

THENEED FOR FOOD BANKS

GENERAL ELECTION MANIFESTO 2024

SUMMARY

It is not right that anyone should need to use a food bank because they can't afford to eat and pay bills. However, in 2024 food bank need is at an historic high.

In the past year, food banks in the Trussell Trust network distributed more than 3.1 million emergency food parcels – the highest number in our history. This includes more than 1.1 million parcels for children, and is almost double the number of parcels distributed five years ago (a 94% increase).1

This is a record to be ashamed of, and the public will judge the next government on whether it succeeds in reversing this tide. 79% of the UK public agree that poverty in the UK is a big problem. 74% believe that it is the UK government's responsibility to change this.²

Such high levels of hardship are damaging our nation's health, holding back our economy, and harming the prospects of our young people. It is only through building a society where everyone can afford the essentials that we can unlock the potential in our communities.

People need to access food banks because they don't have enough money for the essentials. But all of this can change. We know what's needed to end the need for food banks, and we know that it is achievable if we make the right decisions.

It's 2024, and we're facing historic food bank need. As we approach the next UK general election, we urgently need to hear how parties will build a future where no one needs a food bank to survive. Urgent reform of our social security system, which currently isn't even providing enough support for people to afford the essentials. is critical. Introducing an 'Essentials Guarantee' into **Universal Credit would ensure** that everyone has a protected minimum amount of support to afford the essentials.

Building a future without the need for food banks will require a UK-wide effort across all levels of government and society. Cross-government action and a new partnership between government at every level is needed, as well as partnerships between civil society, businesses, employers, and communities. As we prepare for the General Election, the UK Government has many of the most important powers to turn the tide of hardship facing our communities. It is vital that the UK Government meets its responsibilities, as this will allow other parts of society to play their part.



OUR PRIORITIES FOR THE NEXT UK GOVERNMENT

Building a future without the need for food banks requires establishing an Essentials Guarantee in the social security system, ensuring that people's incomes cover the cost of living, while supporting the wellbeing of everyone who needs its help. We can do this by:

Establishing an Essentials Guarantee legal minimum in Universal Credit.

This would embed in legislation the principle that, at a minimum, Universal Credit should protect people from going without essentials, such as food and bills. This should be based on an independent process to regularly determine the Essentials Guarantee level, based on the cost of essentials. This proposal enjoys widespread support, with 72% of the general public in favour.³

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Taking swift action to dramatically reduce the amount that the UK Government can claw back from people's Universal Credit payments through deductions. Delivering an Essentials Guarantee should begin by introducing a protected minimum amount in the system at a starting level which would limit the amount that the Universal Credit standard allowance can be reduced by from the current 25% to 15%. Alongside this, debt repayments to central government should be capped at a maximum of 5%.

Everyone should be able to get the right support at the right time, especially when times are tough, through:

3

A long-term and cash-first approach to local crisis support, to help already struggling councils deliver joined-up local support targeted at people lacking a financial buffer to manage unexpected costs. Multi-year funding should at least match the level of investment in the Household Support Fund.



A UK financial inclusion strategy that prioritises people facing destitution, by ensuring that people on low incomes can access the advice and support they need on money matters, including social security eligibility and debt.

People must be supported in a way that reflects the reality of their lives, especially if they're facing the higher costs and barriers that may affect – for example – parents, carers, and disabled people, through:

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Delivering swift and accurate decisions about disability social security support for all applicants, through increased operational capacity and expertise to conduct accurate, compassionate, and person-centred assessments.



An overhauled employment support offer, underpinned by a new strengths-based approach to engagement supported by long-term funding to expand voluntary, specialist employment support, and a new framework for Jobcentre Plus outcomes that incentivise tailored support and effective job matching, rather than box-ticking.

Removal of the caps and limits that have reduced the value of children's social security support, by introducing a protected minimum amount in the system at a starting level which would mitigate the impact of the benefit cap, and by scrapping the two-child limit – helping to ensure that all members of a family are protected from going without essentials.

Everyone should have the security we all need to access opportunities and have hope for the future, through:



New workers' rights legislation to ensure new rights to job security, effective enforcement of existing rights, predictable working hours, and flexible working from day one.



Building 90,000 new social homes every year in England, to provide the dignity of a safe, secure, and affordable place to live.

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Empowering communities

by designing places, spaces, and public transport services which build connection — and drawing on people's own expertise to do so. This should include a new community right to shape public services and social infrastructure, and resources to ensure people on the lowest incomes can participate.

WHAT'S THE PROBLEM?

We've seen a steep increase in people needing food banks in recent years, but soaring numbers of people on the lowest incomes were facing hardship long before the Covid-19 and cost of living crises hit.

The number of parcels distributed by food banks in the Trussell Trust network has almost doubled between 2018/19 and 2023/24 (a 94% increase).⁴ We know that this reflects the rising numbers of people being pushed into the deepest, most severe form of poverty. 3.8 million people experienced destitution in 2022, almost two-and-a-half times the number of people in 2017.⁵

The UK public are clear this is unacceptable, with 79% agreeing in 2023 that poverty in the UK was a very big or fairly big problem.⁶

Behind the statistics are the people forced to go without:

- Some people are between jobs, have health conditions or are looking after relatives and children.
- Other people are in work that's insecure or doesn't pay enough to live on.
- Barriers such as the lack of affordable childcare, transport, and flexible, accessible jobs are holding too many people back from opportunities to increase their income.
- High housing costs, especially for renters, leave people without enough money for other things

 while insecurity for private renters puts them at risk of eviction and homelessness.

Our social security system is supposed to be there for us when times are tough, but it is currently failing in its most basic duty: to protect people from going without essentials. It is unacceptable that, last year, four in ten families receiving Universal Credit faced hunger, and one in five have been forced to access a food bank. It is a failing of our society that anyone should be forced to use a food bank because they can't afford essentials like food, clothing, or heating.

All of this can change. Because we know what's pushing people to food banks, and we know the building blocks that are needed to end hunger for good. The public are with us on this mission, with more than three quarters agreeing that food banks should not be needed in the UK, and 63% saying they do not think that food banks are the solution to hunger in the UK. People are clear that responsibility for keeping people out of poverty belongs to the UK Government.8

This manifesto outlines the actions we urge all political parties to support, and our priorities for the next UK Government – so they can lead us into a more hopeful future without the need for food banks, where we ensure security and opportunity for all.

79%
of the public agreed in 2023
that poverty in the UK was a
very big or fairly big problem.

"I attended the food bank after being only able to pay my rent and mobile phone whilst on Universal Credit.

How, in one of the richest countries in the world, are people queuing for food — a basic necessity? In the twenty-first century people are still hungry in the UK. It strips you of your self-esteem and confidence"

- Sharron

94%

increase in emergency food parcels distributed by food banks in the Trussell Trust network between 2018/19 and 2023/24

Committing to building a future where no one needs a food bank, because we have a supportive social security system and cross-government action to ensure everyone has enough for the essentials.

The rise in need for food banks risks creating a 'new normal'. We cannot let this happen. Millions of people needing to turn to food aid should never become acceptable. Continuing down this path will leave us a sicker, less productive, and less just society. But it does not need to be this way.

We know that the UK Government has immense power to lead a UKwide effort to tackle the unacceptable hardship facing many of us.

That's why we need:

 Party leaders to commit to building a future where no one needs a food bank. This vision should be delivered through an Essentials Guarantee within a supportive social security system, along with cross-government action to ensure everyone has enough for the essentials. Leadership at the highest level will ensure accountability, political will, and prioritisation across all government departments.

"You can't budget away too little money. The government need to try living in our shoes trying to survive on £80 a week, then they would understand that the money isn't enough. They need to listen to us, something needs to change"

Mandy



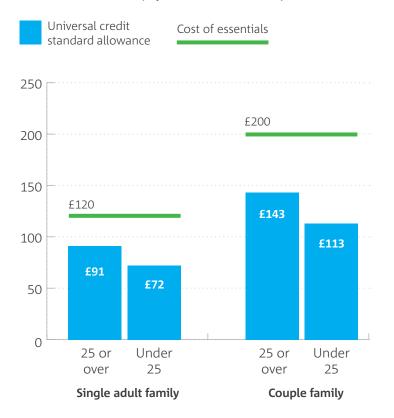
Building an Essentials Guarantee into the social security system — that can **ensure people's incomes cover the cost of essentials**, while supporting the wellbeing and potential of everyone who needs its help.

It's not right that our social security system does not currently provide people with sufficient income to afford the essentials. Social security should protect all of us from needing to use a food bank. Even before the cost of living crisis, inadequate rates of social security meant significant numbers of people were going without essentials such as heating or food.

The majority (89%) of people referred to food banks in the Trussell Trust network are in receipt of means-tested social security income, which includes working households, people between jobs, and people who cannot work due to sickness or caring responsibilities. ¹⁰ Creating a supportive social security system that protects people from serious hardship is the bedrock on which we can give people the security they need to manage caring responsibilities, improve their health, and contribute to society.

The basic rate of Universal Credit should at least cover the cost of essentials like food, household bills and travel costs, but it is not currently set according to any objective assessment of what people need. Right now, this basic rate is only £91 a week for a single adult over 25.

Universal Credit's standard allowance compared to cost of essentials (£ per week in 2024/25)



"I'm a young mum to a 16-year-old son and I'm a workaholic. But at present, I'm being hindered from getting back into work because of all the issues created by Universal Credit. The DWP started deducting money off my Universal Credit payments because they had overpaid **me**[...] I just kept being asked to provide the correct information, even though I'd provided it previously and *knew it was in the system[...]* Last month, I only received half of the Universal Credit payment I should have received. I'm in £2.000 of arrears with my bank. I had money saved in my ISA before this, all of which I've had to spend just to live."

Margaret

In practice, incomes are even lower than this, due to deductions from social security payments. Deductions are often made to repay debt to the Department for Work and Pensions arising from the five-week wait for Universal Credit, or due to overpayments made by administrative error. Deductions affect almost half of all people referred to Trussell Trust food banks¹¹ and can reduce incomes to a starkly unacceptable less than £70 a week. That means there's a significant shortfall between people's living costs and their incomes, which is forcing many to skip meals, switch off essential appliances such as fridges, and sit in cold, dark homes.

That's why we need:

legal minimum in Universal Credit.
We need to embed the principle that, at a minimum, Universal Credit should protect people from going without essentials, such as food and bills. This should be based on an independent process to regularly determine the Essentials Guarantee level, based on the cost of essentials, ensuring that Universal Credit standard allowance at least meets this level, and deductions from people's payments never pull support below this. This enjoys wide public support, with 72% of the public in favour.¹²

to establish an 'Essentials Guarantee'

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to take swift action to reduce the amount that the UK Government can claw back from people's Universal Credit payments to repay debt.

Delivering an Essentials Guarantee should begin with limiting the amount that the Universal Credit standard allowance can be reduced by. Currently, debt deductions can reduce the standard allowance by up to 25%. Creating a protected minimum so the standard allowance cannot be reduced by more than 15%, and changing the rules so repayments to central government are capped at a maximum of 5%, would protect already very low incomes. We also need to prevent this kind of debt emerging in the first place. by providing upfront grants during the five-week wait for a first Universal Credit payment. Cross-government affordability assessments should be used to take a single view of debt that ensures repayments never leave someone without enough to cover the essentials.



Everyone can get the right support at the right time, especially when times are tough.

When people don't get the right support at the right time, their health, employment, and relationships suffer. Unexpected events and emergencies can happen to any of us, but they are much harder to weather for people with no savings or financial buffer. We know people referred to our food banks are also more likely to have exhausted support networks such as family and friends, or to not have these support networks to turn to at all.

We know that local crisis support - sometimes called local welfare assistance – can play a vital role in providing emergency cash payments and money advice – to stop a shortterm shock turning into long-term hardship. But acute funding pressures on local authorities, as well as money and social security advice providers, have pushed this kind of support out of reach for many. For example, 36% of people referred to food banks in the Trussell Trust network received no advice prior to their latest referral.13 While the Household Support Fund has provided some respite, the lack of long-term strategy and funding for local crisis support in England is creating a patchy and confusing picture where services are not reaching everyone who needs them.14

That's why, alongside putting local authority funding on a stable and sustainable footing, we also need:

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a long-term and cash-first approach to local crisis support, including multi-year funding. Everyone who faces a sudden unexpected cost or income shock, which puts them at risk of falling into financial hardship, should be able to quickly receive 'cashfirst' crisis support (e.g. emergency cash grants) alongside preventative advice and support. This means a long-term strategy to build a more dignified, effective, and integrated system of local crisis support in England. This should be underpinned by a multi-year funding settlement at least in line with the annual investment of £1bn through the Household Support Fund. As with the Household Support Fund, the funding settlement should provide additional funding to bolster discretionary crisis support schemes in Scotland, Wales, and Northern Ireland.

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a UK financial inclusion strategy that prioritises people facing destitution, by ensuring people on low incomes can access the advice and support they need on money matters, including social security eligibility and debt, and have access to affordable credit and other financial products to prevent them falling into hardship. This means supporting local government to fund and deliver money, debt, and other advice services, helping people access support they are eligible for but missing out on. Services must address the links between money and mental health problems, be integrated with local crisis support, including emergency cash grants, and prioritise people who are going without essentials, or at risk of doing so. It also means working with governments across the UK, to increase access to affordable credit and reduce the poverty premium that means people on low incomes pay more for essential goods and services.





People are **supported in a way that reflects the reality of their lives**, especially if they're facing higher costs and barriers as parents, carers or disabled people.

Parents, carers, and disabled people are particularly at risk of being referred to food banks. Around one million children experienced destitution in 2022; this has almost tripled since 2017 – far higher than the overall increase in destitution. The majority (69%) of people referred to food banks in the Trussell Trust network are disabled.¹⁵

The disproportionate levels of hardship among these groups are often the result of the higher costs they face.16 Many are unable to afford these higher costs through work due to the increased barriers they experience - the majority (74%) of disabled people referred to a food bank in the Trussell Trust network who are out of work said that their health condition or caring responsibilities mean that they cannot work.¹⁷ The social security system is also failing to protect these groups from hardship, due to the low value of payments, flawed assessments, and long waits. Arbitrary caps, such as the two-child limit and benefit cap, are responsible for driving many larger families deeper into poverty.

We know that some people can work and want to work, but need the right circumstances to do so, and cannot find flexible jobs or access the personalised employment and mental health support they need. 18 Personalised and tailored employment support can play a pivotal role in addressing the barriers to work – but limited funding, fragmented delivery, and a lack of long-term planning is undermining these efforts.

When people cannot work, or are prevented from working, it isn't right that they are forced to go without the essentials, which can worsen their health and make it even less likely that they are able to find appropriate work. This is creating unsustainable pressure on unpaid carers, disabled people and people with health conditions, and households with children – particularly single parents. Struggling to get by, let alone thrive, is having long-term consequences, pushing people deeper into poverty and further damaging people's health and wellbeing. It's time for a new approach.

We can do this by:



delivering swift and accurate disability payment decisions for all applicants, such as people applying for Personal Independence Payment (PIP), to protect the incomes of people who face the greatest barriers to work and recognise the additional costs faced by disabled people. This should be delivered through increased operational capacity and assessors with relevant health expertise to conduct accurate, compassionate, and person-centred assessments.



an overhauled employment support offer, underpinned by a new strengths-based approach to engagement. Building on existing pilots and good practice, we need a rapid expansion of voluntary, specialist employment support, integrated with mental health provision. We know reliance on the current model of generic, high volume compulsory job-seeking – that relies on the threat of sanctions to drive engagement – is not effective for disabled people and others who face high barriers to engage with support and to work. Improvements can be delivered by long-term funding for specialist employment support, an increase in work coach capacity, and a new framework for JobCentre Plus outcomes – incentivising tailored support and effective job matching for groups facing extra barriers to work.

removal of the caps and limits that have reduced the value of children's social security support, through introducing a protected minimum amount in the system at a starting level which would mitigate the benefit cap, and by scrapping the two-child limit. This is essential to address the high overrepresentation of families forced to turn to food banks, and is a key part of delivering an Essentials Guarantee in Universal Credit. Children's social security should be providing this protection, but stopping parents from claiming Child Tax Credit or Universal Credit for any third or subsequent child is pushing families deeper into poverty. Removing the two-child limit and the benefit cap would help address the fact that one in 10 households referred to food banks are living with three or more children – despite this group accounting for just 4% of the UK population.



Everyone has the security we all need to access opportunities and have hope for the future.

Preventing people ever needing to turn to a food bank requires embedding security across people's lives, including financial, housing and job security. But, at the moment, insecure, part-time, and poorly paid work is combining with unaffordable and unsafe housing to create the conditions for precarity and fear, not security and hope.

While paid work can offer a vital route out of poverty, too often it is not protecting people from having to use food banks. Just under a third (30%) of people in paid work referred to our food banks are in insecure work – for example, zero hours contracts or agency work. We also know that people in part-time work are more likely to face hunger, with 21% of people working part-time experiencing food insecurity compared to 13% in full time employment.¹⁹

At the same time, due to a chronic lack of social housing, the option of an affordable social rented tenancy is unavailable for too many people, who often have to rely on the private rented sector to find accommodation. Unaffordable rents and insecure tenure are common features of private renting, forcing people to cut back on essentials – and face eviction at verv short notice. One in three people (34%) referred to food banks in the Trussell Trust network were either homeless at the point of referral or had experienced homelessness in the previous 12 months.20

That's why we need:



new workers' rights legislation to ensure rights to job security, predictable working hours and flexible working from day one. New legislation should ensure that the right to flexible working is available from day one on the job, which will particularly benefit people with caring responsibilities, dependents, and disabled people. New rights are needed to a secure contract that properly reflects someone's working hours after someone has been employed 26 weeks, to end people being locked in insecure work. These rights should be guaranteed by a new single enforcement body, with powers to enforce rights such as minimum wage, sick pay, and holiday pay, while tackling exploitation and modern slavery.



investment to build at least 90,000 new social homes in England every year, to provide the dignity of a safe, secure, and affordable place to live. Investment to tackle the housing crisis must be directed to the provision of new social homes to address the high levels of homelessness, insecurity, and

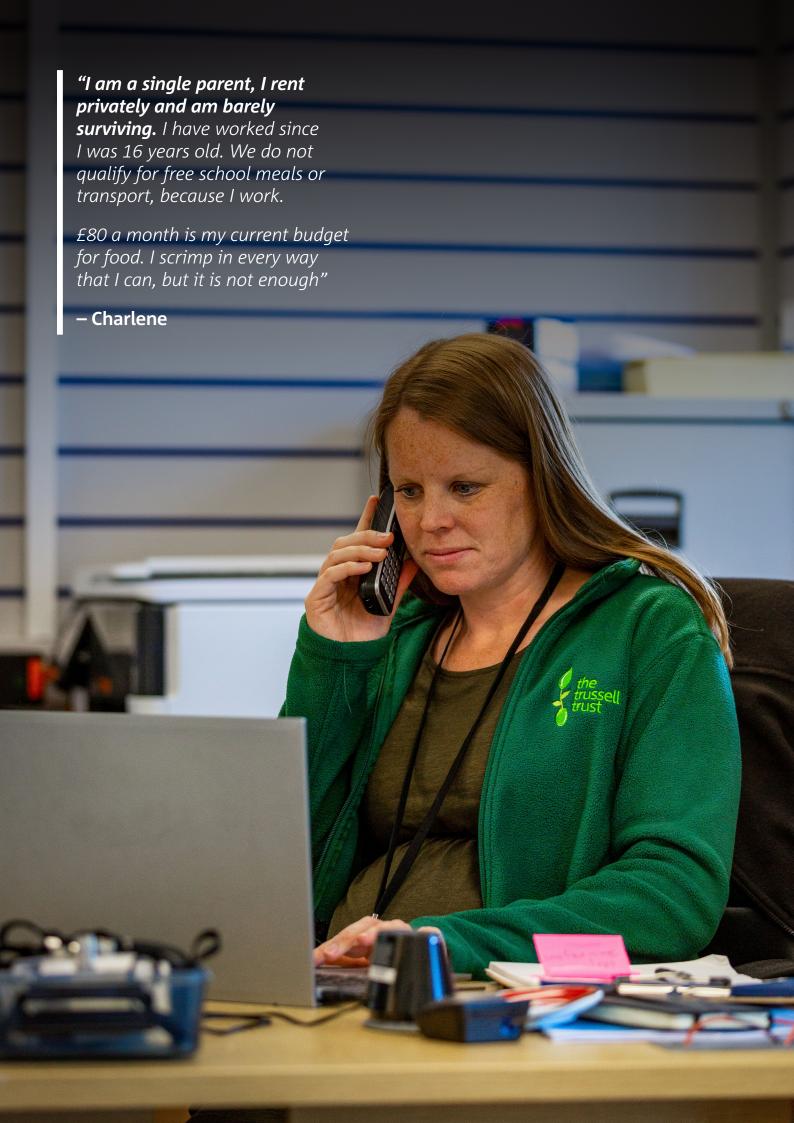
unaffordability driven by an

overreliance on the private

rented sector.21

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to empower communities by designing places, spaces, and public transport services that build connection, drawing on people's own expertise in this effort. Putting relationships at the heart of responding to hardship is crucial to tackling social, digital, and physical isolation. Efforts should include a new community right to shape public services and social infrastructure, with appropriate resources and capacity to enable the participation of people on lowest incomes.



CONCLUSION

This General Election comes at a time when we are facing a generational challenge of hunger in the UK.

Hardship is at record highs, and food banks risk becoming a 'new normal' in communities the length and breadth of the UK. This is damaging our health, harming the prospects of young people, and holding back our economy.

But it doesn't have to be this way. Elections are all about choices, and together we can choose to prioritise turning the tide on the rising need for food banks.

Public opinion is clear: the level and depth of poverty today is unacceptable, and it is the UK Government's responsibility to act.

The next government will be judged on whether it rises to meet this challenge.

That is why we are calling on all party leaders to commit to building a future where no one needs a food bank, because we have a social security system that is fit for purpose, with cross-government action to ensure everyone has enough for the essentials.

Achieving this goal will require a UK-wide effort across all levels of government and society. UK Government action should be delivered alongside urgent action from governments in Scotland, Wales and Northern Ireland, and from local authorities, employers, charities and community organisations.

Because we know what's pushing people to food banks, we know the building blocks that are needed to end hunger for good. Putting these building blocks in place will lead us into a more hopeful future where everyone has the security of being able to afford the essentials, and we consign the need for food banks to history.

Find out more:

We know what's pushing people to food banks, so we know the building blocks needed to end hunger for good.

Visit our website for further detail on the policy areas and recommendations covered in this manifesto: trusselltrust.org/building-blocks.

For more information, please contact public.affairs@trusselltrust.org.

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