Emergency food parcel distribution in Scotland: April 2022 – March 2023

Background

This factsheet reports on the number of emergency food parcels distributed by food banks in the Trussell Trust network during the period 1 April 2022 to 31 March 2023 inclusive. During this period, food banks in the Trussell Trust network in Scotland distributed parcels from 138 locations.¹

It is important to recognise that data from food banks in the Trussell Trust network is just one part of the picture of need across Scotland. There is a wide range of other emergency food provision that will be supporting people that is not captured in this parcel data. There are also many people who are food insecure who do not receive support from food banks.²

Key facts from the 2022/23 statistics

1. Food banks in the Trussell Trust network in Scotland have seen the highest levels of need ever

Food banks in the Trussell Trust network in Scotland distributed 259,744 emergency food parcels between 1 April 2022 to 31st March 2023, including 87,968 parcels for children. This is the most parcels that the network in Scotland has ever distributed in a financial year and represents a 30% increase from the same period in 2021/22.

“I have stopped leaving the house as I can no longer afford to go anywhere. I can’t afford fuel or public transport. I have cut down on everything yet still can’t afford to eat every day or pay all of my bills”

– Person claiming Universal Credit³

The record levels of need seen this year, represents a 50% increase in the number of parcels distributed by food banks in the Trussell Trust network in Scotland five years ago in 2017/18, with the increase in parcels for children greater still, at 57%.

These increases are important to note in the context of successive years where the levels of parcels distributed by food banks in the Trussell Trust network in Scotland have either fallen or not risen in line with the UK average. We know that much of the need in Scotland in recent years has been met

¹ The locations are not counted at a point in time. They are instead counted if they have distributed food parcels at any stage during the time period. Some will have opened, and some will have closed during this period. For reference there were 137 centres the previous year.
² The latest statistics from the Food and You 2 Survey (Wave 5, conducted between 26 April and 24 July 2022) stated that 20% of respondents were classified as food insecure, and 3% of respondents had used a food bank or other emergency food provider in the last 12 months. This survey covers England, Northern Ireland, and Wales only. Source: Food and You 2: Wave 5 (2023), Food Standards Agency, https://www.food.gov.uk/research/food-and-you-2/food-and-you-2-wave-5.
³ All quotes from people claiming Universal Credit in this factsheet are from an online survey by YouGov of 1,846 adults (18+) currently claiming Universal Credit. Fieldwork was carried out online and was undertaken 10-31 August 2022. The quote is from a person claiming Universal Credit who stated that they had gone without essentials or fallen behind on bills in the last three months in order to afford food and answered the follow-up question ‘What have you gone without or what bills have you fallen behind on in the last three months in order to afford food for yourself or your family?’. 
by the significant growth in other food aid available to people and not down to an overall decrease in need in Scotland.

The recent increases in need seen by food banks in Scotland reflect the clear impact that the rising cost of living is having on the people of Scotland, many of whom were already struggling because of the effect of the COVID-19 pandemic on financial resilience.

However, neither the Covid pandemic nor the cost-of-living crisis are the key drivers of need for food banks. Rather, they have exposed and exacerbated a longer-term crisis: that of a weakened social security system that is unable to protect people from the most severe forms of hardship, thereby forcing more people to the doors of food banks in Scotland.

“I’ve been saying ever since we opened the food bank that austerity has gone on so long that everyone has run out of reserves, well they’ve more than run out of reserves now”

– Food bank in the Trussell Trust network

We have also heard from food banks that, as we highlighted in our mid-year statistics (covering April-September 2022), more working people are needing to turn to food banks for support. Food banks across our network are reporting changes to opening hours, or operating practices, to ensure people who are working can access support outside of working hours.

“We are taking more and more referrals from working people, who ask if we can deliver [their food parcel] to a neighbour or family member as they are at work during the times we deliver”

– Food bank in the Trussell Trust network

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4 Quote from interviews with food banks in the Trussell Trust network in March 2023.
5 Our own data shows that one in five (20%) of people referred to food banks in the Trussell Trust network in mid-2022 were in working households. These figures are from our ongoing research project ‘Hunger in the UK’. Ipsos surveyed, 2,364 UK adults aged 18+ who had been referred to food banks within the Trussell Trust network between 01 April and 15 July 2022. Food banks were sampled across the UK, with questionnaires randomly distributed within food parcels. In total, 99 food banks participated in the study. Data are weighted to match the profile of UK adults referred to food banks in the Trussell Trust network. A working household is defined if the survey respondent state any of the following: that their main activity as being in work; they say they have any paid work; they say someone in their household is working.
6 Quote from interviews with food banks in the Trussell Trust network in March 2023.
2. The Scottish Child Payment may have had an impact on need, but it is still not enough

Food banks in Scotland distributed almost 90,000 parcels for children in 2022/23 – a 24% increase on the previous year. This represents the most parcels ever provided for children in Scotland by food banks in the Trussell Trust network in a financial year.

However, Scotland saw a smaller percentage increase in the number of parcels provided for children from November 2022- March 2023 in comparison with the same period in 2021/22 than Northern Ireland, Wales or England. There was a 17% increase in Scotland compared to 42% in England.

This may suggest that the extension of eligibility for Scottish Child Payment from aged 6 to age 16, and the £5 increase to £25 a week, that was introduced in November 2022, has made an impact.

While the extension of eligibility for the Scottish Child Payment, and the £5 increase to the amount received, have been welcome steps by the Scottish Government, our statistics show that the Scottish Child Payment does not go far enough in ensuring low-income families are able to afford the essentials. Analysis by IPPR Scotland estimates that the Scottish Child Payment needs to be £40 a week for the Scottish Government to meet its interim child poverty targets in 2023/24, one of which is to ensure that fewer than 18% of children live in relative poverty, and 14% of children live in absolute poverty.\(^7\) With food banks in the Trussell Trust network in Scotland providing more parcels for children than ever before this year, immediate action needs to be taken to ensure the Scottish Child Payment is fit for purpose in reducing child poverty in Scotland.

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3. Winter was particularly challenging for people, with December seeing a similar level of need to the first month of the COVID-19 pandemic in Scotland

In our mid-year statistics (covering April-September 2022), we reported that food banks in our network were braced for even further significant increases in need as families tried to manage the increasing costs that winter brings amidst a cost-of-living crisis. Over the last six months we have seen this prediction borne out, with food banks in the Trussell Trust network in Scotland facing their most challenging winter to date.

December 2022 was the second busiest month on record at food banks in the Trussell Trust network in Scotland, following April 2020. This month saw 27,078 parcels distributed which is a similar level of need to that seen in April 2020 when the UK was plunged into lockdown and food banks in Scotland saw the previous biggest spike they had ever faced. Further, this December there has been an 18% increase from December 2021.

“I already have days where there is no gas or electricity in the property, and we already skip meals and go without basic items. I am worried that this is going to happen more often and on a lot more days of the month”

– Person claiming Universal Credit

Similar levels of need have continued throughout the winter months. January has witnessed even greater increases than the previous year, with 24,943 parcels distributed this marks a 36% increase from January 2022. February saw a 27% increase (24,021 parcels distributed) and March a 26% increase (26,268 parcels distributed) on the previous year, with March being the second busiest month for food banks in the Trussell Trust network in Scotland this year.

“This year it has been really hard, you know, we see peaks and troughs of demand but this year, when running our monthly stats, most months I was saying sadly we’ve reached a new level that we never wanted to reach”.

– Food bank in the Trussell Trust network

4. The November Cost of Living Payment appears to have offered some short-term protection for people on low incomes, however levels of need increased shortly after

This financial year the UK government has provided two Cost of Living Payments to people in receipt of means tested benefits owing to low income. These were distributed in July 2022 and November 2022. Our data shows that at the time each of these Cost of Living Payments were distributed, there was a short-term reduction in need at food banks in the Trussell Trust network.

9 From an online survey by YouGov of 1,846 adults (18+) currently claiming Universal Credit. Fieldwork was carried out online and was undertaken 10-31 August 2022. The quote is in response to the question ‘What are you most worried about with the cost of living crisis this winter?’.

10 Quote from interviews with food banks in the Trussell Trust network in March 2023.
As noted in our mid-year statistics, in the month the first Cost of Living payment was paid out, food banks in our network in Scotland distributed 15,210 parcels—significantly lower than any previous month in that year (albeit still 7% higher than the same month in 2021). The impact of this was short-term however, with levels of need quickly rising again, with food banks in the Trussell Trust network in Scotland recording their busiest ever August.

The second Cost of Living payment was distributed 8-30 November 2022. Winter months are generally when the highest level of need is seen at our network of food banks. In the last five years we have seen a month by month rise from October to December (when the number of parcels distributed peaks), with levels remaining high throughout January.

Analysing the data, we can see that there was a small decrease between October (20,275) and November (19,719) of 3%. This is the first time, when looking across five years of data, that food banks in the Trussell Trust network have seen a decrease in parcels distributed between October and November, with last year seeing a 20% increase between these months.

However, as in July when need dipped and then surged in August, the same pattern was seen in the winter, with need rising after the payments in November and peaking in December. Going into December, food banks in the Trussell Trust network in Scotland saw a 37% increase on usage rates from November, a similar trend seen in previous years.

These findings are in line with patterns seen in demand for other services across the UK, with Citizens Advice reporting a dip in the number of referrals they made to food banks in England and Wales in July 2022, which was shortly followed by increases and reached record levels in January 2023.\textsuperscript{11}

The fact that these periods of respite from the Cost of Living payments were short lived shows that one-off payments are unable to make a lasting difference when people’s regular income (from social security and from work) is just too low to enable people to afford the essentials.

5. 62,000 people used a food bank in the Trussell Trust network in Scotland for the first time in the last 12 months

Over the last 12 months, more than 29,000 families\textsuperscript{12} have been forced to turn to food banks in the Trussell Trust network in Scotland for the first time. This represents a 25% increase in the number of families using a food bank in the network for the first time compared to the same period in 2021/22. These families include over 62,000 people.

This is representative of the increasing numbers of people experiencing financial hardship due to the cost of living crisis and supports wider sector research into the impact of the crisis on low-income families in Scotland. Polling by YouGov, on behalf of Christians Against Poverty Scotland, found that almost a third of adults in Scotland had skipped meals and almost half had gone without heat at some point this winter.\textsuperscript{13}

\textsuperscript{11} Citizens Advice cost of living data dashboard, 21.03.2023, Citizens Advice, https://public.flourish.studio/story/1775087/
\textsuperscript{12} At the Trussell Trust we define any household as a family, this means that when we talk about families here, they could be individuals living alone, single parents, or multi-generational households.
\textsuperscript{13} Cost of living: two thirds of local communities see an increase in poverty (national) (2023), Christians Against Poverty, https://capuk.org/news-and-blog/cost-of-living-two-thirds-of-local-communities-see-an-increase-in-poverty-national
6. The increase in need for emergency food parcels in 2022/23, in comparison to last year, has been seen across the UK

Looking across England, Northern Ireland, Scotland, and Wales, all areas of the UK experienced an increase in the distribution of emergency food parcels during this financial year (2022/23). Wales experienced the largest percentage increase (41%), followed by England (37%), Scotland (30%) and Northern Ireland (29%). Looking back longer term, Northern Ireland has experienced the largest percentage increases in the distribution of emergency food parcels since the pre-pandemic year of 2019/20 (80%) and in comparison, to five years ago (2017/18, 141%).

Table 1: Percentage change in number of parcels distributed in the Trussell Trust network by nation and region 2017/18 – 2022/23

<table>
<thead>
<tr>
<th>Nations and Regions</th>
<th>Increase from last year (2021/22)</th>
<th>Increase from first year of pandemic (2020/21)</th>
<th>Increase from pre-pandemic year (2019/20)</th>
<th>Increase from five years ago (2017/18)</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Kingdom</td>
<td>37%</td>
<td>16%</td>
<td>56%</td>
<td>120%</td>
</tr>
<tr>
<td>England</td>
<td>37%</td>
<td>16%</td>
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<td>85%</td>
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<tr>
<td>Northern Ireland</td>
<td>29%</td>
<td>2%</td>
<td>80%</td>
<td>141%</td>
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</table>

7. Need is particularly high in certain regions and nations of the UK

Across the UK there has been an increase in the number of parcels distributed since the same period last year; however, this increase is greater in some areas than others.

When we adjust for population size, Wales is the largest distributor of parcels across the regions and constituent countries of the UK (see map below) in 2022/23. Wales has distributed the most or second most parcels per 100,000 since 2018/19. This is followed by the North East of England, which is the second largest distributor of parcels across the regions and constituent countries of the UK. This finding supports wider sector data on the level of poverty and the child poverty rate in these areas.

Looking at the population adjusted figures for Scotland, it is the fourth largest distributor of parcels across the regions and constituent countries of the UK with 4,740 parcels distributed per 100,000

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14 These population adjusted figures have been calculated using Census 2021 data for England, Wales and Northern Ireland. For Scotland, mid-2021 population estimates were used. The distribution of parcels per 100,000 has been calculated by dividing the total number of parcels distributed by the population and multiplying by 100,000. When interpreting rate per 100,000 it is important to keep in mind that parcel stats represent the volume of parcels distributed not the number of unique people that have received a parcel. It is important to note that the prevalence of other emergency food provision in a region will impact on the number of Trussell Trust food banks in these areas.

15 This information is calculated using the relevant ONS population estimates for the corresponding year from mid-2018, 2019, 2020 and 2021 to look at the distribution of parcels per 100,000 population.

16 JRF’s analysis of official poverty statistics (from the Household Below Average Income series 2020/21), shows that the North East has the highest poverty rate out of all the nations and regions (26%) and that Wales has the highest poverty rate among the four constituent countries of the UK (24%). Source: UK Poverty 2023: The essential guide to understanding poverty in the UK (2023), Joseph Rowntree Foundation, https://www.jrf.org.uk/report/uk-poverty-2023

17 The North East had the highest rate of child poverty of anywhere in the country (38%) in 2020/21. The child poverty rate has also increased markedly in Wales between 2018/19 and 2020/21, whereas the headline rate of child poverty across the UK fell during 2020/21 (primarily as a result of the temporary £20 a week uplift to Universal Credit). Source: Local indicators of child poverty after housing costs, 2020/21 (2022), Centre for Research in Social Policy Loughborough University, https://endchildpoverty.org.uk/child-poverty/
people in 2022/23. Analysis of these statistics over a longer time period, looking back to 2018/19, the population adjusted figures for Scotland have been consistently high with Scotland being in the top four distributors of parcels across the regions and constituent countries of the UK except for the pandemic year 2020/21.

Parcels in 2022/23 per 100,000 of the population

8. Food banks are not just facing a change to operations due to an increase in food parcel distribution, they are also supporting people facing deepening hardship and distress

Food bank staff and volunteers are providing a critical service supporting their communities and have repeatedly adapted their operational practices to meet the level and nature of need for emergency food in their local areas.

As we reported in our mid-year statistics, food banks, which historically have primarily relied upon donated food, had to spend almost twice as much on food as they did the previous year April – September 2022 to meet the need they are seeing amongst people facing financial hardship. Further, almost a third (29%) of food banks in the Trussell Trust network reported in our September
Survey that they have accessed or rented additional warehouse space to store both food or other items between September 2021 and August 2022 in order to meet increasing demand.  

“This year we’ve spent nearly £7000 on food…two years ago we spent nothing”.

– Food bank in the Trussell Trust network

Food banks in the Trussell Trust network are not solely providing emergency food on an increasing scale, they are also providing additional support to address the root causes of financial hardship, with many food banks offering, or signposting to, debt advice and benefits advice. These services are essential in supporting people to maximise their income and ensure people are receiving their correct benefit entitlement. However, despite this support, food banks have told us that for many people coming to their doors, their incomes remain insufficient to meet the cost of essentials.

“Since the start of 2022, we have seen a steady increase in people both in work and out of work who are simply unable to manage on the money they have. Unfortunately, we are seeing an increase in people who have exhausted the traditional routes of increasing income etc. but are simply just not getting enough to get by.”

– Food bank in the Trussell Trust network

We have also heard from food banks that they are not only supporting more people, but that the people they are supporting are facing deepening hardship and distress. The depth of hardship experienced by people on the lowest incomes this year (bottom 20% of the income distribution) has been highlighted by the Joseph Rowntree Foundation (JRF). Their survey found that more than half of households on the lowest incomes in the UK (55%) reported in November 2022 that they had gone without three or more types of essentials over the past 6 months. Other research has highlighted the negative impact the cost-of-living crisis has had on mental and emotional health and wellbeing, particularly for households living on a low-income.

Food banks have expressed deep concern over the depth of hardship experienced by people they have been supporting, particularly over the winter months:

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18 The research is based on an online survey by the Trussell Trust of 171 food banks in the Trussell Trust network across the UK. Fieldwork was undertaken from the 8th September – 14th October 2022 and the survey was distributed through multiple methods across the Trussell Trust food bank network.

19 Quote from interviews with food banks in the Trussell Trust network in March 2023.

20 This quote is from an online survey by the Trussell Trust of 171 food banks in the Trussell Trust network across the UK. Fieldwork was undertaken from the 8th September – 14th October 2022 and the survey was distributed through multiple methods across the Trussell Trust food bank network.


22 The ‘Cost of Living Crisis’ and its effects on health: A qualitative study from the UK (2022), Williams, S.N, & Dienes, K, https://doi.org/10.31234/osf.io/tr4yf
“Especially over the winter people [referred to the food bank] were starving, they were freezing, they had no heating, they didn’t have access to a kettle or a microwave. We had to work out whether or not some people could receive a standard food parcel or whether we needed to give a no cook or a low cook [parcel]”.

– Food bank in the Trussell Trust network

“The food options people have been cooking have been more limited, whereas before people would have in their pantries items that make things tastier like stock cubes or mixed herbs…. now people have nothing left in their cupboards”.

– Food bank in the Trussell Trust network

Food bank staff and volunteers have had to make adaptations and operational changes this year in order to meet significant increases in need. They are also both witnessing and supporting people through increasingly distressing circumstances. The resilience, strength, and persistence of food banks in supporting their communities to access emergency food, signposting people to further support, and providing a warm and welcoming space for people to be heard will continue, but they are exhausted.

“Saying it’s been really hard doesn’t seem to quite do it justice...It has always been an emotional place to work you know with highs and lows, you see two sides, you see our amazing volunteers and such a great wealth of community support and it really buoys you up to see how the community comes together to support people. But then on the other side when people come to us, they are often coming at the lowest points of their lives, or they’re working through something really challenging”.

– Food bank in the Trussell Trust network

9. The majority of people in Scotland think that food banks should not be needed in the UK

Food banks are stepping in to provide food to people who can’t afford to buy food, and other essentials for themselves. However, food banks are neither the right nor sustainable response to people going without essentials because their incomes are too low.

The Trussell Trust’s long-term goal to end the need for food banks is one that the general public agree with. Polling by YouGov on behalf of the Trussell Trust suggests that the public are increasingly concerned with issues related to poverty and hunger in Scotland. The majority of people in Scotland

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23 Quote from interviews with food banks in the Trussell Trust network in March 2023.
24 Ibid.
25 Ibid.
(82%) think that food banks should not be needed in the UK, with a strong majority agreeing (94%) that everyone should be able to buy enough food for themselves and their family.26

When it comes to how poverty and hunger can be solved, people in Scotland are largely in agreement that food banks do not solve the root causes of poverty (88%), with a strong assertion that the Scottish Government are responsible for keeping people out of poverty in Scotland (66%).

What this means for policy

Rising food bank need demonstrates more and more people are going without the essentials

“The level of benefits, especially benefits for people who are sick and disabled, needs to be high enough for people to live...at the moment they’re not high enough for people to even exist and there is an enormous difference between existing and living”.

– Food bank in the Trussell Trust network27

Food bank need is driven by acute poverty, known as destitution. People are forced to turn to food banks when they cannot afford the essentials, we all need to stay warm, dry, and to feed ourselves.

Inadequate social security is the main driver of food bank need and there is a known link between issues with the social security system and food bank use.28 This was the case prior to the pandemic, with the erosion of our social security system being a key driver in the alarming rise in destitution and increasing numbers of people going without the essentials prior to the onset of the COVID-19 pandemic. Between 2017-2019 destitution levels increased by 54% in the UK.29 Since then, the pandemic and the rising cost of living have pushed overstretched budgets to breaking point. Without a precedent for what social security should be pegged to, the value of Universal Credit has been allowed to erode over time and is now at its lowest ever level as a proportion of average earnings, with almost half of households seeing their payments reduced even further due to a range of deductions and caps.30

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26 Polling undertaken by YouGov Plc. The total sample size in Scotland was 1028 adults. Fieldwork was undertaken between 24 August and 13 September 2022. The survey was carried out online. The figures have been weighted and are representative of all adults in Scotland.

27 Quote from interviews with food banks in the Trussell Trust network in March 2023.


“We spoke to a man last week who has been living off £90 a month for the last 6 months due to deductions on his Universal Credit. He actually said I am really struggling; I don’t know what to do. How can a benefits system that is supposed to be there to support people when they are in need, and make them feel safe and secure, be so extreme to leave somebody with £90 a month to live on?”

– Food bank in the Trussell Trust network

In 2022/23 food banks in the Trussell Trust network have distributed more emergency food parcels than ever before. This has built upon both long-term increases in levels of need and the substantial increase in need seen in the first year of the COVID-19 pandemic, as the number of people supported through Universal Credit doubled.\textsuperscript{32} The statistics set out in this report provide further evidence of the cost of an eroded and inadequate social security system as more and more people are being forced to turn to emergency food as they are unable to afford the essentials.

That this situation is continuing to worsen is alarming. Turning the tide on destitution must be a priority for the UK and Scottish Governments over the coming years through the actions we set out below.

This can change: we’re calling for the UK government to Guarantee our Essentials

The Trussell Trust is calling on the UK government to embed in our social security system the widely supported principle that, \textit{at a minimum, Universal Credit should protect people from going without essentials}. Developed in line with public attitude insights and focus groups, this policy would enshrine in legislation:

\begin{itemize}
  \item a. an independent process to regularly determine the Essentials Guarantee level, based on the cost of essentials (such as food, utilities and vital household goods) for the adults in a household (excluding rent and council tax);
  \item b. that Universal Credit’s standard allowance must at least meet this level; and
  \item c. that deductions (such as debt repayments to government, or as a result of the benefit cap) can never pull support below this level.
\end{itemize}

The UK Government would be required to set the level of the Essentials Guarantee at least annually, based on the recommendation of the independent process. However, our analysis indicates that it would need to be at least £120 a week for a single adult and £200 for a couple.

For more information on the Essentials Guarantee see our policy report here.

\textsuperscript{31} Quote from interviews with food banks in the Trussell Trust network in March 2023.

\textsuperscript{32} The number of people supported through social security, a key indicator of underlying need, doubled from 3 million in March 2020 to more than 6 million in March 2021. Source: People on Universal Credit (2022), DWP, Stat-Xplore.
We know the journey towards a UK without the need for food banks will involve change in other areas including work, housing, mental health and more. We will have more to say on this – and the action that can be taken by governments, employers, communities and individuals to help bring about the changes needed – over the coming year. We urge the UK Government to follow the lead of the Scottish Government and commit to delivering a UK wide action plan to end the need for food banks.

The Scottish Government must do more to support people facing financial hardship

The Scottish Government must also use all its powers and resources to address financial hardship, tackle poverty and end destitution in Scotland. Building on its track record of increasing the Scottish Child Payment from £10 a week to £25, and the extension to all children under 16 from November 2022, we urge the Scottish Government to take further action to deliver immediate and direct cash support to households:

1. Fulfil its commitment to develop, publish and implement a national plan to end the need for food banks in Scotland.

2. Ensure all social security benefits delivered by the Social Security Scotland are uprated in line with inflation, including Adult and Child Disability Payments and the Scottish Child Payment.


4. Increase the level of the Scottish Child Payment from £25 to £40 a week, as recommended in our Tackling Child Poverty & Destitution research.

5. Take concerted action to reduce the cost of living for low-income households by extending free childcare, tackling precarious work, pausing public debt recovery and promoting a living wage.

6. Recommitting to and accelerating efforts to create a Minimum Income Guarantee in Scotland.

7. Support the introduction of an Essentials Guarantee by the UK Government.