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

Background

This factsheet reports on the number of emergency food parcels distributed by food banks in the Trussell Trust network in Wales during the period 1 April 2022 to 31 March 2023 inclusive. During this period, food banks in the Trussell Trust network in Wales distributed parcels from 150 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 Wales. 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 Wales have seen the highest levels of need ever, even superseding the pandemic heights

Food banks in the Trussell Trust network in Wales distributed 185,320 emergency food parcels between 1 April 2022 to 31st March 2023, including 69,683 parcels for children. This is the most parcels that the network in Wales has ever distributed in a financial year and represents a 41% increase from the same period in 2021/22.

The need seen in this 12-month period is even greater than that seen by the network in the first year of the COVID-19 pandemic. During the financial year 2020/21, food banks in the Trussell Trust network saw record levels of need as the impact of redundancies, reduction to incomes, and the income shocks of moving from employment to social security that many households experienced took hold. The increases seen in 2022-23 represent a 26% increase in the number of parcels distributed in Wales, on this turbulent year (2020/21).

“The children are fed but my husband and I rarely are. I’ve not paid my water bill but by the end of the month I’m going to have to stop paying another bill as food prices are rising fast. Unfortunately, if they run out then that’s it until Monday, even with no lights on and tech kept to a minimum. I’m handwashing everything outside in buckets to save money. It’s stupid with three kids.” – Person claiming Universal Credit³

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 140 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
If we look back longer term, the level of need seen at food banks in the Trussell Trust network in Wales this financial year is 36% higher than the pre-pandemic year 2019/20. Further, the record levels of need seen this year is 85% higher than the amount distributed by food banks in the Trussell Trust network five years ago in 2017/18. This significant growth in need is higher for children with the number of parcels provided for children almost doubling (93%) over the five-year period between 2017/18 and 2022/23.

“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 Credit

These levels of need are part of a longer-term trend which pre-dates the cost of living crisis, and even the COVID-19 pandemic. While these two events have had a major impact on food bank need, they are not the main cause. 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.

“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 the UK 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”

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?’.

Ibid.

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

6 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.
2. **There have been some important policy interventions by the Welsh Government and the UK Government that may have prevented even higher levels of need in Wales**

Throughout this financial year, the Welsh Government have implemented a package of measures to support people with the cost-of-living crisis. This has included the Winter Fuel Support Scheme, a one off £200 cash payment to eligible households, paid between October – end of March 2023 and a £4m fuel voucher scheme, targeted at people with pre-payment meters and households not connected to mains gas, operational from October 2022 – end of March 2023. Further, there is a phased roll out of free school meals to all primary school children due for completion by 2024, with universal access for reception classes in place from September 2022, and provision of free school meals (either through food or direct cash payments) to families throughout the school holidays up until the end of February 2023.

The UK government also provided a Cost of Living payment to millions in the UK in July and November 2022.

As noted in our mid-year statistics, in the month the first Cost of Living payment was paid out (July 2022), food banks in our network in Wales distributed 10,569 parcels—significantly lower than any previous month in that year (albeit still 8% 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 Wales recording their busiest ever August.

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7 Quote from interviews with food banks in the Trussell Trust network in March 2023.
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. The second Cost of Living payment was distributed 8-30 November 2022 and the first payment for the Winter Fuel Support scheme was made on the 28 October 2022. Analysing the data, we can see that whilst the distribution of the Cost of Living Payment and the Winter Fuel Support scheme has not managed to entirely change this trend, the rise in November was less marked than we would normally expect.

In 2022-23 there was a 2% increase from October (13,518) to November (13,767) in the distribution of food parcels in the Trussell Trust network in Wales, which is lower than any other October to November increase since 2017/18, outside of the first year of the pandemic. Further, November saw the second lowest percentage increase in Wales, after July, albeit still seeing a 20% rise in comparison to the same month in the FY 2021/22.

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. Prior to the pandemic, there was an increase of around 50% between November and December usage rates for food banks in the Trussell Trust network in Wales, this was around 70% during the first year of the pandemic and in 2021/22. In 2022-23 there was a 79% increase between these months.

Together, this indicates that cash payments may make a difference on levels of food bank need, however the fact that these impacts were short lived demonstrates 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.

3. Winter was particularly challenging for people, with December seeing record levels of parcel distribution in Wales

In our mid-year statistics (covering April-September 2022), we reported that food banks in our network in Wales 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 facing their most challenging winter to date.

December 2022 was the busiest month on record at food banks in the Trussell Trust network in Wales. December 2022 saw 24,662 parcels distributed which is nearly 6,000 more than in April 2020 when the UK was plunged into lockdown and food banks saw a surge in need. Alarming,ly, December 2022 saw a 26% increase compared to December 2021, the previously recorded busiest month seen across food banks in the Trussell Trust network in Wales. Further, December 2022 saw a 29% increase from the same month in the first year of the pandemic (December 2020) and a 42% increase from pre-pandemic levels (2019).
“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

“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

Similar levels of need have continued throughout the winter months across the Trussell Trust network in Wales, with stark increases when compared with the same months in 2022. January 2023 saw 17,484 parcels distributed, marking a 48% increase from January 2022. February 2023 saw a 65% increase (17,456 parcels distributed) and March a 72% increase (21,528 parcels distributed) on the previous year, with March 2023 being the second busiest month, following December 2022, for food banks in the Trussell Trust network in Wales this year.

4. Over 56,000 people used a food bank in the Trussell Trust network in Wales for the first time in the last 12 months

Over the last 12 months, more than 24,000 families have been forced to turn to food banks in the Trussell Trust network in Wales for the first time. This represents a 37% increase in the number of families using food bank in the network in Wales for the first time compared to the same period in 2021/22. These families include over 56,000 people.

This is representative of the increasing numbers of people experiencing financial hardship in Wales due to the cost-of-living crisis and supports wider sector research on the impact of the crisis. The Bevan Foundation’s Snapshot of Poverty in February 2023 showed that large numbers of people are going without the essentials in Wales. With four in ten (39%) people going without heating in their home, and one in four (24%) eating smaller meals or skipping meals in their entirety.

5. 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

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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.

11 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.

experienced the largest percentage increase (41%), followed by England (37%), Scotland (30%) and Northern Ireland (29%).

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>
<td>65%</td>
<td>135%</td>
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<tr>
<td>Scotland</td>
<td>30%</td>
<td>16%</td>
<td>9%</td>
<td>50%</td>
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<tr>
<td>Wales</td>
<td>41%</td>
<td>26%</td>
<td>36%</td>
<td>85%</td>
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<tr>
<td>Northern Ireland</td>
<td>29%</td>
<td>2%</td>
<td>80%</td>
<td>141%</td>
</tr>
</tbody>
</table>

6. When adjusting for population size, Trussell Trust food banks in Wales distribute more food parcels than any other Trussell Trust area

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\(^{13}\), Wales is the largest distributor of parcels across the regions and constituent countries of the UK (see map in 2022/23 - note that this represents a comparison to other Trussell Trust food banks but does not represent the full picture of food aid across the country. By this metric, Wales has distributed the most or second most parcels per 100,000 since 2018/19.\(^{14}\) This finding supports wider sector data on the level of poverty in Wales. The Joseph Rowntree Foundation’s (JRF) analysis of official poverty statistics (from the Household Below Average Income series 2020/21), shows that Wales has the highest poverty rate among the four constituent countries of the UK, with almost one in four (24%) people in poverty.\(^{15}\) 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).\(^{16}\)

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\(^{13}\) 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 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 and the number of parcels distributed by these food banks.

\(^{14}\) This information is calculated using the relevant DNS population estimates for the corresponding year from mid 2018, 2019, 2020 and 2021 to look at the distribution of parcels per 100,000 population.


\(^{16}\) 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/
7. 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 across the UK, 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 in the UK 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 to meet increasing demand.¹⁷

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

– Food bank in the Trussell Trust network¹⁸

¹⁷ 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.

¹⁸ Quote from interviews with food banks in the Trussell Trust network in March 2023.
Food banks in the Trussell Trust network in Wales 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:

“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

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19 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.


21 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/tr4xf

22 Quote from interviews with food banks in the Trussell Trust network in March 2023.
“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 to meet significant increases in need. They also are 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

8. The majority of people in Wales 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 Wales. The majority of people in Wales (81%) 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.25

There has also been a shift in the extent to which people believe that hunger could affect someone they know, with the majority of the public in Wales stating that hunger could affect someone they know (65%), significantly greater than two years prior in 2020, when less than half (45%) agreed with this statement.

23 Ibid.
24 Ibid.
25 Polling undertaken by YouGov Plc. The total sample size in Wales was 581 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 Wales.
When it comes to how poverty and hunger can be solved, people in Wales are largely in agreement that food banks do not solve the root causes of poverty (85%), with strong assertion that the Welsh Government are responsible for keeping people out of poverty in Wales (62%).

**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 network

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. 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. 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.

"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

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26 Quote from interviews with food banks in the Trussell Trust network in March 2023.
30 Quote from interviews with food banks in the Trussell Trust network in March 2023.
In 2022/23 food banks in the Trussell Trust UK 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 in the UK.\(^{31}\) 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 Welsh 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, 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:

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);

b. that Universal Credit’s standard allowance must at least meet this level; and

c. that deductions (such as debt repayments to government, or as a result of the benefit cap) can never pull support below this level.

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](#).

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.

**The Welsh Government can do more to support people facing financial hardship**

Over £400m is spent in Wales on a range of means tested schemes that are largely devolved, complementing the support offered by the UK system.

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\(^{31}\) 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. People on Universal Credit (2022), DWP, Stat-Xplore.
The key principles we are calling for in relation to a Welsh Benefits system are:

1. **Develop a national plan to reduce and prevent the need for emergency food aid**

2. **Child Poverty Strategy**

   We welcome the work currently underway by the Welsh Government to refresh the Child Poverty Strategy and look forward to receiving the draft strategy later in the month. We would call on the Government to ensure a delivery plan is developed to sit alongside the final strategy to support implementation and ensure impact can be measured.

3. **Implement the Bevan Foundation’s recommendations on a common approach to Welsh benefits**

   A recent report commissioned by the Bevan Foundation on the feasibility of establishing a Welsh Benefits System highlights there are several actions that Welsh Govt could take to establish comprehensive arrangements for Welsh benefit claimants. We support its recommendation that an implementation group comprising of those currently delivering the grants and allowances, and other experts, is established to take these actions forward.

   There are some immediate gains to be won. Making better use of data could boost uptake of several grants and allowances (as outlined in the report), providing some relief to very hard-pressed households in a cost-of-living crisis. We support Bevan Foundation’s call that the Welsh Government should work with its partners to act upon them as a matter of urgency.

4. **Ensure solutions are developed with people with lived experience**

5. **Support the introduction of an Essentials Guarantee by the UK Government**