator for the full myriad of needed services." Finally, the COA said "supervisors or other designated personnel are available or on call 24 hours a day." (COA CA-SH 2.08)

The Council requires, as a fundamental practice, that "There is at least one person on duty at each program site any time the program is in operation that has received first aid and age-appropriate CPR training in the previous two years that included an in-person, hands-on CPR skills assessment conducted by a certified CPR instructor." (COA, CA-SH 2.07)

- **Staff retention, training and safety**

It takes time for residents and staff to build relationships and come to trust each other, which is essential for residents to really open up and say what they really need. That trust can be weakened if there is frequent staff turnover, which unfortunately is common among frontline workers with people experiencing homelessness.

Working with people experiencing homelessness is both rewarding and very demanding as staff deal with people "with some of the most complex health and well-being needs in our mental health, substance use and housing systems."¹⁰⁸ Pay levels are lower than for other comparable jobs, in a sector that faces funding challenges, there are physical and mental health risks, including burnout, and high job turnover is common. There are also safety risks.

One study offers a few tips:

- Retention: "Factors preventing high employee turnover included adequate pay and comprehensive benefits, opportunities for workplace advancement and professional development, and the presence of a supportive work environment or culture." That includes having frontline staff paid well above minimum wage, and providing workers with "training and professional development opportunities, comprehensive benefit packages," including sick leave, and "recognition of good work performance."
- Safety: Have an exit door from an office in case someone a staff member is talking with becomes aggressive. Have two staff on site all the time (or at least for predictable difficult situations), and have appropriate alarms or provision for calling for support when and if needed. Training is also a key component in staff members' ability to handle difficult situations.

The tips come from a study, *Understanding the Needs of Workers in the Homelessness Support Sector*, that is an excellent guide to the challenges of finding and keeping staff.^{f109}

The Council on Accreditation has guidelines on the general qualifications and competencies of all staff and of case managers, including understanding of marginalized groups and stigma, of trauma and of harm reduction (COA, CA-SH 2.01 to 2.06)

Kingston's Chrystal Wilson, of Our Livable Solutions, likes the trauma training provided by the Community Resilience Initiative, which are available online. Our Livable Solutions also has a practice of allowing residents to take the same training that is provided to staff, which builds understanding but also potentially equips residents to become staff in the future.¹¹⁰

- **Staff with lived experience/peer supports**

Having staff with lived experience can be beneficial for their ability to connect with residents. In London's winter tiny cabin village program in 2022, one of two sites was co-managed by Impact London, whose staff have all experienced homelessness. "All of the social service support staff were lived experience individuals and they pretty much had their thumb on the pulse of everything that was going on," the city of London's Debbie Kramers said. "It was easy for participants to talk to them and engage and really build a trust, and it was really great having professionals on site that have been there, done that, they know all the tricks and they really had an astute awareness of what was happening."

As mentioned, Kingston's city cabin village was operated by an organization led by people with lived experience of homelessness and Kitchener's A Better Tent City was co-founded by Nadine Green, who had experienced homelessness and lives at, and manages, the site.

Peer supports have been referred to several times above. Peer support is "a process whereby individuals with lived experience of a particular phenomenon provide support to others by explicitly drawing on their personal experience." Peer support can be informal, with one person helping another as in the Dignity Village example cited above, and formal, with peers trained to offer support in a structured way.¹¹¹

Residents of tiny cabin villages can also be trained to be peer witnesses and responders as part of harm reduction efforts. Cathy Mingo, in Victoria, is a strong supporter of a peer program led by her city's Umbrella Society which provides on-site harm reduction everyday between 9 and 4 at the tiny cabin village. One of its programs is to find and train residents of the tiny village to be peer witnesses or responders in the hours that Umbrella Society staff are not present, to help ensure residents do not use substances alone. They are not just available when the harm reduction staff aren't present but village residents are often more comfortable being with and confiding in peers than staff. "They are a huge addition to our team for safety and overdose prevent," Mingo said.

In Duncan, the tiny cabin village has eight paid peer positions as part of its program and the peer teams provide "a whole level of expertise that our staff may or may not have," Megan Kriger said. "We rely on the expertise of our peers to go out and connect with people and provide education on how to staff safe."

Being taken on a peer support role can be empowering and can even be a step towards employment. But it is critical that peer responders or witnesses are well supported. Like paramedics, for instance, peer responders may deal with overdoses and deaths, but peer responders may be dealing with people who are acquaintances or friends, adding an extra level of trauma and grief to the experience. This can contribute to burnout, yet peers are not always provided with the same level of respect and support,

counselling, stress leave and other benefits that are provided to salaried, non-peer workers. That is an argument for providing that support, not for refusing to use peers.¹¹²

Chrystal Wilson in Kingston added another caution. Staff who have experienced homelessness may know residents at the site with whom they had once been homeless; it can sometimes be a challenge maintaining appropriate boundaries in their new role.¹¹³

- **Equipment for staff**

Megan Kriger in Duncan thinks it is important for staff to have some kind of walkie talkie to stay in touch with other staff. And she said it's really valuable for staff to keep records on a computer so that it is very easy to share information about appointments, incidents, etc. Their staff collect statistics on every appointment and service that the residents interact with. Chrystal Wilson in Kingston said she would love to have case management software. Right now, staff are using Google Calendar to track residents' appointments but case management software would be much more useful.

- **Volunteers**

The Portland study says little about volunteers, other than mentioning that in several villages, they helped build the cabins, added other amenities or made donations. As noted above under costs, tiny cabins can be built by volunteers, at great costs savings. Jeff Willmer in Kitchener said it was hard to estimate the capital costs for A Better Tent City because so much of the labour, and a lot of materials, too, were donated. One person took on the project of creating the washrooms, showers and laundry room in a converted trailer, for free. In Victoria, employees of Aryze Developments brought forward the idea of a tiny cabin village and led a fundraising effort with the Victoria Coalition to End Homelessness that brought in \$550,000 from 580 donors to pay the capital costs of creating the village there.¹¹⁴

In Kitchener and other locations, donations of food or meals is a vital resource and clothes donations exceed what is needed. Willmer said a retired educator knows everyone on the Kitchener site and "they'll often talk with him in ways they won't with other people."

However, site supervisors in Victoria and Kingston voiced some cautions about volunteers on site. Beck Carlow in Victoria says volunteers running specific programs, such as meals or snacks, or art, gardening or wood working programs, are very much appreciated. But "sometimes volunteers want to get involved in, 'Oh, this person needs social assistance, this person needs a doctor's appointment.' And it's well-intentioned but the reality is that they don't understand the complex things that are going on for an individual and sometimes there's boundary crossing in regards to, 'is this an appropriate support and do you have the necessary training to really work with somebody who can be quite vulnerable?'"

Chrystal Wilson in Kingston said they have had a faith group stop in for lunch and conversation, some ministers are providing relaxed chat/counselling sessions, one volunteer picks up furniture for the program and others pick up food. And there are now a couple of volunteers who have completed the same training as the staff and are able to fill in scheduling gaps when needed.

But there can be challenges. One is around drugs. The Kingston site is low barrier and a volunteer driving a resident somewhere could unknowingly be transporting drugs and risk arrest, loss of their car and jail time. "We also see some manipulation of naive volunteers. So getting volunteers to hold true to our Code of Conduct is really important."¹¹⁵

That last comment underlines the importance of good training for volunteers, about their role, site rules, how to conduct themselves and what to expect on site, including what to do in situations of conflict or in emergencies.

- **Residents' roles in decision-Making/Governance**

The original tiny cabin villages for people experiencing homelessness were generally created, built, governed and managed by people experiencing homelessness. Dignity Village in Portland, Oregon is a sort of prototype. It evolved from a small but growing group of people experiencing homelessness who created encampments in city parks or under bridges, were evicted, relocated, evicted again—seven times in a year, each time with extensive publicity and growing numbers. Essentially, by physically occupying and making their homes in public spaces, they were staking a claim to space, a right to live *somewhere* in the city, to themselves create the homes existing systems couldn't produce.

They took the city of Portland to court under a provision of the state constitution that allows cities to build emergency camps, and they won. The court ruled that Portland had to allow an emergency camp. But the city got to decide where to locate it and they put it far from downtown Portland, near an airport and a prison. Now called Dignity Village and registered as a non-profit in 2001, it has been on that site ever since. The city's lease conditions limit the number of residents and require insurance and regular reporting, but the residents still choose their own members and run the show.¹¹⁶

An earlier tiny cabin village, in Los Angeles, was likely the first anywhere. The Genesis I project allowed people experiencing homelessness to live in small, architect-designed domes with separate washrooms and kitchen, on private land, with some government funding. It provided temporary shelter and access to various social services for about 24 people at a time, from 1993 to 2006. Unlike Dignity Village, it was founded by one man, the charismatic Ted Hayes, but it was run and governed by the residents (though decisions were always subject to Hayes' veto).¹¹⁷

Other self-governed tiny cabin villages continue to be run by people experiencing homelessness, alone or with allies. Like Dignity Village, they assert, implicitly or explicitly, a right of unhoused people to *be* housed, of people excluded from city life to *be* included. They fit an ethos of self-help, as mentioned by Catherine Mingoya, [above](#). Self-management continues to give residents agency and dignity and allow them to demonstrate capacities that negative stereotypes say they don't possess. There are challenges to self-governance, as Eric Weissman in his extensive research on Dignity Village makes clear. Ted Hayes brought in outside help in the first year of Genesis I to help residents work together and he introduced greater vetting of residents. But as one Dignity Village resident said to Weissman, "I mean, we have arguments and fights, here in the village, but don't you?"¹¹⁸

"One of the most promising aspects of Tiny Villages appears to be in their governance," the Wong study concluded. "A defining feature of both Dignity Village and Occupy Madison is the ability for residents to participate in running the program. This approach is important as low self-esteem is often associated with homelessness and can lead to other negative consequences like depression and poor health. By giving residents responsibilities, the program shows that it has faith in its residents to make meaningful decisions, which can translate into self-empowerment. Simultaneously, this system of governance also fosters equity."¹¹⁹

Self-government has its challenges. One, noted in a 2010 evaluation of Dignity Village,¹²⁰ is related to the fact that residents are not meant to stay a long time in the villages. Frequent leadership turnover undermines continuity and makes it hard to perform the duties of a non-profit board. Alternatively, residents are tempted to stay on even if they could move to permanent housing. "Self-management creates a tension between the stability of the community and the ability of individual residents to transition out," the evaluation said. "Many current and former residents said that after they started to stabilize their own lives, they felt they needed to give back to the Village by taking on a leadership role. They acknowledged that the amount of time required for their leadership work made it more difficult to

focus on paid work or other steps necessary to enable them to move out.” “Instead, it may be more beneficial to have a permanent core team that can contribute continuity to the program in addition to recruiting residents.”

Emily Leickly and her team, who studied the Kenton women’s village in Portland, noted that recent years have seen a shift in thinking about tiny cabin villages, away from those self-governed villages to more recent villages that are “established in collaboration with local organizations, or in a top-down fashion by a charity or nonprofit.”¹²¹

Leickly’s team laments that shift. They acknowledged that these more recent efforts give legitimacy to the village model of communal living, but they fear they focus on making the villages palatable to neighbours, at the expense of the original intent of providing low-barrier access to housing, and that they now involve “carefully controlling who is allowed to live in the village, what activities can occur, and/or implementing conditions for residents to remain housed.”¹²² It’s also true that the homeless population varies considerably and needs a range of options.

Still, the Portland study (230) concluded, “Whether at a self-governed village or a managed village, having a voice in the way the village functions is crucial for ensuring satisfaction among the villagers. This can range from complete self-governance of the village with an elected council to a fully managed system where the villagers feel heard by the village manager/operators and understand mechanisms to have their input influence village decisions.” In the latter case, a residents’ council could be used. “The clarity of the distribution of decision-making and some ability to make decisions that impact the social and physical environment at the village seems satisfactory to both villagers and management.”

Most of the Canadian sites have only a limited role, or no role, for residents in governing the site but do provide some opportunities for input on operations and some role in running the site. (See sections of Residents’ meetings and Participation in maintaining the village, below.)

The Halifax Archdiocese, which simply provides a site, cabin and washrooms, otherwise leaves its residents in full responsibility for their lives. And Kitchener’s A Better Tent City has aspects of self-management. Nadine Green, the site manager, lives on site and manages conflicts and works to ensure the safety of the 50 residents. She’s supported by two staff, one half time who works on meals, the other a site manager working three days a week, and lots of volunteers. But she emphasized that in encampments, the residents take care of themselves and they

“Since last year, things have changed quite a bit. Having a steady place, a secure place, a safe place to come to every night has enabled me to turn my attention to other things like changing my life to keep things like booze and drugs out. There have been positive changes, like I am more involved with my kids now. On the street it was very hard for them to connect with me but now I have been seeing them on a regular basis and we have a good relationship. Some people from here have even moved out into their own place, they were able to move on to their new home!”

– Tracy, resident of a Duncan B.C. tiny cabin village

have to at A Better Tent City as well. “People who can’t take care of themselves can’t be here.” It is usually the residents who alert her to problems and they often keep each other in line.¹²³

Woodstock Rotary, in its proposal for a tiny cabin village on the site of Movement Church, proposes that responsibility for site operations would rest with a Community Council that would have resident representatives as well as representatives of the board for the project and site staff. Residents would check in daily with a member of the council. The council would, for instance, decide on guests or pets and be responsible for determining the consequences of inappropriate behaviour.¹²⁴

The other sites were all created by city staff, though often with outside agencies, and most are managed by existing service agencies. Some of them apply the same rules to the tiny cabin villages that they do in the shelter, housing or drop-in sites that they also manage.

- **Residents’ meetings**

The Portland study (229) found that a general assembly or regular residents’ meeting is “a crucial part of village life” for both self-governing and managed villages. The study said these are typically held weekly, with the whole village expected to attend, including residents and staff, with guests and neighbours as possible participants. The meetings are to make collective decisions, reaffirm community commitments and address conflicts. “Successful GA meetings include collective agreements about the ground rules for the meeting, space for everyone to comfortably gather and face one another, and a designated facilitator.”

Victoria has monthly meetings with residents at which staff reviews what was raised at the previous meeting and what was done and listens to concerns and ideas the residents have. One challenge, site manager Beck Carlow said, is dealing with residents’ complaints about other residents who aren’t meeting the standards other residents think they should be meeting. Often they want to know what has been done. “Sometimes we hear, you’re not doing anything,” Carlow said. “Well, yes we are, but I just can’t tell you what I’m doing because of the confidentiality policy.” But staff are open to ideas around, say, how room checks are done or limits of belongings. Some issues, such as adjusting the no-guest policy, are policies of the operating organization and would take more discussion within Our Place.

One of the first things the residents in Victoria did was change the name of the tiny cabin village. Its official title was Tiny Homes Village but they voted to call it Tiny Town and that name has stuck.

Megan Kriger said a tenant advisory committee at the Duncan site has been discussed but not yet implemented. It is a common feature of Lookout Housing and Health’s supportive housing programs, with a role similar to that described by Carlow in Victoria. Kitchener’s residents’ agreement calls for a residents’ council but one has not yet been established.

- **Participation in maintaining the village**

It is common for tiny cabin villages, especially those that are self-managed, to require a certain amount of work to keep the village going. In Kenton, there were differing reactions to this requirement. Some residents felt that it’s necessary to be “productive” and not just do what you want—“I’d tell people: if you plan on sitting around doing nothing, don’t bother coming.” Others felt that the chores were a burden and meant the village was “not really a healing space.” In Dignity Village, there were tensions between rule enforcers and rule obeyers, common in homeless settings but which the village had hoped to avoid.¹²⁵

Location	Tasks?	Residents' role in decision-making?
Kitchener	<p>"I understand that everyone has a role to play, to look after each other, and to keep the buildings and property clean and orderly. Appropriate volunteer roles ("core community support*") of approximately 3 hours per week will be assigned."</p>	<p>"I will work together with the other residents to help to manage our community. I understand that everyone has a role to play, to look after each other, and to keep the buildings and property clean and orderly." A Better Tent City "will establish a Community Council. All residents will be expected to participate (in varying degrees) in a Community Council that will work to improve operations at ABTC and to restore relationships should conflict arise." Note that the Community Council has not been created.¹²⁶</p>
Kingston	<p>"Staff may conduct Unit Inspections to assist Participants in maintenance of life skills and to ensure that units are in compliance with, but not limited to, the Agreement, building codes, fire regulations, and associated health standards."</p>	
London	<p>"The participants all had a role in keeping the site in good condition. There were chores that each participant rotated through such as various cleaning duties. Everyone was responsible for the cleanliness of their own rooms. There were fire checks that happened quite often, and participants knew that nothing was to be in front of their vents. Throughout the winter many participants took it upon themselves to do the shoveling and salting of the walkways to make sure there were clear paths to access the clubhouse. At the end of the day, staff and participants worked together to make the program run the way it did."¹²⁷</p>	
Victoria	<p>Victoria has no tasks residents have to do but "residents are expected to maintain rooms at a reasonable level of cleanliness." There is a clean team that picks up garbage, on and off site, which is paid for at \$15 an hour.¹²⁸</p>	<p>There are monthly meetings of a residents' council.</p>

Duncan Trunk Rd.		
Woodstock		Woodstock proposes the site be managed by a Community Council that would include resident representation. "I will work together to manage our community [under the leadership of the Community Council]. ... I understand that everyone has a role to play, to look after each other, and to keep the buildings, the fenced in property and the property of our hosts clean and orderly. Appropriate volunteer roles will be assigned (and work will be rewarded). I will keep the area outside my home clean and tidy ...

Place

- **Location**

The Portland guide proposed the following site characteristics (Portland, 180-1):

- "Proximity to services and transit. (Villages that are more isolated reported candidates choosing not to join the village for fear of not being able to access the services and community they most value).
- "Quiet surroundings are highly valued in a site. This is not surprising when many cite the advantages of living in a village as a place to heal and plan their next steps. In spite of this, most villages are in areas adjacent to noisy traffic or industrial processes. This prompts people to spend more time in their pods, which can impact the quality of the village community.
- "The site has to be private enough to protect residents but accessible enough for the villagers to reach outside help and services
- "In case of micro-enterprise and emergency, part of the site may need to be accessible for public."

Catherine Mingoya emphasized transit connections. "While the connections between those experiencing homelessness are important, they are not enough if the community is isolated from the social service providers, jobs, broad social networks and public transit lines that make physical and financial mobility possible. When building a tiny house village, it is vital that the community is placed within a quarter mile of a form of transportation that will meet the needs of those who may work irregular schedules." Dignity Village in Portland, Quixote village in Olympia, Washington and Opportunity Village in Eugene Oregon are all far from downtowns and have limited access to transit. "This physical isolation segregates the homeless and sends a message that they are cast aside, poorly integrated and not welcome in the heart of the city until they have more money."¹²⁹

A report by Oakland community groups,¹³⁰ written after listening sessions with people experiencing homelessness, proposed Oakland create 1,200 units in tiny cabin villages on public or ally land. Those experiencing homelessness identified the following criteria for the sites:

- Access to utility and sewage hookups
- Located on an empty lot
- No noise pollution
- No environmental pollution
- Access to public transportation
- Access to grocery stores

For Debbie Kramers, who led London's creation of four winter tiny cabin villages over two winters, "location is key."¹³¹ London's first two winter villages, in the winter of 2020-21, were in or near downtown, less than two kilometres from city hall. After conversations with residents, the city learned that some people who wanted to be assisted with their addictions and then their housing and other issues, found it difficult to still be in the city's core.

Kramers noted, "There's a lot of temptation, there's a lot of pressure, there's a lot of trauma, there's all kinds of things that keep people where they're at, whether it be where they're at on the street, where they are in the head space, physically, mentally, all of those things. ... For example, there were a few females that really never felt that they could change anything because the person who was suppressing them or the person who was controlling them lived right in the core and had access to them at all times. That's just one example of many." So, for the second winter, London created two sites some distance from the core—at the Fanshawe Golf Course, 14 kilometres from city hall, and at the Parkwood Institute, about four kilometres away. "At first, one of the biggest challenges was finding participants who wanted to leave the downtown core," since the golf course was so far away, Kramers said, "but in the end, it was a great location." The Fanshawe site wasn't even close to any public transit routes.

There was an added bonus of not being near the core, Kramers said. In the core, residents could wander everywhere and collect things from people's garbage and other sources, "and we had a couple of really big collectors." That didn't happen at the distant golf course site.

Kramers said the location chosen should be based on the goal of the tiny cabin village. "If the outcome was to get as many people out of the cold as possible, and just maintain them in their current state, if the only goal was to keep them safe, I would do that in the core. If the goal is to have intensified supports and services and housing is the end goal, I would definitely look at a property much farther from the core."

Chrystal Wilson agreed that distance from the core is helpful, for reasons similar to Kramers'. She thought being close to service providers was much less important; especially during the pandemic, she said providers have gotten used to bringing services to people and the tiny cabin village provides a fixed place for agencies to find their clients.¹³²

- **Land**

As indicated [earlier](#), all of the current tiny cabin villages are on city land or land that the city leased or otherwise arranged for the program, although the Kitchener tiny cabin village began on a private site. Groups in Woodstock and Peterborough have both lined up properties this year for future tiny cabin villages and both are privately owned.

The Woodstock-Oxford Rotary Pathways Community site is on part of the property of Movement Church. Peter Harrison, part of the Woodstock group, said, "One of our committee members attends Movement Church and raised the idea with the senior minister when we found out that the zoning for some churches (community facility in this case) permits emergency shelter use." The church agreed to permit use of its site.¹³³

Trish Campbell, with Peterborough Action for Tiny Homes, said they have been offered a piece of private land, free, for five to seven years. She explained: “This property owner offered the land to the city to help with homelessness early this year. The city didn’t respond but other agencies were checking it out with him. They had lots of questions. We had someone with a connection to the owner and we presented our project and he accepted.” The tiny cabin village may need zoning or bylaw changes to permit the communal facilities on the site and that could benefit the owner.¹³⁴

- **How long in this location?**

Cabin village sites are often temporary, located on properties that aren’t needed now but soon might be. That means extra costs for moving cabins and hooking up services again; the challenge of starting over to overcome fears and build relationships with a new set of housed neighbours; and uncertainty and worry for the residents who have gained some stability and who may fear that the village may not find a new site and they could end up back on the streets.

Canada’s first cabin village, in Kitchener, is on its third site in two years. Duncan B.C. closed two sites this spring and opened a third to which most of the residents of the first two moved. Kingston’s village is on a site that was always intended to be temporary but as the site deadline approached, there was real uncertainty about whether a new site could be found or not, which would have ended a promising initiative. (After a two-week deadline extension, Kingston has not one but two new sites, one for the summer and back to the original site in the winter. There will be moving costs and neither site is permanent.)

The same situation is often true in the United States. In Denver, the Beloved Community Village began on a site slated for redevelopment into affordable housing. When Beloved Community Village was looking for a new location, Cathy Alderman, vice president of communications and public policy at the Colorado Coalition for the Homeless, commented, “I worry a little about tiny homes starting up and being shut down and starting up and being shut down. This, for a population of people who have had so many doors closed on them anyway.”¹³⁵

- **Approvals needed for a site**

In Ontario, buildings under 10 square metres (107 square feet) that don’t have plumbing don’t need building permits, according to a City of Hamilton report.¹³⁶ Similar standards apply elsewhere. Buildings over 10 square metres wouldn’t need a permit if the building were on wheels and licensed as a trailer and is road worthy. If a building permit was needed, it could only be issued if the structure met all zoning requirements. In Hamilton, emergency shelters are generally permitted in institutional zones (such as churches), commercial mixed-use zones and many residential zones. There must be at least a 300-metre separation from any similar land use. The zoning bylaw also requires provision of adequate watermains, storm and sanitary sewers or a city-approved waste disposal system and potable water supply. Site plan approval might be needed as well to ensure, among other things, adequate separation between buildings for fire safety.

Location	Basis of permission to operate
Kitchener	In July 2020, city council directed staff to temporarily suspend enforcement of the zoning bylaw for one year, subject to installation of smoke detectors and a safety inspection, paid for by the city. ¹³⁷ Today, A

	Better Tent City operates under the provincial pandemic emergency order; although that order expired in March 2022, the order did not spell out if emergency housing created under it now has to be removed. A Better Tent City also submitted drawings for city approval for its buildings that exceed 10 square metres, the same process as for a building permit but no permit was needed under the pandemic order. ABTC co-founder Jeff Willmer expects the city or region will amend policies to allow for a future temporary use bylaw. ¹³⁸
Kingston	Originally operated under a pandemic emergency zoning exemption. Since May 2022, council approved non-enforcement of zoning and site plan control bylaws on a temporary basis. ¹³⁹
London York Street	London used trailers divided into nine rooms each for its “cabins.” The trailers were left on wheels and were considered to be mobile and thus not buildings that needed permits. Permits and an engineer’s design were needed to a common building also made of trailers which had indoor plumbing. ¹⁴⁰
London Elizabeth Street	
London Fanshawe	
London Parkwood	
Victoria	Temporary use bylaw and development permit approved to allow relaxation of zoning requirements related to number of buildings on the site, setbacks, parking spaces and building over property lines. ¹⁴¹
Duncan St. Julien St.	
Duncan The Mound	
Duncan Trunk Road	Temporary use permit, subject to conditions including no visitors allowed on site, a security guard on site any time staff isn’t present and a security plan approved by the police. ¹⁴²
Halifax	Halifax temporarily permitted the cabins as a boarding house use with external bathrooms. ¹⁴³
Vancouver	Temporary development permit for a social service use. ¹⁴⁴
Port Alberni, B.C.	Temporary use permit
Woodstock	A “community facility” is a permitted use on the church property where the tiny cabin village will be located. Site plan approval will be needed and a building permit for the large common building that is planned.

- **The site**

In addition to issues related to location, the site itself needs to be accessible for people with disabilities, and it needs to be large enough to provide some privacy for the residents and to provide space for common-use amenities and other attractive features outlined below.

Sharon Lee of the Low Income Housing Institute in Seattle says a tiny cabin village needs from 6,000 to 30,000 square feet, depending on the number of cabins and the common facilities that are provided.¹⁴⁵ Victoria’s site, with 30 cabins and no space for a common building, is 25,670 square feet.¹⁴⁶

The Kingston tiny cabins are on pavement and Chrystal Wilson, of Our Livable Solutions which operates the site, said one surprise has been the way sound travels from one cabin to another through the pavement. One resident plays music as he works and the music is louder in other cabins than it is outside.

Our Livable Solutions wanted access ramps for all of its 10 cabins but in the end only got four installed. To accommodate a person with a wheelchair, they had to swap cabins with an existing resident, which is disruptive. Kingston is managing to accommodate a resident who is a double amputee and uses a wheelchair. They have fit his hospital bed in his 8 x 12 cabin, as well as a portable lift, his electric wheelchair and supplies, though he really needs more space. The man was going to Emergency two or three times a day and is now accommodated with a nurse coming in twice a week, a PSW twice a day, plus occupational therapists and social workers.¹⁴⁷

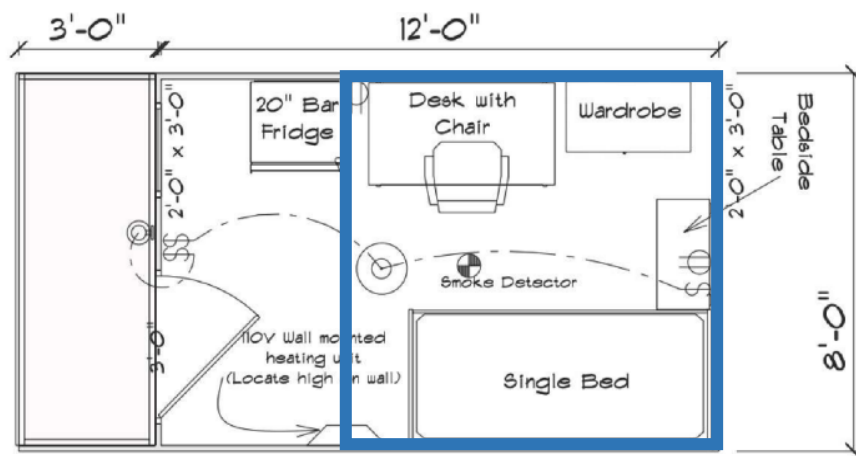
- **The cabins**

In creating the Quixote Village in Olympic, Washington, an architect hosted a series of design workshops with the residents after a site was selected and “from the onset it was clear that the residents did not want to live in a typical apartment arrangement clustered in a single building.” Most of them had come from living alone in the woods, preferring “to have their own space rather than live in a shelter.” They also made it clear they did not need a lot of space.” So tiny cabins suited them well.¹⁴⁸

The Portland study (189) found residents they consulted often disliked basic rectangular cabins— “boxy forms often bring up institutional triggers for a population more likely to have experienced incarceration or other circumstances where space was utilitarian and confining. Additionally, a straightforward rectangular pod is more likely to draw comparisons to a shed by those who would live in it.”

Cabins need to be built so they are sufficiently narrow and not too high so they can be loaded onto flatbed trucks and be legally transported if the site location changes.

The Cowichan Housing Association, when it opened Duncan, B.C.’s third tiny cabin site in March 2022, decided to use larger cabins than had been used in two previous, temporary sites. It was felt that larger units were needed for the longer term stays that were likely given the lack of permanent housing to transfer residents to, Megan Kriger said. The current cabins are 8 x 12 feet. The first cabins were 8 x 8. The drawing below shows the layout of the new units. The blue box illustrates an 8x8 space.¹⁴⁹ The new cabins also have a bit of a patio in front of them and a bit of an overhang, shown below right, “so people can step out their door without being directly in the elements.”



Drawings from Nexus and Cowichan Housing Authority



Cabins should be accessible. For instance, under-the-bed storage should have drawers, and there should be the appropriate turning radius, door width and bed height, as well as appropriate access to the front door for wheelchairs or motorized scooters. Lofts can optimize space but be a challenge for people with disabilities.

Cabins should:

- Have at least two operable windows for cross ventilation, and one window should be an egress window.
- Be well-insulated. Extra blankets had to be provided in Victoria during the winter of 2021-22 because people were quite cold, even with heaters, Cathy Mingo of Our Place, which runs the Victoria site, said. And some residents were “significantly impacted” by the heat in the summer of 2021, so sprinklers, bottled water, Freezies and fans had to be provided. Hamilton’s weather is typically more extreme than Victoria’s. The average low temperature (2010-2019) in Victoria in January is 3 above compared to 10 below in Hamilton. The average high temperature is 27 in July and 26 in August in Hamilton, compared to 24 in August and 23 in July in Victoria.¹⁵⁰
- Provide sufficient electrical capacity to meet all needs. Victoria doesn’t have air conditioners and likely could not have run them even if they had been budgeted for.
- Be made of healthy materials and furnishings that don’t off-gas toxic chemicals and be painted with low or no VOC paint. This is important given the small volume of the living space.
- Have combination locks to prevent loss of keys.
- Have wire mesh or hardware cloth barriers in the floor to prevent rodents getting in.

Pallet Shelters, which manufacturers many of the cabins used in American tiny cabin villages, notes as one benefit of its prefabricated insulated plastic/fiberglass panels is that the units are easy to clean when a residents moves out and before another moves in. They also have beds that fold up when not in use to create more useable floor space.¹⁵¹

The Vancouver market sounding recommended the following fire safety features for the tiny cabin village:

- 6 to 10 feet separation between units;
- Hard wired smoke detector;
- Carbon monoxide detector;
- Keypad doors with override codes;
- Fire extinguishers in each unit;
- Emergency egress door;
- Non-combustible materials on the main interior living surfaces; and
- The option of staff monitoring with a fire annunciator panel that shows which unit an alarm is coming from.

The ability of residents to personalize and rearrange the interior of the cabin to meet their own needs and exercise some control was important to residents consulted in the Portland study (189-190). A resident at Occupy Madison Village said of her cabin, “It’s small, it’s not enough room, but you can design it inside how you want ... You can have it into a loft, to an art room, a laptop area, pull-down bed, a double bed; you can design it how you want.”¹⁵²

- **Air conditioning?**

The Portland study (202) has only one mention of air conditioning, a note that the only place that tiny cabin villages might have air conditioning is an indoor common building. For those buildings, the study suggests the use of mini-split air conditioners as a ductless, affordable alternative to centralized air. The study also quotes one resident complaining about the lack of cooling at their village.

Cutting edge research by a Canadian team led by Dr. Glen Kenny has done experiments that show that during extreme heat, people need to visit air conditioned spaces multiple times during a heat event and

24/7 operation of cooled spaces should be considered to provide safe places to sleep, especially for vulnerable people (seniors or those whose health is compromised).¹⁵³

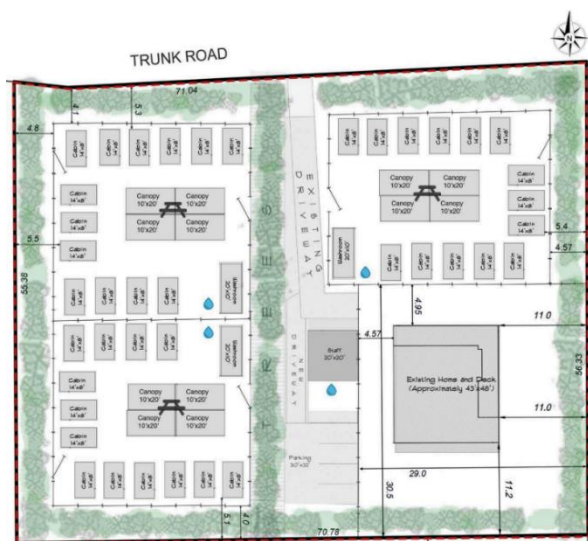
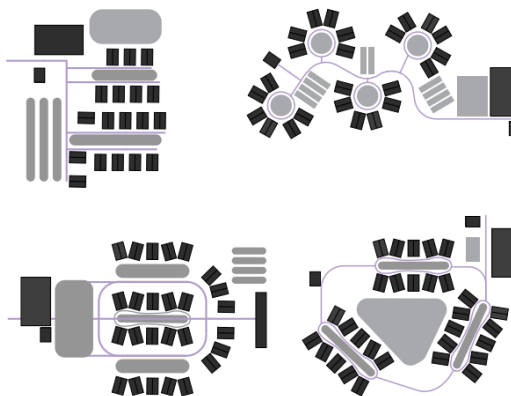
An early survey of tiny shelter villages found that as of July 2019, the cabins in 24 of the 33 American villages surveyed had both heating and air conditioning. Pallet Shelters, which has made more than 1,700 prefabricated 8x8 cabins for people experiencing homelessness, provides a space in the wall where an air conditioner could be installed, and for a higher price, includes an air conditioner. The cabins are also a reflective bright white, which keeps the cabins cooler. Vancouver's planned tiny shelter community will include air conditioning in each of its 10 cabins.¹⁵⁴

At minimum, lighter-coloured roofs reflect sunlight and heat—reflective roofs can be 28 degrees cooler than a conventional roof, helping keeping the room below the roof cooler. Shade trees, window blinds or window films, and good ventilation are all recommended to keep temperatures as cool as possible, even without air conditioning.¹⁵⁵

What is too hot? Toronto and Mississauga have bylaws that specify a maximum temperature for rented dwellings—26 degrees—but that only applies to buildings that have air conditioning. Dr. Kenny's research has shown that at indoor temperatures below 26, with humidity of 45 per cent, people are safe; but being between 26 and 31, for hours at a time, may cause health problems for some adults; and Kenny says indoor temperatures over 31 should be avoided. The use of mechanical fans certainly makes people *feel* better but Dr. Kenny and others say that it has not been proven whether fans actually protect people, especially older people, from extreme heat by lowering body temperature.¹⁵⁶

- **Site layout**

Non-grid layouts are preferred, and can help overcome the feelings of claustrophobia of small spaces. The Portland study (213-15) offered several examples, at right, of layouts with cabins grouped in circles of six or facing each other in small clusters.



Another example is Duncan, B.C.'s third village, on Trunk Road, illustrated at left. It has its 34 cabins in three horseshoe-shaped groups, surrounding a central, canopied area with picnic tables. A washroom building, shown by the blue droplet symbol, is at one corner of each grouping. Each of the three areas is fenced.¹⁵⁷

In the consultations for the Quixote Village site mentioned earlier, residents told the architect that they wanted front porches and to have the cottages clustered together facing each other.¹⁵⁸

The fire department will set the requirements for spacing of cabins. In the Portland study (213), the minimum was generally 10 feet between cabins. The Vancouver market sounding suggested six to 10 feet.

- **Common facilities**

Common spaces play a key role in creating a sense of community, as well as providing services. These buildings, like the cabins, need to be built so they can be moved. If shipping containers are used, they need to be designed to be used as pairs, since a single shipping container is too narrow to be occupied comfortably by more than one person at a time. (Portland, 204)

Megan Kriger in Duncan recommended that “the more infrastructure you can add, the better” for the residents. But she recognizes that there is a kind of “sliding scale in terms of how much money and space you want to invest in the site” for those improvements versus the advantage that tiny cabin villages have as low-cost programs.

The Portland study noted that, “As important as the amenities at a village are, the shared agreements and understandings of how those amenities get used, cleaned, and shared is equally important. Villagers whose village had fewer amenities (such as fewer or inconsistent showers) often expressed greater satisfaction with their facilities than those with ‘better’ facilities if their village had a clear system for sharing facilities and maintenance responsibilities.” (Portland, 210)

The Council on Accreditation lays out facilities that should be provided, including a safe place to keep belongings, accommodation for informal gatherings in inclement weather, at least one room for staff and administration and sufficient supplies and equipment to meet residents’ needs. (COA, CA-SH 6.)

- **Essential facilities**

- **Kitchens** are a gathering place but also “a common source of tension between villagers. Conflicts over food are particularly intense because of experiences with past and ongoing food insecurity among villagers. ... Organizing groups creating a village should endeavor to address ongoing access to food for villagers.” (Portland, 199). Other suggestions:
 - Provide sufficient room and outlets for multiple refrigerators and dedicated storage space for

“We have a fence that surrounds all around the perimeter of the village. And there’s a gate code that you have to put in to get into the gate, and only villagers are allowed to do that. So other than that, guests need to check in through the office. And so, it’s a space that is ours, and I like that. I like that not just anybody can come in here. In fact, with the transitioning because we have that defense around the perimeter, even though it’s right in the heart of St. Johns, where I grew up, and not too far from where I camped, you feel safe as soon as you pass the gate. It’s just your own private little, “Ah,” away from the headache that was out there.”

—A resident in St. Johns Village, Oregon

food for each resident, in the kitchen, not in cabins, given limited space in cabins and potential rodent problems.

- Create enough space to allow a significant number of people to prepare food at the same time. Narrow galley kitchens limit the number and thus create conflicts.
- Jeff Willmer of Kitchener said A Better Tent City had a kitchen in its first location, didn't at its second site and has just built one at the third site. "We realized the kitchen is where the interactions happen (as people get involved in working alongside each other to prepare meals). It's a terrific place for those kinds of interactions and it was really, really missed" for the 10 months when they did not have one. Through generous donations, A Better Tent City has never had a problem with lack of food, he added.
- **Bathrooms** The Portland report (200) said one toilet per 15 people was the absolute minimum. One village had three for 20 people; another separated toilets from showers and sinks, allowing more people to use them at one time. The City of Hamilton's Emergency Shelter Standards call for one toilet for every 15 residents in an emergency shelter, up to the first 100 residents, then one for every 30 residents over 100, plus a washbasin for every 15 residents and a shower for every 20 residents. Toronto has the same standard and Ottawa's is similar.¹⁵⁹ The province of Ontario once required that recreation camps have "a minimum of one toilet ... for every ten campers of each sex."¹⁶⁰

The cabin village in Victoria, B.C. has 30 residents and four shower/toilet rooms plus one separate toilet room, so a ratio of one toilet for every six residents. Its bathrooms can be locked when in use. The Kitchener Building Division suggested A Better Tent City have one toilet for every 10 people or five for its 50 residents, a standard it meets now but Jeff Willmer said having just three through this past winter wasn't a problem. It has two showers and that has been fine, Willmer said.¹⁶¹

 - Location: Bathrooms need to be reasonably close to all cabins for easy access, especially at night and for people with disabilities, and to allow residents to access them with some sense of privacy. To accomplish this, residents like to have washrooms in more than one location, the Portland study found (225).
 - Cleaning the washrooms. Self-governed Dignity Village near Portland found cleaning and maintaining toilets would create conflicts among residents, so it contracts for servicing the toilets. (Portland, 200) That arrangement didn't always work well. Weissman reported that in 2011, when there were five outhouses shared by 56 people, the servicing trucks were late six times in the five weeks he was there (perhaps because payments were in arrears) which left full toilets that were quite unpleasant. Kitchener pays residents to clean the toilets.¹⁶²
 - Both Kitchener and London had problems with outdoor toilets freezing up. Kitchener has since added heat tracers on the outlet pipes of all of their toilets and just recently added indoor washrooms in the new on-site gathering space. Even with year-round washroom facilities and heating cables at its first winter sites, London still experienced freezing that blocked the toilets and required a plumber to get them working again, Debbie Kramers said. London also needed to get permits for them and needed an engineer to design them. Their solution to freezing was to locate their cabin facilities next to existing buildings with indoor washrooms for their second winter.¹⁶³
 - Kitchener has problems with residents putting things like sharps and clothing in the toilet, which plugs them. The city's Working Centre has the same challenge. Jeff Willmer said they built a holding tank under the toilets and the tank catches things like clothing

while letting the sewage flow into the city sewer system. Periodically, they clean out the holding tank.

- The Portland study (200) said Installing hand dryers can avoid problems with ordering, stocking and cleaning up paper towels.
 - The Portland study recommended against shared or congregate toilet and/or shower rooms. Shared facilities appear to make efficient use of space “but undermines the feeling of safety and dignity available in the village model. Villages with congregate showers report that the shower room ends up only being used by one person at a time anyway, so it is ultimately inefficient in terms of both space and cost.” (Portland, 200)
 - Although having washrooms in buildings separate from the sleeping cabins is common with tiny cabin villages, it is still much debated. Catherine Mingoya says that “without private facilities, the entire village is aware of the sanitary schedules of their community members and individuals lack the privacy to deal with culturally sensitive issues like menstruation and bowel movements.” She recommended composting toilets, inside the cabins, which would help make the cabins “a real home. When residents are in spaces that feel like real homes, they are able to settle, stabilize and receive the message that they are worthy, that they are integrated into the fabric of ... society.”¹⁶⁴
 - Build tough. Jeff Willmer in Kitchener said one thing they would do differently is to have heavy duty fixtures. “For some reason, people take out their anger on whatever or whoever is nearby and ... somebody smashed the handles so that one of the showers was inoperable.”
- **Indoor gathering space** “An indoor area that can accommodate a group meeting where villagers can face one another should be incorporated into plans for common facilities. Of course, the majority of the time, this space can also serve as a village’s living and/or dining room when meetings are not being held.” (Portland, 201-2) It should be a comfortable space. If cabins aren’t air conditioned, this space should be. Dedicated spaces for small numbers of residents to watch TV, without disturbing others, is a good feature.
- Neither Victoria nor Duncan has an indoor gathering space and staff at both locations see that as a major lack. Megan Kriger said Lookout Health and Housing, which operates the Duncan site, also has as traditional shelters and they do have common rooms that often serve as the dining room for meals and meeting and hangouts space the rest of the time.
- “And what that does, it allows people to kind of hang out,” Kriger said. “You’ll find that people are not automatically going to take part necessarily in programming right away. They want to hang out and see what it’s about, see if it’s safe, see if it’s something that they’re interested in, and having that kind of natural congregation space allows people to kind of come together and over time, build rapport with one another and with the staff, and that way eventually they will hopefully engage in programming. ... That kind of stuff happens more regularly and more easily for folks when they’re indoors.”
- Beck Carlow in Victoria added, “Especially in poor weather, it’s really challenging to connect with people when we don’t have indoor facilities to meet people. In the winter, it was pretty isolating for a lot of our folks who were just kind of stuck inside their units and not engaging with each other and not really engaging with staff either. Getting around and connecting folks can be challenging in poor weather.”
- In contrast, all of London’s four winter tiny cabin villages had indoor common spaces. The first year it was by putting three trailers together and creating space for a private office, kitchenette, washrooms and a 36 foot by 60 foot common space. The second year, the sites had access to

existing indoor spaces, one of them a golf course club house. Debbie Kramers said “it served its purpose for meals and congregating and meetings and timeouts and anything people needed—community gatherings, washrooms... interact with social supports or do a puzzle... it worked out fabulously for all of those.”

- **Laundry** The Portland guide (201) strongly supported having on-site laundry facilities for health reasons. Wet clothing can result in mold and condensation in the cabins if it isn’t easy for residents to wash and dry clothes. Lack of on-site laundry facilities is one of the biggest challenges for both the Victoria and Duncan B.C. tiny housing villages. “I would highly recommend that any housing facility offer laundry on site,” Beck Carlow, site supervisor at Victoria’s Tiny Town, said. “Right now, people are doing their laundry in buckets and I would like to offer them something better.” If you can’t have laundry on site, Kriger said, have some sort of connection to a laundry. If you’ve had to re-wear your clothes, she said, you know what that can do to your self-confidence.
- **Office Space** Office space for support staff and meetings with service providers is needed and there needs to be space for private conversations with residents. Having the office next to the main entrance can allow privacy for residents when meeting with staff or outside service workers. (Portland 203)
- **Shade.** With increasing incidents of extreme heat, it is important to provide shaded areas on the site for comfort and safety, the Portland study said (208). These can be attractive gathering areas, enhancing community building. Shading the cabins with deciduous trees would be ideal, for shade in the summer but sun in the winter.
- **Optional facilities**
 - **Storage** Space to store things outside the cabins and common rooms “is the most frequently noted amenity of significance or desire by villagers and village support staff alike.” It frees up space in the cabins and it allows people to prepare for a transition to permanent housing by allowing them to accumulate needed clothing and things like kitchen utensils. A simple waterproof deck box for each cabin can work for regularly used item, with larger on- or off-site storage for other goods. (Portland, 207) See below under cleanliness for a discussion of hoarding. Tony Stortz, a former site manager at Kitchener’s A Better Tent City, advises against the site operators taking any responsibility for keeping residents’ belongings safe; doing so will just generate conflict if anything goes missing.
 - **Gardens/Greenhouse** Gardens are among the most popular amenities, providing beauty, natural barriers, mental health benefits through activities organized around residents’ assets rather than deficits, and potentially, food. A greenhouse would allow year-round gardening. Dignity Village’s greenhouse can also serve to accommodate up to 10 extra people in extreme weather. (Portland, 207-8) Gardens also give people “some way to take care of the site that makes people then have more respect for the site” and a way to show that you care, Megan Kriger of Duncan said.
The Portland study (220) said landscaping can be used to created privacy areas within the site while making it more attractive. Kriger also suggested considering the appearance of the fencing around the site. In Duncan, the fences had a kind of plastic covering “and it’s not pretty for

either the community or for the residents who are living there.” So they are exploring putting up portable murals that could be taken down and moved to a new site.

- **Yard spigots/taps** can help with gardening and cleaning and providing water for pets. (Portland, 222) They could also be a source of drinking water, which is important to allow residents to stay properly hydrated.
- **Fire Pit** A fire pit—at least 10 feet from any structure—can provide a gathering, warming and cooking place. (Portland, 208) However, the city of Hamilton website says open air burning is only allowed in the city’s rural areas. Outdoor propane or natural gas fire pits are allowed anywhere in the city and without a permit, and so are small confined fires that are “supervised at all times and used to cook food on a grill or a barbecue.”¹⁶⁵
- **Bike Shelter** Half the residents surveyed by the Portland team owned bikes and used them as a primary means of transportation, so bike shelters, for bikes and bike trailers, should be considered to keep bikes off community pathways and out of cabins. (Portland, 209) The Victoria site, home to 30 residents and adjacent to a city bike route, has a space to store 28 bicycles longterm and two short term.¹⁶⁶
- **Library** Many residents like to read. If there is a library space, it could also have Wi-fi. (Portland, 209-10) Without limited space, a little lending library like those found in many neighbourhoods could at least provide books.
- **Maker space/shop** A space for hobbies and micro-enterprise, as well as tools for repairs, is welcomed. (Portland, 2010) Meaningful activities are important as people shift from the hyper-vigilance of the street to having their physical needs met with a cabin and food.¹⁶⁷
- **Dog Run** The ability to have pets is seen as important. Cathy Mingo, in Victoria, said pets help people with anxiety, help them stabilize, they are family. And allowing pets is a common distinction between tiny cabin villages and most traditional shelters. Pets can be good not just for their owners but for others to enjoy. A dog run might be considered if keeping dogs off-leash isn’t desired. (Portland, 2010) Another report said having a day kennel for dogs allows residents to leave their pets behind while they search for jobs or housing or attend other off-site appointments.¹⁶⁸
- **Other amenities**
- **Accessible Paths**

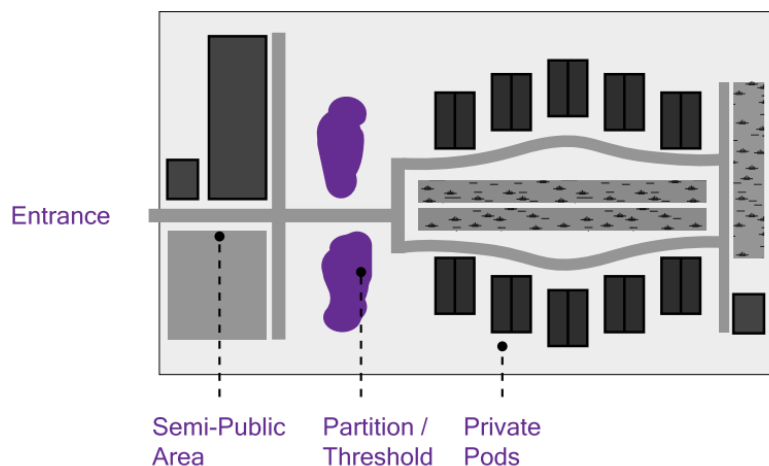
The cheapest paths are gravel, which radiates less heat than asphalt or concrete and is permeable and thus avoids pools of water. The Portland guide (214) recommended stabilized gravel, where the gravel is held in place firmly with various types of grid systems so the surface is accessible for people who use wheelchairs. Sites on parking lots won’t need to worry about this but may need ramps into cabins and common buildings.

- **Parking**

The village's housed neighbours often worry about parking. At minimum, staff, volunteers and visiting support workers may have vehicles, especially if the site is not near a transit route. Portland (217)

- **Welcome Area**

An outdoor welcome area for support service or maintenance workers or neighbours and other visitors can host visitors without their actually entering the village and infringing on residents' privacy. (Portland, 217) The Portland study (221) included an example of such an area, shown at right.



- **Site Lighting**

Good lighting is important for safety and community. The Portland study suggests avoiding single, strong sources of light that create a sense of institutional surveillance. Kenton Women's Village has string lights around pathways and common areas that is both functional and festive. (Portland, 219)

- **Communications**

Megan Kriger in Duncan recommended there by a phone residents can use to connect with people and also access to a computer so that, when learning about resumes, for instance, they can actually write one as they learn. Both need to be in a secure, supervised area to guard against theft.

- **Smoking Area**

The Portland guide notes (223) "A significant number of villagers smoke and it should be planned for in the site design. Establishing rules preventing smoking or eliminating spaces for smoking is not likely to deter people from smoking. Rather, it will open up the potential for ongoing conflict and encourage smoking in unsafe spaces. Dedicated community spaces that allow for smoking should be comfortable and support positive socialization. A space that is outdoors for airflow but can be fully sheltered and provide comfort in rain and cold weather should be aimed for. While site designers will be tempted to move the smoking area(s) to the absolute furthest edges of the site, a balance must be struck between centralizing the smoking area to encourage its use and entirely separating the smoking space(s) to allow those wishing to avoid smoke to do so easily."

Location	Smoking?
Kitchener	Nothing stated
Kingston	"Smoking or vaping of any substance in any part of the building, including the unit is strictly prohibited. A designated outdoor smoking area is provided."
London	Residents were asked not to smoke in their cabins. Some took out their smoke detectors so they could smoke inside, which would be caught with regular safety checks. ¹⁶⁹
Victoria	"No smoking is permitted in your rooms or anywhere in the building. Smoking is permitted in designated areas." A greenhouse on site is the smoking area.
Duncan Trunk Rd.	"No smoking or burning candles in the unit."

Halifax	“There can be no fires, open flames, or smoking in the Shelter or within 4 meters of the Shelter.”
Woodstock	“A designated smoking area is provided and smoking within the common building or inside individual units is prohibited. Smoke detectors must not be tampered with.”

Resident agreements

Debbie Kramers, who led London’s tiny cabin villages program, said one of two key things she learned was that organizers need to know “what your expectations are of the participants: rules, regulations, requirements, schedules and supports.” (The other, mentioned earlier, was location.)¹⁷⁰

Typically, the rules or expectations are set out in a commitment statement that the residents sign. These range from a single page (Halifax) to much longer.

Some of the rules are dictated by regulations or fire safety or as terms of municipal approval. For instance, John Stevens, in Halifax, said municipal officials were adamant that cabins have only one person in them because 8 feet by 8 feet was the minimum size permitted for a bedroom for one person and that was the basis for the municipality’s permission for the cabins. Keeping smoke detectors functioning is one reason some cabin programs, such as London’s or Halifax’s, have regular unit inspections—residents tend to disconnect them so they can smoke in their units. In Halifax, those inspections are required by both the city and the insurance company. Duncan B.C.’s temporary use permit required that there be no visitors to the Trunk Road sites and that police approve a security plan.

A former Hamilton outreach worker advised that tiny cabin village organizers should work with the residents to develop the covenant that the residents will be asked to abide by. That way, the residents have a feeling of ownership of the program and they can hold each other accountable. There will be more buy-in—though rules will still be broken.¹⁷¹ Megan Kriger in Duncan suggested that if that approach is taken, village organizers should start with a list of non-negotiable requirements that are necessary for the safety of everyone on the site.

Typical commitment statements say:

- No violence
- Respectful and non-discriminatory relations with other residents and staff
- No weapons
- No theft
- No damage to property
- No trespassing on neighbouring properties

And typical commitment statements cover some or all of these issues:

- The facilities that will be provided on the site
- The services that will be provided on the site, including meals
- Whether the *Residential Tenancies Act* applies
- Policies on data collection and protection of privacy
- Role of residents in governing and maintaining the site
- Are there any inspections of individual cabins?
- Any payment required?
- Expectations around cleanliness, waste and storage of stuff
- Whether pets are allowed
- Rules around substance use

- Rules around smoking
- Visitors allowed?
- Rules around alteration of cabins
- Possible rules around noise
- Expectations around working towards transition to permanent housing
- Procedures for complaints/feedback from residents
- Consequences of violations of the rules and procedures that will be followed

The charts below look at some of the issues that the agreements deal with. The full texts of the agreements are included in an appendix. Copies of agreements were not received from London. Unless otherwise indicated, the statements below are quoted from agreements that residents sign.

The Council on Accreditation emphasizes the need to respect individuals' rights, dignity and values and lays out some specifics of what that means:

- Staying in the program is voluntary and so is use of other services provided.
- "Program rules are developed with the participation of service recipients."
- "The organization does not open mail received by a recipient..."
- There are written policies and procedures for discharge from the site and they are given to the resident on entry. Discharge should be limited to "extreme situations" and all reasonable efforts should be made to prevent exit to homelessness. (COA, CA-SH 5.01-5.06)

The COA also says organizations should provide nutritious food, clothing, personal hygiene supplies, crisis intervention, a mailing address, access to a computer and the internet, information and referral to services and connections to medical and behavioural health services. (COA, CA-SH 7.)

- **Site security and openness to guests and other non-residents**

Many tiny cabin villages are fenced around their perimeters, with the fencing sometimes augmented with privacy screening. The Portland study (217) recommends, "When designing fencing that fully encloses a site, include at least two points of secure egress, preferably with crash bars to exit, with one serving as a private entry for village residents to easily come and go without the feeling of being surveilled."

Victoria's managed village says that "To set residents up for success, no guests will be allowed." It has a single entrance that "will be welcoming while maximizing security."¹⁷² One security guard is present at the entrance at all times, in addition to two staff working with residents.

Victoria Site Supervisor Beck Carlow said, "The security is more to appease our neighbours than an actual required need that we have, although it has been extremely beneficial. We are a very central location to the downtown core ... so having security officers who can say 'only residents and support teams can come inside this facility' has really been beneficial to help make sure that people are safe, including their belongings, including their physicality." She noted that the site is only a couple of blocks from an area that has seen a drastic increase in "intense situations"—collecting, enforcing, etc.—since the fentanyl crisis started. Residents are still free to come and go as they please whenever they like but they can return to safety.

The Victoria site also has security cameras, allowing visibility in the hidden back areas of the site. They aren't watched 24/7 but provide a backup for dealing with disciplinary issues.

St. Johns Village, a managed village that opened in Portland in 2021, has a fence surrounding their village and a gate code that only residents know to open the gate. Guests need to check in with the office at the gate. The Portland study quotes a resident explaining the advantages of this level of control of access. “It’s a space that is ours, and I like that. I like that not just anybody can come in here. In fact, with the transitioning because we have that defense around the perimeter, even though it’s right in the heart of St. Johns, where I grew up, and not too far from where I camped, you feel safe as soon as you pass the gate. It’s just your own private little, ‘Ah,’ away from the headache that was out there.” (Portland, 219)

Duncan, B.C.’s Trunk Road site is fenced, staffed 24/7 and has a no guests policy. Shelley Cook, executive director of Cowichan Housing Association, says that helps the residents keep away from people who are bad influences. The residents can cite the policy and blame the staff— “they’ll kick me out”—when bad influences insist that “You’ve gotta let me in there”— “and we saw that time and time again” with two earlier sites.¹⁷³ As noted in comments by London’s Debbie Kramers, above, some of the residents will want to get away from certain people and to ensure those people do not have access to where they live.

When you enter the Duncan site, there is an open area with a picnic table, a bit of parking and the staff office. That’s where anyone from off site would meet with a resident. People do come in off the street because they are curious or maybe want to stay at the site, Megan Kriger said.

In contrast, Kitchener’s Better Tent City has no such controls and isn’t fenced. Non-residents, who haven’t committed to the program or its expectations, can and do wander through the cabin area, and some stay with friends. Co-founder Jeff Willmer said the lack of a fence or check-in “has never bothered us.” If chain link fencing were used, people would cut it, Willmer said, so he’s not sure how effective it would be. Drug dealers and others do come onto the site, usually at night, but he noted they are usually invited in by a resident. That partly reflects who the residents are but a former site manager, Tony Stortz says, the openness also reflects the open-hearted approach of co-founder and site manager Nadine Green, who would not keep someone out and force them to sleep outside in the cold. Security cameras are now on the site, partly at the request of some of the residents, to help identify unwanted people coming onto the site, to deal with residents’ concerns about some thefts, and to sort out issues of violence between residents.¹⁷⁴

Location	24/7 staffing and/or security?
Kitchener	Site manager Nadine Green lives on site and is often up much of the night. Another staff member works 20 hours a week on site. Both regularly check on residents and work to defuse conflicts or disruptive behaviour. Security cameras have just been installed to help resolve thefts or fights or identify people who should not be on site. ¹⁷⁵
Kingston	“... the sleep cabins will be monitored 24/7.” ¹⁷⁶
London	There was security on-site 24/7 for both sites in 2021-22 and in 2021-22. At the golf course site in 2021-22, “There were always two security guards on. One guarding the entrance to the golf course and one at the clubhouse.” ¹⁷⁷
Victoria	See description in the text above.
Duncan Trunk Rd.	“24/7 staffing to provide a site that is managed at all times to assure a timely response to any safety or security issue. Staff are connected to a myriad of community resources and are trained to pro-actively respond to community safety concerns and emergencies. “24/7 on-call management can quickly address any safety concerns.” “A minimum of one security guard will be on site for at least 8 hours overnight when the site is not staffed, 7 days a week.” ¹⁷⁸

Halifax	
Vancouver	The cabins will be “adjacent to the existing congregate shelter that would provide bathrooms, showers and 24/7 support services” to Tiny Shelter Pilot Project residents. ¹⁷⁹
Woodstock	“The community will have controlled access and only registered program participants are allowed on the property.” Peter Harrison, one of the leaders on the project, said there is pressure to provide a high level of security for the site; they are investigating security guards at night, with social worker and volunteer coverage during the day. ¹⁸⁰

Location	Rules about guests and visitors
Kitchener	“I will not sub-let the hut I have been assigned, nor will I let friends stay over for more than one week. Guests may not make ABTC their primary residence without being brought into the program and agreeing to all the terms outlined in this document.” Site manager Nadine Green has discretion to allow longer stays. ¹⁸¹
Kingston	<p>“The Participants ... will not rent or sublease the unit...”</p> <p>“Only participants, OLS staff and registered volunteers are allowed in the indoor common areas of the cabin community. Participants may meet guests outside or at their unit, but may not permit guests to stay overnight.</p> <p>“If it is believed that a guest or other unauthorized person is living in or occupying a Participant’s unit, Our Livable Solutions will ask the person to leave.”</p> <p>“Guests who enter the concrete barriers of the cabin community must sign-in and sign-out when they leave. This will enable OLS to maintain an accurate count of people on site in case of emergency, as well as to be able to contract trace any COVID exposures.”</p> <p>Chrystal Wilson said guests have been allowed on site between 8 a.m. and 11 p.m. but they are considering reducing that to just two hours at a time. Guests have become a problem because they want to stay and resist leaving at 11 p.m.¹⁸²</p>
London	Guests were not permitted except for family visits. There were many requests for partners to stay with residents but that was not allowed. Couples or partners were permitted to live at the site but only if they both were selected to be residents. ¹⁸³
Victoria	“To help set residents up for success, no guests will be allowed ...” ¹⁸⁴
Duncan Trunk Rd.	“The Program Participant agrees that NO OUTSIDE GUESTS are permitted on the property at any time.”
Halifax	<p>“I will be the sole occupant of the Shelter.”</p> <p>“...no gatherings will be allowed on these lands. Meetings or gatherings with more than one other person should take place off Church property.”</p>
Woodstock	<p>“The community will have controlled access and only registered program participants are allowed on the property. No visitors are allowed inside the gated area other than with permission of the Community Council during the regularly planned “Friend and Family” events.”</p> <p>“Congregating outside the fence within 500 m of the Movement property is not permitted in order to protect Pathways community residents and the neighbours of Movement Church.”</p>

- Behavioural expectations

Location	Violence?	Weapons?	Theft?
Kitchener	“Violence will not be tolerated.” “Threatening or persistent disruptive behaviour will not be tolerated.”	“No weapons are permitted. Knives within reason are permitted; however, if the use of a knife causes trouble this privilege may be revoked.”	“Theft of any kind will result in consequences. Theft from a neighbour of ABTC will result in eviction.”
Kingston	“1. Physical and emotional violence will not be tolerated. 2. Any activity or behaviour that threatens the health, safety or welfare of the staff, service workers, other participants or persons on the property will not be tolerated.” “OLS may end this Agreement immediately at any time if the Participant and/or their guest act in a way, which is: 1. Abusive; 2. A threat to the health, safety or welfare of OLS staff, service workers, other participants, persons on the property and members of the community.”	Not mentioned.	Not mentioned.
London			
Victoria	“Physical, verbal and sexual violence/abuse will not be tolerated.” Beck Carlow said racist speech is considered to be verbal abuse.	“No weapons—knives, pepper spray, guns or objects determined by staff to be weapons are not allowed.”	“Theft will not be tolerated...”

Duncan Trunk Rd.	“The Program Participant shall not engage in ANY criminal activity on the premises or property including but not limited to: drug-related criminal activity, solicitation (sex trade workers and related nuisance activity), street gang activity, assault or threatened assault, use of a firearm or weapons of <u>ANY</u> kind, any activity that threatens the health, safety or welfare of staff, the landowners, other Program Participants and the neighbourhood at large.”	“The Program Participant shall not engage in ANY criminal activity on the premises or property including but not limited to: drug-related criminal activity, solicitation (sex trade workers and related nuisance activity), street gang activity, assault or threatened assault, use of a firearm or weapons of <u>ANY</u> kind, any activity that threatens the health, safety or welfare of staff, the landowners, other Program Participants and the neighbourhood at large.”	Not mentioned.
Woodstock	“Violence or other disruptive behaviours will not be tolerated.” “There is a zero tolerance policy for discrimination of any kind.”	“No weapons are permitted on the Movement Church property, and any weapons found will result in immediate eviction.”	“Theft of any kind will result in consequences.”

Location	Damage?
Kitchener	“I will respect the buildings and property where we live.”
Kingston	“Pay for the cost of repairs for any damage caused by me or my guests to my Unit or the Common Areas.”
London	
Victoria	“Willful destruction of property will jeopardize your residency. ... Damaged furnishings will NOT be replaced.”
Duncan Trunk Rd.	“Any damage to property will immediately be reported to management.”

- **Cleanliness and stuff**

Cleanliness was identified as a common concern in one study of two tiny cabin villages, Dignity Village, which is self-managed, and Opportunity Village, which is self-managed but has an outside board. “The main concern for all interviewee’s was the sanitation of the restrooms and kitchen,” a study found.¹⁸⁵ “Both villages acknowledged cleanliness issues that sowed consternation amongst the community. “Yeah, people just go into the kitchen and make oatmeal and just leave the pan on the stove to rot forever. It’s disgusting.” The kitchen was a main source of concern for residents because open food draws vermin and increases contamination of harmful bacteria. Beyond the kitchen, residents believed that about a tenth of neighbors hoarded materials and possessions in a way that was detrimental to the community’s health. Many interviewees expressed frustration at the small number of residents who lack personal responsibility and hygiene.”

There is a boundary between appropriate storage and hoarding and Jeff Willmer of Kitchener said that “hoarding is definitely an ongoing problem. There are people who have so much stuff in their cabins that they end up sleeping somewhere else.” Site manager Nadine Green said residents are allowed to

keep stuff at the side of their cabins and when it gets to be too much, “we tell them they have to clean up and throw out things they don’t need.” Other sites have similar challenges with hoarding and similar practices of working with residents who have large amounts of stuff.

Location	Cleanliness?	Storage?
Kitchener	“I understand that everyone has a role to play, to look after each other, and to keep the buildings and property clean and orderly.”	Residents are allowed to store things outside their cabins but when there is too much, staff work with them to get rid of things they don’t need. Hoarding is a definite problem. ¹⁸⁶
Kingston	“The Participant must clean their sleeping cabin unit and report maintenance problems to staff to ensure that all health and safety standards are met.” “The Participant must take all reasonable steps to ensure that the use of common areas of the property ... will 1. Be safe, clean and used fairly...”	“... all Participant’s belongings must be stored within the Participant’s assigned unit. Items left outside or in common areas will be removed by staff without notification. The Participant must take all reasonable steps to ensure any items stored in their unit or brought to the property are not contaminated or infested with vermin or other pests. Any items that are found to be contaminated or infested will be removed and disposed of immediately by staff without notification.”
London		
Victoria	“Residents are expected to maintain rooms at a reasonable level of cleanliness.” “Clear path (room for a stretcher) from doorway to inside room.”	“Excessive belongings not necessary for day to day use or quiet enjoyment are not permitted.” “No personal furniture is allowed in rooms.” “Each resident is allowed only one scooter/walker/1 complete bike.”
Duncan Trunk Rd.	“All garbage and recycling will be removed from their unit on a daily basis.” “Open food will not be left out at any time because it attracts rodents. Empty beverage cans must be removed from unit daily.”	“Hoarding or stockpiling behaviours will be refrained from on site. Excessive boxes or bags of items will not be permitted on site and will be removed.” “One bike is permitted per person AND no bike parts.”
Halifax	“I will keep the Shelter in a clean and sanitary condition and place my garbage in the containers provided by the Church. I agree to permit a representative of the Church to inspect the Shelter on a regular basis.” “...every effort [will be] made to keep the toilet facilities clean...”	
Woodstock	“I will keep the area outside my home clean and tidy, and I will keep my belongings inside my home (lawn chair	“No appliances are permitted in the individual units other than those provided and installed by the program.”

	<p>and bicycle exempt). I will participate in any pest control program, including inspection and treatment of the home.”</p> <p>“If meals are provided on site I will ensure that any leftovers are disposed of in the appropriate containers or stored as directed in the community building. I will not allow any food leftovers to spoil inside the home.” “All garbage must be properly disposed of in the garbage container provided.”</p>	
--	---	--

- **Cabin checks**

Some, but not all, site operators do regular cabin checks, primarily for safety. Victoria does unit checks once a week, for instance, to ensure a resident has a path to get out of the unit in an emergency, whether there’s anything up against the heater, whether there is anything in the room that could start a fire, whether the smoke detector is still in place. Cathy Mingo said residents are always told if anything is taken from their room and why.

London did daily room checks and, like Victoria, there was never any judgment about messiness, it was just for safety and also checking that the litter boxes were kept clean because dirty litter boxes can present a health hazard, Debbie Kramers said.

Duncan’s residents’ agreement says, “The Program Participant agrees that staff/outreach workers will be entering the unit on a regular basis and have permission to inspect the unit at any time.”

Woodstock proposes that In order to ensure food safety, residents will permit a council representative to inspect the refrigerator at regular times upon suitable advanced notice. They also propose that residents check in daily with a member of the community council. Checking in with residents at all sites happens regularly but informally.

- **Substance use**

In all of the Canadian tiny villages, a harm reduction approach was and is applied, with drug and alcohol use permitted on site, though typically not in public spaces, with efforts to ensure residents who use are safe and with the opportunity to participate in programs for methadone and other means to reduce or end use. The Halifax program, which does not have villages or staff, was the only one to require its residents not to use drugs.

The Portland study (231) noted that many U.S. tiny cabin villages prohibit drug use. It added that “there is an argument made that informs some villages that if a housed person can use alcohol and recreational drugs in their own home (though not necessarily in public), then the same should apply to villagers. It is ultimately negative behavior that results from the use of drugs and alcohol that becomes punishable. Villages that ban substances at the village often do so in acknowledgement that present drugs and alcohol can interfere with the sobriety efforts of other villagers, because of requirements linked to some of the program funding, or because it was a decision made by the villagers themselves.” Kingston’s Chrystal Wilson noted that some of the residents there would like a substance-free village, which could be provided if there were more than one village.

In Victoria, residents who use substances are encouraged to do so in the greenhouse that's on site, so that if anyone had an overdose, they'd be seen and it would likely be responded to right away. Residents are also allowed to use in their cabins but are encouraged not to do so alone, which is also the practice in other locations.

In Duncan, Megan Kriger said Lookout Housing and Health is seeing a trend away from having a common use space, because people want their privacy and don't necessarily want people to know they are using. Instead, they use in their rooms but make sure someone knows to check on them if they aren't out in, say, 10 minutes. But if residents wanted a community space, Lookout would support that.

London allowed substance users to use safe supply,¹⁸⁷ prescribed medications that are a safer alternative to street drugs. Residents could still leave the site, for appointments, and could get street drugs. But access to street drugs was limited by the fact that the Fanshawe site in 2022 was a long way from the city's core and dealers weren't coming to the site, which provided some assurance that most drugs used on site were safe. With that control of quality and dosage, London did not have any overdoses on site, Debbie Kramers said. Chrystal Wilson said residents in Kingston are also encouraged to let someone know when they are using and they too have not had any overdoses.¹⁸⁸

Alcohol use was also allowed at all sites (except Halifax) and none reported any significant problems.

Location	Drugs?	Alcohol?
Kitchener	"I agree to dispose of any needles or sharps in a yellow Sharps Container." Harm reduction services are provided, and methadone is delivered to the site. Staff tries to work with the residents who use, in their cabins, to ensure they had a buddy system in place for safety. ¹⁸⁹	Nothing stated
Kingston	"Abstinence is not a requirement of the program, keeping/storing substances in your cabin is permitted provided that it is a legal substance in an amount that is deemed reasonable for personal use. Substance trafficking is not permitted by any person at [the site]."	"Abstinence is not a requirement of the program, keeping/storing substances in your cabin is permitted provided that it is a legal substance in an amount that is deemed reasonable for personal use. Substance trafficking is not permitted by any person at [the site]."
London	Use of safe supply was permitted at all of the sites. ¹⁹⁰	Alcohol use was permitted. There was evidence of a little use, not a lot.
Victoria	"Please refrain from using substances in your room. Using substances alone is not safe. Staff on site are here to provide support and can provide supplies and education, if requested. Drug dealing in the building is strictly prohibited. Drug paraphernalia must be stored in an appropriate container. Personal sharps containers are available through Tiny Homes Our Place staff."	See substance use. Also, "consumption of alcohol or drugs in the neighbourhood or buildings will not be tolerated."

	A greenhouse on site is where drugs are used, so that those walking by can see if a user needs help. ¹⁹¹	
Duncan Trunk Rd.	<p>“We are harm reduction so we are not booting people back on the street where we feel they are more of a risk to themselves and others because they use. ... So, yes, not everyone will be at the abstinence stage, and we want to work with them and support them as well as the others.”¹⁹²</p> <p>“Used needles must be placed in a sharps contained immediately after us. A container will be provided as requested.”</p>	
Halifax	I will not possess, store, or consume, any illegal drugs in the Shelter or on adjacent Church lands.	
Woodstock	<p>“The use of illegal drugs is strictly prohibited” but legal substances, including marijuana and alcohol, would be allowed and a methadone clinic appears agreeable to serving the site if there is demand.¹⁹³</p> <p>“Selling or buying drugs [on or near the site] will lead to immediate eviction.”</p>	

Addressing Food Insecurity

Many residents will have experienced, or be experiencing insecure access to food. “Food security seems to correspond significantly to villager satisfaction and village dynamics. Having a secure place to live and quality facilities to store and prepare food falls short of supporting villagers if food needs are not met. In fact, in villages where food insecurity was a significant issue, tensions and mistrust between villagers was much higher and conflict over food was mentioned frequently as a primary point of mistrust. Building in ways to provide food assistance to villagers as part of the village design will greatly benefit the village.” (Portland, 231)

Food insecurity was also identified as major issue at the Kenton Women’s Village and “villagers eating each other’s food without asking was a major source of interpersonal conflict.” That study said providing appealing food that meets the residents’ dietary needs “will be an important step to helping these women stabilize and move forward.”¹⁹⁴

All of the Canadian sites, except Halifax, provided meals.

“If you’re not providing access to meals of some kind, then people need to find food on their own,” said Megan Kriger in Duncan. “And that’s when you see things like increased theft, hoarding-type behaviour, people fighting amongst one another, stealing from one another. So yes, food’s really important.”

Chrystal Wilson in Kingston encourages residents to take responsibility for arranging to get food from the food banks and to prepare meals, for themselves and others. It’s part of preparing people to live independently when they get permanent housing.¹⁹⁵

In 2011, self-governed Dignity Village was going through a tough period when some of the residents concluded that one of the best ways to alleviate tensions was to prepare community meals. Dave, who took on the role of village chef, said, “Remember how when food donations would come in, people would just stockpile it up and stack it up on their plates like it was a free for all without thinking about anyone else? Well, now they actually wait politely in line because they know I’m making sure everyone gets their share. So [after three months] we alleviated that anxiety and that has put less pressure on the council ‘cause now they don’t complain to council as much about things.” Perhaps it was the shared meals or perhaps just the assurance of fair distribution of food.¹⁹⁶

Location	Food?
Kitchener	Two meals a day are provided, including a hot dinner, with the food coming from the food bank. ¹⁹⁷
Kingston	Food donations are plentiful and the community food truck comes three times a week but the goal is that “The Participant is responsible for acquiring, preparing and safely storing their own food. When requested, OLS staff or volunteers may assist the Participant in transporting food from local food or meal providers.” The goal is to prepare residents to live in an apartment where they will have to provide their own meals, Chrystal Wilson said. ¹⁹⁸
London	Residents of the Elizabeth Street site in 2020-21 were provided with three meals a day by community partners. Three meals a day were also provided in 2021-22 at the Parkwood and Fanshawe sites. ¹⁹⁹
Victoria	Breakfast and dinner are delivered to the site and residents can reheat food in the common area. ²⁰⁰
Duncan Trunk Rd.	Funding is available for two meals a day, which they stretch, and enhance with donations, to provide three. ²⁰¹
Halifax	
Woodstock	The intent is to provide food, which might be prepared in a kitchen on site.

“It was a good thing this came along. At least I got warm and was able to think. When I was out on the street, all I did was spend every day, all day preparing for the next night. And you had no time to get anything done and it was just like that day after day.”

--Sean Hith, a resident at the Kingston tiny cabin community

- Do residents pay?

Location	Payment?
Kitchener	"I will transfer my monthly OW or ODSP shelter allowance to support the operations of ABTC. If I am not in receipt of OW or ODSP I will initiate the OW application process within a week of arriving at ABTC and will pay an amount equal to the OW shelter allowance each month to support the community until such time as my OW is established."
Kingston	Residents did not pay during the initial pilot project period, January to May, 2022, but since then are expected to pay "some shelter allowance amounts" from Ontario Works or Ontario Disability Support Program payments as rent. ²⁰²
London	The residents at the Fanshawe site in 2021-22 did not pay. ²⁰³
Victoria	Residents pay the shelter portion of their provincial social assistance which is directly deposited to the site operator. It hasn't been possible to make a similar arrangement for two residents on Old Age Security/Guaranteed Income Supplement, so staff have to collect from the residents every month. ²⁰⁴
Duncan Trunk Rd.	
Halifax	
Woodstock	"I am required to pay the monthly program fee. This is the amount of the Ontario Works or ODSP Housing allowance. Oxford County will be collecting my Housing allowance on behalf of the Woodstock-Oxford Rotary Club and I will provide the required information to set this up."

Location	Can residents have pets?
Kitchener	"Pets are allowed but must not adversely affect other residence or the shared communal spaces."
Kingston	All pets are subject to approval by OLS [Our Livable Solutions]. The decision to allow a pet will be dependent on the Participant demonstrating an ability to maintain a healthy environment for themselves, such as keeping their cabin and Common Areas clean, and on the impact of the pet on the cabin community. If a pet is approved, the participant must provide for its basic needs, clean up after the pet, and ensure the pet's behaviour has a positive impact on the cabin community.
London	Pets were allowed. There were dogs, cats and a litter-box-trained ferret. One resident was asked to leave because he insisted on keeping his dog off-leash. ²⁰⁵
Victoria	Pets are allowed, subject to a specific pet policy that caps the number at one for every 10 residents. So Victoria's site, with 30 residents, has three dogs. ²⁰⁶
Duncan Trunk Rd.	Not mentioned.
Woodstock	"Quiet pets are allowed in the home but must be approved by the community council."

- **Forced exit and conflict resolution**

Occasionally people are asked or forced to leave a village, the Portland study noted (232). Each village has its own set of rules, but the study noted that behaviour that is overtly violent is the most common cause for forced exits in all of the villages studied.

“While interpersonal conflicts and heated arguments are to be expected with any group of people living together (particularly among those working through personal trauma and challenging circumstances), violence is usually not tolerated. Violence between villagers is almost always an escalation of ongoing tensions, so building in mechanisms for conflict resolution at a village is critical to avoid these situations. Having someone leave the village may remove an immediate threat to safety, but it may increase tensions among the community they leave behind, particularly if it is viewed as unfair. Having resources for potential places to find shelter ready in advance for people leaving the village is advised, as at the time of a person’s exit the conflict may overshadow the ability to support that person with next steps.”

The goal among all those operating the Canadian tiny cabin villages is to try to resolve problems and keep people housed, without ever compromising resident safety.

Nadine Green at Kitchener’s Better Tent City noted that conflicts among residents are often about debts or theft. If she can, she tries to work something out between those fighting, such as returning what was taken. She tries to calm things down, and often asks if the people are hungry. When the violence escalates, she will talk with the other residents to see if they want to call the police. Many residents are reluctant to do that, either because they have outstanding warrants or have had bad experiences with the police, “but if it’s really bad, we call the police.” There has been one eviction, for threatening people with a weapon.²⁰⁷

The Kitchener residents’ agreement provides for several penalties before eviction:

- 1-hour (take a walk)
- Written warning
- 24-hour restriction from shared space
- Eviction

Chrystal Wilson of Kingston said that within the tiny cabin village, staff and the residents can afford to give people some space when they are having a bad day. They know the residents, “we learn what triggers people,” so they can help them cope and calm down. She said the residents also step in to prevent problems. Wilson said there was a person who was a threat to her and the residents protected her until he decided to leave. Nadine Green, too, said residents help ensure A Better Tent City is safe and there is often someone awake at all hours.²⁰⁸

Beck Carlow at Victoria’s Tiny Town said the discipline process really starts when residents are chosen. Staff meet with residents, take them on a tour of the site, but also ask questions, such as how do you manage yourself if someone is yelling or what do you do to stay calm when things are tense.

“And then we go over our program agreement and we say our number 1 rule is that physical violence will not be tolerated. If that happens, most likely it’s a discharge. Only very rare cases that it’s not. And then we go, sexual harassment will not be tolerated, verbal abuse will not be tolerated, and we have explicit examples of what that means and what will happen if that does occur. So we want people to come in knowing this is what’s OK and what’s not OK.”

Carlow said they recognize that people may have been behaving a certain way on the streets for years and it will take time, and practice, for them to adjust. “But it also doesn’t mean that it’s OK. So we

want to make sure that people know it's not OK." Depending on the severity of what was done, a resident would receive a written warning, then be out of the village for 24 hours, then 48, then 72, then a week, then two weeks. Arrangements would be made with a shelter while they are outside the village and when the resident returns, there would be a conversation about what happened to cause them to behave the way they did and how that could be avoided. But ultimately a resident can be discharged.

"If you want to remain housed, you have to be safe," Carlow said.

Megan Kriger in Duncan said they have had only one person who had to leave the site because they just were not willing to change their behaviour and abide by the site rules. "Most people we find, once they realize, oh, you're actually serious about those rules, do tend to follow the rules." And they will often hold each other accountable.

Chrystal Wilson in Kingston said that, in addition to many of the above techniques, staff also try to reinforce positive behaviour by noticing and telling residents when they see improvements.

Location	Dispute resolution?	Disciplinary action?
Kitchener		<p>"Consequences for inappropriate behaviour will include:</p> <ul style="list-style-type: none"> - 1-hour (take a walk) - Written warning - 24-hour restriction from shared space - Eviction (in the event of an eviction the ABTC will make its best efforts to connect the evicted person to supports that will assist in finding an appropriate alternative accommodation)." <p>For evictions, a former site manager says "The final say with it rests with Nadine [Green, founder and site manager] but she hears the concerns of residents and takes them into account. Usually what happens is a critical mass of frustration and anger at an individual builds up within the community because of their actions. The individual then chooses to leave or is asked to leave. With some exceptions (firearms, sedition), it's a fairly organic process."²⁰⁹</p>
Kingston	<p>"In the event of a dispute related to this Agreement, and the parties do not resolve some or all of the dispute through negotiation, then the parties agree to attempt to resolve the dispute through mediation. Either party to the dispute may promptly submit</p>	<p>"OLS may end this Agreement immediately at any time if the Participant and/or their guest act in a way, which is:</p> <ol style="list-style-type: none"> 1. Abusive; 2. A threat to the health, safety or welfare of OLS staff, service workers, other participants, persons on the property and members of the community. <p>"OLS may also end this Agreement by giving the Participant at least seven (7) days written notice, if:</p> <ol style="list-style-type: none"> 1. The Participant is away from the unit for one week or longer without obtaining permission in advance from Management; 2. The Participant, in the opinion of Management, is not participating appropriately with Support Services;

	<p>to the other parties a notice of intent to mediate. This notice shall be in writing and shall specify the issues in dispute. The parties will then jointly select a mediator within 14 days (failing which, OLS will select an independent mediator) and the mediator will determine location of the mediation and allocation of costs thereof.”</p>	<p>3. The Participant or their guest breaches any term of this Agreement and does not correct the breach to the satisfaction of OLS. “If the Participant does not move out of the unit when this Agreement ends: 1. OLS may change the locks; 2. OLS may remove your property if OLS reasonably believes that: a. The property has a total market value below \$500; b. The cost of removing, storing and selling the property would be more than the proceeds of its sale; or c. Storing the property would be unsanitary or unsafe. “When this Agreement is terminated for any reason, OLS Staff will make reasonable attempts to assist the Participant in finding appropriate alternate accommodations (e.g. shelter, longer-term housing, other programs).”</p>
London		<p>“The staff on site worked with individuals who broke any of the agreements. Depending on the severity of the broken agreement, participants would have different consequences. Luckily for us participants were for the most part great on site and only needed talking to. (Example – One participant wasn’t keeping his room clean and had too many belongings in there. Staff gave the participant a timeline of when the room must be clean and gave the individual guidance on the cleaning techniques and tips on how to keep their room tidy.) “Evictions were decided as a last case scenario. If there were ever troubles with an individual, staff would work with them to develop a plan that suits their needs. If the individual continued to cause issues and became a harm to others or was disrupting programming on an ongoing basis, the individual would be asked to leave.”²¹⁰</p>
Victoria		<p>“Theft... will result in a permanent transfer” to a traditional overnight shelter. “Incidents of violence may result in a suspension or discharge from the housing program.” “Willful destruction of property will jeopardize your residency.”</p>
Duncan Trunk Rd.		<p>“If the Program Participant is unable to maintain their unit to the standard outlined in this Agreement and/or the Program Participant is unable to respect the rules that have been put into place, the Agreement will end, and the participant will be asked to leave the site immediately. <u>This determination will be at the discretion of staff.</u> Examples include but are not limited to: • Violence – 7-day break in service, second infraction will result in immediate eviction. • Guest – 2-day break in service, second infraction will result in a 7-day break in service, third infraction will result in immediate eviction. • Exposed Sharps or improper disposal of Sharps – 2-day break in service, second</p>

		infraction will result in a 7-day break in service, third infraction will result in immediate eviction.”
Halifax	“Any questions or problems I may have will be discussed only with the persons designated by the Church.”	“I agree that my occupancy of the Shelter will end and I will vacate the Shelter if a) I violate any of the rules and undertakings set out in this agreement...” John Stevens, director of the project, said there would first be a conversation with the tenant.
Woodstock		<p>“The Community Council will determine the consequences for inappropriate behaviour; for example:</p> <ul style="list-style-type: none"> • Verbal Warning • Written Warning • 24-hour eviction • Removal from the Program. (In the event when a ‘Program Participant Removal’ becomes necessary the Community Council will make its best efforts to help the removed person find an appropriate alternative).”

Support services

- **Social, health and other services**

The Portland report had no specific recommendations about health and social services. It assumed they were needed and focused on whether things like site location made access easier or harder. Many other studies of tiny cabin villages have focused on cabin architecture, legal barriers to creating villages or their functioning, or not, as democracies, but not on the provision of support services.

Yet clearly health and social services are a vital aspect of successful villages, for residents’ well-being and for transitioning to permanent housing. The Council on Accreditation says the goal is that “Each service recipient participates in the development and ongoing review of a service plan that is the basis for delivery of appropriate services and support” (COA, CA-SH 4) and that “an array of supportive services are provided, directly or by referral, that help service recipients obtain housing and plan for reintegration into community life” (COA, CA-SH 8). That includes skills training in household finances and conflict avoidance or resolution, medical, dental and mental health services, medication management, harm reduction, pregnancy care, employment assistance, and support services including transportation, legal assistance, literacy, child care and social, cultural, recreational and religious or spiritual activities.

A recent summary of the health challenges of people experiencing homelessness noted that on the streets, securing shelter and food frequently take precedence over health care,²¹¹ so there are many neglected health issues. The summary noted “Care providers for homeless patients should champion three priorities: delivering trauma-informed and person-centred care, linking patients to comprehensive primary care, and engaging interdisciplinary community-based services. Traditional health care must be combined with efforts to address social determinants of health through culturally appropriate services, including housing, case management (CM) and harm reduction.”

Chrystal Wilson said a number of the residents at the Kingston tiny cabin village have been able to get medical procedures that they weren’t able to get when they were living on the street. The village has been able to support someone who got cataract surgery, someone else has now been booked for hernia

surgery, and two oral surgery appointments have been booked. “We’ve convinced the medical people that the residents can recover safely here. We can get home care here.”

A study that looked at the experiences of front-line Housing First service providers in three southern Ontario communities, including Hamilton, noted that despite their agreement with Housing First principles, the service providers “stressed that some participants are not housing ready and do not have sufficient life skills” to stay housed, even with supports. “We don’t want to set people up to fail, we want to make sure they’re ready when we move them into housing,” one service provider said. “I know the HF model says house the person first then deal with their issues, right? But when you’re on a frontline position and you’ve seen what some of the issues are, you know it’s very difficult to just throw somebody into a place when they have so much stuff going on that has yet to be dealt with.”²¹² As the statistics mentioned earlier made clear, some of the residents of tiny cabin villages did not even have basic identification.

Beyond health care and food, Low Income Housing Institute’s Sharon Lee emphasizes that case management is vital if tiny cabin villages are to help residents transition to more permanent housing. “The city has realized that the more they invest in case management, the more people are able to move into housing. So the whole idea is to get people who are on the street into tiny house villages and then as quickly as possible, move them into long-term or permanent housing.” LIHI’s code of conduct that residents sign when they move in requires them to work with case managers, who not only line up permanent housing but work to ensure residents apply for any benefits they are eligible for and to find employment.

Exploring the potential for employment is important. A recent Canadian study concluded, “an exit from homelessness by finding housing is not the end, and more work is needed to ensure overall socioeconomic stability among those who have experienced homelessness in the past.” The newly housed residents still typically have limited incomes and a legacy of health challenges that keeps their housing precarious.²¹³ While connecting people who enter tiny cabin villages to social assistance is important so that the residents have some income, it’s unfortunately true that anyone on social assistance is still poor.

All of the Canadian site operators emphasized the importance of support services. Debbie Kramers in London summed it up as providing residents with help on “all the things that when living on the street are very low on your priority list because you’re too busy just surviving.”

The service needs that people with lived experience identified, in the Oakland community report mentioned earlier, were:

- Financial literacy training
- Vocational job training
- Healing, wellness and recovery
- Mentorship programming
- Access to stable employment
- Life skills training

Additional priorities identified by Oakland’s unhoused community included:

- Staying connected to service providers
- Legal representation
- Timely access to services

Reconnection with families and friends, which Seattle’s Low Income Housing Institute also emphasizes, is also critical for wellbeing, future housing stability and inclusion once housed. “Social support, people

to rely on, and a sense of community have strong independent effects on individual well-being and are crucial to successfully breaking the homelessness cycle,” Wilfrid Laurier University academic Erin Dej has written. One factor involved with people who get housing and then return to being homeless is that people felt “cut off from people they knew, places to go and people to talk to.”²¹⁴

Service priorities would logically flow from working with residents to identify their needs. The Kingston tiny home village, for instance, found that eight of its 10 residents had significant dental needs. Through Kingston Frontenac Lennox and Addington Public Health’s Dental Treatment Assistance Fund, two residents were able to see a dentist; the estimate of the cost of urgent work needed for one resident was \$6,760.²¹⁵

Chrystal Wilson said the staff at the Kingston tiny cabin village “let the people tell us what they believe they need.” Staff determine whether a person has missing ID, needs help with taxes, has an education needs, etc. Then staff help their residents make connections to agencies that can help them. “We’re care co-ordinators.” Staff record all of this and then review it with the resident in a month to determine what has happened, which holds both the resident and the agencies accountable if there isn’t action. The staff create a report of what’s been accomplished and what still needs to be done—and they keep the original list so the residents can see how much they have accomplished. Wilson said it is really helpful that social and health agencies will come to the site.

“We don’t do regular wellness checks but we know when we don’t see people,” Wilson said. Getting people on their feet is the most important thing—keeping them safe, health and wellness and life skills. You can see the change in how they carry themselves, she said.²¹⁶

The Hamilton Alliance for Tiny Shelters interviewed three dozen Hamilton people experiencing homelessness who identified and ranked their service priorities as:

- Mental health supports
- Street outreach workers
- Housing workers
- Wi-fi
- Clothing donation area
- Community gardens
- Cooking facilities (kitchen)
- Communal phone access

“They're not wanting to change who I am or what I'm doing. For example, there are people that drink. As long as it doesn't interfere with the rules set in the village itself, they're not requiring them to go to treatment. So I think that that helps, because if they can comply with rules and expectations set for the village itself, and it doesn't interfere with that, then that's not a problem. That's not a reason to be denied housing, and I think that that's great.”

--A resident of St. Johns Village, Oregon

- Harm reduction supplies
- Reading nook/library
- Mobile medical services
- Food bank grocery store
- Methadone delivery
- Meal delivery
- Communal computer access
- Bike repair shop²¹⁷

It might look as if focusing on what *individuals* need to do to get housed ignores the failures of the *housing system* to provide a full range of appropriate, affordable housing options. Debbie Kramers in London acknowledged that her city definitely has a housing crisis and that social supports have not kept up either. “So it’s difficult, it’s very, very difficult [to find housing and supports], but it makes it more difficult if the individual isn’t at all paper ready or hasn’t done any of the things that they need to do in order to make them at least even possibly be on a waitlist for social housing or be on a waitlist for a landlord or be on a waitlist for social housing or transitional housing. Those things require some things to happen.”

- **Transition to permanent housing**

A key to success identified by Oakland’s Rawan Elhalaby was “Having an exit strategy for housing residents: Most of the successful housing developments operated on the basis that it was temporary housing for the purposes of stabilizing residents and facilitating the move to permanent housing.”

Achieving that transition depends on at least three things:

- Time
- Appropriate services
- Housing to transition into

Elhalaby noted that the time residents stayed in the tiny cabin villages varied. Shelter providers wanted to prevent “a cycle of displacement” in which a person gets housing but then gets evicted, and so they “recognized that each individual is on a different timeline towards self-sufficiency and did not place strict time limits for staying in the shelter.”

Marsha, a resident of Kingston’s tiny cabin village, and Chrystal Wilson, who manages the site, think six months is probably the minimum amount of time it takes for someone to move from homelessness to housing. Marsha had to get identification, which can take six to eight weeks. She’d been trying to get on Ontario Works but after three months at the Kingston site, she still hadn’t succeeded and so had no income. Wilson mentioned that getting a birth certificate can take four to six weeks, there are health cards, photo identification, opening bank accounts. “It takes a long time to work these systems.”²¹⁸

Beck Carlow in Victoria also urged patience. “If people have been homeless for a very long time, they need to eat and sleep. And that’s it. And I would say the first three months is really just about that—being safe in your community and focusing on safety.” To go up to someone like that and start asking, what are your goals, can I get you ID, do you need to see a doctor would just be overwhelming. “Just letting them experience what it’s like to be inside is really important.” Plus it takes time to build relationships with people, to test people’s boundaries, to test the rules, and to start to trust people. It helps the transition if people are visited by support workers who served them in encampments or on the street, Carlow said.

Longworth, in her study of Occupy Madison, quoted a resident who had just started a job as a waitress, which she described as a baby step forward. "I'm living day by day. I'm trying to do as much as I can every day. ... As long as you know I get my job, I keep the job and to stay focused, I would love to eventually move."

Another resident had a little money but felt "I need a place, and I need a new vehicle. It's about six to eight hundred bucks a month for rent and a vehicle, a beater, or used one, or a decent new one; it cost money with credit. A lot of homeless people don't have that, so to get back on your feet it takes a couple years once you have a job, and a lot of them go back to alcohol and drugs."²¹⁹

Andrea Urton, CEO of HomeFirst Services of Santa Clara County, emphasized that the transition to stable housing requires having staff on hand to handle housing issues. "Unless there are rapid rehousing services attached to the units, it takes a lot of time to permanently rehouse people." There is also a need for licensed therapists, social workers and drug treatment to help people transition, she said, given the level of trauma experienced by unhoused people.²²⁰

The city of London, in preparing for a second winter-only tiny cabin village, shifted its focus for one of its sites to "a very strong housing-oriented approach." In addition to selecting residents who were paper-ready, London used the Fanshaw site "as a transitional housing type of focus, teaching the individuals life skills that they may not have had to hopefully move into a place on their own at the end of the three months." Many had never lived on their own or hadn't for quite some time. Once housed, each resident was matched with a housing worker to ensure they had any supports they needed.²²¹

The biggest challenge to transitioning to permanent housing is having housing to move to.

As the Portland study put it, "When establishing expectations for how long residents might be allowed to stay at the village, remember that in order to transition to permanent housing, they need an available place to transition into." It noted that an estimate that the greater Portland area was at least 48,000 affordable units short of what is needed in 2018. "This needs to be recognized before unrealistic expectations are put on both the villagers and the village support staff that assist in identifying permanent housing opportunities. Most villages encourage a maximum one-year time frame at the village, but provide extensions as long as villagers continue to participate in programs aimed at transition preparation." (Portland, 232)

The problem is similar in Canada. There isn't any place for the Duncan, B.C. tiny cabin village residents to move to, Shelley Cook, CEO of Cowichan Housing Association in British Columbia, said. Almost all of the people who moved into the two tiny house villages in Duncan, B.C. when they opened in January and February 2021 are still living in the new village that opened in mid-March 2022 because there's nowhere for them to go. Permanent social housing is being built but the demand for the units is at least three times the spaces available. The current 34 cabin village has approval to stay until mid-September. Given the lack of housing options, the association is applying for an extension.²²²

Similarly for Victoria. Eleven months after its 30 residents moved in, only one had found alternate living arrangements because there are so few vacancies in permanent housing, as well as the high level of needs of the residents there.²²³

Halifax recently extended its program of cabins on parish properties until at least the end of August, 2022 because, again, "there's no place to go," John Stevens, project co-ordinator for the emergency shelters project, said in May. "There's no halfway houses, there's no transition homes, there's no boarding houses, there's no affordable apartments. The supply is really low right now." The archdiocese felt it had to keep the cabins or "people were just going to end up back in the parks."²²⁴

Chrystal Wilson of Our Livable Solutions in Kingston, echoed that view. Even a room in a boarding house, which isn't as good as the cabin village, starts at \$650 a month. "There's nowhere to go."

Debbie Kramers noted that about the time their second winter tiny cabin villages were coming to an end, an apartment building with 60-some units came online and many of the residents applied for the housing supports to move in. She noted that a person can't get rent supplements to top of social assistance or a pension without being involved with housing support services. Every one of the residents from the Fanshawe tiny cabin village who moved to housing had some kind of on-site support, she noted.

In the absence of affordable housing to transition to, the Wong report said one solution is for the residents to be allowed to stay indefinitely, as happens with Occupy Madison. Residents stay can stay just as if they were renting an apartment or house and could be evicted only if they fail to pay the rent or to follow program guidelines.²²⁵ Residents in Kitchener may similarly be longterm.

If a tiny home village were to be permanent, however, the idea of very small units and even not having indoor plumbing might need to be reconsidered.

Relationships

- **Relations with the city**

Oakland's Rawan Elhalaby said a key to success was "sustained advocacy to overcome policy barriers: Many of the cities faced significant policy barriers from local jurisdictions (including land use restrictions and funding limitations) that they were able to overcome through sustained advocacy that won over city officials and led to increased flexibility, in order to develop innovative housing solutions."

Low Income Housing Institute founder Sharon Lee experienced a great example of city co-operation in Seattle, under the leadership of a mayor who campaigned on the need for 1,000 tiny homes. With the mayor's direction, "the mayor's staff did an inventory of all the city owned properties. And we actually, in King County, the Assessor's Office has done an inventory of all county-owned and public properties. So there is a list that identifies everything by zoning and size. And then what we do is we have a meeting with the city and we go through which sites appear to be the most appropriate." Seattle has city staff assigned to the tiny home program and a contract monitor, a person who works with LIHI on the program and evaluation.

"An effective partnership between multiple departments in the city and LIHI was key in setting up" the three villages creating in 2018, Lee said.²²⁶

However, such co-operation always depends on political will and Seattle is now engaged in a debate over how housing money should be split between shelters, tiny cabins, and permanent housing.²²⁷

A sore spot in relations between cities and people experiencing homelessness and their advocates is that cities' creation of tiny cabin villages is often linked with shutting down tent encampments. In Oakland, for instance, the tiny cabin villages were even put on sites where encampments had been displaced, yet did not provide enough cabin spaces to shelter all of those displaced. Ryan Finnigan, an academic who studied the issue, suggested it might have been better if the cabin sites had been established adjacent to at least some of the existing encampments, rather than displacing them. "However, encampment removal was a key selling point" to get support from the broader community

for the city's tiny cabin plans. Finnigan also suggested that tiny cabin villages could have been set up not just to serve the residents living there but to also provide services, such as washrooms and food to displaced encampment residents in the surrounding area.²²⁸

Except for Kitchener's original site, on private property where cabins were erected without any approval, all of the Canadian tiny cabin village programs have required city approval. Sometimes, as in Kitchener or Victoria, citizens started the push for the project. In Duncan and London, the city took the lead, with community partners. As noted earlier, under [Locations of](#) Canadian tiny cabin villages, all the current tiny cabin villages are on city land or land the city arranged for, and all have some city funding.

- **Relations with housed neighbours**

The relationship between a tiny cabin village and its housed neighbours is complex and potentially able to derail a project before it can even start. Yet a good relationship can help people experiencing homelessness feel a broad sense of belonging.

Kingston's Our Livable Solutions tries to base its community engagement on the principles of the International Association for Public Participation. Those principles say that those affected by a decision have a right to be involved in the decision-making process, with the promise that the public's contribution will influence the decision. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision; seeks their input in designing how they will participate, provides participants with the information they need to participate meaningfully, and promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including the decision makers. Finally, participants are informed about how their input affected the decision.²²⁹ Ensuring that kind of public participation requires coordination of announcements with the city and politicians.

The Portland study (241-244) noted having tiny cabin villages located in resource-rich neighbourhoods that have easy access to goods, services and transit can facilitate residents' transition to permanent housing. "A village's housed neighbours can be welcoming and help the residents to integrate into the wider community." But neighbours can also be hostile. So it's important to "spread the word about a village coming to the neighborhood early, and before it is reported by the press or as gossip on social media."

"Village proponents, and homelessness advocates, educators, and service providers should continue to work with housed neighbors to understand that the only way to end homelessness is through housing. Describing how villages can be a connection to services, including substance use disorder management, and provide stability that people need as they wait for housing, may help neighbors understand how their support fits into a larger ecosystem of support to solve homelessness."

The study emphasized that "working with housed neighbors should not convey a message that they have a right to stop people experiencing homelessness from living in their neighborhood."

Kevin Eby, former director of community planning with Waterloo Region, told a webinar on dealing with neighbours' concerns²³⁰ that proponents need to be first out with key information about the project. It is very hard to change the perception created by the first thing people hear, so be first. Explain the benefits of the project. Have drawings or pictures so people can visualize what's coming. And make sure people understand what the process is for approvals. Then listen, hear people's concerns and work with them to see if ways can be found to adjust the project to deal with their concerns. Do workshops with

the residents on how to solve problems they have. Find champions of the project within the neighbourhood.

To reach more than the people who normally show up at public events, Eby encouraged proponents to get out into the neighbourhood. Walk the streets of the neighbourhood and talk to people. Sit in a coffee shop in the neighbourhood. Get six people sitting around a table and really talking and you will accomplish way more than you will in 10 public meetings, Eby said.

It is a common experience that once a village is up and operating, neighbours discover that what they feared has not happened. Chrystal Wilson, in Kingston, said, “The most important thing we’ve done here is change the community’s mind about how we can support people and be included inside neighbourhoods. There have been no complaints at all.” She said the person who was most outspoken at first about the prospect of the tiny cabin village now supports it.²³¹

Shelley Cook of the Cowichan Housing Association said that promoters of tiny cabin villages for people experiencing homelessness have to be prepared for being blamed for all of the issues of homelessness.²³² In Duncan, people blame the village for issues that have nothing to do with the village or its residents, from theft to people behaving oddly. She said neighbours of Duncan B.C.’s new Trunk Road site were complaining about the village residents’ behaviour even months before any residents had moved in.

Cook said a Community Advisory Committee is a great mechanism for airing concerns but also to allow the village operators to explain its operations to the neighbours. The one in Duncan meets monthly, with a neutral facilitator chairing the meetings. The committee includes neighbouring residents and businesses and representatives of the city, police and other agencies involved with people experiencing homelessness. Megan Kriger suggested the site operators should pick the resident representatives to ensure they aren’t just out to sabotage the tiny cabin village.

Duncan also has a 24/7 feedback line to call if neighbours have any concerns. And an Urban Street Cleanup team of resident volunteers works not just within the village but in the surrounding neighbourhood to sweep the neighbourhood of garbage and that goes a long way to building goodwill. Cook said the neighbourhood is cleaner now than it’s ever been.

Neighbourhood concerns also resulted in some expectations imposed as part of the city’s approval of a temporary use bylaw to allow the village, Cook said. These include requirement for fencing and for security guards when staff are not present and a policy that no guests can enter the site.

The Victoria tiny cabin community also has a neighbourhood advisory committee that not only meets monthly—or every two months since January 2022—but also posts detailed minutes online at <https://npna.ca/tiny-home-community/> so everyone can see them and stay aware of what’s happening at the site. A lending hub was set up on a street adjacent to the site which encouraged resident-neighbour interactions. Craft supplies were particularly popular. Like Duncan, the Victoria site also had a clean team that worked in the surrounding neighbourhood.²³³

Top neighbour concerns identified by the Portland study included feared behavior of the residents and increases in trash and other waste. “Communities should ensure villages are opened with adequate waste management support, and monitor whether people not living in the village begin using it as a place to deposit their waste.”

“Two common concerns raised by neighbors include property value decreases, and crime increases,” the Portland study said. “In examining property value changes, in three of the four neighborhoods that are

adjacent to residential homes there were no significant changes in property values. The fourth neighborhood did indicate that property values of the nearby residential properties to one of the villages did drop slightly in relation to the opening of the village. However, there are several other factors that could explain those changes. Further analysis over a longer period of time would help better explain this relationship.”

The Portland study wasn’t able to find a way to analyze criminal activity in relation to the presence of a village. But the Denver study at the Beloved Community Village did assess crime data as well as neighbours’ perceptions. Crime data was provided by the Denver police within a quarter mile radius of the village and a half-mile radius. “Reported crimes within a quarter-mile radius of BCV were consistent with city-wide trends overall.” Reports of some crimes were higher and some lower than the city-wide statistics. Criminal trespassing and motor vehicle theft within a quarter-mile radius of BCV decreased, while those same crimes increased in Denver as a whole. On the other hand, burglary and simple assault rose by more than for Denver as a whole, as did reported cases of disorderly conduct and robbery. Drug crimes near the village declined by more than they did in the whole of Denver. There were no calls to police about the village from its neighbours between May 2019 and May 2020.²³⁴

The 2010 evaluation of Portland’s Dignity Village found there were relatively few police calls to Dignity Village—the per capita rate in 2009 was less than half the citywide average.²³⁵

The London, Ontario report cited earlier quoted the London Police Service saying that for the area immediately north of one of its two 2021 sites, “call and occurrence data ... are in line with previous years for the same time periods. However, calls for service were higher than previous years.” Service London records indicate seven issues logged in the vicinity of the other site compared to nine in the same area in the three months before the cabin community opened.

For the few incidents of damage or disturbances in the neighbourhoods that were reported near the two sites, “when an incident did occur it was dealt with immediately, including involvement from LPS, and if determined necessary, individuals were permanently removed from the site(s) and LPS would determine if charges were required.” There were regular needle sweeps around the Elizabeth Street site and “Needle counts during the winter response have been in line with historical needles counts of the area.”

A police officer in Duncan, B.C., RCMP Sgt. Trevor Busch, spoke to city residents about his experience with two tiny cabin villages that operated in Duncan in 2021.²³⁶ He said the police “we had very, very few calls for service, in part because those sites were managed very well. They came with security; they came with wrap-around supports.”

Neighbours reported fires being set in doorways and people defecating in the dark alleys or vestibules. Busch said the people who did that did those things did so because they had nowhere to go. So a tiny cabin village “is going to reduce crime, it’s going to reduce calls for service, because you’re now providing a vulnerable population with somewhere to go. They are provided with a washroom so that therefore they are not urinating in public. They are provided with somewhere to hang out during the day so they are not visible to the community when the community drives by. Being in a structured place is one way where we’re going to reduce calls for service on bylaw, Blackbird Security, and police.”

The study of the Kenton Women’s Village found the residents’ relations with the Kenton neighbours were mostly positive, with people welcoming and supportive of the village. Residents of the village said they felt part of the Kenton neighbourhood. One woman said, “My first interaction with a person in the neighborhood was ‘oh that’s great, welcome to the neighborhood and I hope things go well there.’ And that he’d heard good things about the village itself. And I was pretty much blown away.”²³⁷ That positive

reception “reflects a lengthy process of winning community buy-in by engaging housed neighbors and business owners.”

The Wong study noted many of the six projects it studied faced neighbourhood opposition. The report noted that support from the city governments is important to resisting neighbourhood opposition. “Above all, though, it appears that one of the best methods of addressing opposition is to publicize successes, proving that the opposition is misplaced. Within one year of opening, Occupy Madison saw opinions dramatically transform with many attributing this to smooth implementation, lack of violence, and increased property values by the year’s end.”²³⁸ Anticipating opposition and combatting it with facts is important.

Community First! Near Austin, Texas, is a site of permanent tiny homes for people who had been experiencing homelessness but its advice regarding neighbours applies equally to transitional tiny cabin villages. “Involve the community with the village.” There were lots of volunteers working on projects every week inside the tiny homes community. But people also came to attend weekly outdoor movie screenings (offered year-round) or the Village of Lights, a free on-site annual Christmas-themed event. “Connecting with the community is imperative to gaining their support.”²³⁹ Note the two-way aspect of that relationship—neighbours provided services to the village, but the village, through its program and facilities, provided services for the wider community as well.

Catherine Mingoya also noted that community gardens and common spaces in a tiny cabin village that can also be used for neighbourhood meetings and social events “offer the opportunity to bring higher income residents into positive contact with those who experience homelessness. This gives the neighborhood the inside access needed to become comfortable with the presence of the village and build empathy towards the villagers while still preserving resident privacy. Residents and non-residents may interact and form the social bonds and networks that are key to moving out of deep poverty.”²⁴⁰

The neighbours of the Victoria tiny home village went out of their way to welcome the tiny cabin village there. People brought gifts and food when the residents arrived in the village and 30 kindergarten students made 30 pictures for the 30 residents. The minutes of the first community advisory committee meeting note that this welcome “alleviated some anxiety tiny homes residents were feeling” because they knew that not all village sites for people experiencing homelessness had been well received. To build the relationship, a barbecue for residents and their housed neighbours was held.²⁴¹

The design of the village, and the services provided, might also ease neighbours’ concerns, a study published in late May, 2022 concluded.²⁴² Krista Evans of Missouri State University surveyed attitudes toward tiny cabin villages for homeless people among people living near two tiny homes communities in Missouri. She concluded that despite opposition to having a tiny cabin village in their own neighbourhood, the people surveyed nonetheless had preferences which, if met, might reduce opposition. These included:

- Buildings in traditional, rather than modern, architectural styles. Buildings with foundations were preferred to units on wheels. Buildings with their own amenities—their own bathrooms and kitchens, as opposed to communal washrooms and kitchens—were also preferred. The presence of porches as part of the cabins, landscaping and gated access were viewed very favourably. “This suggests a desire for housing units within villages themselves to be reflective of typical, unobtrusive and tried-and-true housing forms rather than distinct, experimental or unusual architecture.”
- Those surveyed were more favourable to tiny cabin villages if they had supportive amenities such as community centres, transportation services and mental health services. “This is likely

due to the growing recognition that many people experiencing homelessness have problems that are unlikely to be solved from merely being housed.”

Possibilities

- **Villages leading toward permanent housing construction**

The Portland study suggested that “with adequate planning and creative thinking, city-sponsored villages could be designed to actually promote and incentivize permanent housing. ... It is easy to imagine how shared investment and infrastructure installation could benefit both projects and reduce overall costs for potential future housing. Villages planned on city-owned properties could also be partially funded through investments that bring upgrades like utilities and necessary sitework (sidewalks, curb cuts, etc.) to the site to improve future sale as a housing site, while benefiting the village in the immediate future.” (Portland, 248)

- **Villages for parents and other group-focused villages**

“Villages have limited facilities and are low-barrier environments, making them less than ideal places for children. However, 19 percent of villagers surveyed had children under the age of 18 and a desire for family to visit. As villages become increasingly common forms of alternative shelter, it may be useful to design select villages to support family health and visitation. A village focused on serving parents of children under 18 may require additional background checks and involve incorporating spaces for children to play, rest, and gather when they visit their parents on a short-term basis.” (Portland, 250)

Similarly, if there were more than one village in a city, one of them could be an abstinence village where substance use was prohibited, which some existing residents would like to aid them in their efforts at recovery. Or they could serve specific groups, such as Portland’s AfroVillage or that city’s LGBTQ+ village (Portland 231, 249 and 237).

Criticism of tiny cabin villages

There are certainly critics of tiny cabin villages for people experiencing homelessness.

Catherine Mingoya, who saw benefits in tiny cabin villages, nonetheless voiced a common general criticism of them:

Choosing to house the homeless in tiny villages approaches the issue of homeless service provision using the most minimal support and infrastructure possible. Sharing port-a-potties and living in volunteer-built homes that would violate building codes were they to ever touch the ground sends the message that the community is willing to offer only the most basic of services to those in need. Living in a home the size of a parking spot provides greater safety and dignity than sleeping in a park, doorway, or standard shelter, but the larger message to those experiencing homelessness is that they have no place within the normative structure of our society and no choice in how and where to live. They are entitled to the crumbs, only if and when they show enough initiative and fortitude to pique the interest of donors. ...

The meaning behind the average village's placement and lack of access to private sanitation facilities is clear: the poor are entitled to basic accommodations, but should not expect to live in anywhere near the same quality of housing of those with greater means. You can have a roof but no water, walls but limited insulation. You're trusted to maintain a basic box, but not so to maintain a simple composting toilet within your home. You can stay, but not for too long. ...

Tiny House Villages shift a civic responsibility, for better or for worse, into the hands of the private sector and into the hands of the homeless, themselves. While the homeless may be capable of solving this civic issue through hard work, determination and a hammer, it is important to question the societal conditions that encourage the poverty, drug abuse, mental illness and isolation that lead to homelessness. It is also vital to question the restrictive systems that keep the homeless from climbing out of poverty.²⁴³

Mingoya's criticism is at least in part a critique of social priorities as much as of the way some cabin villages have been created. On balance, she concluded that "If executed correctly, tiny homes can be part of a strong and progressive strategy to shelter and stabilize."

The Washington State Lived Experience Coalition, which represents hundreds of members including people who were still living in tiny cabin villages, was more critical, in a 2021 press release.²⁴⁴

"People think we are comfortable here. Does it look like we are comfortable? We are not!"

--Matthew and Ashly who have lived in an 8 x 8 tiny cabin in an American tiny cabin village for more than two years.

We must be clear that tiny homes do not end anyone's experience of homelessness and as currently constituted, they are not meeting the needs of the people staying there. Additionally, Tiny Homes Villages for those experiencing homelessness do not meet federal human habitability standards and are in fact sheds rather than tiny homes. For better or for worse, the many people warehoused there in dehumanizing conditions and lack of services still make it home. This speaks to the strength and resiliency of the human spirit to create a home out of any situation for their loved ones even if that is a car, a tent, or a tiny shed. We must ask ourselves, how does such a system harm the individuals and families living there?

The stance we take regarding all types of emergency shelter (including tiny homes) is that they must be a place of dignity with fidelity to Housing-First, Harm-Reduction, Trauma-Informed Models and Racial Equity and Social Justice Principles, including:

- adequate plumbing and electricity,
- a robust and quality standard of care focused on obtaining permanent housing, and
- a self-governing and democratic environment where individuals living there are empowered to make decisions about their own lives.

The coalition also worried the tiny cabin villages and other temporary emergency responses often distract the public and policymakers from investments in permanent solutions to homelessness, including permanent supportive housing; emergency housing vouchers to top up what a tenant can afford to pay; and rapid re-housing, with intensive case management for up to 24 months. The coalition feared that ultimately, "tiny home villages may become our de-facto community responses—warehousing and dehumanizing people into our own entrenched version of shanty towns, favelas and slums. We know King County can do better."

"These cheap temporary housing projects are appealing to cities because it allows them to feel like they're making a big difference while allocating very little budget," freelance writer Kayla Robbins wrote for the Invisible People website. What is really needed is permanent affordable housing. "Without that key piece in place, residents will either live in 'temporary' housing long-term or end up back on the street to allow new residents to go through the same process."²⁴⁵

Donald Whitehead Jr., executive director of the National Coalition for the Homeless, said he thinks tiny homes are a good emergency option, to protect people from the elements and violence, but are not long-term solutions. The long-term solutions are increasing the number of living-wage jobs, increasing the housing stock, and funding for housing vouchers.

"There's been this theme since the '70s that there are some people in society that are less deserving," he said. "And the tiny home kind of fits within that mindset."²⁴⁶

Kingston's tiny cabin village faced criticism from Carrie Anne Marshall, an assistant professor at the University of Western Ontario, in terms of the quality of housing and cost effectiveness. Like Catherine Mingoya, Marshall said, "We're essentially endorsing inadequate housing solutions for people who are deeply marginalized."

And Marshall felt that the money spent to house the 10 people in Kingston's cabin village could have provided rent supplements to provide permanent housing for many more people. The Kingston cost figures quoted [above](#), suggest that three people could be housed with rent supplements for the operating cost of each person in a tiny cabin. But as noted there, rent supplements don't include staffing costs and other amenities. Marshall is leading a \$730,000 research project in Kingston and London

exploring initiatives to help formerly homeless people who get housing to stay housed. Perhaps her research could shed light on how expensive it will be to provide the supports needed to sustain housing for people who have experienced homelessness, which would then allow an apples-to-apples comparison. Kingston's housing administrator, Joanne Borris, said in response to Marshall's comments that "there's a lot of barriers for individuals who are homeless or have been chronically homeless. That sadly doesn't make it as easy as it might be for you and I to go out and chat with a landlord and get an apartment and then be able to maintain and keep that apartment."²⁴⁷

A Colorado Public Radio article quoted Sam Tsemberis, credited with launching the Housing First response to homelessness, as opposing the tiny cabin village concept.²⁴⁸

"You're looking for permanent housing solutions to homelessness, and this is neither permanent or real housing," Tsemberis said. "Why don't we just skip the tiny houses all together and put them in permanent housing right away. And then we already have the success we're yearning for instead of having people wait a year to get there."

The same article quoted John Parvensky, president and CEO of the Colorado Coalition for the Homeless for more than 30 years. "Most people can move directly from the streets or the shelters into permanent housing if given the right supports and the right resources."

Another critic is consultant Barbara Poppe, former executive director of the United States Interagency Council on Homelessness. She rejected tiny shelters when she advised the city of Seattle in 2016 on how to tackle homelessness, favouring an emphasis on rapid rehousing. "It's time for Seattle and King County to take permanent housing to scale with urgency rather than kicking the can down the road which only results in more homelessness. Increasing tiny shelters won't stop the rising numbers of people falling into homelessness and won't make measurable differences in the number of people living on the streets. Seattle and King County know how to create a range of permanent housing options—all that is needed is the political will to invest at the scale needed to create impact."

Poppe has been specifically critical of tiny cabin villages, likely those built by the residents, that she said "were kind of hotwired off telephone poles, they don't have flush toilets, they had Port-A-Johns. They were pretty horrible places because they are so dehumanizing."

"I don't want a place where I have to walk to the bathroom or have to share a kitchen. I don't want that I have to walk out in the middle of the winter to come and go to the bathroom."

--A resident of
Occupy Madison
Village, Madison
Wisconsin

That said, Poppe offered this advice: “If you do tiny homes for people who experience homelessness then it must:

- Be voluntary choice among other options (not the only option)
- Meet all basic human needs
- Be humane, dignified and non-stigmatizing
- Provide resident privacy protections and due process
- Provide highest and best use for land
- All-in costs must be considered
- Offer pathway to mainstream housing and length of stay is flexible not fixed
- Be developed and designed inclusively with residents
- STAY LASER-FOCUSED ON PERMANENT HOUSING²⁴⁹

Assessing a tiny cabin village program

Shelley Cook of the Cowichan Housing Association encouraged proponents of new tiny cabin villages to build in tracking of their residents from the beginning, so they can demonstrate their results. She said Duncan B.C.'s first two cabin villages were an emergency response to a spike in homelessness during the pandemic, when it was imagined that they might be needed for only a few weeks, and that record keeping wasn't done. It is being done now.

Key performance indicators might include these, from a guide to Housing First.²⁵⁰ (There may be privacy issues in obtaining some of this information from residents of a tiny village.)

- Occupancy: the percentage of units occupied
- Length of stay: the time between entering and exiting a unit
- Destination at exit: do residents leave to return to homelessness or to housing, and if to housing, what type (e.g., subsidized housing, the home of a partner or family member, private-sector housing (with or without subsidies), etc.)
- Return to homelessness after being housed
- Income: at entry to a unit and at exit
- Employment, education, training: at entry and exit
- Measures of wellbeing: at entry and exit
- Interactions with public systems such as emergency services

Kingston measured a range of issues, as noted above, including pieces of identification obtained, medical and dental appointments attended, and number of sessions residents attended related to employment, finances and life skills. In addition, London noted the number of residents on safe supply, the number of COVID cases and the number of people re-connected with family. The Kenton Women's Village noted how many residents were volunteering outside of the village.

The annual assessments of Denver's Beloved Community Village included additional things such as access to food and transit, ability to save, pet ownership, reported levels of anxiety, depression, hopelessness and feeling isolated, and goals set and met. An important aspect of the Denver assessments were comparisons between the village residents and a control group, people on the waitlist to get into the village.

Several of the studies mentioned above asked about satisfaction with the tiny cabin village, on a range of issues, such as the size of the cabins, their interactions with fellow residents and staff, the way violations of rules were handled, residents' sense of being listened to, feelings of privacy, recommendations for improvements, etc.

While the Housing First performance indicators are focused on changes between entry and exit, many of the criteria mentioned above would be based on ongoing record keeping. Assessments of wellbeing and of satisfaction with the tiny cabin village could occur at regular intervals rather than just entry and exit.

Appendix: Principles of Housing First

(from the Government of Canada website²⁵¹)

1. **Rapid housing with supports:** This involves directly helping clients locate and secure permanent housing as rapidly as possible and assisting them with moving in or rehousing if needed. Housing readiness is not a requirement.
2. **Offering clients' choice in housing:** Clients must be given choice in terms of housing options as well as the services they wish to access.
3. **Separating housing provision from other services:** Acceptance of any services, including treatment, or sobriety, is not a requirement for accessing or maintaining housing, but clients must be willing to accept regular visits, often weekly. There is also a commitment to rehousing clients as needed.
4. **Providing tenancy rights and responsibilities:** Clients are required to contribute a portion of their income towards rent. The preference is for clients to contribute 30% of their income, while the rest would be provided via rent subsidies. A landlord-tenant relationship must be established. Clients housed have rights consistent with applicable landlord and tenant acts and regulations. Developing strong relationships with landlords in both the private and public sector is key to the Housing First approach.
5. **Integrating housing into the community:** In order to respond to client choice, minimize stigma and encourage client social integration, more attention should be given to scattered-site housing in the public or private rental markets. Other housing options such as social housing and supportive housing in congregate setting could be offered where such housing stock exists and may be chosen by some clients.
6. **Strength-based and promoting self-sufficiency:** The goal is to ensure clients are ready and able to access regular supports within a reasonable timeframe, allowing for a successful exit from the Housing First program. The focus is on strengthening and building on the skills and abilities of the client, based on self-determined goals, which could include employment, education, social integration, improvements to health or other goals that will help to stabilize the client's situation and lead to self-sufficiency.

Endnotes

Sources of quotes in the quote boxes.

Freddie Martin, quoted in Daliah Singer, "Cheap, Fast, but Temporary: The mixed results of tiny homes for homeless people," *Bitterroot: The West's Magazine*, April 26, 2019, <https://bitterrootmag.com/2019/04/26/cheap-fast-but-temporary-the-mixed-results-of-tiny-homes-for-homeless-people/>

Bree Cooper, quoted in Liam Casey, "Resident of Ontario project that gives tiny cabins describe what community is like," *Canadian Press*, October 24, 2021, <https://globalnews.ca/news/8310973/residents-of-a-better-tent-city-describe-community/>

Disco, quoted in Impact Statements on COVID Housing Initiative, Cowichan Housing Association, undated, <http://cowichanhousing.com/wp-content/uploads/2020/07/AppendixE-Impact-Statements-Cowichan-COVID-Temporary-Shelter-Initiative.pdf>

Tracy, quoted from the Impact Statements.

A resident at St. Johns Village, quoted in Ferry, R.T., Townley, G., Zapata, M. (2022). *Village Research and How-To Guide*. Portland State University, 281, https://www.pdx.edu/homelessness/sites/g/files/znlchr1791/files/2022-04/PSU_HRAC_Village%20Research%20and%20How-To%20Guide_SPREADS_04_22.pdf

Sean Hith quoted in Megan King, "Portsmouth Olympic Kingston sleeping cabins projected extended, future remains uncertain," *Global News*, April 21, 2022, <https://globalnews.ca/news/8776570/sleeping-cabins-extension-future-options/>

Another resident at St. Johns Village, quoted in Ferry et al, 165

Matthew and Ashley, quoted in Lived Experience Coalition, Press Release, September 14, 2021, https://kcrha.org/wp-content/uploads/2021/09/LEC-FINAL-PRESS-RELEASE_TINY-HOME-VILLAGES.pdf

A resident of Occupy Madison Village, in Michelle D. Longworth, *Occupy Madison Village: A case study of the lived experience*, MSc thesis, University of Minnesota, October 2019, 70, https://conservancy.umn.edu/bitstream/handle/11299/209175/Longworth_umn_0130M_20666.pdf?sequence=1&isAllowed=y

¹ Canadian Observatory on Homelessness, Canadian Definition of Homelessness, <https://www.homelesshub.ca/sites/default/files/COHhomelessdefinition.pdf> and Jesse thistle, Definition of Indigenous Homelessness in Canada, Canadian Observatory on Homelessness, <https://www.homelesshub.ca/IndigenousHomelessness>

² A 2019 study identified 34 tiny house villages in the United States as of July 2019, with efforts underway for another 57. Krista Evans (2020) "Tackling Homelessness with Tiny Houses: An inventory of Tiny House Villages in the United States." *The Professional Geographer*, 72.3, 360-370. <https://www.tandfonline.com/doi/full/10.1080/00330124.2020.1744170> As an indication of the growth of tiny cabin village for those experiencing homeless, just one company, Pallet Shelter, has provided 1,764 tiny cabins for 63 shelter villages since its founding in 2016. <https://palletshelter.com/results/>

³ City of Vancouver, Report Back: Creating a Tiny Shelter Pilot Project, February 9, 2022, Appendix B 2, <https://council.vancouver.ca/20220209/documents/cfsc3.pdf>

⁴ "Update—City of London 2021-2022 Winter Response Program for Unsheltered Individuals," Report to the Community and Protective Services Committee, April 20, 2022, 5, <https://pub-london.escribemeetings.com/filestream.ashx?DocumentId=91540>

⁵ City of Kitchener, Development Services Department Staff Report DSD-20-078, A Better Tent City Pilot Project, July 3, 2020, 3, <https://lf.kitchener.ca/WebLinkExt/0/doc/1851898/Page1.aspx>

⁶ Wilson is Chrystal Wilson, Our Livable Solutions. Darren Taylor, “Cabins approved for Kingston’s homeless; would it work in the Sault?,” *SooToday*, October 24, 2021, <https://www.sootoday.com/local-news/cabins-approved-for-kingstons-homeless-would-it-work-in-the-sault-4546349>

⁷ Frances Bula, “B.C.’s tiny homes show big promise for homeless,” *Globe and Mail*, Jan. 29, 2021, <https://www.theglobeandmail.com/canada/british-columbia/article-bcs-tiny-houses-show-big-promise-for-homeless/>

⁸ Cowichan Housing Authority, It Takes a Village, <http://cowichanhousing.com/village/>

⁹ 5. City of Victoria, “Community donations build new housing for neighbours,” March 18, 2021, <https://www.victoria.ca/EN/meta/news/news-archives/2021-news/community-donations-build-new-housing-for-neighbours.html>

¹⁰ “Emergency Shelters Project,” Archdiocese of Halifax-Yarmouth, <https://www.halifaxyarmouth.org/shelters>

¹¹ Steve Pomeroy, Focus Consulting, provided the calculation in a February 3, 2021 email to Bill Johnston, who had asked Pomeroy how to do a Hamilton calculation of lost units; Pomeroy had done calculation of lost units nationally (see the next footnote). Pomeroy’s calculation is based on census data, “Shelter Cost (12), Tenure Including Presence of Mortgage Payments and Subsidized Housing (7), Shelter-cost-to-income Ratio (9), Household Total Income Groups (14) and Household Type Including Census Family Structure (16) for Owner and Tenant Households in Non-farm, Non-reserve Private Dwellings of Canada, Provinces and Territories, Census Metropolitan Areas and Census Agglomerations, 2016 Census - 25% Sample Data,” for the Hamilton CMA. He focused on unsubsidized units. In 2016, there were

- 3,310 units renting for less than \$500 and
- 9,830 units renting for between \$500 and \$749.

In 2011, there were

- 2,340 units renting for less than \$400
- 4,955 renting for between \$400 and \$599 and
- 21,725 renting for \$600 to \$799.

Since the 2016 and 2011 categories aren’t the same, Pomeroy then used an assumption, that the number of units in 2011 were evenly spread between \$400 and \$599 and between \$600 and \$799, which allowed him to estimate the number of units in 2011 that rented for less than \$750, then compared that to the actual 2016 figures.

	Rent under \$400	Rent \$400 to \$599	Rent \$600 to \$799
Census 2011	2,340	4,955	21,725

	Rent under \$500	Rent \$500 to \$749	Total under \$750
Census 2011	2,340 + half 4,955 = 4,818	Half 4,955 + $\frac{2}{3}$ 21,725 = 18,771	23,589
Census 2016	3,310	9,830	13,140
Units lost between 2011 and 2016			10,449

The assumption that the 21,725 units that rented in 2011 for between \$600 and \$799 are evenly distributed and therefore that three-quarters of them rented for less than \$750 might of course be incorrect. If many of those units actually rented for between \$750 to \$799, then his calculated 2011 figure would be too high and his calculation of the number of units lost between 2011 and 2016 would also be too high. It seems unlikely, however, that it would be much too high.

¹² Steve Pomeroy, “Why Canada needs a non-market rental acquisition strategy,” Focus Consulting Inc., May 2020, <https://www.focus-consult.com/why-canada-needs-a-non-market-rental-acquisition-strategy/>

¹³ Greg Suttor, *Still Renovating: A History of Canadian Social Housing Policy* (Montreal & Kingston: McGill-Queen’s University Press, 2016), 7-8, and emails from Greg Suttor to Bill Johnston, April 16 and 17, 2020 to clarify the footnoted statement in his book.

- ¹⁴ Penny Gurstein, Kristin Patten and Prajna Rao, *The Future of Public Housing: Trends in Public Housing Internationally*, School of Community and Regional Planning, University of British Columbia, May 11, 2015, 12, <https://scarp-futureofpublichousing.sites.olt.ubc.ca/files/2016/07/The-Future-of-Public-Housing-Report-05-11-15.pdf>
- ¹⁵ Blueprint ADE for the National Housing Council Secretariat: *Analysis of Affordable Housing Supply created by Unilateral National Housing Strategy Programs; Research report*, February 2022, 3, 5, <https://assets.cmhc-schl.gc.ca/sites/place-to-call-home/pdfs/analysis-affordable-housing-supply-created-unilateral-nhs-programs-en.pdf>
- ¹⁶ “OPHI/COCHI Key Stakeholder Consultation,” Healthy and Safe Communities Department, July 24, 2019, slides 8 and 9, and “Municipal Affairs and Housing Social Services Relief Funding Phase 4 and Canada-Ontario Community Housing Initiative (HSC20026(b)),” a report to the Emergency and Community Services Committee, September 9, 2021, <https://pub-hamilton.escribemeetings.com/filestream.ashx?DocumentId=282897>
- ¹⁷ Office of the Auditor General of Ontario, *Value-for-Money Audit: Homelessness*, December 1, 2021, https://www.auditor.on.ca/en/content/annualreports/arreports/en21/AR_Homelessness_en21.pdf
- ¹⁸ “City of Hamilton’s Strategic Plan to Create Affordable Housing Supply in the Secondary Rental Market (HSC22007),” report to the Emergency and Community Services Committee, April 7, 2022, <https://pub-hamilton.escribemeetings.com/filestream.ashx?DocumentId=316926>
- ¹⁹ Teviah Moro, “For those living on Hamilton’s margins, tents instead of shelter beds: Residents of Ferguson Avenue North encampment explain why they’re sleeping outside,” *Spectator*, August 22, 2020, <https://www.thespec.com/news/hamilton-region/2020/08/22/for-those-living-on-hamiltons-margins-tents-are-better-than-shelter-beds.html>; Rich Paulas, “This is why homeless don’t go to shelters,” *Vice*, February 2, 2020, <https://www.vice.com/en/article/v74y3j/this-is-why-homeless-people-dont-go-to-shelters> Emma Woolley, “why might some individuals not want to be housed?,” Homeless Hub, <https://www.homelesshub.ca/blog/why-might-some-individuals-not-want-be-housed>
- On pets, Hamilton P.A.W.S. People and Animal Welfare Solutions, undated brochure, <https://www.housinghelpcentre.ca/PAWS.pdf>
- On couples Teviah Moro, “‘It hasn’t been good’: Life on Hamilton’s streets in December,” *Spectator*, December 17, 2021, <https://www.thespec.com/news/council/2021/12/17/hamilton-homelessness-shelter-spending.html>
- “A lot of people feel...” Chrystal Wilson of Our Livable Solutions, quoted in Darren Taylor, “Cabins approved for Kingston’s homeless; would it work in the Sault?,” *SooToday*, October 24, 2021, <https://www.sootoday.com/local-news/cabins-approved-for-kingstons-homeless-would-it-work-in-the-sault-4546349>
- Shelters can be uncomfortable or worse... *Tiny House Villages: A Crisis Solution to Homelessness*, presented by Sharon Lee, founding executive director, Low Income Housing Institute, November 26, 2018, updated May 2019. The slides are at <https://lihi.org/wp-content/uploads/2019/05/Tiny-House-Presentation-updated-May-2019.pdf>
- ²⁰ Ron Doyle, the owner of 41 Ardelt Place, Kitchener, gave permission for 20 individuals to tent on his property in April 2020 and in June, 12 cabins were added, along with a mobile trailer adapted with shower and laundry facilities. City of Kitchener, Development Services Department Staff Report DSD-20-078, cited above, 3. On partial funding, by the city and Region of Waterloo, see Region of Waterloo, “A Better Tent City One-Time Funding Request, report CSD-HOU-22-04 to the Committee of the Whole, February 8, 2022, 2 (or 56 in the agenda), <https://calendar.regionofwaterloo.ca/Council/Detail/2022-02-08-1030-Committee-of-the-Whole/a33c3d81-9b3b-4ff6-aef1-ae3600e7f485>
- ²¹ City of Kingston, Report to Council Number 22-145, “Sleeping cabins—Short-term locational analysis,” May 17, 2022, https://www.cityofkingston.ca/documents/10180/39636061/City-Council_Meeting-13-2022_Report-22-145_Sleeping-Cabins-Short-Term-Locational-Analysis.pdf/47a5e092-346e-ef1c-c40f-afb37f0a95e0?t=1652458655700 and Elliot Ferguson, “Kingston seeks permanent location for sleeping cabins, the *Whig-Standard*, May 18, 2022, <https://www.thewhig.com/news/local-news/kingston-seeks-permanent-location-for-sleeping-cabins>

²² City of Kingston, Report to Council, Report Number 21-279, Winter Initiatives Supporting the Homeless Community, 2 and 7, https://www.cityofkingston.ca/documents/10180/39067458/City-Council_Meeting-26-2021_Report-21-279_Winter-Initiatives-Supporting-the-Homeless-Community.pdf Funded from the Social Services Relief Fund Phase 3, which is Ontario pandemic funding. Kingston also received a large donation.

²³ “This temporary program will be fully funded through the Government of Canada COVID19 Economic Response Plan Funding Agreement and Government of Ontario Social Services Relief Fund.” Report to Community and Protective Services Committee, November 2, 2021, 8, <https://pub-london.escribemeetings.com/filestream.ashx?DocumentId=86729>

²⁴ London arranged all of the sites for its four cabin communities. The Parkwood site is hospital property. Interview by Bill Johnston with Debbie Kramers, Manager, Coordinated Informed Response, London, March 21, 2022.

²⁵ At its April 14, 2022 meeting, Victoria city council approved the recommendations in item F2 which call for applying for Union of British Columbia Municipalities’ Strengthening Communities’ Services Program grants for projects that include the city’s tiny homes project. If approved, it would allow the project to continue until March 31, 2023. “UBCM Strengthening Communities’ Services Program Grant Application—Second Intake,” report to the Committee of the Whole meeting of April 14, 2022, 5, <https://pub-victoria.escribemeetings.com/filestream.ashx?DocumentId=79244> and council meeting video, starting at 33:00, found at <https://pub-victoria.escribemeetings.com/Meeting.aspx?Id=15bb392c-de29-4113-a8d3-90b1f3317bdb&Agenda=Merged&lang=English&Item=13&Tab=attachments>

²⁶ The original sites were a city parking lot and Cowichan Tribes land. The current site is owned by B.C. Housing. Cowichan Housing Association Annual Report 2021, 14, <https://duncan.civicweb.net/document/154085/Delegation,%20CHA%20Annual%20Report%202021%20FINAL%20071921.pdf?handle=ED3B1828405D442E9EDED352AE581C80> and Duncan, File No. TUP-2021-01, “Temporary use permit for 610 Trunk Road—Temporary accommodation,” from Matt Blakely, planner to Peter de Verteuil, CAO, December 9, 2021, <https://duncan.civicweb.net/document/159929/2021-12-13%20-%20RFD%20-%20Council%20-%20TUP2021-01.pdf?handle=C54A66C6DDBB41B3AD91EBF23E353E00>

²⁷ A grant of \$2.5 million was provided for this project from the joint federal/provincial Safe Restart: Strengthening Community Services funding program but it’s not clear the time period. Robert Barron, “Another temporary cabin site for homeless proposed for Trunk Road,” *Cowichan Valley Citizen*, November 23, 2021, <https://www.cowichanvalleycitizen.com/news/another-temporary-cabin-site-for-homeless-proposed-for-trunk-road/>

²⁸ Preston Mulligan, “Archdiocese of Halifax-Yarmouth to keep 20 tiny homeless shelters open this summer,” CBC News, May 31, 2022, <https://www.cbc.ca/news/canada/nova-scotia/archdiocese-of-halifax-yarmouth-to-extend-shelter-use-1.6471284>

²⁹ City of Vancouver, Report Back: Creating a Tiny Shelter Pilot Project, February 9, 2022, <https://council.vancouver.ca/20220209/documents/cfsc3.pdf>

³⁰ City of London, 2020-2021 Winter Response Program for Unsheltered Individuals, to the Community and Protective Services Committee, December 1, 2020, <https://pub-london.escribemeetings.com/filestream.ashx?DocumentId=76342>

³¹ On partial funding, by the city and Region of Waterloo, see Region of Waterloo, “A Better Tent City One-Time Funding Request, report CSD-HOU-22-04 to the Committee of the Whole, February 8, 2022, 2 (or 56 in the agenda), <https://calendar.regionofwaterloo.ca/Council/Detail/2022-02-08-1030-Committee-of-the-Whole/a33c3d81-9b3b-4ff6-aef1-ae3600e7f485>

³² Kitchener capital and operating budgets were provided by Jeff Willmer in emails to Bill Johnston, November 24 and 25, 2022.

³³ Cowichan Housing Association Annual Report 2021, 14, <https://duncan.civicweb.net/document/154085/Delegation,%20CHA%20Annual%20Report%202021%20FINAL%20071921.pdf?handle=ED3B1828405D442E9EDED352AE581C80>

-
- ³⁴ Robert Barron, “Cabins going in at tenting sites for homeless in Duncan,” Vancouver Island Free Daily, January 10, 2021, <https://www.vancouverislandfreedaily.com/news/cabins-going-in-at-tenting-sites-for-homeless-in-duncan/>
- ³⁵ Mike Patterson, “Duncan’s Village in the Spotlight at UBCM,” *MyCowichanValleyNow*, September 15, 2022, <https://www.mycowichanvalleynow.com/72226/featured/duncans-village-in-the-spotlight-at-ubcm/>
- ³⁶ City of Duncan, Draft Temporary Use Permit No. TUP-2021-01, 3, <https://duncan.civicweb.net/document/159930/Attachment%20A%20-%20Draft%20TUP-2021-01.pdf?handle=F19BBB2840CC434F92F3330B19609E04> and Robert Barron, “Another temporary cabin site for homeless proposed for Trunk Road,” *Cowichan Valley Citizen*, November 23, 2021, <https://www.cowichanvalleycitizen.com/news/another-temporary-cabin-site-for-homeless-proposed-for-trunk-road/>
- ³⁷ Greater Victoria Coalition to End Homelessness, “Transitional Housing Community Reached,” March 5, 2021, <https://victoriahomelessness.ca/500000-goal-for-transitional-housing-community-reached/>
- ³⁸ Pedro Arrais, “Victoria’s Tiny Town: How a collection of shipping containers became a community,” *Times Colonist*, April 17, 2022, https://www.ourplacesociety.com/wp-content/uploads/2022/04/TC_Islander_TinyTownAnniversary_April2022.pdf
- ³⁹ City of Victoria, “Temporary Transitional Housing Project at 940 Caledonia, City of Victoria/BC Housing/Our Place Society,” <https://pub-victoria.escribemeetings.com/filestream.ashx?DocumentId=66223>
- ⁴⁰ City of Port Alberni, Agenda, Regular Meeting of Council, September 26, 2022, 40, https://portalberni.ca/sites/default/files/council_mtg/Sept%2026_OPT_ao.pdf and minutes of that meeting, item F3, https://portalberni.ca/sites/default/files/council_mtg/Minutes_RCM_Sept26.pdf and minutes of the August 8, 2022, meeting, item F4(f), https://portalberni.ca/sites/default/files/council_mtg/Minutes_RCM_Aug%208.pdf “Port Alberni tiny homes to arrive next week for new village housing at-risk people,” *CHEK News*, November 22, 2022, <https://www.cheknews.ca/tiny-homes-arrive-this-week-for-at-risk-people-in-port-alberni-1115759/>
- ⁴¹ City of Vancouver, Report Back: Creating a Tiny Shelter Pilot Project, report to the Standing Committee on City Finance and Services, February 9, 2022, 1, 2, 8, <https://council.vancouver.ca/20220209/documents/cfsc3.pdf>
- ⁴² City of Belleville, Minutes of the regular meeting of council August 8, 2022, New Business item 10.1, <https://citybellevilleon.civicweb.net/Portal/MeetingInformation.aspx?Org=Cal&id=584>
- ⁴³ City of Seattle, Homeless Investment 2019 Q4 Performance Outcomes, August 14, 2020, https://homelessness.seattle.gov/wp-content/uploads/2020/08/Q4-Homeless-Investments-Performance_E-Team-Memo_8.14.20.pdf The graph is on page 5, text is page 6 and 7, data is from 9 and 10.
- ⁴⁴ “Tiny House Villages: A Crisis Solution to Homelessness,” a presentation by Sharon Lee, founding executive director, Low Income Housing Institute, November 26, 2018, updated May 2019. The slides are at <https://lihi.org/wp-content/uploads/2019/05/Tiny-House-Presentation-updated-May-2019.pdf> The 40-minute video of the presentation is at <https://www.youtube.com/watch?v=w-hTvQsH3fM>
- ⁴⁵ Center for Housing and Homelessness Research, University of Denver Graduate School of Social Work, *Beloved Community Village Evaluation, Final Report*, October 2020, submitted to and in partnership with Barton Institute for Community Action and Colorado Village Collaborative, 3, 60-62. The report is not available online. A copy was emailed to Bill Johnston and he would be happy to share it.
- ⁴⁶ Sarah Ravani, “Are Oakland’s cabins a success? Homeless advocates question city’s numbers,” *San Francisco Chronicle*, September 29, 2019, <https://www.sfchronicle.com/bayarea/article/Are-Oakland-s-cabins-a-success-Homeless-14477680.php> and Ryan Finnigan, “The Growth and Shifting Spatial Distribution of Tent Encampments in Oakland, California, the *Annals of the America Academy of Political and Social Science*, January 2021, 288, <https://journals.sagepub.com/doi/pdf/10.1177/0002716221994459>
- ⁴⁷ Report to the Community and Protective Services Committee, Update—City of London 2020-2021 Winter Response Program for Unsheltered Individuals, April 20, 2021 <https://pub-london.escribemeetings.com/FileStream.ashx?DocumentId=80185>
- ⁴⁸ “Update—City of London 2021-2022 Winter Response Program for Unsheltered Individuals,” 3-5,

-
- ⁴⁹ Interview by Bill Johnston with Debbie Kramers, March 21, 2022.
- ⁵⁰ “Sleeping cabins—Next Steps,” Report Number 22-099 to the Mayor and Council, April 19, 2022, https://www.cityofkingston.ca/documents/10180/39289873/City-Council_Meeting-10-2022_Report-22-099_Sleeping-Cabins-Next-Steps.pdf/f94c18ad-5d14-7343-f1de-f17dcb63c510?t=1649959136888
- ⁵¹ “Ask Me Anything” Zoom conversation with Chrystal Wilson, April 28, 2022.
- ⁵² City of Kingston, Report to Council Number 22-145, “Sleeping cabins—Short-term locational analysis,” May 17, 2022, cited above, Elliot Ferguson, “Kingston seeks permanent location for sleeping cabins, the *Whig-Standard*, May 18, 2022, <https://www.thewhig.com/news/local-news/kingston-seeks-permanent-location-for-sleeping-cabins>, and Elliot Ferguson, “Kingston council adds sleeping cabins, reinstates encampment protocol,” *Kingston Whig Standard*, June 30, 2022, <https://www.thewhig.com/news/local-news/kingston-city-council-moves-to-expand-sleeping-cabin-project>
- ⁵³ An Evaluation of Dignity Village, prepared by Kristina Smock Consulting for the Portland Housing Bureau, February 2010, 13-14, 19, 26, http://media.oregonlive.com/portland_impact/other/Dignity%20Village%20Evaluation%20Report%20Final%2003-22-10.pdf
- ⁵⁴ “Kenton Women’s Village, Catholic Charities of Oregon, accessed April 23, 2022, <https://www.catholiccharitiesoregon.org/services/homeless-services/kenton-womens-village/> and Emily Leickly, Greg Townley, Todd Ferry and Maria Pettei (March 2022): Case study of a pod village for women experiencing homelessness: Learned lessons through residents’ experience. *Journal of Urban Affairs*, 5-6, <https://www.tandfonline.com/doi/full/10.1080/07352166.2022.2036172>
- ⁵⁵ Interview by Bill Johnston with Shelley Cook, April 26, 2022.
- ⁵⁶ Interview by Bill Johnston with Megan Kriger, May 18, 2022.
- ⁵⁷ Interview by Bill Johnston with Beck Carlow and Cathy Mingo, June 17, 2022.
- ⁵⁸ Eric Weissman and Nigel Dickson, *Dignity in Exile: Stories of Struggle and Hope from a Modern American Shantytown* (Hostein ON; Exile Editions, 2012), 81-82, 84.
- ⁵⁹ Catherine Mingoya, *Building Together: Tiny House Villages for the Homeless: A Comparative Case Study*, a Master of City Planning Thesis, Massachusetts Institute of Technology, June 2015, 83, https://dusp.mit.edu/sites/dusp.mit.edu/files/attachments/news/mingoya_2015.pdf
- ⁶⁰ Roshan Abraham, “San Francisco upgrades tent village to tiny home community,” *Next City*, October 28, 2021, <https://nextcity.org/urbanist-news/san-francisco-upgrades-tent-village-to-tiny-home-community>
- ⁶¹ Magwood, O., Leki, V. Y., Kpade, V., Saad, A., Alkhateeb, Q., Gebremeskel, A., Rehman, A., Hannigan, T., Pinto, N., Sun, A. H., Kendall, C., Kozloff, N., Tweed, E. J., Ponka, D., & Pottie, K. (2019). Common trust and personal safety issues: A systematic review on the acceptability of health and social interventions for persons with lived experience of homelessness. *PLoS one*, 14(12), e0226306, 7. <https://doi.org/10.1371/journal.pone.0226306>
- ⁶² Eric Weissman and Nigel Dickson, 181.
- ⁶³ Catherine Mingoya, cited above, 83.
- ⁶⁴ Eric Weissman and Nigel Dickson, 82, 84
- ⁶⁵ Michele D. Longworth, *Occupy Madison Village: A Case Study of the Lived Experience*, Master’s Thesis, University of Minnesota, October 2019, 74, 76, https://conservancy.umn.edu/bitstream/handle/11299/209175/Longworth_umn_0130M_20666.pdf?sequence=1&isAllowed=y
- ⁶⁶ Ferry, R.T., Townley, G., Zapata, M. (2022). *Village Research and How-To Guide*. Portland State University. https://www.pdx.edu/homelessness/sites/g/files/znlchr1791/files/2022-04/PSU_HRAC_Village%20Research%20and%20How-To%20Guide_SPREADS_04_22.pdf
- ⁶⁷ Council on Accreditation, “Why become accredited?,” <https://coanet.org/why-accreditation/> and the COA’s standards for shelters, <https://coanet.org/standard/ca-sh/1/> and standards for risk management,

<https://coanet.org/standard/ca-rpm/2/> On Lookout as an accredited organization, COA, “Find an accredited organization: Lookout Housing + Health Society,” <https://coanet.org/accreditation-search/357658/>

⁶⁸ Sharon Lee, “The Case for Building Tiny House Villages During the Pandemic,” *Real Change*, June 10, 2020, <https://www.realchangenews.org/news/2020/06/10/case-building-tiny-house-villages-during-pandemic> and Sharon Lee, “Tiny house villages in Seattle: An efficient response to our homelessness crisis,” *Shelterforce*, March 15, 2019, <https://shelterforce.org/2019/03/15/tiny-house-villages-in-seattle-an-efficient-response-to-our-homelessness-crisis/>

⁶⁹ Bay Area Council Economic Institute, Bay Area Homelessness: New Urgency, New Solutions, June 2021, <http://www.bayareaconomy.org/files/pdf/HomelessnessReportJune2021.pdf>

⁷⁰ Ciara Turner, “It Takes a Village: designating ‘tiny house’ villages as Transitional Housing Campgrounds,” University of Michigan Journal of Law Reform, Volume 50, 2017, 953-4, <https://repository.law.umich.edu/cgi/viewcontent.cgi?article=1194&context=mjlr>

⁷¹ Ian Hunter, “A Better Tent City a haven for the region’s homeless,” *City News*, September 16, 2020, <https://kitchener.citynews.ca/following-up/a-better-tent-city-a-haven-for-the-regions-homeless-2709181>; Frances Bula, “B.C.’s tiny homes show big promise for homeless,” *Globe and Mail*, January 29, 2021, <https://www.theglobeandmail.com/canada/british-columbia/article-bcs-tiny-houses-show-big-promise-for-homeless/>; Ian MacAlpine, “Six of 10 tiny cabins at Portsmouth Olympic Harbour now occupied,” *Kington Whig-Standard*, January 20, 2022, <https://www.thewhig.com/news/local-news/six-of-10-tiny-cabins-at-portsmouth-olympic-harbour-now-occupied> Wendy-Ann Clark, “Halifax takes unique run at housing crisis,” *The Catholic Register*, October 22, 2021, <https://www.catholicregister.org/item/33628-halifax-takes-unique-run-at-housing-crisis>; Heidi Petracek, “Archdiocese of Halifax-Yarmouth installs first tiny shelter,” *CTV News Atlantic*, December 6, 2021, <https://atlantic.ctvnews.ca/archdiocese-of-halifax-yarmouth-installs-first-tiny-shelter-1.5696040#:~:text=The%20first%20of%2020%20tiny,gyprock%20walls%20and%20linoleum%20flooring>; City of Vancouver, Report Back: Creating a tiny Shelter Pilot Project, February 9, 2022, 8, <https://council.vancouver.ca/20220209/documents/cfsc3.pdf>

⁷² Region of Waterloo, “A Better Tent City One-Time Funding Request, report CSD-HOU-22-04 to the Committee of the Whole, February 8, 2022, 2 (or 56 in the agenda), <https://calendar.regionofwaterloo.ca/Council/Detail/2022-02-08-1030-Committee-of-the-Whole/a33c3d81-9b3b-4ff6-aef1-ae3600e7f485>

⁷³ City of Victoria, Committee of the Whole report, March 4, 2021, Temporary Use Permit Application No. 00017 and Development Permit with Variances Application No. 000591 for 940 Caledonia Avenue and 953 and 963 Green Street, 9, <https://pub-victoria.escribemeetings.com/filestream.ashx?DocumentId=64930>

⁷⁴ Matthew Van Dongen, “Spiking building costs threaten delays for affordable housing in Hamilton,” September 30, 2020, <https://www.thespec.com/news/hamilton-region/2020/09/30/spiking-building-costs-threatens-delays-for-affordable-housing-in-hamilton.html>

⁷⁵ Sharon Lee, “The Case for Building Tiny House Villages During the Pandemic,” *Real Change*, June 10, 2020, <https://www.realchangenews.org/news/2020/06/10/case-building-tiny-house-villages-during-pandemic>

⁷⁶ *An Evaluation of Dignity Village*, February 2010, 14-15.

⁷⁷ “Ask Me Anything” Zoom conversation with Chrystal Wilson, April 28, 2022.

⁷⁸ City of Kingston, Report to Council Number 22-145, “Sleeping cabins—Short-term locational analysis,” May 17, 2022, cited above, 9-10.

⁷⁹ Anson Wong, Jerry Chen, Renee Dicipulo, Danielle Weiss, David A. Sleet, and Louis Hugo Francescutti, “Combating Homelessness in Canada: Applying Lessons Learned from Six Tiny Villages to the Edmonton Bridge Healing Program,” *International Journal Environmental Research and Public Health*, September 2020, 9, <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC7503437/> Most of the researchers are with the University of Alberta’s School of Public Health.

⁸⁰ “How many people are homeless in Canada?,” The Homeless Hub, <https://www.homelesshub.ca/about-homelessness/homelessness-101/how-many-people-are-homeless-canada> which notes that most experiences of homelessness are short, and Ambar Aleman, “Mental health and homelessness in Canada,” The Homeless Hub,

May 4, 2016, [https://www.homelesshub.ca/blog/mental-health-and-homelessness-canada#:~:text=Findings%3A,a%20mental%20illness\(es\)](https://www.homelesshub.ca/blog/mental-health-and-homelessness-canada#:~:text=Findings%3A,a%20mental%20illness(es).). which notes that 50 to 75 per cent of those experiencing homelessness do not have a mental illness.

⁸¹ Preston Mulligan, “Archdiocese of Halifax-Yarmouth to keep 20 tiny homeless shelters open this summer,” cited above. Interview with John Stevens, March 22, 2022.

⁸² Report to the Standing Committee on City Finance and Services, February 9, 2022, Report back: Creating a Tiny Shelter Pilot Project, Appendix C, Memorandum, December 1, 2021, 3-4, <https://council.vancouver.ca/20220209/documents/cfsc3.pdf>

⁸³ Chrystal Wilson, conversation with HATS members, June 29, 2022.

⁸⁴ Rawan Elhalaby (UC Berkeley Goldman School of Public Policy, *Housing Oakland’s Unhoused: Advanced Policy Analysis*, a study conducted for the Dellums Institute for Social Justice, Spring 2018, 3, 21, 26, <https://static1.squarespace.com/static/55c573a9e4b014e7aace0627/t/5bd20b85e5e5f0695b10ef1a/1540>

⁸⁵ Interview by Bill Johnston with Jeff Willmer, June 10, 2022.

⁸⁶ Mary Vaccaro, Jennie Vengris, Farrahn Maloney, Megan B., Courtney Sullivan, Olivia Mancini, and Val Sadler, *Policy and Practice Recommendations: Developing Gender-Based low barrier housing to address complex homelessness*, Community University Policy Alliance, McMaster University, March 7, 2022, <https://www.homelesshub.ca/sites/default/files/attachments/Developing%20Gender-Based%20Housing%20-%20GUIDE%5B96%5D.pdf>

⁸⁷ “Ask Me Anything” Zoom conversation with Chrystal Wilson and a resident, Marsha, April 28, 2022. Hennessey was a participant in that conversation.

⁸⁸ Interview by Bill Johnston with Jeff Willmer, June 10, 2022.

⁸⁹ “Ask Me Anything” Zoom conversation with Chrystal Wilson, April 28, 2022.

⁹⁰ London Elizabeth Street: From a press release, city of London: Winter response program—support and warm shelter for vulnerable Londoners, December 23, 2020, <https://london.ca/newsroom/feature/winter-response-program-support-warm-shelter-vulnerable-londoners> and City of London, 2020-2021 Winter Response Program for Unsheltered Individuals, to the Community and Protective Services Committee, December 1, 2020, <https://pub-london.escribemeetings.com/filestream.ashx?DocumentId=76342>

⁹¹ Interview by Bill Johnston with Debbie Kramers, March 21, 2022. The detail about selection criteria for the Fanshawe and Parkwood sites also came from Kramers.

⁹² “Update—City of London 2021-2022 Winter Response Program for Unsheltered Individuals,” Report to the Community and Protective Services Committee, April 20, 2022, 3, <https://pub-london.escribemeetings.com/filestream.ashx?DocumentId=91540>

⁹³ Quoting Craig Cooper, city hall’s director of housing stability, in Randy Richmond, Megan Stacey, “London’s golf-course winter shelter dividing opinions, there and beyond,” *London Free Press*, January 15, 2022, <https://lfpres.com/news/local-news/winter-shelter-program-at-fanshawe-golf-course-still-dividing-london-opinions> Also, email from Debbie Kramers to Bill Johnston, March 21, 2022.

⁹⁴ Update—City of London 2021-22, cited above.

⁹⁵ City of Victoria, Committee of the Whole report, March 4, 2021, Temporary Use Permit Application No. 00017, cited above, 9; and Victoria: Greater Victoria Coalition to End Homelessness, Caledonia Tiny Homes Village, Frequently Asked Questions, <https://victoriahomelessness.ca/tinyhomes/#toggle-id-2>

⁹⁶ Interview by Bill Johnston with Cathy Mingo and Beck Carlow of Our Place, June 17, 2022.

⁹⁷ Duncan: Cowichan Housing Association, The Village: Housing the Unsheltered Population in the Cowichan Valley, <http://cowichanhousing.com/village/> This is mostly paraphrased

⁹⁸ Statement from John Stevens, project manager for the Archdiocese of Halifax-Yarmouth, in Heidi Petracek, “Archdiocese of Halifax-Yarmouth installs first tiny shelter,” CTV News, December 6, 2021, <https://atlantic.ctvnews.ca/archdiocese-of-halifax-yarmouth-installs-first-tiny-shelter-1.5696040> and interview by Bill Johnston with Stevens on March 22, 2022.

-
- ⁹⁹ City of Vancouver, “Memorandum: Progress Update: Motion “A closer look at tiny homes and shelters,” report to the Mayor and Council, December 1, 2021, 3, <https://council.vancouver.ca/20220209/documents/cfsc3.pdf>
- ¹⁰⁰ Rotary of Woodstock-Oxford, Rotary Pathways Solution: Background Report, June 11, 2021, 7-9.
- ¹⁰¹ Eric Weissman, Nigel Dickson, 95-6
- ¹⁰² Lived Experience Advisory Council, Nothing About Us Without Us: Seven principles for leadership and inclusion of people with lived experience of homelessness, 2014, <https://www.homelesshub.ca/sites/default/files/attachments/LEAC-7principles-final.pdf>
- ¹⁰³ Canadian Lived Experience Leadership Network, <https://cleln.ca/> and Canadian Alliance to End Homelessness, “Canadian Lived Experience Leadership Network launches today,” October 9, 2020, <https://caeh.ca/lived-leadership-network-launch/>
- ¹⁰⁴ Marion Thomson Howell, presentation to the Hamilton Alliance for Tiny Shelters steering committee, April 8, 2022 and Our Livable Solutions, “About OLS,” <https://www.ourlivable.solutions/about-ols>
- ¹⁰⁵ Ginger Segel, Tiny Houses: A Permanent Supportive Housing Model: A White Paper, *Community Frameworks*, March 2015, 15, <https://wssjkitsap.files.wordpress.com/2018/03/tiny-homes-white-paper-march-2015-reduced-size.pdf>
- ¹⁰⁶ National Coalition for Homeless Veterans, Tiny House Guide: A detailed explanation of tiny home features and characteristics, 2021, <https://nchv.org/wp-content/uploads/2021/08/TUESDAY-2.pdf>
- ¹⁰⁷ Marion Thomson Howell, cited above.
- ¹⁰⁸ Mental Health Commission of Canada. COVID-19, Mental Wellness and the Homelessness Workforce: Policy Brief, 2021, 2. <https://mentalhealthcommission.ca/wp-content/uploads/2021/09/covid-mental-wellness-homelessness-workforce-eng.pdf>
- ¹⁰⁹ On pay, Kiran Toor, “A profile of workers in the homelessness support sector,” Statistics Canada, September 23, 2019, <https://www150.statcan.gc.ca/n1/pub/75f0002m/75f0002m2019010-eng.htm> The tips and summary of conditions comes from Justine Levesque, Carter Sehn, Jordan Babando, John Ecker and Lonnie Embleton. Understanding the Needs of Workers in the Homelessness Support Sector. Hub Solutions. August 2021, 4, 46, 56, 72, <https://www.homelesshub.ca/sites/default/files/attachments/HubSolutions-Understanding-Needs-Oct2021.pdf> Also Mark Poskitt, Emergency Shelters: Staff Training, Retention and Burnout, undated, <https://housingresearchcollaborative.scarp.ubc.ca/files/2019/07/Emergency-Shelters-Staff-2019PLAN530-HSABC.pdf>; and Jeannette Waegemakers Schiff and Annette M. Lane, PTSD Symptoms, Vicarious Traumatization and Burnout in Front Line Workers in the Homeless Sector. *Community Mental Health*, 55, 2019. <https://link.springer.com/article/10.1007/s10597-018-00364-7>
- ¹¹⁰ Phone conversation between Bill Johnston and Chrystal Wilson, June 28, 2022 and Community Resilience Initiative <https://criresilient.lmscheckout.com/Course/index>
- ¹¹¹ Joanna Astrid Miler, Hannah Carver, Rebecca Foster, Tessa Parkes. Provision of peer support at the intersection of homelessness and problem substance use services: a systematic ‘state of the art’ review. *BMC Public Health* 20, 641 (2020), 2. <https://bmcpublihealth.biomedcentral.com/articles/10.1186/s12889-020-8407-4#:~:text=Peer%20support%20refers%20to%20a,use%2C%20mental%20and%20physical%20health> and European Federation of National Organizations Working with the Homeless, Peer Support: A Tool for Recovery in Homelessness Services, 2, <https://www.feantsa.org/download/peer-support-policy-paper2951723577548485776.pdf>
- ¹¹² Miller et al, cited above, 10, and European Federation, 5.
- ¹¹³ Conversation with Chrystal Wilson and Bill Johnston, June 28, 2022.
- ¹¹⁴ Roxanne Egan-Elliott, “Neighbours welcome tiny-home residents with flowers, cookies, window signs,” *Times Colonist*, May 14, 2021, <https://www.timescolonist.com/local-news/neighbours-welcome-tiny-home-residents-with-flowers-cookies-window-signs-4689399>
- ¹¹⁵ Email from Chrystal Wilson to Bill Johnston June 26, 2022, and conversation with Chrystal Wilson, Dan Bednis, Bev Bednis and Bill Johnston, June 29, 2022.

- ¹¹⁶ Dignity Village, “Origins,” <https://dignityvillage.org/history/origins/>; Eric Weissman and Nigel Dickson, cited above, 12-18; Eric Weissman, *Tranquility on the Razor’s Edge* (Oakville: Rock’s Mills Press, 2017), 234-245.
- ¹¹⁷ Michael Dear and Jurgen Von Mahs, “Housing for the Homeless, by the Homeless and of the Homeless,” a chapter in Nan Ellin, ed., *Architecture of Fear* (New York: Princeton Architectural Press, 1997), 194-199, https://books.google.ca/books?id=v4OWo8r8lYsC&pg=PA309&lpg=PA309&dq=Michael+Dear+and+Jurgen+von+Mahs,+%E2%80%9CHousing+for+the+homeless,+by+the+homeless,+and+of+the+homeless,%E2%80%9D+a+chapter+in+Nan+Ellin,+ed.,+Architecture+of+Fear&source=bl&ots=PqLyWVArf2&sig=ACfU3U1eIBO9e-6GjnY2IR_tjZVdua_BLQ&hl=en&sa=X&ved=2ahUKEwiTldyG7Nr4AhVchIkEHVxvDEM06AF6BAGCEAM#v=onepage&q=Michael%20Dear%20&f=false; Cathleen Dicker, “Ted Hayes,” *Los Angeles Times*, February 1, 1987, <https://www.latimes.com/archives/la-xpm-1987-02-01-me-577-story.html>; The quote about autonomy is from Penelope McMillan and Lucille Renwick, “Domes put a roof of hope over homeless,” *Los Angeles Times*, November 6, 1993, <https://www.latimes.com/archives/la-xpm-1993-11-06-mn-53973-story.html>; Rong-Gong Lin II, “A Dream dies as Dome Village is dismantled,” *Los Angeles Times*, October 29, 2006, <https://www.latimes.com/archives/la-xpm-2006-oct-29-me-dome29-story.html#:~:text=It%20began%20in%201993%20as,a%20freeway%20onramp%2C%20is%20ending>; Catherine Neilan, “Alternatives to Hostels: No. 2—Dome Village, USA,” *The Pavement Magazine*, May 20, 2009, <https://www.thepavement.org.uk/stories/307>
- ¹¹⁸ Eric Weissman and Nigel Dickson, 84, 132-3; Lucille Renwick, “Genesis I: Despite a rocky first year, Downtown’s dome village has become a viable alternative to more rigid shelters,” *Los Angeles Times*, November 26, 1994, <https://www.latimes.com/archives/la-xpm-1994-11-26-me-1663-story.html>
- ¹¹⁹ Anson Wong, et al, “Combatting Homelessness in Canada,” cited above, 7.
- ¹²⁰ An Evaluation of Dignity Village, 24-25.
- ¹²¹ Emily Leickly et al (March 2022), 2.
- ¹²² Emily Leickly et al (March 2022), 2.
- ¹²³ Interview with Nadine Green, May 19, 2022, with Dan Bednis and Bill Johnston.
- ¹²⁴ Rotary Pathways Transitional Community, Program Participant Agreement, Revision 7, February 15, 2022, and email from Peter Harrison to Bill Johnston, June 24, 2022.
- ¹²⁵ Emily Leickly et al, (March 2022), 12-13
- ¹²⁶ Email from Tony D’Amato Stortz to Bill Johnston, April 26, 2022.
- ¹²⁷ Email to Bill Johnston from Debbie Kramers, March 21, 2022.
- ¹²⁸ Residents’ agreement and interview with Cathy Mingo and Beck Carlow, June 17, 2022.
- ¹²⁹ Catherine Mingoya, cited above, 77.
- ¹³⁰ The Housing and Dignity Project: The Village, The East Oakland Collective, Dellums Institute for Social Justice/Just Cities, *Housing Oakland’s Unhoused: Community-Based Solutions to House all of Oakland’s Unhoused Now*, October 2018, <https://static1.squarespace.com/static/55c573a9e4b014e7aace0627/t/5c05c5b9b8a04584587afacc/1543882173544/12.3.2018+FINAL+Housing+Oakland%27s+Unhoused+Oct+2018.pdf>
- ¹³¹ Interview by Bill Johnston with Debbie Kramers, March 21, 2022, and email from Debbie Kramers to Bill Johnston, March 21, 2022. Google maps for distances.
- ¹³² Conversation with Chrystal Wilson, June 29, 2022.
- ¹³³ Email from Peter Harrison to Bill Johnston, June 24, 2022.
- ¹³⁴ Emails from Trish Campbell to Bill Johnston, June 21 and 28, 2022.
- ¹³⁵ Daliah Singer, “Cheap, Fast, but Temporary: The Mixed Results of Tiny Homes for Homeless People,” *Bitterroot: The West’s Magazine*, April 26, 2019, <https://bitterrootmag.com/2019/04/26/cheap-fast-but-temporary-the-mixed-results-of-tiny-homes-for-homeless-people/>

-
- ¹³⁶ City of Hamilton, “Proposal by Hamilton Alliance for Tiny Shelters (HSC22015), a report to the Emergency and Social Services Committee, February 17, 2022, 5-6, <https://pub-hamilton.escribemeetings.com/filestream.ashx?DocumentId=310187>
- ¹³⁷ City of Kitchener, Special Council Minutes, July 6, 2020, 71, <https://lf.kitchener.ca/WebLinkExt/DocView.aspx?id=1853534&page=1&searchid=d35a9ac8-98dd-4c59-88e5-ab173a63b290>
- ¹³⁸ Interview by Bill Johnston with Jeff Willmer June 10, 2022.
- ¹³⁹ City of Kingston, Report to Council Number 22-145, “Sleeping cabins—Short-term locational analysis,” May 17, 2022, cited above, 3.
- ¹⁴⁰ Interview with Debbie Kramers, March 21, 2022.
- ¹⁴¹ City of Victoria Development Trackers for 940 Caledonia Avenue, and 953 and 963 Green Street, Temporary Use Permit and Development Permit, both approved by council March 18, 2021, <https://tender.victoria.ca/webapps/ourcity/Prospero/Details.aspx?folderNumber=TUP00017>
- ¹⁴² Robert Barron, “City of Duncan gives green light to homeless cabins on Trunk Road,” *Lake Cowichan Gazette*, December 16, 2021, <https://www.lakecowichangazette.com/news/city-of-duncan-gives-green-light-to-homeless-cabins-on-trunk-road/> and City of Duncan, Temporary Use Permit application, TUP-2021-01, https://duncan.ca/wp-content/uploads/dlm_uploads/2021/12/TUP-Draft-Permit-610-Trunk.pdf
- ¹⁴³ Interview by Bill Johnston with John Stevens, Pastoral Life and New Evangelization Manager, Archdiocese of Halifax-Yarmouth, who oversaw the tiny cabins project, March 22, 2022
- ¹⁴⁴ City of Vancouver, Report Back, cited above, 5.
- ¹⁴⁵ Sharon Lee, “Tiny house villages in Seattle: An efficient response to our homelessness crisis,” *Shelterforce*, March 15, 2019, <https://shelterforce.org/2019/03/15/tiny-house-villages-in-seattle-an-efficient-response-to-our-homelessness-crisis/>
- ¹⁴⁶ City of Victoria, Committee of the Whole Report for the meeting of March 4, 2021, Temporary use permit application No. 00017 and Development Permit with variances application No. 000591 for 940 Caledonia Avenue and 953 and 963 Green Street, 3, <https://pub-victoria.escribemeetings.com/FileStream.ashx?DocumentId=64919>
- ¹⁴⁷ “Ask Me Anything” Zoom conversation with Chrystal Wilson and a resident, Marsha, April 28, 2022.
- ¹⁴⁸ Ginger Segel, Tiny Houses: A Permanent Supportive Housing Model: A White Paper, *Community Frameworks*, March 2015, 4, https://wssjkitsap.files.wordpress.com/2018/03/tiny-homes-white-paper-march-2015-reduced_size.pdf
- ¹⁴⁹ Interview by Bill Johnston with Megan Kriger, May 18, 2022. Dimensions of the cabins from “The Village,” Cowichan Housing Association, <http://cowichanhousing.com/village/> Dimensions for the first cabins, Frances Bula, “B.C.’s tiny homes show big promises for homeless,” *Globe and Mail*, January 29, 2021, <https://www.theglobeandmail.com/canada/british-columbia/article-bcs-tiny-houses-show-big-promise-for-homeless/>
- ¹⁵⁰ Current Results: Weather and Science Facts, Victoria and Hamilton temperature averages by month, <https://www.currentresults.com/Weather/Canada/British-Columbia/Places/victoria-temperatures-by-month-average.php> and <https://www.currentresults.com/Weather/Canada/Ontario/Places/hamilton-temperatures-by-month-average.php>
- ¹⁵¹ Pallet Shelters, “Shelter 64,” <https://palletshelter.com/products/shelter-64/>
- ¹⁵² Longworth, cited above, 72.
- ¹⁵³ Kathryn Blaze Baum, “Feeling the heat: As global temperatures continue to rise, an Ottawa lab is leading research into how the human body responds,” *Globe and Mail*, June 11, 2022, A13.
- ¹⁵⁴ “Shelter 64,” Pallet Shelters, <https://palletshelter.com/products/shelter-64/>; City of Vancouver, “City of Vancouver pilots Tiny Shelter project to address homelessness,” February 9, 2022, <https://vancouver.ca/news-calendar/city-of-vancouver-pilots-tiny-shelter-project-to-address-homelessness.aspx>; and Krista Evans (2020)

Tackling homelessness with Tiny Houses: An inventory of tiny house villages in the United States, *The Professional Geographer*, 72:3, Table 4, <https://www.tandfonline.com/doi/full/10.1080/00330124.2020.1744170>

¹⁵⁵ U.S. Department of Energy, “Cool Roofs,” <https://www.energy.gov/energysaver/cool-roofs>; PV Heating and Air, “Does attic insulation keep you cool in summer?” <https://www.pvhvac.com/blog/does-attic-insulation-keep-you-cool-in-summer>; “Which climates are suitable for shipping container buildings,” *Discover Containers*, December 21, 2019, <https://www.discovercontainers.com/suitable-climates-shipping-container-homes/>

¹⁵⁶ City of Mississauga, Adequate Temperature By-law 0110-2018, <https://www.mississauga.ca/wp-content/uploads/2019/06/17163141/Adequate-Temperature-By-law-0110-2018.pdf>; Ted Fraser, “Air-conditioning, renting and your rights: An expert explains the rules,” *Toronto Star*, July 9, 2020, <https://www.thestar.com/news/gta/2020/07/09/air-conditioning-renting-and-your-rights-an-expert-explains-the-rules.html>; Kathryn Blaze Baum, June 10, 2022, cited above, A14;

¹⁵⁷ City of Duncan, Draft Temporary Use Permit No. TUP-2021-01, 3, <https://duncan.civicweb.net/document/159930/Attachment%20A%20-%20Draft%20TUP-2021-01.pdf?handle=F19BBB2840CC434F92F3330B19609E04>

¹⁵⁸ Ginger Segel, *Tiny Houses: A Permanent Supportive Housing Model: A White Paper*, *Community Frameworks*, March 2015, 4, https://wssjkitsap.files.wordpress.com/2018/03/tiny-homes-white-paper-march-2015-reduced_size.pdf

¹⁵⁹ City of Hamilton “Hamilton Emergency Shelter Standards,” Appendix B in “Blueprint for Emergency Shelter Services (CS09015),” a report to the Emergency and Community Services Committee, April 9, 2009, <http://www2.hamilton.ca/NR/rdonlyres/B376FB73-D8FD-40D1-A364-2E9083C10822/0/Apr22Item71CS09015ReportBlueprintEmergencyShelters.pdf> City of Toronto, *Toronto Shelter Standards*, 2015, 61, https://www.toronto.ca/wp-content/uploads/2018/12/9547-A1600035_TSS_FinalDraft_V3_Dec4_Blue_SimpleAccessible_updated2.pdf City of Ottawa, *Emergency Shelter Standards*, October 2005, <https://app06.ottawa.ca/calendar/ottawa/citycouncil/hrssc/2005/11-17/ACS2005-CPS-HOU-0014%20doc1.htm> Ottawa’s toilet requirement is one toilet for every 15 residents, period.

¹⁶⁰ Ontario Health Protection and Promotion Act, R.R.O. 1990, Regulation 568, *Recreational Camp*, 14(3), <https://www.ontario.ca/laws/regulation/900568> The new regulation, 503/17, doesn’t set a number. <https://www.ontario.ca/laws/regulation/170503>

¹⁶¹ Our Place, “Tiny Homes Village, 940 Caledonia St. Opened May 2021,” <https://www.ourplacesociety.com/how-we-help/housing/> and interview with Jeff Willmer June 10, 2022.

¹⁶² Weissman and Dickson, 42 and interview with Nadine Green May 18, 2022.

¹⁶³ Interview with Jeff Willmer and email to Bill Johnston from Jeff Willmer, June 14, 2022; and “Update—City of London 2020-2021 Winter Response Program for Unsheltered Individuals,” report to the Community and Protective Services Committee meeting, April 20, 2021, 4, <https://pub-london.escribemeetings.com/filestream.ashx?DocumentId=80164> and interview with Debbie Kramers March 21, 2022.

¹⁶⁴ Mingoya, 82

¹⁶⁵ City of Hamilton, “Open Air Burning Permit,” <https://www.hamilton.ca/emergency-services/fire/open-air-burning-permit>

¹⁶⁶ City of Victoria, Report from the March 4, 2021 Committee of the Whole Meeting,” 9, 12, 31, <https://pub-victoria.escribemeetings.com/filestream.ashx?DocumentId=65592>

¹⁶⁷ Interview by Bill Johnston with a former city of Hamilton outreach worker, March 31, 2022.

¹⁶⁸ Stephen Luoni, “Permitting a Homeless Transition Village: Transactions between the informal and the formal,” *The Plan Journal* 4(1), 141, 2019, https://web.archive.org/web/20200306221212id/http://www.theplanjournal.com/system/files/articles/TPJ_V4_I_1_Luoni_1.pdf

¹⁶⁹ Interview with Debbie Kramers, March 21, 2022.

-
- ¹⁷⁰ Email from Debbie Kramers to Bill Johnston, March 21, 2022.
- ¹⁷¹ Interview by Bill Johnston with a former city of Hamilton outreach worker, March 31, 2022.
- ¹⁷² Greater Victoria Coalition to End Homelessness, Caledonia Tiny Homes Village, Frequently Asked Questions, <https://victoriahomelessness.ca/tinyhomes/#toggle-id-2>
- ¹⁷³ Interview by Bill Johnston with Shelley Cook, April 26, 2022.
- ¹⁷⁴ Email to Bill Johnston from Tony D’Amato Stortz, April 18, 2022, and interviews by Bill Johnston with Nadine Green on May 18, 2022, and Jeff Willmer on June 10, 2022.
- ¹⁷⁵ Interview with Nadine Green, May 19, 2022.
- ¹⁷⁶ Ashley Espinoza, “Harbour neighbours weigh in on Portsmouth sleeping cabins project,” *Kingstonist*, December 22, 2021, <https://www.kingstonist.com/news/harbour-neighbours-weigh-in-on-portsmouth-sleeping-cabins-project/>
- ¹⁷⁷ City of London, Report to Community and Protective Services Committee, “Update—City of London 2020-2021 Winter Response Program for Unsheltered Individuals,” April 20, 2021, 3, <https://pub-london.escribemeetings.com/filestream.ashx?DocumentId=80164> and email to Bill Johnston from Debbie Kramers, March 21, 2022.
- ¹⁷⁸ “The Village” Temporary Use Permit Application, 610 Trunk Rd., City of Duncan Special Council meeting, Monday December 13th [2021], presented by Shelley Cook, ED, Cowichan Housing Association, Shayne Williams, CEF, Lookout Housing and Health Society, and Lee King, director of Operations Vancouver Island Lookout Housing and Health Society, <https://duncan.civicweb.net/document/159934/Applicant%20Presentation%20-%20CHA%20TUP%20Village%20Project%206.pdf?handle=777E4E6C6AF54FFDA2EDF9D8E07ADF6B>
- ¹⁷⁹ City of Vancouver, “Report Back: Creating a Tiny Shelter Pilot Project,” report to the Standing Committee on City Finance and Services, January 25, 2022, <https://council.vancouver.ca/20220209/documents/cfsc3.pdf>
- ¹⁸⁰ Email from Peter Harrison to Bill Johnston, June 24, 2022.
- ¹⁸¹ Interview with Jeff Willmer, June 10, 2022.
- ¹⁸² Phone conversation between Bill Johnston and Chrystal Wilson, June 28, 2022.
- ¹⁸³ Interview with Debbie Kramers, March 21, 2022.
- ¹⁸⁴ Victoria: Greater Victoria Coalition to End Homelessness, Caledonia Tiny Homes Village, Frequently Asked Questions, <https://victoriahomelessness.ca/tinyhomes/#toggle-id-2>
- ¹⁸⁵ Lyndsey Denton (2016) Social Traditions and the Built Form: The Tiny-House Village Model for Chronically Homeless Americans. Traditional Dwellings and Settlements Working Paper Series Volume 284, 48. https://www.academia.edu/36995929/Social_Traditions_and_the_Built_Form_The_Tiny-House_Village_Model_for_Chronically_Homeless_Americans
- ¹⁸⁶ Interviews with Nadine Green and Jeff Willmer, May 19 and June 10, 2022.
- ¹⁸⁷ Government of Canada, “Safer supply,” last modified March 17, 2022, <https://www.canada.ca/en/health-canada/services/opioids/responding-canada-opioid-crisis/safer-supply.html>
- ¹⁸⁸ Conversation with Chrystal Wilson, June 29, 2022.
- ¹⁸⁹ Interview with Nadine Green, May 19, 2022.
- ¹⁹⁰ Interview by Bill Johnston with Debbie Kramers, March 21, 2022.
- ¹⁹¹ Pedro Arrais, “Victoria’s Tiny Town: How a collection of shipping containers became a community,” *Victoria Times Colonist Islander*, April 17, 2022, 4, <https://www.timescolonist.com/islander/victorias-tiny-town-how-a-collection-of-shipping-containers-became-a-community-5272341>
- ¹⁹² Duncan: “Harm reduction...” Statements by Shelley Cook, Executive Director, Cowichan Housing Association, in Duncan, Temporary Use Permit Emergency Shelter Application, Cowichan Housing Association, November 15, 2021, Appendix G: engagement Summary Report, 13, 14,

<https://duncan.civicweb.net/document/159931/Attachment%20B%20-%20TUP%20Application%20Package.pdf?handle=9F192D54067947F1A99B41486AB3397D>

¹⁹³ Email from Peter Harrison to Bill Johnston, June 24, 2022.

¹⁹⁴ Leickly et al (March 2022), 11

¹⁹⁵ Conversation with Chrystal Wilson and Bill Johnston, Bev Bednis and Dan Bednis, June 29, 2022.

¹⁹⁶ Weissman and Dickson, 173.

¹⁹⁷ Interview with Nadine Green, May 19, 2022.

¹⁹⁸ “Ask Me Anything” Zoom conversation with Chrystal Wilson, April 28, 2022, and conversation with Chrystal Wilson, June 29, 2022.

¹⁹⁹ City of London, “Winter Response Program... December 23, 2020, cited above, and City of London, “Winter Response,” last updated January 17, 2022, <https://getinvolved.london.ca/winterresponse>

²⁰⁰ Pedro Arrais, “Victoria’s Tiny Town,” cited above, 6.

²⁰¹ Interview with Megan Kriger, May 18, 2022.

²⁰² City of Kingston, Report to Council Number 22-145, “Sleeping cabins—Short-term locational analysis,” May 17, 2022, cited above, 11.

²⁰³ Email to Bill Johnston from Debbie Kramers, March 21, 2022.

²⁰⁴ Interview by Bill Johnston with Beck Carlow and Cathy Mingo, June 17, 2022.

²⁰⁵ Interview by Bill Johnston with Debbie Kramers, March 21, 2022.

²⁰⁶ Interview by Bill Johnston with Beck Carlow and Cathy Mingo, June 17, 2022.

²⁰⁷ Interview by Dan Bednis and Bill Johnston with Nadine Green at the site, May 19, 2022.

²⁰⁸ “Ask Me Anything” Zoom conversation with Chrystal Wilson and a resident, Marsha, April 28, 2022, and May 19, 2022 interview with Green.

²⁰⁹ Email from Tony D’Amato Stortz to Bill Johnston, April 26, 2022.

²¹⁰ Email to Bill Johnston from Debbie Kramers, March 21, 2022.

²¹¹ Michael Liu and Stephen W. Hwang (2021) Comment: Health Care for Homeless People. Nature Reviews Disease Primers 7. <https://www.nature.com/articles/s41572-020-00241-2.pdf>

²¹² James Kennedy, Godwin Arku and Even Cleave (2017) The Experiences of Front-line Service Providers of Housing First Programme Delivery in Three Communities in Ontario, Canada. International Journal of Housing Policy, Vo. 17, No. 3. 407

²¹³ Sharanjit Uppal, “A Portrait of Canadians Who Have Been Homeless,” Statistics Canada, March 14, 2022, <https://www150.statcan.gc.ca/n1/pub/75-006-x/2022001/article/00002-eng.htm>

²¹⁴ Erin Dej, *A Complex Exile: Homelessness and Social Exclusion in Canada* (Vancouver: UBC Press, 2020) and Carmen Groleau, “Young women often feel alone, isolated as they move from homeless to housed: WLU research,” CBC News, February 27, 2022, <https://www.cbc.ca/news/canada/kitchener-waterloo/erin-dej-wilfrid-laurier-loneliness-isolation-young-women-abla-tsulo-ywca-1.6361547> Also the abstract of Ines Campo Ferreiro, Josep Maria Haro Abad, and Maria Assumpta Rigo Cuadra (2020) Loneliness in Homeless Participants of a Housing First Program: Outcomes of a Randomized Controlled Trial. Journal of PsychoSocial Nursing Vol. 59, No. 3.

²¹⁵ Chrystal Wilson Facebook post, March 28, 2022 <https://www.facebook.com/groups/ourlivablesolutions>

²¹⁶ “Ask Me Anything” Zoom conversation with Chrystal Wilson and a resident, Marsha, April 28, 2022

²¹⁷ Tony D’Amato Stortz, Hamilton Alliance for Tiny Shelters Persons with Lived Experience Report, April 7, 2022.

²¹⁸ “Ask Me Anything” Zoom conversation with Chrystal Wilson.

²¹⁹ Longworth, 73.

- ²²⁰ Roshan Abraham, “San Francisco upgrades tent village to tiny home community,” *Next City*, October 28, 2021, <https://nextcity.org/urbanist-news/san-francisco-upgrades-tent-village-to-tiny-home-community>
- ²²¹ Email to Bill Johnston from Debbie Kramers, March 23, 2022.
- ²²² Interview by Bill Johnston with Shelley Cook, April 26, 2022.
- ²²³ Pedro Arrais, “Victoria’s Tiny Town,” cited above, 7.
- ²²⁴ Preston Mulligan, “Archdiocese of Halifax-Yarmouth to keep 20 tiny homeless shelters open this summer,” cited above.
- ²²⁵ Anson Wong, et al, “Combatting Homelessness in Canada,” cited above, 9.
- ²²⁶ “Tiny House Villages: A Crisis Solution to Homelessness,” a presentation by Sharon Lee, November 26, 2018, updated May 2019. Transcription from the video of the presentation at <https://www.youtube.com/watch?v=whTvQsH3fM> and Sharon Lee, “Tiny house villages in Seattle: An efficient response to our homelessness crisis,” *Shelterforce*, March 15, 2019, <https://shelterforce.org/2019/03/15/tiny-house-villages-in-seattle-an-efficient-response-to-our-homelessness-crisis/>
- ²²⁷ Natalie Bicknell Angerious, “Advocates debate tiny house villages’ role in reducing homelessness,” *The Urbanist*, October 11, 2021, <https://www.theurbanist.org/2021/10/11/tiny-house-villages-debate/>
- ²²⁸ Ryan Finnigan, “The Growth and Shifting Spatial Distribution of Tent Encampments in Oakland, California, the *Annals of the America Academy of Political and Social Science*, January 2021, 288, 298, <https://journals.sagepub.com/doi/pdf/10.1177/0002716221994459>
- ²²⁹ “Community Engagement” in *Our Livable Solutions, Sleeping Cabins Pilot Project Proposal for Portsmouth Olympic Harbour*, December 2, 2021, 6-7, <https://docs.google.com/document/d/1w0A7RrteGF4gvFb5SbLrJTgCMNPGHJe7hQWiuYvYvg/edit#heading=h.o25v07twsean> and International Association for Public Participation, “Core Values for the Practice of Public Participation,” <https://www.iap2canada.ca/foundations>
- ²³⁰ Notes from Ontario Greenbelt Alliance Webinar From NIMBY to YIMBY, with Kevin Eby, June 9, 2022.
- ²³¹ “Ask Me Anything” Zoom conversation with Chrystal Wilson, April 28, 2022.
- ²³² Interview by Bill Johnston with Shelley Cook, April 26, 2022, and Duncan Temporary Use Permit Emergency Shelter Application, from Cowichan Housing Association, November 15, 2021, 4-5, <https://duncan.civicweb.net/document/159930/Attachment%20A%20-%20Draft%20TUP-2021-01.pdf?handle=F19BBB2840CC434F92F3330B19609E04>
- ²³³ Notes Caledonia Tiny Homes Village Community Advisory Committee (CAC) Meeting, March 22, 2022, <https://docs.google.com/document/d/18iJlxb29j73ju2yOAXCs-SPTJ35AvWSd/edit>
- ²³⁴ *Beloved Community Village Evaluation, Final Report*, October 2020, cited above, 54-5.
- ²³⁵ An Evaluation of Dignity Village, Kristina Smock Consulting, February 2010, 27.
- ²³⁶ Duncan Temporary Use Permit Emergency Shelter Application, Cowichan Housing Association, November 15, 2021, Appendix G: Engagement Summary Report, 20, <https://duncan.civicweb.net/document/159931/Attachment%20B%20-%20TUP%20Application%20Package.pdf?handle=9F192D54067947F1A99B41486AB3397D>
- ²³⁷ Leickly et al, (March 2022), 12-13
- ²³⁸ Anson Wong, et al, “Combatting Homelessness in Canada,” cited above, 9.
- ²³⁹ BC Housing Research Centre, *Tiny Homes—An Alternative to Conventional Housing*, 2021, 107, <https://www.bchousing.org/research-centre/library/housing-forms-designs/tiny-homes&sortByType=sortByDate>
- ²⁴⁰ Mingoya, 78.
- ²⁴¹ Notes Caledonia Tiny Homes Village Community Advisory Committee (CAC) Meeting, May 27, 2021 and July 27, 2021, https://npna.ca/wp-content/uploads/2021/06/2021.05.25_TinyHomesCAC_MEETING_NOTES.pdf and <https://drive.google.com/file/d/1AczHzmAvwalfcEIOrtB-yGoU8-Q3kSv/view>

-
- ²⁴² Krista Evans (2022) An examination of perceptions and preferences for tiny house villages for the homeless in Missouri, *International Journal of Housing Policy*, <https://www.tandfonline.com/doi/pdf/10.1080/19491247.2022.2072661>
- ²⁴³ Mingoya, 72-3, 83
- ²⁴⁴ Lived Experience Coalition, Press Release, September 14, 2021, https://kcrha.org/wp-content/uploads/2021/09/LEC-FINAL-PRESS-RELEASE_TINY-HOME-VILLAGES.pdf
- ²⁴⁵ Kalya Robbins, "Tiny houses, big dangers for homeless people," *Invisible People*, April 18, 2022, <https://invisiblepeople.tv/tiny-houses-big-dangers-for-homeless-people/>
- ²⁴⁶ Giles Bruce, "Tiny homes, big dreams: How some activists are reimagining shelter for the homeless," February 6, 2022, NPR, <https://www.npr.org/sections/health-shots/2022/02/06/1077791467/tiny-homes-big-dreams-how-some-activists-are-reimagining-shelter-for-the-homeless>
- ²⁴⁷ Michele Allan, "Sleeping cabins for Kingston's homeless fall short, critics say," *CBC News*, April 21, 2022, <https://www.cbc.ca/news/canada/ottawa/kingston-sleeping-cabins-temporary-expensive-1.6423244> and Brigid Goulem, "New pilot project to support people transitioning from homelessness," *Kingston Whig-Standard*, February 7, 2022, <https://www.thewhig.com/news/local-news/new-pilot-project-to-support-people-transitioning-from-homelessness>
- ²⁴⁸ Michael Elizabeth Sakas, "While Denver's Tiny Homes for the Homeless Help, They May not be a City-sized Solution," *CPR News*, May 15, 2019, <https://www.cpr.org/2019/03/15/while-denvers-tiny-homes-for-the-homeless-help-they-may-not-be-a-city-sized-solution/>
- ²⁴⁹ Sarah Hall, "Are tiny homes a solution to unsheltered homelessness? It depends," *Invisible People*, April 1, 2022, <https://invisiblepeople.tv/are-tiny-homes-a-solution-to-unsheltered-homelessness-it-depends/>; Nadia Romero, "Are tiny house encampments the answer to homelessness?" *Fox13 News Seattle*, March 8, 2017, <https://www.q13fox.com/news/are-tiny-house-encampments-the-answer-to-homelessness>; and Barbara Poppe and Associates, *Tiny Homes: A step forwards or backwards in solving homelessness? Perspectives from USA*, 2018 FEANTSA Policy Conference, *Future Challenges for the Homeless Sector in Europe*, 15, <https://www.feantsa.org/download/feantsa-tiny-homes-b-poppe-june-20181661981174463112677.pdf>
- ²⁵⁰ Alina Turner, *Performance Management in a Housing First Context: A guide for community entities*, Homeless Hub Paper #8, 2015, <https://www.homelesshub.ca/sites/default/files/attachments/CEGuide-final.pdf>
- ²⁵¹ Government of Canada, "Housing First," <https://www.canada.ca/en/employment-social-development/programs/homelessness/resources/housing-first.html>