

Integrated impact assessment (IIA)

Title of proposal
Policy framework for flipping temporary accommodation
Purpose of proposed work
All Scottish local authorities have a statutory duty under the Housing (Scotland) Act 1987 to provide temporary accommodation to people who are homeless or threatened with homelessness, until such time as permanent accommodation has been secured. In the context of the policy framework, 'flipping' means the conversion of an occupied temporary tenancy into a permanent tenancy. The policy provides a framework for when and how flipping should be considered. It sets out how flipping could support positive outcomes for households and priority groups that would be considered for flipping, balanced with the need to have enough temporary accommodation to ensure the Council can meet its statutory homelessness duties. Flipping Council-owned temporary accommodation to permanent accommodation is identified as a medium to long-term action within the wider investment strategy. The short-term focus is to increase temporary accommodation capacity to a level where compliance with statutory homelessness duties can be achieved and maintained. Decisions on the timing and scale of flipping homes to settled accommodation must be looked at as part of wider asset management goals and financial implications for the General Fund and Housing Revenue Account. The financial implications of flipping are not included within the 10-year budget framework agreed through the 2026/27 budget process. The IIA therefore considers flipping in relation to: • the policy approach to flipping more homes from temporary to permanent accommodation being a medium to longer term activity due to ongoing homelessness pressures and • the proposed priority groups for flipping set out in the policy principles. In the policy, the following household groups have been identified who may benefit most from their temporary accommodation being flipped to a permanent tenancy: • Families with children, particularly where it would benefit the child's wellbeing/education support. • Some households with Gold priority whose current accommodation is suitable for their longer-term needs as potential priority groups. • Households who have fled domestic abuse and feel safe in current accommodation (with risk assessment undertaken). • Those approved for the Housing First programme who are residing in a Council-owned temporary accommodation property.

Lead officer, name, job title, service and department
Gillian Donohoe, Senior Housing Development Officer, Housing & Homelessness, Place
Additional colleagues: name, job title, service and department
Andrew McCloskey, Senior Housing Development Officer, Housing & Homelessness, Place Jill Thomson, Housing and Homelessness Strategy Manager, Housing & Homelessness, Place Paul Hepburn, Temporary Accommodation Manager, Housing & Homelessness Access, Place
Date
10 August 2026
Briefly describe public involvement in this proposal to date and planned
At the point of implementing flipping on a larger scale, the Council will involve the affected occupants in temporary accommodation about any plans for flipping.

Impacts

1 Equality impacts

We want to ensure our proposals are fair for everyone. Consider potential positive and negative impacts of your proposal on groups/people with [protected characteristics](#). Assessment of impact means we consider the needs of everyone with an “intersectional lens.” This means looking at the impact that different protected characteristics and other factors can have on people.

Consider if your proposal will help:

- prevent discrimination
- advance equal opportunities by reducing disadvantage and meeting different needs, and
- foster good relations by encouraging inclusion and understanding.

Consider if your proposal could impact on groups/people with protected characteristics. Tick all that apply

	Negative impact	Positive impact	No impact
1. Age		✓	
2. Disability		✓	
3. Gender reassignment		✓	
4. Marriage and civil partnership		✓	
5. Pregnancy and maternity		✓	
6. Race		✓	
7. Religion or belief		✓	
8. Sex		✓	
9. Sexual orientation		✓	
10. Care experienced children and young people		✓	

Use the text box below to describe the differential impacts you have identified on each of the groups/people with protected characteristics. Consider any intersectional impacts.

In terms of the household groups that have been identified who may benefit most from their temporary accommodation being flipped to a permanent tenancy (assuming the accommodation meets their long-term needs), the following impacts have been identified:

Age: Positive impact on children and young people if suitable temporary accommodation becomes their permanent home. This minimises further disruption in terms of moving and changing schools for example.

Pregnancy and maternity: positive impact as pregnant women would be given the same priority as families with children.

Disability: Positive impact on prioritising some households with Gold priority for flipping if the temporary accommodation meets their needs. Households with Gold priority are those who have been assessed as having mobility issues that mean they need ground floor or accessible accommodation.

Sex: Women are more likely to be homeless due to a violent or abusive household dispute so the proposal to prioritise flipping for households who have fled domestic abuse will positively impact women.

While specific positive impacts can be identified for the proposed priority groups, the impact could be positive for all protected characteristics as prioritising some groups doesn't mean there won't be flipping for other groups and people may fall into more than one protected characteristic. For example, LGBTQ+ young people could benefit from having temporary accommodation flipped to permanent housing.

In terms of prioritising people who have been approved for the **Housing First** programme who are residing in a Council-owned temporary accommodation property, this could be

relevant across intersectional protected characteristics as Housing First supports homeless people with multiple and complex needs. For those approved for Housing First, the individuals have an average of three support needs each, with drug and alcohol addictions and mental health being the most prevalent support needs. The Housing First tenancy sustainment rate in 2025/26 was 95.9%, excluding deaths this figure increased to 97.2%.

The sections above relate to impacts of the proposals to prioritise different household groups for flipping, when flipping is introduced on a larger scale in the medium to long term. While flipping can provide better outcomes for some households, it must be balanced against the need to ensure equitable access to permanent housing for all applicants on the housing register. Not all households living in suitable temporary accommodation will be appropriate for flipping.

The policy principles for flipping temporary accommodation outline that flipping can only be considered on a limited case-by-case basis at this time due to non-compliance with statutory homelessness legislation and the short-term focus on increasing temporary accommodation in the city to meet needs. The second part of the evidence section below presents information on homelessness and protected characteristics, demonstrating ongoing pressures in the city and the need to carefully consider the pace and timing of flipping temporary accommodation at scale in terms of potential negative impacts on homeless households more generally.

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Example: A proposal to increase charges will impact women more than men as we know women are more likely to be vulnerable to poverty. The [Gendered Nature of Poverty briefing note](#) provides an overview of this issue and why it matters.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

Evidence relating to prioritising some groups for flipping is shown below:

The proposal to prioritise flipping for **households with families (and pregnant women)** would positively impact children. In June 2026, over 6,000 households were living in temporary accommodation in Edinburgh, and this included over 2,000 households with children (CEC internal data). The Improvement Service report on Children's Rights and Homelessness in Scotland (2025) outlines that homelessness is far more than just a lack of physical shelter; it profoundly affects every aspect of a child's life, disrupting education, health, relationships and overall wellbeing, with lasting implications.

The proposal to prioritise flipping for **households who have fled domestic abuse** and feel safe in current accommodation will positively impact more women than men as women are more likely to be homeless due to a violent or abusive household dispute (Scottish Government homelessness statistics September 2025).

The proposal to prioritise flipping for **some households with Gold priority** would benefit people with disabilities whose temporary accommodation meets their needs and reflects the fact that it can be particularly difficult to find permanent accessible or wheelchair housing to meet needs of households with disabilities in Edinburgh. At mid-July 2026, 431 households had Gold priority (EdIndex data). 896 homeless households had a recorded 'physical disability' support need and just under half of these households were currently in temporary accommodation (CEC data).

As noted earlier, flipping could have a positive impact on all protected characteristics and there is intersection across protected characteristics. For example, risk factors which intersect with young age and increase the likelihood of homelessness are experiences of adverse childhood experiences, running away, truanting or being excluded from school, or identifying as lesbian, gay, bisexual or transgender (Preventing Homelessness in Scotland report from the Prevention Review Group February 2021). Moving from temporary to permanent accommodation can improve young people's mental health, safety, and stability. The 2021 LGBTQ+ Youth Homelessness report by AKT found that 92% of respondents said being homeless has had a negative impact on their mental health.

Homelessness data and pressures on temporary accommodation

As noted in the section above, the homelessness and housing pressures in Edinburgh mean that flipping too many temporary homes to permanent homes at this time could exacerbate the pressures. The Edinburgh-specific and national homelessness information below shows how homelessness can affect people in different protected characteristics and these can be intersectional.

The Council declared a Housing Emergency in November 2023, recognising the mounting housing pressures in the city. At this time there was around 7,000 households in Edinburgh without a permanent home, and around 5,000 households were in temporary accommodation, of which 1,300 households were in unsuitable accommodation. In June 2026, there were closer to 9,500 households with no permanent home, over 6,000 households living in temporary accommodation (including over 2,000 households with children), of which over 1,000 were in unsuitable accommodation.

The average length of time that homeless households spent in temporary accommodation increased from 428.5 days in 2024/25 to 447.9 days in 2025/26.

In 2025/26, there were 7,151 instances where the Council had failed to accommodate 2,260 households where there was a statutory duty to do so. This means the Council was in breach of legal obligations and open to legal challenges. This was an increase from 2024/25 where there were 2,472 instances affecting 1,026 households and 2023/24 where there were 1,450 instances affecting 550 households.

Homeless presentations in 2025/26 returned to levels last observed in 2011/12. In total the council received 4,501 homeless presentations.

Sex and Age

After near parity in 2016/17 to 2018/19, there has been a diverging trend with significantly more males being the lead applicant in a homeless presentation than females. In 2025/26, males made up 64.4% of homeless presentations, with females accounting for 35.6%.

Breaking this down further into gender by age bands, the largest number of homeless presentations in 2025/26 was in the males aged 25-34 years old age band (24.0%), followed by males aged 35-49 years (17.1%). Males aged 16-17 years (0.9%) made the fewest presentations, followed by females aged 16-17 years (1.4%). This has changed over the last few years, as historically the age band/gender with the largest percentage was males aged 35-49.

In 2025/26, single person households made up 75.6% of all homeless presentations. Of these, males were 55.1% and females were 20.5%. Single parents accounted for 12.7% of households, couples without children 3.6%, couples with children 4.5%, and other households (where there is an adult in the household who is not the main applicant or partner), 3.7%.

Whilst domestic ejection continues to be the primary **reason for presenting as homeless**, it has fallen as an overall percentage and is at the lowest it has been over the last 10-year period at 29.2%. This is in part because the Scottish Government introduced a new category 'Left Asylum/refugee accommodation' in 2025/26 to allow for the monitoring of the impact of refugees presenting as homeless.

The main reasons for households presenting as homeless in 2025/26 are as follows:

- Domestic Ejection – 1,316 cases / 29.2%
- Dispute Violent or Non-Violent – 899 cases / 20.0%
- Loss of tenancy – 849 cases / 15.5%
- Left Asylum/Refugee Accommodation – 475 cases / 10.6%

Ethnicity

In 2025/26, 41.1% of homeless presentations were made by 'White: Scottish/British/Irish' households; and 'White: Scottish' households accounted for 34.4% of the homeless presentations. This was against a backdrop of an Edinburgh population that was 71.4% 'White: Scottish/British/Irish' and 56.3% 'White: Scottish' in the 2022 census. 'Other' households including Arabs are the second largest ethnic group at 24.7%, followed by 'Black' households at 19.7%. In 2024/25, 'Black' households were still the third largest grouping, and accounted for 12.7% of all presentations.

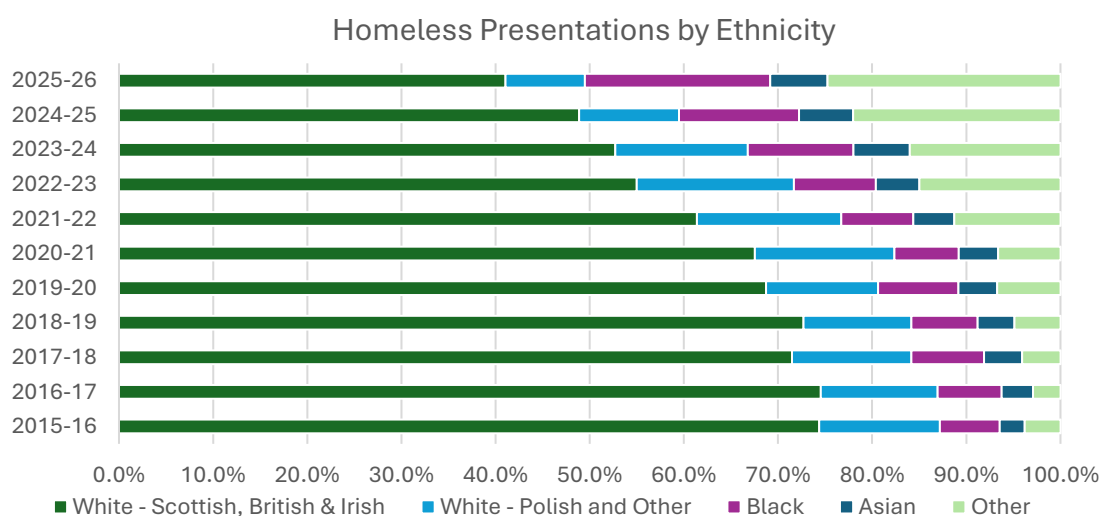


Chart 10: Homeless Presentations by Ethnicity – 2015-16 to 2025-26

In 2025/26, 47.1% of presentations were made by British nationals, 11.1% by European nationals and 41.9% by households from elsewhere in the world. This is the first year where British nationals have accounted for less than 50% of all the homeless presentations.

Sexual orientation

Although the intersection of sexual orientation and homelessness is not captured in Scottish Government data, the Scottish Government EQIA on the Housing (Scotland) Bill – Homelessness Prevention Duties June 2024 noted that most UK data shows that LGBTQ+ people are more likely to experience homelessness, including rough sleeping, than heterosexual people.

Gender reassignment

Although the Scottish Government does not as yet capture data on gender reassignment and homelessness, Stonewall has reported that one in four trans people in the UK have experienced homelessness at some point in their lives, and the Scottish Transgender Alliance Survey (2012) found that 19% of respondents had been homeless at some point in their lives, with 11% having been homeless more than once. These statistics evidence that trans status may have a disproportionate effect on likelihood of being homeless.

Care experienced children and young people

The Scottish Government EQIA on the Housing (Scotland) Bill – Homelessness Prevention Duties June 2024 also noted that care experienced children and young people and those leaving care are at much higher risk of homelessness or experiencing housing instability than their non-care experienced peers.

Please record any mitigating actions for any negative impacts identified, at Section 10 of this template

2 Human Rights impacts

The Council must act compatibly with Human Rights legislation. Think about what kind of impact the proposal may have on people in terms of [Human Rights](#). Use the text box below to describe which Human Rights Articles are relevant, which groups are affected and what the potential impacts are.

The Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights recognise the right to housing as part of the right to an adequate standard of living. The First Minister of Scotland's advisory group on human rights leadership published a report in December 2018 with recommendations aimed at ensuring Scotland is an international leader in building a rights-based society. This included a section on economic, social and cultural rights and the right to adequate housing. The proposal would have a positive impact on households who move from a temporary to a more permanent, secure tenancy suited to their needs.

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

In June 2026, over 6,000 households were living in temporary accommodation in Edinburgh. There would be a positive impact on households being given a tenancy that provides security of tenure in a home that meets their long-term needs.

Please record any mitigating actions for any negative impacts identified, at Section 10 of this template

3 Children's Rights impacts

The Council must act compatibly with Children's Rights legislation. Think about what kind of impact the proposal may have on children and young people in terms of [Children's Rights](#). Use the text box below to describe which Children's Rights Articles are relevant, which groups are affected and what the potential impacts are.

Children's rights ECHR Article 27 (adequate standard of living) states that every child has the right to a standard of living that is good enough to meet their physical and social needs and support their development. Governments must help families who cannot afford to provide this.

The policy framework for flipping temporary accommodation to permanent accommodation identifies families with children as one of the proposed priority groups for flipping. This is in line with the Scottish Government call for local authorities to consider flipping accommodation from temporary to permanent where appropriate, with a focus on families with children. The evidence section below describes the negative impacts of homelessness on children.

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

In June 2026, over 6,000 households were living in temporary accommodation in Edinburgh, and this included over 2,000 households with children.

Homelessness affects every aspect of a child's life, disrupting education, health, relationships and overall wellbeing, with lasting implications. There are multifaceted

impacts of homelessness on children's health, development, play, education, and life prospects (Report on Children's Rights and Homelessness in Scotland, 2025).

Please record any mitigating actions for any negative impacts identified, at Section 10 of this template

4 Socio-economic disadvantage impacts

The Council has a duty to consider how it can reduce inequalities of outcome caused by [socio-economic disadvantage](#), when making strategic decisions. However, to support the Council's Business Plan priorities, the Council considers it best practice to consider the potential impact that all relevant proposals may have on people experiencing socio- economic disadvantage and how inequalities of outcome can be reduced.

Consider if your proposal could impact on any of the below groups? Tick all that apply.

	Negative impact	Positive impact	No impact
Low income – cannot afford to maintain regular payments such as bills, food, clothing		✓	
Low/no wealth – enough money to meet basic living costs and pay bills but have no savings to deal with unexpected spends and no provision for the future		✓	
Material deprivation – being unable to access basic goods and services, ie home contents insurance, repair/replace broken electrical goods, warm winter coat		✓	
Area deprivation (including communities of interest and communities of place) – where you live, where you work, visit or spend a continuous amount of time can all have an impact ie rural areas, accessibility of transport, education and employment impact, people who have experienced homelessness and/or the asylum system, those who share an identity and/or protected characteristic		✓	
Socio-economic background – disadvantage that can arise from parents' education, employment and income, social class in other words.		✓	

Use the text box below to describe the impacts you have identified on each of the groups above, and how you can reduce inequalities of outcome?

As with previous sections, the impacts focus on groups prioritised for flipping from temporary to permanent accommodation, but the positive benefits could apply to all protected characteristics.

Low income – for households in a priority group who have their temporary accommodation flipped to permanent accommodation they would benefit from having the furniture and white goods remaining in the property, reducing some of the costs associated with setting up a new home. There would also be conversations with tenants about sustaining their tenancy, with support available on managing finances for example.

Low/no wealth – for households in a priority group who have their temporary accommodation flipped to permanent accommodation they would not necessarily see an increase in wealth but the stability of having a permanent home could have a positive impact on mental health and the ability to maintain employment.

Material deprivation – living in permanent accommodation may have a positive impact on how much control people feel they have on material goods within the home.

Area deprivation - One of the benefits of flipping homes from temporary to permanent is that it can reduce the upheaval of relocation where the household is already settled within the local community, helping maintain education, employment, health and support networks.

Socio-economic background – living in temporary accommodation can have a negative impact on life-chances, particularly for children.

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

Scottish Government's Ending homelessness together: updated action plan - October 2020 outlines that having a settled home is the best way to ensure people can live their lives with good health, wellbeing and a sense of community and belonging. A settled home acts as the foundation for a person to tackle an array of challenges including poverty, addictions, mental and health problems and avoiding offending and reoffending.

Please record any mitigating actions for any negative impacts identified, at Section 10 of this template.

5 Climate and nature impacts

The Council has a [duty](#) to reduce greenhouse gas emissions, adapt to the impacts of climate change, incorporate the principles of sustainability into decisions and actions,

and ensure a just transition (just transition only applies to climate mitigation or adaption projects).

Consider if your proposal could impact on any of the below? Tick all that apply.

	Negative impact	Positive impact	No impact
Climate Mitigation - opportunities to reduce greenhouse gas emissions			✓
Climate Adaptation - opportunities to prepare for future changes in our climate			✓
Just Transition – opportunities to ensure a fair shift to a low carbon economy that doesn't disadvantage people or increase inequality			✓
Nature Recovery Impacts			✓
Overall Sustainability			✓

Use the text box below to describe the impacts you have identified on each of the sections above and then consider how you can reduce greenhouse gas emissions, adapt to the impacts of climate change, incorporate the principles of sustainability into decisions and actions, and ensure a just transition. Also consider any cumulative effects of climate change on people.

N/A

Use the text box below to describe the impacts you have identified on nature.

N/A

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

N/A

Please record any mitigating actions for any negative impacts identified, at Section 10 of this template

6 Strategic Environment Assessment (SEA)

Could your proposal result in significant environmental effects? If yes, you may need to complete a Strategic Environment Assessment? Information is available on the [Scottish Government SEA website](#).

Yes	No
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7 Consumer Duty

The Council has a duty to consider consumers' interests when making strategic decisions. If this applies to your proposal, you may need to complete a [consumer duty impact assessment](#). Information is available on the [Consumer Scotland website](#).

Yes	No
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8 Communications

Record how you will communicate information about this proposal change to those with different communication needs using [inclusive communications guidance and resources](#).

The implementation of flipping temporary accommodation at scale will only be possible as a medium-term objective once homelessness pressures have reduced and temporary accommodation stock has increased sufficiently to achieve, and sustain, compliance with key legislative duties. At the point of implementation, further work will be done to communicate directly with households in temporary accommodation.

9 Contractors

Is any part of this proposal to be carried out wholly or partly by contractors and if so, how will equality, human rights, children's rights and climate and nature issues be addressed?

No

10 Actions

Record your actions in the table below. Actions may include:

- mitigations to reduce or eliminate negative impacts
- advancing equality of opportunity and fostering good relations
- addressing cumulative impacts
- collecting additional evidence
- financial implications
- risks

- any other actions.

Actions	Who will take them forward (name and job title)	Deadline for progressing	Review date (add name and job title)
Review IIA before flipping is introduced on a larger scale, gathering additional evidence on households in temporary accommodation	Jill Thomson, Housing & Homelessness Strategy Manager	2028/29	2028/29

11 Monitoring impact

Monitoring ensures that your proposal is effective and any issues are addressed.

Record your actions in the table below. Actions may include:

- how impacts on protected characteristics will be monitored, once the proposal has been introduced and implemented
- how IIA agreed actions will be monitored
- review process and timescales
- officer responsible.

Actions to monitor impact of proposal	Who will take them forward (name and job title)	Deadline for progressing	Review date (add name and job title)
Monitor tenancy sustainment rates for households in 'flipped' tenancies.	Jill Thomson (Housing and Homelessness Strategy Manager)	Initial assessment 2029 or 12 months after 'flipping' has taken place	December 2029 Jill Thomson (Housing and Homelessness Strategy Manager)

12 Next steps

Elected members must have access to IIAs in order to scrutinise them before making decisions. You must:

- share the IIA with them (this can be at draft stage for an APM meeting)

- complete the [committee report](#) with:
 - a summary of the identified impacts at section 7 of the committee report template: key policies
 - actions to address them at section 5 of the committee report template: next steps
- provide a link to the published IIA or attach as an appendix.

13 Quality assurance and approval

Complete the quality assurance checklist.

Send the quality assurance checklist and your completed IIA to your Head of Service for approval.

14 Authorisation

Name and title
Derek McGowan, Service Director
Date
13 August 2026

15 Publication

Send the approved IIA template to the relevant contact for publication. Ensure the title of the IIA is clear and concise, without acronyms and the content, layout and language style is [inclusive and accessible](#).

The City of Edinburgh Council:

- integratedimpactassessments@edinburgh.gov.uk to be published on the [Council website](#)

Edinburgh Integration Joint Board/Health and Social Care:

- sarah.bryson@edinburgh.gov.uk to be published on the [EH&SCP website](#)

Keep a copy of your template for a period of at least three years (longer if needed for business reasons).